



Colac Otway
SHIRE

AGENDA

ORDINARY COUNCIL MEETING
OF THE
COLAC-OTWAY SHIRE
COUNCIL

23 SEPTEMBER 2009

at 3:00 PM

COPACC Meeting Room

An audio recording of this meeting is being made for the purpose of verifying the accuracy of the minutes of the meeting. In some circumstances the recording may be disclosed, such as where Council is compelled to do so by court order, warrant, subpoena or by any other law, such as the Freedom of Information Act 1982.

COLAC-OTWAY SHIRE COUNCIL MEETING

23 SEPTEMBER 2009

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NOTICE is hereby given that the next *ORDINARY COUNCIL MEETING OF THE COLAC-OTWAY SHIRE COUNCIL* will be held in COPACC Meeting Room on 23 September 2009 at 3:00 pm.

AGENDA

1. **OPENING PRAYER**

Almighty God, we seek your blessing and guidance in our deliberations on behalf of the people of the Colac Otway Shire. Enable this Council's decisions to be those that contribute to the true welfare and betterment of our community.
AMEN

2. **PRESENT**

3. **APOLOGIES**

4. **MAYORAL STATEMENT**

Colac Otway Shire acknowledges the original custodians and law makers of this land, their elders past and present and welcomes any descendents here today.

Colac Otway Shire encourages active community input and participation in Council decisions. Council meetings provide one of these opportunities as members of the community may ask questions to Council either verbally at the meeting or in writing.

Questions made in writing will be addressed if received within two days of the Council meeting. Please note that some questions may not be able to be answered at the meeting, these questions will be taken on notice. Council meetings also enable Councillors to debate matters prior to decisions being taken.

I ask that we all show respect to each other and respect for the office of an elected representative.

An audio recording of this meeting is being made for the purpose of verifying the accuracy of the minutes of the meeting. In some circumstances the recording may be disclosed, such as where Council is compelled to do so by court order, warrant, subpoena or by any other law, such as the Freedom of Information Act 1982.'

Thank you, now question time. 30 minutes is allowed for question time.

1. Questions received in writing prior to the meeting
2. Questions from the floor

5. QUESTION TIME
6. DECLARATION OF INTEREST
7. CONFIRMATION OF MINUTES

- Ordinary Council Meeting held on the 26/08/09
- Special Council Meeting held on the 9/09/09

Recommendation

That Council confirm the above minutes.

Note: The Minutes of 22 July 2009 have been adjusted to reflect the division of vote on item OM092207- 6 Adoption of the 2009/2010 Budget.

OFFICERS' REPORTS

Chief Executive Officer

- OM092309-1 CEO'S PROGRESS REPORT TO COUNCIL
- OM092309-2 COUNCILLOR CODE OF CONDUCT

Corporate and Community Services

- OM092309-3 LAVERS HILL POOL JOINT USE AGREEMENT OBLIGATIONS
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Infrastructure and Services

- OM092309-8 SPECIAL CHARGE SCHEME - SINCLAIR STREET SOUTH, ELLIMINYT
- OM092309-9 NATIVE VEGETATION ON ROADSIDES
- OM092309-10 BEST VALUE SERVICES REVIEW REPORT - SUSTAINABLE ASSETS & CAPITAL WORKS
- OM092309-11 ADDITIONAL RECYCLE COLLECTIONS FOR COASTAL AREAS
- OM092309-12 REVIEW OF REGIONAL WASTE MANAGEMENT GROUPS
- OM092309-13 STRUCTURAL ASSESSMENT OF COUNCIL BRIDGES

Sustainable Planning and Development

- OM092309-14 CLIMATE CHANGE GREEN PAPER SUBMISSION
- OM092309-15 TOURISM SIGNAGE POLICY
- OM092309-16 REVIEWED GELLIBRAND RIVER TOWNSHIP MASTER PLAN PRIORITIES
- OM092309-17 PLANNING SCHEME AMENDMENT TO INTRODUCE A SALINITY MANAGEMENT OVERLAY

General Business

- OM092309-18 ITEMS FOR SIGNING & SEALING - CATTLE UNDERPASS - SEXTON'S ROAD, SWAN MARSH
- OM092309-19 ITEM FOR SIGNING & SEALING - BIRREGURRA SKATE PARK CONSTRUCTION

Rob Small
Chief Executive Officer

CONSENT CALENDAR

OFFICERS' REPORT

D = Discussion
 W = Withdrawal

ITEM	D	W
<p><u>CHIEF EXECUTIVE OFFICER</u></p> <p><u>OM092309-1 CEO'S PROGRESS REPORT TO COUNCIL</u></p> <p>Department: Executive</p> <p><u>Recommendation(s)</u></p> <p><i>That Council receives the CEO's Progress Report for information.</i></p>		
<p><u>OM092309-2 COUNCILLOR CODE OF CONDUCT</u></p> <p>Department: Executive</p> <p><u>Recommendation(s)</u></p> <p>1. <i>That Council adopt the Colac Otway Shire Councillor Code of Conduct.</i></p> <p>2. <i>That all Councillors sign the Councillor Code of Conduct at the Council Meeting on 23 September 2009.</i></p>		

Recommendation

That recommendations to items listed in the Consent Calendar, with the exception of items, be adopted.

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OM092309-1

CEO'S PROGRESS REPORT TO COUNCIL

AUTHOR:	Rob Small	ENDORSED:	Rob Small
DEPARTMENT:	Executive	FILE REF:	GEN00460

EXECUTIVE**Smart Urban Peak Futures**

The CEO attended this Municipal Association of Victoria conference in Melbourne on the 19 & 20 August 2009 the aim of which was to discuss and debate the role of Australian Local Government Authorities in achieving urban sustainability into the future.

Great South Coast Municipalities Group Meeting

The Great South Coast Municipalities Group meeting was attended by the CEO and Councillor Stephen Hart on the 21 August 2009 in Camperdown. Items discussed included:

- Gunditjmara Native Title Determination
- MAV Local Government Employment Branding Strategy
- Victorian Climate Change Green Paper
- Great South Coast Regional Plan Update and Review of Work Plan
- Green Triangle Freight Action Plan
- Regional Community Leadership Program
- Update from COS CEO on the findings of the Bushfire royal Commission.

Apollo Bay Harbour Steering Group Meeting

The CEO, together with Council officers, attended a meeting of the Interdepartmental Steering Group for the redevelopment of the Apollo Bay Harbour on the 24 August 2009.

G21 Board Meeting

G21 held its August Board meeting in Colac on the 28 August 2009 with Colac Otway Shire Councillors invited to attend. The meeting included discussion on G21 Priority Projects for the 2009-2010 financial year and the Health & Wellbeing Community profile.

Winds of Change: Windfarm Opportunity Forum

This forum was held in partnership between the Federal Member for Corangamite, Darren Cheeseman MP and the Colac Otway Shire on the 28 August 2009 in Colac. The Minister for Energy and Resources, Peter Batchelor MP, addressed the forum which was called to progress the discussion about renewable energy generation in Victoria.

Barwon Water Breakfast – Building for the Future

The CEO, together with Councillor Stuart Hart, attended this breakfast hosted by Barwon Water to explore a collective vision for a long-term sustainable water supply for the Geelong region.

Business Hours for Christmas/New Year Period 2009/10

It is usual for Council to close to close offices and other services during the Christmas/New Year period taking into account the low level of customer attendance at Local Government offices and also Council's capacity to provide 24 hour emergency service.

The closure of the offices and other services has occurred for a number of years.

Colac & Apollo Bay Customer Service Centres

Thursday	24 December 2009	Close Offices at 12 noon.
Friday	25 December 2009	Christmas Day
Monday	28 December 2009	In lieu of Boxing Day
Tuesday	29 December 2009	In lieu of Colac Show Day holiday (where not taken)
Wednesday	30 December 2009	Annual Leave Day
Thursday	31 December 2009	Annual Leave Day
Friday	1 January 2010	New Years Day
Monday	4 January 2010	Offices Reopen

Staff will monitor correspondence throughout the period and although the Service Centres are closed, critical activities will continue.

Arrangements are put in place for any urgent issues.

Normal office hours will resume on Monday 4 January 2010.

Local Laws will be unavailable on Christmas Day. Other times local laws officers will be available.

Aged & Disability Services

Friday	25 December 2009	Christmas Day
Monday	28 December 2009	In lieu of Boxing Day
Tuesday	29 December 2009	In lieu of Colac Show Day holiday (where not taken)
Wednesday	30 December 2009	Annual Leave Day
Thursday	31 December 2009	Annual Leave Day
Friday	1 January 2010	New Years Day
Monday	4 January 2010	Offices Reopen

Personal Care and Meals on Wheels continue as normal. Christmas Day meals will be available only through approval of need.

“On Call” staff will be available out of hours through the pager system

Cosworks

Council operates a 24 hour service for emergencies and Cosworks provides ongoing maintenance services. The depots are proposed to be closed on the following days:

Thursday	24 December 2009	Close at 12 noon
Friday	25 December 2009	Christmas Day
Monday	28 December 2009	Boxing Day
Friday	1 January 2010	New Years Day

Waste Management Services

Transfer stations at Alvie, Birregurra and Marengo will be closed on Christmas Day, Friday 25 December 2009 & New Years Day 1 January 2010. Drop Off Facility Services will open on Saturday and Sunday as scheduled.

Kerbside collections scheduled for Friday 25 December and Friday 1 January will be carried out on Saturday 26 December and 2 January respectively.

Blue Water Fitness Centre

BWFC will be closed on Christmas Day and be open for modified hours on other days during the Christmas/New Year period.

Christmas/New Year business hours for Colac Otway Shire Council will be advertised in the local media.

CORPORATE AND COMMUNITY SERVICES

Health & Community Services Report

Nomination to Government House

This year, 6 seniors have been nominated to attend the Government House Morning Reception to be hosted by the Governor, Professor David Kretser, and his wife, Mrs Jan de Kretser. Nominations came from across the Shire and, as in previous years, their collective and individual contribution to the community as volunteers demonstrated the outstanding contribution that many of our seniors make to our community.

The Aged & Disability Services (A&DS) has on average some sixty volunteers who support the unit with the delivery of meals on wheels every day of the week and the transport program that assists people to attend medical and treatment appointments in Melbourne, Geelong and Ballarat.

Kanyana Update on working plan

The plans for the Kanyana centre have now been completed. The next stage will be to gain quotes from the Council's nominated builders.

The Kanyana Seniors Citizens group has requested that their own office at the centre be upgraded at their cost. They have submitted a design for the office.

An application for the State Government's Volunteers Grant 2009 will be submitted on behalf on the Senior Citizens for a number of items that include chairs, a public address system and other incidentals.

Seniors Week

From the 5 – 16 October 2009, seniors can participate in various activities that include a Country Concert with Frankie J Holden, High Tea and dancing, lunch at Apollo Bay (which was a huge success last year) and a number of bus trips that include harness racing at Ballarat, heritage house, garden tours and other destinations. As usual, interest and support by older citizens of Colac Otway Shire for this event have been met with positive participation.

Required Training:

The Coordinator and Assessment staff will complete compulsory training in the **Flinders Model** of care. This involves acute-illness management in the home and the **Active Service Model** for clients in the home. This training is to enable assessment staff to develop an individual care plan which includes self-care roles to assist people to stay in their homes for longer periods of time and to decrease admissions to hospital and residential placement.

Family Day Care

FDC has successfully applied for a provisional licence to run a childcare service.

Recreation

Barwon South West Regional Trails Master Plan

Further to the receipt of submissions the Project Consultants, *Inspiring Place*, have reworked the draft document and this version is currently being considered by the Project Control Group. Subject to any further agreed changes the final report will be released to all project partners late September 2009.

Open Space Strategy Funding Application

It has been identified that an Open Space Strategy is a current significant gap within Council's Strategic Planning. The Infrastructure, Environment, Planning, Economic Development, Executive and Recreation Units across the organisation have contributed to the development of the draft Open Space Strategy Project Brief. This brief will be submitted to Sport and Recreation Victoria in October 2009 under the Community Facilities Funding Program – Planning Category seeking funding support. It is proposed that Parks Victoria, Department of Sustainability and Environment, Barwon Water and Corangamite Catchment Management Authority will be approached seeking their commitment to become project partners in recognition of their vested interest.

G21 Sport and Recreation Pillar

Recently the Pillar agreed that a Strategic Plan needed to be developed for the group to identify their terms of reference, governance structures and future action plan for the coming 3-5 years. The G21 Sport and Recreation Pillar have agreed to submit a funding application under the Country Action Grant Scheme seeking funding to develop a strategic plan. This Pillar has successfully delivered on a range of projects over recent years including the Sports Facilities Development Plan and the Sports Development Plans which worked closely with a range of state sporting associations. Both the Department of Education and Early Childhood Development (DEECD) and the Gordon TAFE are now represented on the G21 Sport and Recreation Pillar which also includes representation from the five local government authorities and Leisure Networks. The Strategic Plan will also acknowledge the role DEECD has in community facility provision.

The funding application is required to be submitted by 30 September 2009 and G21 have agreed to be the applicant and Colac Otway Shire will be the project manager/auspice. This project will not require any financial resources from Council but will include Officer input.

Country Football Netball

The Forrest Football Netball Club Working Group is currently confirming quotations for the resurfacing of the netball court, installation of shelters and lights. Upon confirmation of quotes Council will apply for building and planning permits. A funding agreement between the Club and Council outlining the proposed works and budget details has been formally signed off. On site works are proposed to commence October 2009.

Birregurra Skate Park

Independent Concrete Constructions have been awarded the contract to build the skate park. Construction of the Birregurra Skate Park will commence in mid October following the 2009 Birregurra Weekend Festival. The project is scheduled for completion prior to 31 December 2009.

Work to be carried out includes construction of the skate park, drainage, excavation and establishment of a hard stand area, access pathways, signs, seating and bike racks.

Sport and Recreation Victoria provided \$60,000, Council \$40,000 the Birregurra Community Group Inc. \$35,000 and the Lions Club of Birregurra and District Inc. \$8,200 of funding to

this project. The Birregurra Community Group will also provide in-kind work towards the project.

Sale of Land

The transfer of land and sale of the former Wingeel Recreation Reserve is complete.

The former Warrion Tennis Club Inc. site at 25 Glenn Street Warrion has been advertised for sale with Charles Stewart & Co. real estate agents.

Colac Hockey Association

The Recreation Unit is currently working with external agencies regarding the potential re-invigoration of a hockey club/association in Colac to complement the recently redeveloped hockey fields.

Lake Colac Oval Redevelopment

Works in relation to the Lake Oval Project will commence mid September 2009. This project involves the installation of new drainage, a new irrigation system, drought tolerant turf and installation of a water tank for water harvesting.

Colac Skate Park

Plans for proposed modifications to the Colac Skate Park have been developed with significant input from the Colac Skate Park Group and users of the facility in collaboration with the designer. A funding application has been prepared under the Sports and Recreation Victoria Community Facility Funding Program 2010/2011– Minors Category.

Events - Make them your Business Project

Two fully booked “Events – Make them your business!” Forums provided information on marketing and promotional opportunities created by events and tips on how businesses and community groups can capitalise on the number of visitors attracted to townships/areas due to festivals and events. Guest Speaker Kathy Simpson, inaugural President of the Deni Ute Muster, shared her experiences about how the local community and event organisers have worked to maximise the impact of this event in Deniliquin.

The forums also featured information on effective marketing and presented a valuable networking opportunity for businesses, event organisers and community groups to increase their understanding of how each can work together, before, during and after an event.

An advertorial feature promoting the project aims was featured in the Colac Herald on 9 September 2009 and aimed to increase awareness of how businesses and community groups can positively respond in an entrepreneurial capacity to events.

“Events - Make them your business!” toolkits provided all the information businesses service club/community groups and event organisers need on how to maximise the benefits of events in local communities. The toolkits featured case studies of successful events working in partnership with businesses and tips on marketing and customer service. The toolkits will be available for use by other municipalities as part of the project.

The project commenced in February 2009 and will be completed by October 2009.

Regional Bike Forum

Following the recent review of the Barwon Regional Bicycle Council it was recommended to develop a Regional Bike Forum. The first meeting of the Regional Bike Forum was held Wednesday 9 September 2009 at Sports House, Skilled Stadium.

This meeting provided an important opportunity to discuss the recommendations of the review of the Barwon Regional Bicycle Council and begin to shape the structure and

operations of the Regional Bike Forum. The City of Greater Geelong has appointed Gerard Mullaly as an independent chair for this forum. Established cycling clubs, associations or groups were invited to nominate one representative to represent their organisation on this forum. Colac Otway was represented through a member of the newly formed Forrest Mountain Bike Club and the meeting was attended by the Recreation & Events Co-ordinator. Future meetings will be planned on a monthly basis.

Events

E Team meetings – September

The E Team meeting was held on 8 September 2009 to debrief the Battle of the Bands (28 August 2009). Preliminary discussions were held for Relay for Life (27 and 28 February 2010), Youth Council Skate Park Project (17 and 31 October 2009) and COPACC Christmas Markets (18 December 2009).

World Scout Day (1/8/09)

Colac Scouts celebrated World Scout Day by *'Sleeping Rough'* in Memorial Square. Approximately 50 Scouts, Rovers and Venturers, leaders and some parents slept the night and enjoyed a BBQ dinner and played games. World Scout Day marks the anniversary when Robert Baden-Powell took scouts to Brownsea Island in England and set up camp. The aim of the Colac Scouts group event was to raise awareness of Scouts in Colac and to increase membership.

FReeZA

The FReeZA Battle of the Bands competition was held on Friday 28 August 2009 and included seven Colac district bands 'battling' it out. The winner was 'Vicious Fish' a local 3 piece band who impressed everyone with their great singing and teamwork. They now go on to perform in the Regional Final again hosted at COPACC on 3 October 2009.

Just over 300 young people attended, with another 30 performing and 32 volunteers. The event was well supported by the local police, health workers and local businesses through sponsorship.

Upcoming Events

Events which will be held throughout the Colac Otway Shire in October are FReeZA Regional Final Battle of the Bands (3 October 2009), Colac Cycling Vets Red Rock Classic (11 October 2009), Birregurra Weekend Festival (9 to 11 October 2009), Herald Sun Tour in Colac with a Stage Start (13 October 2009) and Apollo Bay with a Stage Finish (15 October 2009).

Calendar of Events Project

Advertising for entries in the 2009 Spring Calendar of Events was completed in the first week of August and the selection process of events that qualified to go in the calendar was completed in the first week of September. In mid to late September 2009, advertising will feature in local papers and on posters throughout the Shire and 2,500 complimentary Spring Calendar of Events Flyers will be distributed across the Shire.

Australia Day Celebrations

The 2010 Australia Day Advisory Committee held its first meeting in April 2009 and an invitation was extended to Birregurra to host the 2010 Australia Day Celebrations. The Birregurra Community Group has accepted and are currently advertising to form a sub-committee for the 2010 Australia Day Celebrations. The Australia Day Ambassadors Nomination Form has been forwarded to the Australia Day Committee (Victoria) and ambassadors will be allocated in November 2009. The COS Australia Day Awards program

is due to open in mid to late September and will be advertised in mail outs, newspapers and news sheets across the Shire.

COPACC

The Melbourne Cup will be coming to COPACC on Wednesday, 30 September 2009. The Cup will be on free display to the public in the COPACC foyer for several hours. It will be moved afterwards into the Civic Hall for a ticketed event hosted by the Shire, Otways Tourism and Colac Turf Club.

During the school holidays COPACC is hosting the Grimstones – Hatched. This is a gothic fairytale told with giant books, old world marionettes and sign language. This is a magical and inspiring tale, sprinkled with comedy. Not just for children, the Grimstones appeals to the whole family. See the show in the COPACC Civic Hall on Tuesday, 22 September 2009, at 2pm and 6:30pm. Proudly sponsored by Shalimar Nursery. Tickets are \$20 for adults and \$9.50 for children.

Youth Council

Youth Council's Skate Park Competition entries were well received by the community with plenty voting for their favourite design.

The SWLLEN Careers Expo on Thursday 27 August 2009 saw the Youth Councillors highly involved with the running of the event at COPACC. The event was very successful and the group is looking forward to being involved in 2010. Youth Councillors took on a range of activities from welcoming the students, handing out show bags, making key tags and running their own stand promoting the Skate Park Project.

Youth Councillors were also actively involved in FReeZa's Battle of the Bands on Friday 28 August 2009 through volunteering to help the event run smoothly on the night. Youth Councillors have also agreed to help FReeZA with the Regional final on Saturday 3 October 2009.

BWFC

Blue Water Fitness Centre Management attended the Aquatic and Recreation Victoria Conference in Melbourne on 27 & 28 of August 2009. The conference covered environment and community issues. Discussion focused on the idea of creating a community hub in aquatic and recreation centres. Ideas were encouraged beyond the scope of the centre, including walking clubs, education workshops, book club, immunisation days and even a farmers' market. Our team came away from this conference excited and full of new creative ideas to improve the opportunities for the whole of the community.

Pool Works

Initial inspections were carried out on the main pool, due to the floor tiles lifting off the bottom of the pool. Divers from the maintenance department of the Melbourne Sports and Aquatics Centre visited Colac to assess the affected area. Works will commence in the coming weeks to address this issue with no impact or disruption to the operation of the Centre.

Blue Water promotion

Bluewater participated in a Wedding Expo at Otway Estate on the 23 of August 2009 with over 200 people attending. Overall the day was a success with Bluewater staff networking with potential clients and stakeholders.

New classes

Crank (designed cycling) classes have been a hit with classes being fully booked each day and waiting lists well used. Bluewater is currently offering 6 classes over a range of days and times. As more staff are trained, more classes will be offered.

The new Aerobic program has been well received with a review of programs to be held over the next few weeks. Feedback has been constant and will assist with improving the program.

All Abilities Basketball

Leisure Networks in conjunction with the Colac Basketball Association and Bluewater Fitness will commence an "All Abilities Basketball" program. The first of the "Come Try Days" on 29 of August 2009 was a great success with 12 people attending. It is anticipated that future sessions will attract increased numbers. The six week play season should be a great success as the football finals will have concluded.

Other Bluewater updates

- The Adult Squad is continuing on Tuesday & Thursday evenings from 6pm-7pm, with an average of 10 participants attending
- We are currently into week 9 (Term 3) of the Learn to Swim Program with enrolments currently sitting at 241 students. Term 4 starts on Monday 5 October 2009.
- Water Moves is currently being conducted on Monday, Thursday & Friday mornings at 9.15am.
- Over the past few weeks we have seen Lorne (P-12) College in at the pool to participate in the Bluewater Fitness Centre 'Swim & Survive' Program. Last week saw St Brendan's Primary School in the water, and we have Elliminyt Primary School in currently for the final 2 weeks of their 4 week program.
- The Lap it Up Club is in full swing, with over 60 members involved in this free program.

INFRASTRUCTURE AND SERVICES**GENERAL**

The Infrastructure & Service Unit has been busy creating work orders for Works programs for the financial year ahead. This has involved working quite closely with the Finance Department to ensure that the reporting structures are in place to allow for the effective monitoring of budgets.

Officers have been continuing to work on standardisation of tendering and quotation documents as part of an overall review of Council's practices in relation to recent legislative changes.

The Infrastructure Unit has been participating in Council's Organisational Systems Review as part of a larger working group that is helping to review and integrate a number of systems throughout the organisation.

CAPITAL WORKS

The Unit has been busy preparing job specifications for works to be carried out as part of the current budget. This has included developing specifications for pavement investigation and analysis and scheduling works programs.

Capital Works

Apollo Bay Footpath Construction

Works have reached practical completion. There are some minor landscaping works to be completed which have been deferred until the weather improves. New, 1.5m wide, plain concrete footpaths have been constructed in Costin Street (east side between Pengilley and Montrose) and Montrose Avenue (south side between Costin and McLachlan). New, 1.5m wide, exposed aggregate concrete (to match the streetscape theme) footpaths have been laid in Pascoe Street (between Hardy and Moore Streets and part way between Moore and McLaren Streets).

Project Planning – 2009/10 Capital Works Program

Detailed project planning for 2009/10 is continuing, involving liaison with a number of project managers across Council. Quotes are being sought for the pavement investigation for the current year's road projects and will close on the 11 September 2009. Project referrals are proceeding. Consultant(s) to undertake the design of three (3) road construction projects will be selected from Council's panel of engineering consultants. It is anticipated that the consultants will begin work within the next month.

Capital Works Reporting

The tool for reporting and monitoring of Capital Works project expenditure, progress and key timelines has now been developed with input from a number of areas across Council. The management reporting is expected to be operational by the end of September.

Works in Progress

Carpendeit-Bungador Road Construction

The scope of works for this project has been reviewed. Culvert works under Speedway Road will be completed shortly by Cosworks. The scope of works associated with drainage improvements at the intersection of Speedway Road and Carpendeit-Bungador Road are being reviewed.

Works associated with drainage improvements at this intersection will be considered as a new project to be carried out as part of Council's Capital Works Program in this financial year.

Pound Road Construction

Works have reached practical completion. The scheme finalisation (issue of the Second Notice) is anticipated to be presented to the October Council meeting. Pound Road still requires a final seal and this has been scheduled as part of the current Capital Works Program.

Elliminyt Stormwater Study

A meeting was held with the consultant (GHD) on the 2 September 2009. The original study had commenced in March 2009 and is based on investigations to reduce flooding in the Elliminyt catchment and downstream properties. A final report is expected by the end of October 2009.

ASSET DEPARTMENT

The Asset Department has been busy undertaking inspection and documentation of Council's assets as part of its obligations for Council's Asset Maintenance and Renewal Programs.

Routine Road and Footpath Inspections

- Footpaths in the main CBD areas of Colac, including areas around churches and schools were inspected during the first week of August. There have been some movement and spalling in sections of concrete footpaths. The defects identified will be programmed to be ground off to make them safe until they can be repaired. Private trees and vegetation intruding onto and over the footpath were also identified and these have been passed onto Local Laws to issue improvement notices to the property owners.
- Colac Urban Street inspections were completed in the second week of August. A number of missing and damaged signs were identified. Seal cracking was evident in some of the streets around Colac, and this has been referred to Council's Maintenance Program for action.
- Inspection of the roads in the Barwon Downs area was completed during the third week of August. Missing and damaged guide posts and signs were identified as the main issues. The recent windy conditions contributed to major maintenance works with broken and fallen limbs on the edge of the roads keeping Council's works crew busy. It is expected that the cleanup of debris will continue through until the end of September.
- Roads in the Beech Forest area were inspected in the last week of August with major maintenance activities identified as fallen tree limbs and damaged road furniture. Minor potholing and corrugations were assessed and referred to Council's Maintenance Program.

COSWORKS

Cosworks has commenced maintenance activities in a number of its programs subject to weather and ground conditions as follows:

Road Regrading: Maintenance grading has been completed in all areas as weather permits. Grading is dependent on weather conditions with most grading being undertaken where the road does not hold excessive water.

Road Pavement Minor Patching: Ongoing in all areas, this is dependent on weather and availability of materials. Patching is aimed at ensuring that the road maintenance complies with the Council's Road Management Plan intervention levels.

Major Patching: Major patching has been carried out on Colac-Lorne Road and Gold Hole Road.

Shoulder maintenance: Works have been carried out on Bushes, Division, Ryans, Russells, Lake Corangamite, Tomahawk Creek, Cressy and Wool Wool Roads.

Gravel Road Re-sheeting: Undertaken on Rattrays, Morrissys, Quinanes, Kerrs, Pearlys, Morrells, Wonga, Daffys Lane, Blanket Bay, Tiger Lane, Manna Gum, Bracks Access, Henrys and Conns Lane Roads.

Major Drainage completed on: Pearlys Road.

Routine Drainage completed on: Ongoing program mainly in the Otway areas.

Bus Pull off area: Work has been carried out to construct a bus pull off area on Bushbys Road.

Kerb & Channel Works: Kerb and Channel work has been carried out on Treatment Works Road and traffic islands have been constructed on Dalton Street.

Tree Maintenance: Street tree clearance under power lines in Colac has commenced.

Township Mowing: This has begun in all townships as required. The weather and ground conditions have impacted on Council's ability to mow certain areas particularly adjacent drains and low lying areas.

Weed Spraying: Weed spraying has begun around roadside furniture, subject to weather conditions. Wet weather impacts on Council's ability to carry out spraying works and the majority of spraying works will be carried out as the weather improves towards the end of spring.

Bridge Maintenance: Maintenance works have been completed on Rollings, Clancys and Glenaire bridges.

Gardens: General maintenance and tree trimming has been carried out subject to weather conditions. A number of activities have been carried out in the Botanic Gardens and permits have been obtained to undertake tree maintenance at a number of sites throughout the municipality.

Playground Maintenance: Inspection and repair of defects have been continued in accordance with the Playground Maintenance Program. This program minimises Council's risk exposure to the general public for the use of playground equipment by undertaking regular inspections and repairs of equipment before it becomes a hazard to users.

Old Beechy Line Rail Trail: Fallen trees have been removed and general maintenance/repairs carried out throughout a number of sections of the rail line trail.

Storm Damage: A number of severe storms have passed through the Colac Otway Shire in the last month. This has caused a significant amount of damage to roads from fallen trees blocking access and damaging embankments. Clean up of damaged trees has been mainly confined to the Otway area. Minor flooding has also occurred in Central & Northern parts of the Shire and this has required call outs and emergency works from the Cosworks works crew.

Township programs: Birregurra has been the main focus of works under the Townships Program over the last month with maintenance works carried out on playground equipment, vegetation maintenance trimming and drainage works undertaken.

MAJOR CONTRACTS/WASTE DEPARTMENT

This Department has been kept busy on a number of fronts including the finalisation of tender documents in anticipation of advertising the Council's Major Waste Contract for the new Waste system and finalising documentation for planning permits etc as part of the preparation for construction of works at the Apollo Bay Transfer Station.

Draft Western Victoria Boating Coastal Action Plan – Consultation

The Western Coastal Board, comprising of Surfcoast Shire, Colac Otway Shire, Corangamite Shire, Moyne Shire, City of Warrnambool and Glenelg Shire have developed a Draft Western Victoria Boating Coastal Action Plan.

The Western Victoria Boating Coastal Action Plan provides information on future planning, development, management and investment of recreational boating facilities across the Western Coastal Region of Victoria.

The document identifies the boating facility at Apollo Bay as a regional type and recommends that the existing facility be developed to a regional standard including works such as extension of boat ramp, construction and sealing of carpark and associated works incorporating public amenities and leisure facilities in accordance with the Apollo Bay Harbour Marina Plan.

The Draft Western Victoria Boating Coastal Action Plan will be on exhibition at local Council offices, State Government and Tourist Information Centres, along the West Coast for a six (6) week period from Wednesday 26 August 2009 to Friday 2 October 2009.

The full copy of the Exhibition Draft Western Victoria Boating Coastal Action Plan can be found at Council reception and on Western Coastal Board website at www.wcb.vic.gov.au.

Six (6) consultation forums have been, or will be held, providing opportunity to have direct input to the Plan.

Boating Safety and Facilities Program – Pre-registration Form for Boating Facilities Projects

A pre-registration form has been filled out and preliminary discussions held with Marine Safety Victoria (MSV) seeking funds for boating facilities design development. The Draft Western Victoria Boating Coastal Action Plan is currently on display for public consultation until 2 October 2009 and recognises the Apollo Bay Boating facilities as a regional facility. Accordingly, the Plan acknowledges that there is opportunity for improving the current facilities. The two (2) projects for which funding applications can be made are:

1. Construction and sealing of boat ramp carpark; and
2. Extension of boat ramp to a four (4) lane facility to accommodate additional future demand.

In the first round an application will be made for design and development, followed with tendering and actual construction. The preliminary pre-registration has been supported by MSV and it has been asked that Council lodge a full application form by the closing date of 15 October 2009. During the process of lodgement of the funding application, support will be sought from the Boating Coastal Action Committee and DSE to improve the chance of securing funding.

Organics Processing Facility Contract

Bio Gro have agreed to extend their contract for the processing of Council's Kerbside Green Waste for twelve months to August 2010 with an option to extend. Council's Waste Management Officer visited the site in Mount Gambier to meet with Management regarding the Contract extension. Following discussions an inspection was carried out of the processing farm at Wandilo which consists of 42ha site.

Drop Off Facilities Contract

The change over of times for the Organic Facilities new contract will take effect in September with Gellibrand changing to once a fortnight on the Sunday and Carlisle changing over to Sunday morning instead of Saturday morning.

Tenders

Since the last reporting period no tenders were opened.

Current tenders advertised are :-

- 0915 Provision Of Building Maintenance Services , closes 23 September 2009.
0913 Alvie Recreation Reserve Development (Clubrooms), closes 7 October 2009.

Current tenders awarded during the last reporting period were :-

- 0815 Birregurra Skate Park Construction – to Independent Concrete Constructions (under CEO delegation).
0906 Apollo Bay Transfer Station Construction – to Apollo Bay Building group.
0908 Waste Drop Off Facilities Service – to RG & JA Spence.
0909 Birregurra & Forrest Structure Plans – to CPG Australia (under CEO delegation).
0911 Rural Living Strategy – to CPG Australia (under CEO delegation).

The following tender is in the process of being evaluated:

- 0817 Gellibrand Landfill Rehabilitation.

Subdivision Works

The following table shows the current status of various subdivisional works which will be handed over to Council when works are completed.

Subdivision	Status
Apollo Bay Industrial Estate Stage 1 9 lots	Lean mix concrete sub-base has been placed in most locations in Arthur Court and in Montrose Avenue. Work is currently being undertaken on Montrose Avenue to construct the concrete road along the north side. Temporary traffic lights are installed with traffic limited to a single lane. The concrete road construction has commenced.
Rossmoyne Road Industrial Estate Stage 2 23 lots	Underground drainage has been installed with work to proceed on excavation and placing road pavement. Kerbing will be constructed in coming months.
Wyuna Estate Stage 10 (Banksia Drive extension) 6 lots	All works have been completed with compliance expected shortly.
Mingawalla Road, Beeac Stages 1 & 2 9 lots and 1 reserve	Works are nearing completion except for minor drainage. It is anticipated that compliance is expected shortly.

SUSTAINABLE PLANNING AND DEVELOPMENT

State Government Changes to Native Vegetation Planning Permit Exemptions

The State Government has announced that changes are being made to all Planning Schemes in Victoria to exempt planning permit requirements for removal of trees within 10m of a dwelling and removal of lower level vegetation within 30m of a dwelling. The changes will also allow clearance along fence lines to a combined 4m in width. The changes are in response to the February 7 2009 bushfires, and will provide an increased capacity for land owners to clear vegetation immediately surrounding their houses for bushfire protection.

Whilst the exemptions are welcomed for their objective of striking a better balance between public safety and environmental and amenity concerns, the implications of the changes are significant. Officers have raised concerns with the Government about the effect of greater exemptions in areas of high landslip potential such as Wye River and Separation Creek, where greater vegetation clearance could lessen land stability. The community must also expect that there is likely to be a greater loss of vegetation throughout townships where vegetation cover has previously been identified as an important part of the township character. Planning decisions will need to take account of the wider capacity for vegetation removal on sites where residential development is proposed.

Amendment C55 – Community Information Sessions

Planning Scheme Amendment C55 was gazetted by the State Government on 18 June 2009 streamlining the planning scheme, rezoning some land in Colac and Apollo Bay, introducing greater exemptions from permit requirements in a range of overlay controls and minimising the need for unnecessary planning applications. The policy framework has also been updated to reflect current issues and priorities in the Shire, strengthening Council's capacity to reflect local issues when implementing state planning controls.

Community information sessions have been scheduled on;

- 22 September 2009 at 3:00 pm – 4:30 pm at Forrest (Forrest Public Hall)
- 22 September 2009 at 7:00 pm – 8:30 pm at Apollo Bay (Apollo Bay Hotel)
- 29 September 2009 at 3:00 pm - 4:30 pm in Beeac (Beeac Public Hall)
- 29 September 2009 at 7:00 pm – 8:30 pm in Colac (COPACC)

for officers to explain the implications of the amendment to interested members of the public, as well as to discuss other current planning issues.

Rural Living Study and Birregurra/Forrest Structure Plans

Consultant firm CPG Australia P/L has commenced the Rural Living Study and Birregurra/Forrest Structure Plans following appointment to both projects in August. Inception meetings for the projects are being held with the respective Steering Committees for the projects at the end of September.

Colac and Apollo Bay Car Parking Study

Consultant AECOM is in the process of finalising an Issues and Options Paper for the Colac and Apollo Bay Car Parking Study. A project Steering Committee meeting will be held at the end of September to discuss the draft report and a workshop will be held with Councillors in October to brief them on the project prior to a report being considered at the October meeting. It is anticipated that public exhibition of the Issues and Options Paper would be completed prior to Christmas.

Amendment C12 – Changes to flood provisions

Council considered submissions to Planning Scheme Amendment C12 in June 2009 and resolved to forward the submissions to an independent Panel for consideration. Officers have since been liaising with the Corangamite Catchment Management Authority (CCMA) to

revise details of the overlay schedules and boundaries of the extent of coverage of the flood overlays in accordance with Council's resolution. Council has been advised that a two member panel has been appointed, and a Directions Hearing has been scheduled to be held at COPACC on 5 October 2009 at 11:00 am. The panel will advise all submitters of the hearing directly. The hearing will deal with any preliminary matters and make arrangements for the conduct of the formal hearing. Submitters will be invited by the panel to indicate prior to the Directions Hearing if they wish to make a presentation to the panel, so that a hearing schedule can be established.

G21 Settlement Pillar

Officers have attended two workshops of the G21 Settlement Pillar in recent months which have been facilitated using funds from a Department of Planning and Community Development grant to scope a project that reviews the location of future urban growth in the G21 region. The aim of these workshops has been to develop a project proposal which can be considered for future funding by Councils and State Government agencies to look beyond the recently approved growth corridor at Armstrong Creek south of Geelong, and at where growth is likely to occur in the long term. Such a project would examine the implications for planning in each of the four Councils including Colac Otway Shire. The recent completion of the Geelong Ring Road and pending duplication of the Princes Highway to Winchelsea will increase the connectiveness of Colac to Geelong, and the importance of the Shire taking part in this planning exercise.

Poorneet Lane and Barongarook Creek Revegetation Works

National Threatened Species Day was held for the first time on 7 September 1996, to commemorate the death of the last Tasmanian tiger in captivity in 1936. Since then it has been held each year to encourage the community to help conserve Australia's unique native fauna and flora. On National Threatened Species Day this year, Greening Australia, DSE and Colac Otway Shire have brought students from Cressy, Alvie, Beeac and St Brendan's Primary school together to plant 1000 indigenous grasses along Poorneet Lane near Cressy to help improve the habitat for the Striped Legless Lizard.

In addition Colac Otway Shire Council has funded revegetation works along Barongarook Creek following the removal of willows, poplar and elm trees during March that were growing in the public recreation area north of Murray Street. Council has recently received excellent support from the community to put in over 2000 plants that will ultimately improve the quality of the water that runs into Lake Colac, and it will also make the area much more attractive.

Dog On Leash Areas

In 2005 Council supported a declaration relating to "Dogs on Leash" areas. The majority of Dogs on Leash areas apply to the CBD of Colac and the main streets of smaller towns within the municipality. In relation to Apollo Bay the dogs on leashes areas were applied to the Port of Apollo Bay area and the Great Ocean Road (Collingwood Street) between Nelson and Joyce Streets.

The foreshore area (including the Market area) was not declared as a "Dogs on Leash" area because Council created "dogs on leash" areas only on land that Council manages and the foreshore area was at that time under the management of the Apollo Bay – Kennett River foreshore committee of management.

Discussions have recently taken place between the Otway Coast Foreshore Committee of Management and Council officers, to explore and investigate the implementation of "dogs on leash" areas applicable to the foreshore area. The foreshore committee will carry out discussions with the communities along the coast this summer to discuss the issue of dogs on the foreshore and develop a plan that it believes will deliver a satisfactory outcome to all parties involved. Once completed, the plan will be submitted to Council for consideration.

Climate Change Green Paper

In June 2009 the State Government published the 'Victorian Climate Change Green Paper'. The framework for State Action includes:

1. Complementing the Carbon Pollution Reduction Scheme (CPRS) to drive emissions abatement in areas of market failure or those sectors not covered by the CPRS;
2. Positioning Victoria to take advantage of the opportunities created by the transition to a carbon constrained economy; and
3. Adapting to the impacts of climate change we can no longer avoid.

In broad terms the Victorian Climate Change Green Paper is a very holistic and detailed analysis of the issues and provides the basis for the development of sophisticated policies which are required to respond effectively to the challenges posed by climate change. However, the document does not include any policy actions. A question needs to be posed by Council in its submissions about when it will get a chance to examine the policy actions prior to the release of white paper.

A Council workshop was held on 9 September 2009 to discuss the content of a Colac Otway submission. The closing date for formal submissions to the State Government is 30 September 2009.

Integrated Fire Management Planning

Presentations were provided to Council on 8 September 2009 by DSE and CFA officers on a range of initiatives being undertaken in preparation for the next fire season. The presentations covered topics including Township Protection Plans, Neighbourhood Safer Places, Fire Operations Plans and new vegetation removal exemptions. The presentations highlighted the large amount of work that is being undertaken to try to prepare the community for a fire season which is predicted to have a significant number of high fire risk days. The overall message coming out of all the discussions is the need for a consistent message to go out to the community emphasizing the urgency of the situation, the need for all residents and property owners to have a current fire plan and to take personal responsibility for the safety of themselves and their families.

Mr Rod Incoll, previous Chief Fire Officer for the DSE, was invited along to hear the presentations and stated that he was impressed with how much work Council, DSE and CFA were undertaking in order to prepare the region for the next fire season. Council Officers are currently in the process of organising a mail out to over 8,000 residents in the Colac Otway Shire to remind land owners of their responsibilities to maintain their properties in accordance with the requirements of the Municipal Fire Prevention Plan prior to the start of the next fire season on 1 November.

Visitor Information Centres

Colac VIC is due to commence an internal refurbishment to provide more tourism information and retail sales space as well as providing upgraded amenities for volunteers and paid staff. Visitor numbers are lower at both Colac and Apollo Bay as expected over winter.

Recruitment is in progress for the maternity leave replacement position for the Coordinator of GORVIC to commence 4 October 2009. The standard of applicants for this position was very high.

Apollo Bay Sustainable Communities Initiative

The stakeholder workshops for the Apollo Bay Sustainable Communities Initiative have been held with over 25 local people attending each session.

The project is funded by Regional Development Victoria and involves CSIRO social scientists working with the Apollo Bay community to identify various visions for the future and work towards a common understanding. The workshops explored key issues such as strategic solutions to land use development, tourism development, population change, future resource viability and infrastructure development to accommodate change.

A final evaluation report is expected by the end of September. Following this Council staff will work with the local community on implementing projects recommended through the process. A copy of the evaluation report will be provided to CEO, Executive and all Councillors.

Federal Government Funding

Council has not yet been advised on the result of three applications submitted to the Jobs Fund. Council have auspiced an application for Colac Community Hub Inc for the development of a Business and Home Environmental Auditing Team. An application for the Apollo Bay Transfer Station was submitted as well as a project to construct a concrete pathway from CRF to the bird reserve along the Lake Colac foreshore. The Australian Government is encouraging further applications.

Council has been allocated \$206,000 under the Regional and Local Infrastructure Program (RLCIP) and has the opportunity to apply for further funds under the Strategic RLCIP. The initial recommendations of Council regarding the \$206,000 have been emailed to Department of Infrastructure and received positive feedback.

Guidelines will be available in early November and formal submissions will be made then for both programs.

Business Week Breakfast

This year's Business Week Breakfast is being held on 21 October at Duff's Café, starting at 7am. The ANZ have once again agreed to sponsor the event. The guest speaker for the event is former AFL player and coach, David Parkin, who will be speaking to local business people about motivation, the importance of balance in life and what it takes to win.

Trade Training Centre

At the next meeting of the Colac Otway Vocational Education Cluster (COVEC) a Memorandum of Understanding (MoU) will be signed by the Principals of Colac College, Trinity College, Colac Specialist School, Lavers Hill P-12, Apollo Bay P-12 and Lorne P-12 to ensure a commitment and close working relationship in the development of the proposed Trade Training Centre (TTC).

Once the COVEC MoU is signed, negotiations will proceed quickly with the Gordon Institute of TAFE on a further MoU binding the TAFE to provided Registered Training Organisation status to the TTC.

The COVEC Board which includes the Principals, the Gordon TAFE and Colac Otway Shire will meet with the Colac Otway Shire Industry Advisory Committee in mid September to receive advice on local skills shortages.

Attachments

Nil

Recommendation(s)

That Council receives the CEO's Progress Report for information.

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**COUNCILLOR CODE OF CONDUCT**

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|-------------|--------------|-----------|-----------|
| AUTHOR:     | Colin Hayman | ENDORSED: | Rob Small |
| DEPARTMENT: | Executive    | FILE REF: | GEN0460   |

**Purpose**

The purpose of this report is to present the draft Councillor Code of Conduct to Council for consideration.

**Declaration of Interests**

No officer declared an interest under the *Local Government Act* 1989 in the preparation of this report.

**Background**

As a requirement of Section 76C of the *Local Government Act* 1989 (Act), all Councils in Victoria must have a Code of Conduct for Councillors.

Council must develop and approve a Councillor Code of Conduct for the Council within 12 months after the commencement of Section 15 of the *Local Government Amendment (Councillor Conduct and Other Matters) Act* 2008. The Act became operative on 18 November 2008.

Colac Otway Shire adopted the current Code of Conduct on 25 January 2006.

**Council Plan / Other Strategies / Policy**

Council's mission includes "Effective leadership, governance and financial accountability".

The Key Result Area of Leadership and Governance has the objective "Council will fulfil its leadership and legal obligations to its community and staff in a way that is: fair, ethical, inclusive, sustainable, financially responsible and meets the needs and practical aspirations of current and future generations."

Council has a Pre-Election Caretaker Policy and a Councillor Support Policy.

**Issues / Options**Review of Code of Conduct

The Councillors Code of Conduct has been reviewed following discussions and feedback from Councillors. The current Code of Conduct has been revised following consideration of:

- Model Code of Conduct developed by the MAV; and
- Codes of Conduct from other Councils.

The Councillor Code of Conduct provides for an agreed framework through which:

- Expected standards of conduct and behaviour
- Councillor responsibilities
- Accountability
- Public Confidence in Council

are articulated and maintained.

There are a number of obligations on Councillors to perform their duties and responsibilities with a high level of probity, integrity and respect. Community expectation is that Council

undertakes its business with efficiency and impartiality and that ethical and professional standards are maintained and that duties are undertaken with due diligence and care.

Councillors are expected to act in accordance with the Code when:

- Conducting Council business at any formal meeting of Council;
- Representing Council at any function or event to which they have been invited as a Councillor;
- Acting as a Council representative at any committee to which they have been appointed;
- Dealing with any member of the community in their role as a Councillor.

#### Local Government Act

The draft Code of Conduct has been revised to include matters that must be included. As a minimum, the Act now requires the Code to include conduct principles as specified in section 76B and 76BA of the Act.

A Code of Conduct may also include:

- Processes for the purpose of resolving an internal dispute between Councillors;
- Any other matter relating to the conduct of Councillors which the Council considers appropriate.

The draft Code which is attached incorporates the requirements of the Act and other components based on the model Code of Conduct.

The draft Code includes:

- Councillor Conduct Principles
- Council Decision Making
- Communication and Staff Relationships
- Use of Council Funds/Property
- Communication with the Media
- Conflict of Interest Procedures

#### **Proposal**

The attached Draft Code of Conduct includes amendments to reflect the new legislative requirements and revised clauses based on the draft Code of Conduct.

The Code of Conduct has also been reviewed to improve the readability and flow of the document. It is recommended that Council endorse the 'Councillors Code of Conduct'.

#### **Financial and Other Resource Implications**

There are no financial implications associated with the adoption of the revised Councillors Code of Conduct.

#### **Risk Management & Compliance Issues**

Section 76C of the Act requires that all Councils in Victoria must have a Code of Conduct for Councillors.

The Councillors Code of Conduct has been reviewed and updated in line with the requirements set out in Sections 76B and 76BA of the Act.

#### **Environmental and Climate Change Considerations**

Not applicable.

**Communication Strategy / Consultation**

The draft Code of Conduct has been developed after workshops and feedback from Councillors.

Under S76C(6) of the Act a copy of the Code of Conduct must be given to each Councillor and available for inspection by the public at the Council office and any district office.

**Implementation**

The document once adopted will become the Councillors Code of Conduct until a further review is undertaken.

**Conclusion**

Council is required to review its Councillor Code of Conduct within 12 months of 18 November 2008.

A review of the Code will fulfil Council's statutory requirements and provide a guiding framework for the good governance of the Colac Otway Shire until a further review is undertaken.

**Attachments**

1. Councillor Code of Conduct

**Recommendation(s)**

1. ***That Council adopt the Colac Otway Shire Councillor Code of Conduct.***
2. ***That all Councillors sign the Councillor Code of Conduct at the Council Meeting on 23 September 2009.***

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COLAC OTWAY SHIRE COUNCILLOR CODE OF CONDUCT



This Code of Conduct was adopted by resolution of the Colac Otway Shire on 23 September 2009.

COUNCILLOR CODE OF CONDUCT

1. INTRODUCTION

1) As Councillors of the Colac Otway Shire we are committed to working together in the best interests of the people within our municipality and to discharging our responsibilities to the best of our skill and judgment.

2) Our commitment to working together constructively will enable us to achieve Council's vision "*Council will work together with our community to create a sustainable, vibrant future*" in a manner that is consistent with our values:

- *Respect*
- *Integrity*
- *Goodwill*
- *Honesty*
- *Trust*

3) The primary role of the Council is to provide leadership for the good governance of the Colac Otway Shire. The role of the Council also includes:

- 1.1. Acting as a representative government by taking into account the diverse needs of the local community in decision making;
- 1.2. Providing leadership by establishing strategic objectives and monitoring their achievement;
- 1.3. Maintaining the viability of the Council by ensuring that resources are managed in a responsible and accountable manner;
- 1.4. Advocating the interests of the local community to other communities and governments;
- 1.5. Acting as a responsible partner in government by taking into account the needs of other communities; and
- 1.6. Fostering community cohesion and encouraging active participation in civic life.

2. COUNCILLOR CONDUCT PRINCIPLES

In carrying out their role as Councillors, Councillors will:

- 2.1. Act with integrity;
- 2.2. Exercise their responsibilities impartially in the interests of the local community;
- 2.3. Not make improper use of their position to advantage or disadvantage any person;
- 2.4. Avoid conflicts between their public duties as Councillors and their personal interests and obligations;
- 2.5. Act honestly and avoid statements (whether oral or in writing) or actions that will or are likely to mislead or deceive a person;
- 2.6. Treat all persons with respect and will show due respect for the opinions, beliefs, rights and responsibilities of other Councillors, council officers and other people;
- 2.7. Exercise reasonable care and diligence and will submit to lawful scrutiny that is appropriate to their office;

- 2.8. Try to ensure that public resources are used prudently and solely in the public interest;
- 2.9. Act lawfully and in accordance with the trust placed in them as elected representatives of their community;
- 2.10. Act in accordance with Local Law No 4; and
- 2.11. Support and promote these principles by leadership and example so as to ensure the public has confidence in the office of Councillor.

3. ADHERENCE TO CODE OF CONDUCT

All councillors confirm that they will adhere to these principles in their general conduct as councillors and specifically by:

- 3.1. Treating all people with **courtesy and respect**, recognising that there are legitimate differences in opinions, race, culture, religion, language, gender and abilities. This includes:
 - 3.1.1. Treating members of the community with dignity and ensuring that neither offence nor embarrassment are caused;
 - 3.1.2. Treating fellow councillors with respect, even when disagreeing with their views or decisions;
 - 3.1.3. Debating contentious issues without resorting to personal acrimony or insult;
 - 3.1.4. Ensuring their punctual attendance at Council and committee meetings; and
 - 3.1.5. Acting with courtesy towards Council staff and avoiding intimidating behaviour.
- 3.2. Councillors will always act with **integrity and honesty**:
 - 3.2.1. Being honest in all dealings with the community, with other councillors and with Council staff;
 - 3.2.2. Always acting with impartiality and in the best interests of the community as a whole;
 - 3.2.3. Not acting in ways that may damage the Council or its ability to exercise good government;
 - 3.2.4. Exercising reasonable care and diligence in performing their functions as councillors; and
 - 3.2.5. Complying with all relevant laws, be they Federal, State or Local Laws.
- 3.3. Councillors recognise that they hold a **position of trust** and will not misuse or derive undue benefit from their positions:
 - 3.3.1. Councillors will avoid conflicts of interest and comply with the relevant provisions of the Act and this Code relating to interests and conflicts of interest;
 - 3.3.2. Councillors will not exercise undue influence on other councillors, members of Council staff or members of the public to gain or attempt to gain an advantage for themselves; and

- 3.3.3. Councillors will not accept gifts in their role as councillor, or where accepting gifts could be perceived to influence the councillor. To address this matter, Councillors will adhere to the Gifts, Benefits and Hospitality Policy.
- 3.4. Councillors will exercise appropriate prudence in the use of **Council resources**. This includes:
 - 3.4.1. Maintaining appropriate separation between their personal property and Council property in the care of the Council;
 - 3.4.2. Not using Council resources, including staff, equipment and intellectual property for electoral or other personal purposes;
 - 3.4.3. Ensuring that Council resources are always used effectively and economically and for the purposes for which they are provided;
 - 3.4.4. Ensuring that Council resources are not used in a way that creates an impression of Council endorsement; and
 - 3.4.5. Ensuring that claims for out of pocket expenses are accurate and relate strictly to Council business.
- 3.5. Councillors will treat **Council information** appropriately, by:
 - 3.5.1. Not using information gained by virtue of being a councillor for any purpose than to exercise their role as a Councillor;
 - 3.5.2. Respecting the Council's policies in relation to public comments and communications with the media (refer section 9);
 - 3.5.3. Not releasing information deemed 'confidential information' in accordance with section 77 of the Act (refer section 5); and
 - 3.5.4. Recognising the requirements of the Information Privacy Act 2000 regarding the access, use and release of personal information.
- 4) 3.5.5 Not disclosing to a third party comments, questions or concerns raised or purportedly raised by another Councillor in a workshop, briefing or similar discussion that was not open to the general public.

4. COUNCIL DECISION MAKING

Councillors recognise that as elected representatives of the Community, they have an obligation to understand the legal framework established under the provisions of the *Local Government Act* and in doing so:

- 4.1. Accept that decisions of Council can only be made at a formally constituted Council meeting and that individual Councillors do not have decision making power;
- 4.2. Commit to making decisions based on adopted Council policies rather than on an ad hoc basis unless Council has resolved that the policy be reviewed;
- 4.3. Accept and respect that the functions and role of the Chief Executive Officer are defined by the Local Government Act 1989 and that the CEO's accountability is solely to the Council as a whole;
- 4.4. Accept the importance of a healthy working relationship between the Mayor and the Chief Executive Officer and will assist where appropriate in facilitating the relationship;

- 4.5. Acknowledge the value of workshops and briefing sessions for Councillors to suggest ideas, raise issues and provide input to policy and other decision making;
- 4.6. Accept that decisions of the Council are binding on the whole Council;
- 4.7. Recognise and respect the role and precedence of the Mayor at all Council proceedings within the Shire as the representative of the Council, including Council sponsored functions, unless the Mayor has arranged for another Councillor to represent the Council or where the Council in the absence of the Mayor appoints an acting Mayor or Chairperson to preside at Council or Committee meetings and respect the position of Mayor. Where a Deputy Mayor has been appointed by Council the Deputy Mayor would preside.
- 4.8. Accept that when a Councillor is appointed by the Council as a member of an external committee the Councillor will:
 - represent the views of the Council where they are known;
 - not forecast or pre-empt the views of Council;
 - report to Council on any major issues or decisions of the Committee; and
 - recognise that formal decisions made by the Committee are binding on the Committee as a whole.

5. CONFIDENTIAL INFORMATION

Councillors acknowledge that they will comply with their obligations under s77 of the *Local Government Act* in relation to confidential briefings or information (as defined under the Act) and recognise that this obligation extends to ensuring the safekeeping of confidential information.

6. COMMUNICATION AND INFORMATION REQUESTS

Councillors acknowledge that all requests made by Councillors for briefings from council officers or access to information on council files should be registered and reported. This obligation does not apply to requests for clarification/explanation of items on a forthcoming council agenda.

6.1 Communication between Councillors and the Organisation

Councillors support a strong, open, professional and partnership relationship between the Council and the Council organisation to assist in achieving Council's objectives by using the following protocols for communication:

- 6.1.1 Recording and submitting requests for service to Customer Services for entry into the Councils customer request system (MERIT);
- 6.1.2 Providing feedback and raising any issues of concern directly with the Chief Executive Officer and not with the staff members or via the media. Issues of concern include but are not restricted to:
 - Behaviour or actions of Council staff members;
 - Reports and publications prepared by the Council organisation;
 - Service delivery standards; and
 - Strategy or direction of the Council organisation;
- 6.1.3 Acting with courtesy towards Council staff in all situations respecting the need for staff to have a quiet work area free of significant interruptions and/or inappropriate behaviours;

- 6.1.4 Access to the Rae Street office can be either through the Customer Service Centre or the east entrance. Councillors should proceed directly to the Councillor meeting room area, aiming to minimise interruption to staff work areas. Access is from 8.00 am to 8.00 pm unless otherwise arranged with the “Executive Officer to the CEO and Councillors”.

6.2 Councillor Requests for Information

Councillors require information in order to undertake their role as Councillors. The organisation must take into account a range of factors in considering the information request such as the Privacy Act (including the responsibility of the organisation to remove identifying details), resources and workload, whether the information relates to a new issue, an issue currently before Council or a matter already dealt with by Council, and whether the information should be provided to the requesting Councillor only or to all Councillors.

In general most requests for information will be made at Councillor Workshops, briefing sessions or committees where Councillors and officers as a group can properly understand the nature of the request any implications, resource issues and timelines. In responding to information requests outside these forums the following principles will apply:

- 6.2.1 Requests for information should be made to the Chief Executive Officer or the relevant General Manager.
- 6.2.2 Requests that are able to be carried out without impacting on existing priorities, workload or resources will be undertaken promptly.
- 6.2.3 Requests for information relating to an issue currently before Council should be treated with priority so that Councillors have the information they need to make informed decisions at Council meetings.
- 6.2.4. Where the information is very specific (such as a constituent specific issue) it will be provided only to the requesting Councillor.
- 6.2.5 Where the information is more general, such as relating to an issue currently before Council, the information will be provided to all Councillors.
- 6.2.6 If the information cannot be provided without significantly impacting on existing priorities, workload or resources or if the information request relates to information about an issue which has already been dealt with by Council, the information request can be put to Council for a decision. If the requesting Councillor wishes, an officer report would be put to Council outlining the request, the impact and context of the request to enable Council to make an informed decision as to whether the information request should be implemented by the organisation.
- 6.2.7 If the information cannot be provided within a few days or cannot be provided without agreement of Council, the requesting Councillor will be contacted and advised of the likely timeline and/or process for providing the information.

7. COUNCILLOR AND STAFF RELATIONSHIPS

- 7.1 Effective Councillors and staff work together as part of the Council team.
- 7.2 The teamwork of Councillors and staff is based on mutual respect and cooperation to achieve the Council's strategic and corporate goals and implement its policies.
- 7.3 To achieve the teamwork approach, Councillors and staff need to:

- 7.3.1 Develop mature and constructive working relationships based on mutual trust;
 - 7.3.2 Establish an effective means of communication and be clear about the distinction in the roles of Councillors and staff and how they work together for the benefit of the community;
 - 7.3.3 Avoid imputing improper motives to any other Councillor or staff member or making improper personal reflections upon their character or integrity;
 - 7.3.4 Not use their position to improperly influence an individual to gain an advantage for themselves or others;
 - 7.3.5 Agree to a principle of a 'no surprises' approach to Council issues and meeting agendas.
- 7.4 In addition to the above:
- 7.4.1 Councillors must not direct Council officers or employees. This is solely the responsibility of the Chief Executive Officer.
 - 7.4.2 Matters of concern that Councillors may have in relation to another Councillor should be raised with the Mayor. If the concern relates to the Mayor, it should be raised with the Chief Executive Officer.
 - 7.4.3 A Councillor's concern in relation to any officer or employee should be raised with the Chief Executive Officer who is entirely responsible for staff;
 - 7.4.4 Any matters of concern in relation to the Chief Executive Officer should be raised with the Mayor.

8. USE OF COUNCIL FUNDS/PROPERTY

Councillors acknowledge their obligation to report on their use of council funds and property. Councillors are committed to implementing a transparent, thorough and regular system of reporting on their use of council funds and property during the course performing their duties.

9. COMMUNICATION WITH THE MEDIA

Councillors will endeavour to ensure that the messages communicated through the media are clear and consistent, and positively portray the Council as a decisive and responsible governing body.

- 9.1. The Mayor will provide official comment to the media on behalf of Council where the matter is of a political, controversial or sensitive nature. This includes:
 - 9.1.1. State-wide political issues affecting Local Government;
 - 9.1.2. Contentious local issues that impact the community that do not relate directly to the business of Council but to the representation of the community;
 - 9.1.3. Issues pertaining to policy and Council decisions; and
 - 9.1.4. Issues relating to the strategic direction of the Council.
The Mayor may nominate another Councillor to make official comment on behalf of the Council, where appropriate.
- 9.2. The Chief Executive Officer is the official spokesperson for all operational matters pertaining to the Colac Otway Shire as an organisation including:

- 9.2.1. Staffing and structure of the organisation; and
- 9.2.2. Corporate issues relating to service provision or the day-to-day business of Council.

The Chief Executive Officer may nominate a Council officer spokesperson if appropriate.

- 9.3. Councillors will work positively with the media to enhance the reputation of the Council and the organisation by:

- 9.3.1 Only reporting a Council position, if this position has been reached through a decision of the Council (in a Council meeting) and not pre-empt, debate or forecast the outcome of a pending Council decision with the media or other public forum;
- 9.3.2 Where warranted give recognition to Council staff and the organisation for achievements and positive results; and
- 9.3.3 Limiting criticism of Council staff to private meetings with the Chief Executive Officer or alternatively at a closed meeting of Council.

- 9.4. Individual Councillors, are entitled to express independent views through the media, however Councillors will make it clear that any unofficial comment is a personal view, and does not represent the position of the Council as a whole. When a Councillor is expressing an independent view they are required to adhere to the other requirements of the Code of Conduct.

10. CONFLICT OF INTEREST PROCEDURES

The Council is committed to making all decisions impartially and in the best interests of the whole community. It therefore recognises the importance of fully observing the requirements of the Act in regard to the disclosure of conflicts of interest.

For the purpose of this Code, “direct interest”, “indirect interest” and “conflicts of interest”, have the meanings specified in the Act.

Councillors will comply with all the provisions of the Act in regard to Conflicts of Interest:

- 10.1. If the councillor considers that they have a **direct or indirect interest** in a matter before the Council, a special committee of council or an assembly of councillors, they have a conflict of interest.
- 10.2. If a councillor has a **conflict of interest** in a matter they will comply with the requirements of the Act and ensure they disclose the class and nature of the interest leave the room in which the meeting or assembly is being held during any discussion, debate and vote on the matter.
- 10.3. If a councillor has a personal interest in a matter to be considered by the Council or special committee that is not a conflict of interest, and the Councillor considers that their personal interest **may be in conflict** with their public duty to act impartially and in the interest of the whole community, the Councillor will declare a **conflicting personal interest** under section 79B of the Act immediately before the matter is considered at the relevant meeting and apply to the Council or special committee to be exempted from voting on the matter.

In addition to the requirements of the Act:

- 10.4. Councillors will give early consideration to each matter to be considered by the Council, special committee of which the councillor is a member, or assembly of councillors, to ascertain if they have a conflict of interest.
- 10.5. Councillors recognise that the legal onus to determine whether a conflict of interest exists rests entirely with the individual councillor and that Council officers cannot offer any advice in relation to potential conflicts. If a councillor cannot confidently say that he or she does not have a conflict of interest, the councillor will declare a conflict of interest and comply with the relevant requirements as if they had a conflict of interest.
- 10.6. If the councillor considers that they may be unable to vote on a matter because of a conflict of interest, they will notify, as soon as possible, the Mayor or the Committee Chair, depending on whether the matter is to be considered by the Council, a special committee, or an assembly of councillors, as well as the Chief Executive Officer.

11. DISPUTE RESOLUTION PROCEDURES

- 11.1. Before commencing any formal dispute resolution process, the councillors who are parties to any disagreement will endeavour to resolve their differences in a courteous and respectful manner, recognising that they have been elected to represent the best interests of the community. Councillors may seek assistance in resolving their differences.
- 11.2. In the event of any dispute occurring where councillors are unable to resolve interpersonal conflicts that adversely affect the operation of the Council, the parties to the dispute agree to work together to try to resolve the dispute and will agree to the appointment of a mediator nominated by the Chief Executive Officer and acceptable to both parties, or failing agreement, nominated by the President of the Municipal Association of Victoria and appointed by the Chief Executive Officer, if they are unable to resolve the dispute within seven (7) days.
- 11.3. If a mediator is appointed, all Councillors agree to cooperate with the dispute resolution process and use their best endeavours to assist the mediator when requested.
- 11.4. In the event that a dispute cannot be resolved through application of these processes, it may be referred to a Councillor Conduct Panel under Section 81B of the *Local Government Act* in respect of a Councillor's conduct. An application can be made by a Councillor, or a group of Councillors.
- 11.5. The dispute resolution procedure is not intended to resolve differences in policy or decision making, which are appropriately resolved through debate and voting in Council and Committee meetings.

12. COUNCILLOR'S SIGNATURES

In accordance with section 76C of the Local Government Act 1989, which came into operation in November 2008, Council is required to develop and approve a Code of Conduct within 12 months after a general election.

It is acknowledged that in accordance with the legislation, this Code addresses the statutory requirements set out in section 76C of the Act, namely it:

- Includes Councillor Conduct principles;

- Establishes a process for resolving disputes between Councillors;
- Provides procedures for disclosure of interests and conflicts of interest; and
- Includes other matters relating to the conduct of Councillors which the council considers appropriate.

ENDORSEMENT

This Code of Conduct was adopted by the Council on 23 September 2009 and is signed by the following councillors:

SIGNATURES

Cr Brian Crook

.....

Cr Lyn Russell

.....

Cr Frank Buchanan

.....

Cr Stephen Hart

.....

Cr Stuart Hart

.....

Cr Geoff Higgins

.....

Cr Chris Smith

.....

CONSENT CALENDAR**OFFICERS' REPORT**

D = Discussion

W = Withdrawal

| ITEM | D | W |
|--|---|---|
| <p><u>CORPORATE AND COMMUNITY SERVICES</u></p> <p><u>OM092309-3 LAVERS HILL POOL JOINT USE AGREEMENT OBLIGATIONS</u></p> <p>Department: Corporate and Community Services</p> <p><u>Recommendation(s)</u></p> <p><i>That Council:</i></p> <ol style="list-style-type: none"> <i>1. Write to the Lavers Hill P-12 School seeking their endorsement to the proposed change to the Indoor Heated Swimming Pool Agreement from 1 July 2010, being that Council contribute 20% to all maintenance works undertaken at the Lavers Hill Pool to a maximum of \$10,000 The contribution would be subject to the receipt of a Business Plan for consideration as part of Council's budget processes.</i> <i>2. Following receipt of endorsement of the change that a letter be written to the Department of Education and Early Child Development seeking approval of the change.</i> | | |
| <p><u>OM092309-4 COLAC OTWAY YOUTH COUNCIL SKATE PARK ARTWORK PROJECT</u></p> <p>Department: Corporate and Community Services</p> <p><u>Recommendation(s)</u></p> <p><i>That Council note for information the updated report on the Colac Otway Youth Council Skate Park Artwork Project.</i></p> | | |
| <p><u>OM092309-5 CERTIFICATION OF 2008/2009 FINANCIAL STATEMENTS</u></p> <p>Department: Corporate and Community Services</p> <p><u>Recommendation(s)</u></p> <p><i>That Council:</i></p> | | |

| | | |
|--|--|--|
| <p>1. Council adopt the 2008/2009 Financial Statements ‘In-Principle’ subject to further adjustments required by audit in accordance with Section 131(7) Local Government Act 1989.</p> <p>2. Council adopt the 2008/2009 Standard Statements ‘In-Principle’ subject to further adjustments required by audit, in accordance with Section 131(7) Local Government Act 1989.</p> <p>3. Council adopt the 2008/2009 Performance Statement ‘In Principle’ subject to further adjustments required by audit in accordance with Section 131(7) Local Government Act 1989.</p> <p>4. Pursuant to Section 131(8) and Section 132(7) of the Local Government Act 1989, Council authorise Councillors Stephen Hart and Stuart Hart to certify the 2008/2009 Statements in their final form after any changes recommended, or agreed to, by the auditors have been made.</p> | | |
| <p><u>OM092309-6 EARLY YEARS DEVELOPMENT</u></p> <p>Department: Corporate and Community Services</p> <p><u>Recommendation(s)</u></p> <p><i>That Council receive the report on “Early Years Development” for information.</i></p> | | |
| <p><u>OM092309-7 PROPOSED COLAC FAMILY AND CHILDREN’S CENTRE</u></p> <p>Department: Corporate and Community Services</p> <p><u>Recommendation(s)</u></p> <p><i>That Council endorse that part or all of the Colac and district Maternal & Child Health services are to be included in Stage 1 of the Colac Family & Children’s Centre subject to appropriate facilities being provided.</i></p> | | |

Recommendation

That recommendations to items listed in the Consent Calendar, with the exception of items, be adopted.

MOVED

SECONDED

OM092309-3**LAVERS HILL POOL JOINT USE AGREEMENT
OBLIGATIONS**

| | | | |
|-------------|-----------------------------------|-----------|--------------|
| AUTHOR: | Marg Scanlon | ENDORSED: | Colin Hayman |
| DEPARTMENT: | Corporate &
Community Services | FILE REF: | GEN00374 |

Purpose

The purpose of this report is to provide Council with an update with regard to the payment arrangements with the Lavers Hill Pool Committee in accordance with the existing agreement.

Declaration of Interests

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

Background

Council have a formal agreement with the Lavers Hill School Council with regard to the Lavers Hill Pool; this agreement commenced June 1991 (former Shire of Otway). This agreement stipulates the roles and responsibilities of all parties and defines the establishment of a Committee of Management. This agreement defines Council contributions as 20% towards major maintenance and the Committee of Management is responsible for the costs associated with minor maintenance which is defined as any works less than \$1,000 (adjusted for CPI).

Council resolved in June 2003 to increase Council's contribution to major maintenance from 20% to 40% for the financial years 1 July 2003 to 30 June 2005. This was to a maximum of \$5,000 per annum.

Council also resolved to review the respective contributions after 31 March 2005 in preparation for the 2005/06 financial year.

From 1 July 2005, Council's contribution has been 20% towards major maintenance.

As a result of discussions between the College Principal, Business Manager and Council's General Manager of Corporate and Community Services and Manager Recreation, Arts and Culture, it was agreed that a contribution of \$2,205.91 would be paid by Council to bring Council's contribution to maintenance up to date.

As part of discussions between the two parties it was suggested that in future that the 20% contribution made by Council could apply to all building maintenance works completed. This approach was endorsed by the College representatives. Any change to the agreement will need to be agreed to by both parties in writing and then agreed to by the Minister for Education and Early Childhood Development.

Following the meeting with the School representatives the Lavers Hill Pool Committee have met. A letter has been received indicating that it is suggested that Council's contribution towards maintenance should be 40%.

Council Plan / Other Strategies / Policy

The current arrangements are consistent with the Council Plan, Council's 2006-2010 Recreation Strategy and the formal Pool agreement between Council and the School Council.

Issues / Options

It is evident with the age of the pool regular maintenance works are required. The Committee have identified there are several major maintenance works required during the 2009-10 financial year, these include:

- Redevelopment of the outdoor stairway to the pool entrance.
- Redevelopment of the toilets and change rooms to reconfigure and replace dividing walls.
- Installation of a new gas furnace.
- Installation of skylights.

Once these works are completed, it is envisaged that the most significant maintenance works will be complete.

As part of the budget for 2009-10 an amount of \$20,000 was included as Council's contribution towards the works.

There are a number of options:

1. Council continue to operate in accordance with the agreement that being contribute 20% only to major maintenance that is any works above \$1,000 (adjusted for CPI).
2. Council agree to contribute 20% to all maintenance works undertaken to the Lavers Hill Pool.
3. Council agree to contribute 20% to all maintenance works undertaken to the Lavers Hill Pool to a limit of \$10,000.
4. As per the request received from the School that Council contribute 40% towards maintenance works.

Proposal

It is proposed that Council agree to contribute 20% towards all maintenance works to a maximum of \$10,000 as considered and agreed by the Committee.

This proposed contribution would commence from the 2010-2011 financial year.

Financial and Other Resource Implications

Council historically has budgeted \$5,000 for maintenance contribution to the Lavers Hill Pool. The contributions require evidence of expenditure and an invoice from the Lavers Hill School. Further to the recent meeting with the College representatives the claim requirements were clarified.

For 2009-10 an amount of \$20,000 has been budgeted as Council was aware that a number of works were proposed during the year.

Any future requests for payment will still be subject to receipt of a project plan that can be considered as part of Council's annual budget processes.

It is proposed that the maximum amount from 1 July 2010 be set at \$10,000.

Risk Management & Compliance Issues

Council engage LifeSaving Victoria each alternate year to audit the Bluewater Fitness Centre. In 2006 Council introduced the inclusion of both the Lavers Hill and Apollo Bay Pools in this audit to ensure risk and compliance issues were considered. The audit findings are provided to the respective Committees for their consideration and action. These audits are factored in the development of the business plans.

Environmental and Climate Change Considerations

Environmental and climate change considerations are taken into account through both the Audits and Business Plan developments. Opportunity exists to improve energy sustainability within these facilities.

Communication Strategy / Consultation

Council's Manager of Bluewater Fitness Centre is the designated Council Officer Representative and Cr. Stephen Hart is the Councillor Representative on the Lavers Hill Pool Committee.

The recent meeting held with the College representatives was very positive and has clarified previous points of confusion.

Implementation

If resolved Council will need to write to the Lavers Hill P-12 School seeking their agreement to the change. Once agreed to, a letter would then be written to the Minister seeking agreement.

Conclusion

The proposed contribution of 20% to all maintenance works at the Lavers Hills Pool will provide consistency and remove further confusion regarding the definition of works. It is agreed that the Committee will develop and provide Council with a Business Plan each year outlining the proposed maintenance works.

Attachments

Nil

Recommendation(s)***That Council:***

- 1. Write to the Lavers Hill P-12 School seeking their endorsement to the proposed change to the Indoor Heated Swimming Pool Agreement from 1 July 2010, being that Council contribute 20% to all maintenance works undertaken at the Lavers Hill Pool to a maximum of \$10,000 The contribution would be subject to the receipt of a Business Plan for consideration as part of Council's budget processes.***
- 2. Following receipt of endorsement of the change that a letter be written to the Department of Education and Early Child Development seeking approval of the change.***

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OM092309-4

## COLAC OTWAY YOUTH COUNCIL SKATE PARK ARTWORK PROJECT

|             |                                |           |              |
|-------------|--------------------------------|-----------|--------------|
| AUTHOR:     | Katherine Attrill              | ENDORSED: | Colin Hayman |
| DEPARTMENT: | Corporate & Community Services | FILE REF: | Gen00374     |

### Purpose

The purpose of this report is to provide information on the artwork to be painted on to Colac Skate Park surfaces.

### Declaration of Interests

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

### Background

Further to the May 2009 Council report this report provides an update on recent activities and proposed changes.

The Colac Otway Youth Council has achieved the following so far in line with the project:

- Skate Board Design and Skate Park Logo competition

This competition showcased young people's artistic talents. An exhibition was held in the COPACC foyer in September for community viewing. Voting occurred at the COPACC display to ascertain the favourite designs.

- Design Artwork to be painted on the Skate Park

Youth Council have engaged a professional artist (Justin Witcombe) to work with the community and competition designs winners.

Colac Otway Youth Council is planning to achieve the following in line with the project:

- Painting Day

Art designs from competition and artist to be painted at the Skate Park. Community members artistic or not will be invited to attend and participate in the painting day. Youth Council will be working with the local media to publicise the event to promote what the young people of Colac can do by putting their minds together and working with the community.

- Open Day

An event will be held to showcase the new look Skate Park. We have invited the FReeZA and SYCIC (Social Youth Connection in Colac) committee members to become involved with the project to help reach a wider youth community. We plan to invite 106.3 Mixx FM to broadcast from the Skate Park on the day. The Youth Council also plans to have professional skating displays and workshops for the community to be involved, this will cater for beginners and skaters with experience. Youth Councillors are also planning to ask some local bands and dance schools if they would like to perform on the day. By planning a wide range of activities we hope to involve as much of the community as possible.

### Council Plan / Other Strategies / Policy

This project is consistent with Council's Recreation, Events and Arts Strategies and with the Colac Otway Youth Council's plan for 2009.

**Issues / Options**

The intent of the project is to have designs from the competitions worked in with professional artist designs to be painted on to the surfaces at Colac Skate Park. Along with a mural that has been designed by art students at Colac Secondary College Hearn Street Campus.

**Proposal**

It is proposed that Council note the report regarding the artwork to be painted at the Colac Skate Park on the vertical brick work and iron fence. It should be noted that no skating surfaces will be painted. There will also be a mural that has been created by Colac Secondary College, Hearn Street campus, art students to hang on the fence at the Skate Park.

**Financial and Other Resource Implications**

Funding for this project has been secured from The Foundation for Young Australians to the value of \$5,000 and SYCIC 2008. Colac Area Health has contributed \$1,000 to the project. The donated funds will be matched with Youth Councillor volunteer contributions and Council officer support. Other project partners include the Colac Secondary College, Co-Pylit, South West Learning and Employment Network and Neighbourhood House.

**Risk Management & Compliance Issues**

All risk management and compliance issues have being identified and addressed throughout the project. Council's Risk Service Officer is helping to provide guidance to the Colac Otway Youth Councillors to meet these requirements.

**Environmental and Climate Change Considerations**

Specific environmental considerations are being taken into account acknowledging the project venue focus. This project aims to improve the facility and address some of the site concerns such as vandalism, graffiti and the plain concrete appearance.

**Communication Strategy / Consultation**

The Colac Otway Youth Council has completed the following: A Skate Board Design and Skate Park Logo competition and designed artwork to be painted on the Skate Park. An Open Day to showcase the new look Skate Park will be held on Saturday 31 October 2009.

Further updates on the outcomes of the Painting and Open Days will be provided to Council via the CEO reports. The projects have and will be promoted through local media and school newsletters.

**Implementation**

The following processes have been undertaken:

1. A Skate Board Design and Skate Park Logo competition commenced on 5 August 2009. The entries were on display in COPACC from 27 August until 11 September 2009 with the community voting on their preferred option.
2. With the above community's favourite designs voted on, the Geelong professional artist created the final design to be painted on the Skate Park.

Colac Otway Youth Council is currently planning the following:

1. A painting day on Saturday 17 October 2009. This day will give the local community the opportunity to work alongside a professional artist to paint the final design onto the Skate park surface.
2. Once final designs have been painted at the Skate Park, the open day will be held on Saturday 31 October 2009. The whole community will be invited to the open day to showcase the new look skate park. It is proposed that a local Lions Club will supply

refreshments. Local bands/DJ, dance school and skate/BMX demonstrations will provide the entertainment for the afternoon. Youth Councillors are also planning to invite 106.3 MixxFM to broadcast live on the day.

This project is one the Youth Council's main projects. The Youth Council have also completed other activities over the course of 2009 including helping the elderly at Mercy Care, serving food at a Morning Music performance hosted by COPACC and held leadership talks with local primary schools. These projects were very successful with Mercy, COPACC and the primary schools all welcoming the Youth Councillors back again in the future.

### **Conclusion**

This project will help to create a youth friendly, safe and inviting space that all young people will feel proud of and enjoy. In achieving this project Youth Council feels that young people will feel some ownership over the park.

### **Attachments**

Nil

### **Recommendation(s)**

***That Council note for information the updated report on the Colac Otway Youth Council Skate Park Artwork Project.***

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OM092309-5 CERTIFICATION OF 2008/2009 FINANCIAL STATEMENTS

| | | | |
|-------------|--------------------------------|-----------|--------------|
| AUTHOR: | Brett Exelby | ENDORSED: | Colin Hayman |
| DEPARTMENT: | Corporate & Community Services | FILE REF: | GEN0392 |

Purpose

To propose that Council gives in-principle approval to the Financial Statements, Standard Statements and Performance Statement for the year ended 30 June 2009 and authorise two Councillors to certify them once they are finalised.

Declaration of Interests

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

BackgroundAnnual Report

Section 131(7) of the *Local Government Act 1989*:

- (7) *The Council must not submit the standard statements or the financial statements to its auditor or the Minister unless it has passed a resolution giving its approval in principle to the standard statements and the financial statements.*
- (8) *The Council must authorise 2 Councillors to certify the standard statements and the financial statements in their final form after any changes recommended, or agreed to by the auditor have been made.*

Performance Statement

Section 132(6) and (7) of the *Local Government Act 1989*:

- (6) *The Council must not submit the statement to its auditor or the Minister unless the Council has passed a resolution giving its approval in principle to the statement.*
- (7) *The Council must authorise 2 Councillors to approve the statement in its final form after any changes recommended, or agreed to, by the auditor have been made.*

Council's Audit Committee considered the Draft 2008/2009 Financial Statements, 2008/2009 Standard Statements and 2008/2009 Performance Statements for review and feedback at their meeting held on 11 September 2009.

The Audit Committee adopted "In Principle" the Financial Statements, the Standard Statements and the Performance Statement for 2008/2009.

The Audit Committee has recommended to Council that Crs Stephen Hart and Stuart Hart sign the statements on Council's behalf.

Council Plan / Other Strategies / Policy

Part of the Leadership and Governance objective is that Council will fulfil its leadership, statutory and legal obligations. The Annual Statements are an important part of that process.

Issues / Options

As the Statements are still subject to review and amendment by the Auditor-General's office, any amendments will be incorporated into the final statements.

Proposal

The Statements were reviewed by Auditor's Coffey Hunt during their visit in the week commencing 31 August 2009 and were reviewed by the Audit Committee on 11 September 2009.

A copy of the Draft Statements have been provided to Councillors.

Subject to any significant Statement amendments, it is recommended that Council certify the Statements 'In-Principle'.

Financial and Other Resource Implications

The Draft Statements needs to be certified by Council to ensure the Financial Statements are forwarded to the Minister by the statutory deadline of 30 September 2009 as part of Council's Annual Report.

Risk Management & Compliance Issues

Details of the relevant sections of the *Local Government Act* are included under the background to this report.

Environmental and Climate Change Considerations

Not applicable

Communication Strategy / Consultation

Not applicable

Implementation

Prior to the 30 September 2009 deadline for completion and signing of the Statements.

Conclusion

Subject to any significant amendments it is recommended that Council certify the Statements 'In-Principle'.

Attachments

Nil

Recommendation(s)**That Council:**

1. ***Council adopt the 2008/2009 Financial Statements 'In-Principle' subject to further adjustments required by audit in accordance with Section 131(7) Local Government Act 1989.***
2. ***Council adopt the 2008/2009 Standard Statements 'In-Principle' subject to further adjustments required by audit, in accordance with Section 131(7) Local Government Act 1989.***
3. ***Council adopt the 2008/2009 Performance Statement 'In Principle' subject to further adjustments required by audit in accordance with Section 131(7) Local Government Act 1989.***
4. ***Pursuant to Section 131(8) and Section 132(7) of the Local Government Act 1989, Council authorise Councillors Stephen Hart and Stuart Hart to certify the 2008/2009 Statements in their final form after any changes recommended, or agreed to, by the auditors have been made.***

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**OM092309-6****EARLY YEARS DEVELOPMENT**

|             |                                |           |                          |
|-------------|--------------------------------|-----------|--------------------------|
| AUTHOR:     | Greg Fletcher                  | ENDORSED: | Colin Hayman             |
| DEPARTMENT: | Corporate & Community Services | FILE REF: | GEN0430<br>Kindergartens |

**Purpose**

This report provides information for Council on the changes proposed for early years services over the next 5 years. It involves a number of congruent strategies and projects to be implemented concurrently.

**Declaration of Interests**

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

**Background**

Councils in Victoria are recognised by State and Federal Governments as the primary early years strategic planner, facilitator and implementer for their municipal district. This is evident in the services that they provide, the infrastructure that they own and the holistic planning that they undertake.

In Victoria, over the next few months, local government authorities will be planning for and facilitating the most progressive changes to early years services and infrastructure ever seen. This process has been labeled as the “Big Bang” approach to early years restructure.

The Municipal Association of Victoria (MAV) and the Victorian Department of Education and Early Childhood Development (DEECD) have signed an agreement to advance early years development in a planned and place based process. This is dissimilar to some other states that will attach the early year’s proposals, such as universal access to kindergartens, onto schools.

Council will be involved over the next five years in implementing a number of change strategies, some being listed in the following section.

***Changes to Early Years******National***

In August 2008, the *Commonwealth* Department of Education, Employment and Workplace Relations (DEEWR) released a discussion paper called “***A national quality framework for early childhood education and care***”.

It proposed to increase preschool hours from 10 hours per week to 15 hours per week, 40 weeks per year with Government-funded, play-based early childhood education delivered by a university-qualified early childhood teacher in public, private and community-based preschools and childcare. This will be available for all children in the year before formal schooling. COAG’s target is for universal access to early learning for all four year olds by 2013. This could commence in 2009 for facilities that can provide the services. In addition, there are to be a further 260 early learning and care centres, including six specialist autism centres established around the country.

In April 2009 Council completed a project funded by the Federal Government to investigate and recommend actions to increase kindergarten participation by children at risk of or experiencing disadvantage.

### **State**

In 2007, the funding responsibility and guidelines for Maternal & Child Health services were transferred from the Department of Human Services to the DEECD. This transfer has provided the opportunity to develop integrated early childhood services between health and learning spheres. A Maternal and Child Health Service Activity Framework was rolled out over 12 months to support early childhood development.

In 2007/08 DEECD announced the **Children's Capital Program**. This program included capital grants packages to assist with building costs for Children's Centres capable of combining a range of integrated services that a family may need to help raise young children.

Discussions were held with Glastonbury Child and Family Services (Glastonbury) in April 2008 which commenced a process of consultation amongst early year's service providers. An Expression of Interest was lodged by Glastonbury, as the local lead agency, to DEECD in April 2008 for Children's Centre funding. This did not commit Glastonbury to a particular course of action but rather provided DEECD with information to plan for the next funding rounds. Colac Otway Shire was identified by DEECD as one of twenty-five priority regional LGA's. The maximum funding for Children's Centres is \$500,000. Part of this funding requires that Maternal & Childhood services are provided from the Centre. These services may be sessionally provided within the Centre.

Officers from Council have been involved in ongoing discussions with Glastonbury in the concept of a Children's Centre within Colac since April 2008.

The Victorian Government has directed significant focus towards early years since it released its "**Victorian plan to improve outcomes in early childhood (2007)**" to reflect locally COAG's National Reform Agenda.

In September 2008, DEECD published the "**Blueprint for Education and Early Childhood Development – Every child, every opportunity**". This publication sets a clear direction for early year's developments. It supports the leadership role of local government in improving early childhood services by negotiating a partnership agreement with the Municipal Association of Victoria.

As part of an early year's system improvement the blueprint highlights the need to promote co-location and integration of services in new and existing facilities where this meets local needs. State and Commonwealth Government initiatives create new opportunities to co-locate early childhood services on or near school sites. Where co-location is not feasible, collaborative partnerships between schools and other services will be a strong focus.

Children's Centres will enable partnerships between relevant specialist agencies, to identify and assist families who are experiencing difficulties, such as homelessness, postnatal depression, mental health concerns, drug and alcohol problems and family violence. The Government's ChildFIRST initiative will be the foundation for working with vulnerable families.

DEECD will create a more integrated learning and development system, bringing together education and early childhood development. There will be improved transitions between early childhood services and schools.

There will be a strong focus on professional learning, on sharing best practice and, particularly in rural areas, on planning responses to skills shortages. This work will build on the directions of the Maternal and Child Health Service workforce strategy, which has already made progress in a number of these areas.

In August 2009 DEECD, released three documents to support the “*National quality framework for early childhood education and care*” framework. These being:

- ***Achieving Universal Access to Early Childhood Education. Municipal Planning Council Starter Pack*** (partnered by MAV)
- ***Victorian Early Years Learning and Development Framework For Children from Birth to Eight Years***
- ***Transition: A Positive Start to School. A guide for families, early childhood services and schools***

The first and most immediately relevant to local government is the Starter Pack.

The new ***Children’s Services Regulations 2009*** came into effect on Monday 25 May 2009, with the main provisions phased in over the next five years.

Key changes to the regulations are:

- regulating outside school hours care and family day care for the first time to ensure a minimum standard of quality care.
- improving the ratio of staff to children under three from 1:5 to 1:4 in standard children’s services; and improving the ratio of diploma qualified staff to children from 1:15 to 1:12.
- qualified teachers to be employed at all standard services, including long day care.
- increasing the qualifications for all staff and carers to a minimum Certificate III level.
- ensuring all staff and carers have current first aid training – currently the regulations require one staff member on duty to have first aid training.

An application has been lodged with DEECD for Council’s Family Day Care service to gain a ***Provisional Licence*** to operate under the Children’s Services Act. This licence will need to be upgraded to full status within 12 months.

### ***Regional***

In September 2008, the G21 Health & Wellbeing Pillar conducted a Partnership Forum for all health and community based service providers within the G21 region. One of the key priorities identified by the forum attendees was the importance of Community Strengthening & Social Inclusion for the Early Years.

It was determined that a ***Regional Strategic Early Years Planning Group*** be established to influence and drive on the following important issues.

- Families and children can access services in their local community.
- Transition processes through life stages.
- Integrated early year’s services including child and family health and well-being.

- Adult services to be more child and family focused.
- Engaging the community.

On the 21<sup>st</sup> August 2009 representatives met to prioritise projects for the G21 Health & Wellbeing Pillar. Again, Early Years was identified as the greatest priority for the Barwon Region.

### **Local**

Council has been involved with Early Years services and planning over a number of years. Services include maternal & child health, family day care, immunisation, providing kindergarten properties and maintenance, library and recreation and sporting facilities.

Planning focuses on both service provision and strategic direction.

Services need to:

- meet state and national accreditation processes;
- comply with funding authority requirements;
- achieve quality framework standards; and
- implement continuous service improvements.

Strategic planning includes developing a regular Municipal Early Years Plan, undertaking the Australian Early Development Index (AEDI) survey of all preparatory students in Colac Otway to identify their level preparedness when commencing school, supporting local early years networks, facilitating and supporting discussions on kindergarten cluster management, assisting kindergartens in successfully obtaining infrastructure funding from DEECD, and determining regional priorities and capacity structures.

A draft **Municipal Early Years Plan 2009 – 2013** has been prepared. This is to be discussed with early years service agencies over the next month prior to being presented to Council. It is important that this plan acknowledges and comments on the multiple changes currently under way.

Council, Colac Area Health and Neighbourhood Renewal supported local primary schools to undertake the **Australian Early Development Index (AEDI)** survey of all preparatory students in Colac Otway to identify their level preparedness when commencing school in 2007. The surveyed domains included.

- Physical health and wellbeing
- Social competence
- Emotional maturity
- Language and cognitive development
- Communication skills and general knowledge.

It is understood that another AEDI survey is to be conducted nationally. It will be important to compare and analyse both surveys to identify any trend changes.

There has been an increase over the last four years of births in Colac Otway as shown in Table 1. Children born this year will be the first to undertake 15 hours of kindergarten in 2013. This in itself is a tangible objective to work to over the next four years.



**Table 1: Net Infant Enrolments in Colac Otway Shire over the last 4 years.**

| Year    | Births |
|---------|--------|
| 2008/09 | 265    |
| 2007/08 | 285    |
| 2006/07 | 259    |
| 2005/06 | 248    |

**Council Plan / Other Strategies / Policy**

The Council Plan 2009 – 2013 has under the Key Result Area of Community Health and Wellbeing the following objective: *“Council will promote community health and wellbeing in partnership with other health services, through a partnership approach, Council will provide a broad range of customer focused health, recreational, cultural and community amenities, services and facilities.”*

Council’s Early Year’s Plan 2005 – 2008 (pages 33 to 38 recommends a number of actions that are appropriate to the proposed Children’s Centre in Colac.

These include:

- Identify the need for new and alternative Children’s Services, including Family Day Care, Occasional Care and Long Day Care.
- Continue to develop the Early Years network of practitioners in children’s health, education and wellbeing services throughout the Shire.
- Actively involve local communities in the planning and developing of early childhood services in the Shire.
- Provide a sustainable model for the delivery of Pre-school Services.
- Increasing immunisation rates by providing accessible and opportunistic immunisation services.
- Providing support services to meet the needs of new immigrants.
- Develop innovations in family support services.
- Stimulate the physical, social, emotional and cognitive development of disadvantaged children in their early years.

**Issues / Options**

This report highlights the extent of change in early years services in which Council has service and planning responsibilities. Capacity to undertake all of these projects has been supported in some instances with funding provided by DEEWR and DEECD. Other funding has been budgeted for by Council.

These early years changes are inter-dependant and impact on each other to varying degrees. They should not be researched and planned independently.

There will be strategic, long-term issues to consider. These will include infrastructure, staffing, qualifications, disadvantage, networking, accessibility, services, structures, planning, partnerships and funding. It is paramount that future opportunities in early years development for Colac Otway are identified and seized to benefit our communities.

**Proposal**

The Manager Health & Community Services will be supported to undertake this suite of projects to ensure that each component, as described above, is included and considered.

Support for the manager will be in the form of consultants, backfill, council officers research and local early years providers input. Funds have been budgeted for, to complete and undertake the necessary work.

DEECD will be providing background data, workshops and templates for the universal access work to ensure that findings are comparable and complete.

Time frames will be allocated to these projects to meet funding requirements, funding opportunities and Council budgetary processes.

### **Financial and Other Resource Implications**

All of the planning processes, discussed above, will be funded through state and council funds.

### **Risk Management & Compliance Issues**

This planning work is necessary to ensure that Council, early years service providers and the community are aware of the future early years changes and are positioned as best as possible to benefit from these changes.

Not to undertake this planning work would put Council and the community at a financial and service disadvantage.

### **Environmental and Climate Change Considerations**

Not applicable

### **Communication Strategy / Consultation**

All stakeholders in early years development services will be engaged in these processes and contribute to the final results.

### **Implementation**

Most of the processes, excluding the proposed Colac Family & Children's Centre development, will need to be completed and endorsed by Council in early 2010.

### **Conclusion**

Changes to the early years sector over the next few years will form service delivery models for the coming decades. This reform is jointly endorsed and funded through local, state and commonwealth governments. Models and structures that have served the community well in the past may not prove the best models and structures for the future.

Local government in Victoria has been included in this reform process on the ground floor. Knowing local needs, services, networks and communities places local government in the principal position to facilitate and propose local solutions for statewide and national programmes. Flexible and innovative solutions may be required to overcome barriers. Ultimately, government funding may be required to overcome obstinate barriers to ensure that early years needs and programmes are achieved.

### **Attachments**

Nil

### **Recommendation(s)**

***That Council receive the report on "Early Years Development" for information.***

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OM092309-7**PROPOSED COLAC FAMILY AND CHILDREN'S CENTRE**

| | | | |
|-------------|--------------------------------|-----------|--------------|
| AUTHOR: | Greg Fletcher | ENDORSED: | Colin Hayman |
| DEPARTMENT: | Corporate & Community Services | FILE REF: | GEN0430 |

Purpose

The purpose of this report is to provide information to assist Council in making a decision to determine its level of commitment to the proposed Colac Family & Children's Centre.

Declaration of Interests

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

Background

In 2007/08 DEECD announced the **Children's Capital Program**. This program included capital grants packages to assist with building costs for Children's Centres that will combine a range of integrated services that a family may need to help raise young children.

Discussions were held with Glastonbury Child and Family Services (Glastonbury) to commence a process of consultation amongst early year's service providers. This process commenced in April 2008. An Expression of Interest was lodged by Glastonbury, as the local lead agency, to DEECD in April 2008 for Children's centre funding. This did not commit Glastonbury to a particular course of action but rather provided DEECD with information to plan for the next funding rounds. Colac Otway Shire was identified by DEECD as one of twenty-five priority regional LGA's. The maximum funding for Children's Centres is \$500,000. Part of this funding requires that Maternal & Childhood services are provided from the Centre. These services may be sessionally provided within the Centre.

Glastonbury Family & Children's Services (Glastonbury) purchased the former Wesley Church site at 11-15 Skenes Street, Colac in 2008 with the intention to develop it into a Family & Children's Centre (Centre). This was an extraordinary commitment by Glastonbury to the Colac Otway community and continues its ongoing support since 1854 to children in the Colac region. This commitment has come at an ideal time, not only to potentially benefit from funding opportunities, but also providing the opportunity to enhance early year's development as outlined in Council Early Years Plan 2005-2008.

Over 18 months there has been ongoing discussions around the development and services that could be provided from the Centre between a number of early years service providers. An architect was engaged by Glastonbury to develop a concept plan in consultation with potential users. This plan shows the finished building and surrounds which have been costed by a quantity surveyor to the sum of around \$6.4M.

Due to the current economic downturn and recent natural emergencies funding from the State and National Governments has been deferred for the short term, with the exception of Department of Human Services – Neighborhood Renewal programme which has conditionally allocated \$250,000.

A number of presentations have been made to Council over the past 18 months to create an awareness and understanding of the scope of this proposal.

Council Plan / Other Strategies / Policy

The Council Plan 2009 – 2013 has under the Key Result Area of Community Health and Wellbeing the following objective: “*Council will promote community health and wellbeing in partnership with other health services, through a partnership approach, Council will provide a broad range of customer focused health, recreational, cultural and community amenities, services and facilities.*”

Council’s Early Year’s Plan 2005 – 2008 (pages 33 to 38) recommends a number of actions that are appropriate to the proposed Children’s Centre in Colac.

These include:

- Identify the need for new and alternative Children’s Services, including Family Day Care, Occasional Care and Long Day Care.
- Continue to develop the Early Years network of practitioners in children’s health, education and wellbeing services throughout the Shire.
- Actively involve local communities in the planning and developing of early childhood services in the Shire.
- Provide a sustainable model for the delivery of Pre-school Services.
- Increasing immunisation rates by providing accessible and opportunistic immunisation services.
- Providing support services to meet the needs of new immigrants.
- Develop innovations in family support services.
- Stimulate the physical, social, emotional and cognitive development of disadvantaged children in their early years.

Issues / Options

Another report in this Agenda provides further information on “Early Years Development” and highlights the national, state, regional and local drive for service changes over the next few years.

The concept of an integrated children’s centre ticks all the boxes regarding these changes.

Unfortunately, with the deferral of funding for a short period of time the full Centre concept may take longer to develop than originally planned. It is important that the original impetus for this project is maintained and that the project now be considered in a staged approach.

The first stage is to continue developing partnerships between agencies that are committed to the Centre concept. It’s proposed that in 2010 the administration area of the Centre is completed so that staff from partner agencies are able to commence working together. It is important that this first stage is supported by Council and that a Maternal & Child Health presence occurs. This could be either sessional, part-time or full-time to satisfy funding requirements when funding rounds are re-commenced.

The extent of Council’s commitment and presence to this first stage and subsequent stages over the following years need to be considered by Council.

The first consideration is conceptual commitment. Council needs to unequivocally state and demonstrate its support for this development. Open support for a project like this by a principle partner is important for the smaller partners to see.

Early commitment from Council also adds weight to future funding applications, lobbying and advocating for state and federal financial support.

The infrastructure on local government land that has been housing early years services is somewhere between 30 and 80 years old. Most were developed from previous state

government funding, some community in-kind and financial contribution and varying levels of contributions from the Council's of the day. These buildings are predominantly used by a single user for a single service. In some cases the service is for one session a fortnight.

Glastonbury have made it clear that the success of the centre is in their view dependant on a fulltime presence by Council's Maternal & Child Health service. They have stated that funding for the centre was reliant on this full-time presence of Maternal & Child Health.

Following on from the issues there are a number of options.

Options

There are five possible commitment options that Council could consider.

Option 1 - No Support

Council decides not to be a party to the proposed Colac Family & Children's Centre and ceases any further discussions with Glastonbury and other agencies involved in the project.

Recommendation – No further consideration. This option would have a major detrimental impact on the ability of obtaining funding, especially from the State Government, to undertake the project. In effect the proposal would cease.

This option is counter to the objectives of Council's Municipal Early Years Plan and would limit any opportunity to access funding to improve early year's services in the future. This option does not support, in fact it inhibits, Council's role as an early year's planner and a coordinator of government policy and identifying local early year's priorities.

To achieve the multiple state and commonwealth strategies recently proposed, there will be a number of funding opportunities. These can assist Council and partners to develop new infrastructure for future early years service needs with Colac Otway.

Option 2 - Maternal & Child Health Sessional Services

Retain the Maternal & Child Health Centre in Queen Street as the main base and provide sessional services at the Children's Centre. The number and types of sessional services would need to be determined.

This is an operational commitment to provide a component of Maternal & Child Health services from the Centre. The extent of these services will be discussed with our Maternal & Child Health nurses. There are already examples throughout the Shire where Council's Maternal & Child Health services are provided in multipurpose facilities which are managed by other agencies. These are located in Apollo Bay, Beeac, Birregurra, Forrest and Lavers Hill.

Recommendation – Consider, but not the preferred option. This option satisfies the funding application criteria from DEECD but may not satisfy other funding requirements in the future. Although this an option for Stage 1 in 2010, it seems more advantageous to demonstrate a high level of commitment to the Centre. This would certainly make funding applications resonate with a lot more conviction.

Option 3 –Maternal & Child Health Services

Maternal & Child Health services currently operating at Queen Street, Colac are relocated in full or partially to the Centre. This will allow for full time contact between nurses and other early years providers.

DEECD is aligning Maternal & Child Health services to other early childhood services. To a certain extent Maternal & Child Health services will be a lynch pin to achieving government policy in early year's services.

A concern expressed by the nurses is that the current Queen Street centre has been upgraded over a period of time to provide a quality venue. Their question is "Why should we leave this centre when it now works so well"? It is imperative that any plans for Maternal & Child Health services to be incorporated in the Children's Centre should provide a comparable or better venue than that, that is currently being provided.

There will be relocation issues such as Information Technology, Centre administration and management, contributions and rental costs that will need to be finalized in the near future. Recurrent costs are discussed in the financial section of this report.

Recommendation – Consider, this as the preferred option for Stage 1 in 2010. This option provides the strongest base from which to progress the Centre. It also provides the greatest incentive for other agencies to join the proposal.

Option 4 - Maternal & Child Health Sessional Services with other Council Services

There are specific early year's services that could be enhanced by delivery from the Family & Children's Centre. These include immunisation (currently provided at COPACC) which could be provided in a family friendly and familiar environment. Playgroups, specific groups for first time mothers, fathers, grandparents, post natal depression, and teenage mothers could all be provided from the Centre and, where appropriate, with other service providers attending to provide a holistic approach to information, support and education.

Recommendation – Consider, this as an option once funding for future stages has been secured. The capacity to achieve this option will occur when further funding is obtained.

Option 5 – All of Council's Early Years Services

Under this option, Council negotiates to transfer as many early year's services as possible to the Centre. These will include all of the services mentioned in Option 2 to 4 as well as, Family Day Care and other early year's initiatives.

Recommendation – Consider this the complete+ option and should only be considered when there is funding to complete the project or renovation is at such a standard that could provide appropriate accommodation.

Ultimately

Council services that could be provided from the Centre include:

- Maternal & Child Health
- Family Day Care
- Immunisation
- Playgroups
- First Time Mother Groups
- Fathers Groups
- Grandparents Groups
- Post Natal Depression support in partnership with Colac Area Health
- Teenage Mothers Groups
- Strategic Planning for Early Years

Other services that could be provided from the Centre could include:

- Glastonbury's administration and services including (HIPPIE, PLAY and CLICK).
- Occasional Care

- Early Year's education and development (possibly by a kindergarten).
- Training for early year's service providers.
- Support programs and education for parents.
- Specialists consulting rooms.
- A base for other family and child service agencies.
- Early years meetings, forums, workshops.
- Case management, direct referrals, and One-Stop-Shop services.
- Cluster Management for kindergartens throughout the Shire.

The planning process for this project will rely on ongoing partnerships and cooperation over a period of time to see this project reach fruition.

This Centre will be a significant step forward to achieve Council's Municipal Early Year's Plan, as well as, the State's and *Commonwealth's* early year's objectives. The Centre will achieve these by:

- Ensuring that Maternal & Child Health remains an important element in the future directions of DEECD and early year' development and transitional processes.
- Providing a strong focus on professional learning, on sharing best practice, and on planning responses to skills shortages.
- Providing a suite of early year's services to support and enhance the leadership role of local government in improving early childhood services.
- Allowing for a centralised approach to undertake research and set benchmarks (through strategies such as AEDI) and develop holistic approaches to improve early year's development.
- Providing a greater opportunity to assist parents in their understanding and home based practices for early childhood development
- Providing accessible and complementary services for disadvantaged and vulnerable families.
- Providing services to cope with an increase in birth rates.
- Providing childcare and possibly a kindergarten to cope with the increase in the number of hours of kindergarten and childcare to be provided.
- Assisting local government's leadership role for aligning and coordinating government policy and local priorities for children aged 0–8.

Proposal

It is proposed that Council commit to maternal & child health services being provided from the Centre as part of Stage 1 (Option 3) . This is conditional to service accommodation being provided to a satisfactory standard appropriate for their service provision. Planning for Options 4 and 5 should occur prior to future funding applications and would be included as an integral part of any submission.

Financial and Other Resource Implications

It has been estimated that the cost of the completed project would be around \$6.4M. These funds are to be raised by Glastonbury. This is for a state of the art multi-service and integrated Centre. This cost could be reduced if the extent of the vision is reduced. This is a matter for future discussions.

At present there is conditional funding committed from DHS – Neighbourhood Renewal. DEECD can allocate up to \$500,000. Glastonbury has researched a number of other state and federal funding opportunities and have identified other possible opportunities that will close the financial gap.

In Stage 1 it is proposed that each full time workstation position (office) would need to attract \$15,000 in recurrent rent. This would provide all utilities, office support and administration for each EFT position.

There are other funding opportunities to consider to support Stage 1. These include current support services for kindergartens such as Cluster Management. DEECD is about to commence a campaign to secure cluster management for the remaining kindergartens in Victoria that do not currently use this programme. Clusters are to be formed within municipal boundaries and will be promoted as a potential function of Council or provided by an agency that is supported by Council.

The Centre is seen as a wonderful opportunity to combine resources and undertake the role of cluster manager. The changes that are about to be considered for kindergarten universal access go well beyond the capacity of committees of management that completely change on an annual basis. The need to support and train kindergarten staff and take a strategic burden away from parents has never been more required than now.

Current Recurrent Costs

The Queen Street maternal & child health centre currently requires around \$10,000/annum for cleaning, utilities and insurance. There are ongoing maintenance and upgrade costs that occur on a cyclical basis. Although the centre has been ungraded around five years ago, painting, reroofing, plumbing and electrical works will need to be undertaken on an ongoing basis.

If two EFT maternal & child health positions were to be included in the Centre the total cost would be around \$30,000/annum. Over a period of the next five years the annual cost to service and upgrade Queen Street would be around \$15,000 to \$20,000 per annum. This leaves a shortfall of between \$10,000 and \$15,000 per annum.

Children Hubs in South Western Victoria

Within the South Western region of Victoria a number of councils have completed or are committed to complete an Early Years Centre over the last few years. The average cost for a centre has been \$1.75M with an average council contribution of \$820K. This being approximately a 2:1 ratio between funding bodies and councils. In most cases Council contributions have been achieved through the sale of buildings. Usually, kindergartens and maternal & child health centres.

Risk Management & Compliance Issues

Funding

DEECD funding is contingent upon Maternal and Child Health Services being delivered from the proposed Children's Centre. Without this, and other avenues of funding, the project is at risk of not being developed.

Ongoing Financial Arrangements

The financial risk to Council is minimal when considering what other similar sized councils have contributed to significant capital expenditure and still retain operational and maintenance responsibilities. Council's commitment would be to a rental agreement to cover running and maintenance costs. This will undoubtedly increase over the years but will be less than building new stand-alone single service centres.

Environmental and Climate Change Considerations

The location of the Children's Centre is in close proximity to the retail district, primary schools and Neighbourhood Renewal areas, thereby, providing ease of access by walking or short drives.

The Colac bus run does not currently drive past the proposed Centre. This will be discussed in further reviews of the bus routes.

Consideration of climate change and the provision of outside shelter, Sunsmart policies, inside climate control, heatwave policies and building energy ratings will need to be developed over the next 2 years.

Communication Strategy / Consultation

The communication process undertaken by Glastonbury as lead agency has been comprehensive and engaging. These have included CEO meetings, service agency meetings, community representative meetings and presentations and updates for Councillors. These will continue on a regular basis.

If council adopts the recommendation, presentations will be made to local politicians outlining the benefits of the Centre and seeking support for funds.

Updates will need to be provided to the community and the early years sector to help maintain an understanding of future milestones.

Implementation

At this stage, Council only needs to make a decision on the recommendations in this report. Once this has occurred, Glastonbury will finalise its Business Case for their Board to consider. If approved, applications will be forwarded to all funding bodies by Glastonbury. Once funding decisions have been made the Centre will progress to the funded stage.

Council will need to be involved and briefed on all of these stages.

Conclusion

This report, together with another report included in the agenda today to Council, outline the changing environment for early years services and how and where they will be provided. Council is in the forefront of facilitating this process. The Colac Family & Children's Centre will be a fundamental component of these changes.

The opportunity to replace and/or upgrade ageing infrastructure through funding for future generations is compelling. Many of the current buildings were funded by state government around 40 or more years ago. Local government may not get this chance for another 40 years to start again.

Attachments

1. Glastonbury - Colac Family and Childrens Centre Business Plan

Recommendation(s)

That Council endorse that part or all of the Colac and district Maternal & Child Health services are to be included in Stage 1 of the Colac Family & Children's Centre subject to appropriate facilities being provided.

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## Colac Family & Children's Centre Business Plan

### Vision

Glastonbury Child & Family Services purchased a site in Colac with the view to developing an integrated child and family centre. We aim to provide families, parents and children living in the Colac Otway Shire access to a range of co-located services that recognise the critical importance of a child's early years and the role that parents and families make in supporting this.

Glastonbury envisages the centre providing families with a broad and complementary range of quality health and wellbeing services, skills training and developmental programs that will enhance

- a child's early learning opportunities
- achieve childhood developmental milestones
- strengthen family relationships and
- connect families with relevant services and programs.

The services provided will be community based, with the Centre working in partnership with community organisations and local government agencies to ensure sustainability, responsiveness and relevance to the needs of the local community.



15 Skene Street, Colac Victoria 3250

The site comprises a Residential 1 zoned allotment of 4,058sqm and improvements that include an historic red brick church and accompanying hall/amenities building. Until purchase of the site by Glastonbury Child & Family Services during 2008, the property was occupied and utilised as the Wesley Uniting Church.

## Executive Summary

This paper is a synopsis of a more fully developed business plan that represents a practical response by the Colac community to address high levels of generational disadvantage within the Colac area.

It outlines a co-ordinated approach to reaching vulnerable families and achieving positive change, enhancing family health and providing early intervention services within a centrally located Family & Children's Centre in Colac.

The proposed model includes childcare, kindergarten, training and office space which will be developed in stages.

## Business Structure

The Family & Children's Centre will be owned and managed by Glastonbury and provide the base for its Colac Early Years & Family Support programs. A number of other service agencies have indicated their willingness to co-locate based on their needs, which currently ranges from weekly tenancies through to requirements of as little as one-day per week.

A governance structure comprising the CEOs and BOMs of Glastonbury, Colac Area Health and Colac Otway Shire Council along with regional staff from DHS and DEECD is being developed.

## Key Personnel

A co-ordinator/receptionist will be appointed to manage the service and report to the Manager of Glastonbury's Early Years Services.

## Current market position and potential for growth

- Glastonbury's existing service is located at Miller Street with an annual rental & on-cost expenses of \$31,600.
- Current early years services provide programs for 55 children through HIPPIY and PLAY at Colac. This figure represents approximately 29% of vulnerable children aged 0-4 in the area.
- With the development of further programs, there is the opportunity to expand services to families.

## Business objectives

### Short-term

- Develop a co-located centrally based early years service centre
- Optimise funding allocations from local, state & federal government bodies
- Build collaborative partnerships with other service providers
- Deliver best-practice early years services based on research
- Increase market share of service provision (29% to 50%) in the Colac Otway Shire

### Long-term

- Improve the health, development, learning and wellbeing outcomes for children in the Colac area
- Extend Glastonbury's range and reach of services in Colac
- Develop a centre of excellence based on international models of best practice

## Why will the business be successful?

- The Centre responds to the needs of the local community and reflects intervention in early years as encouraged by local, state and federal government bodies.
- As the premises are centrally located, visibility is prominent and the site accessible.
- Glastonbury has a strong professional reputation in providing quality early years services.
- Capacity to incrementally develop the site.

## Services to be offered at the proposed Centre

The Colac Family & Children's Centre will provide a unique integrated and collaboratively developed early year's service, a family support service and a research & training centre in one location.

The Centre will have a focus on learning, health, development and wellbeing needs of children in the early years (0-8) living in Colac and surrounding communities.

- **Partners include:** Colac Otway shire, Colac Area Health, DHS Neighbourhood Renewal, Colac Skills Connection, Otway Community College, Gordon Institute, Raphael Centre. Additional services considering tenancy include: Mackillop, Bethany, Community Connections and St Laurence.
- **Core programs:** maternal & child health (DEECD funding requirement), childcare, kindergarten, playgroup, outside-school-hours care, music & dance, parent education & support, family outreach services, drug & alcohol counselling
- **Co-located programs:** paediatric services, allied health services (speech therapy, nutrition), womens' health, pre/post natal, family relationships, education & training, family day care, immunisations, kindergarten cluster management, young mothers' groups.
- **Linked programs:** schools, Colac Area Health programs, Colac Otway Shire programs, employment & training, financial counselling, community enterprise projects, no interest loan program, child protective services, toy library
- **Community space:** local community groups, volunteer groups, other service organisations requiring areas to hire; commercial hire to agencies other than not-for-profit

## Business and Marketing Plan

### 1. Environmental analysis

Historic overview of Federal, State and Local Government initiatives reflecting Colac's need for an integrated early years service.

**2001** – The DHS Identification of Vulnerable Communities Project Report, identified Colac as the top ranking vulnerable community in the Barwon South-West Region (vulnerability risk factors include low income, low levels of educational attainment, dependence on welfare, social isolation, poor mental and physical health and premature death – ABS data).

**2003** – This information resulted in Colac becoming a Neighbourhood Renewal.

**2007** – AEDI Report identified that 35.1% of children in Colac were developmentally vulnerable

**April 2007** – Victoria's *Plan to Improve Outcomes in Early Childhood* aims to improve antenatal care, strengthen health, development and learning of 0–5 year olds, enhance provision of early childhood education & care services, improve the early years workforce

**2007–08** – DEECD announced the Children's Capital Program to assist with building costs for Children's Centres that combine a range of integrated services a family may need to help raise young children. Colac Otway Shire was identified as a priority area for the development of such a centre with Glastonbury endorsed as the lead agency. Glastonbury was invited to submit an application for the Children's Centre Capital Grant (maximum grant available: \$500,000K), however this was contingent on all funding being secured prior to submission.

**May 2008** – The Federal Government's National Reform Agenda identifies opportunities to achieve higher workforce participation in areas currently excluded from economic participation (approx 40% of Colac residents live in a designated Neighbourhood Renewal area as identified by the National Reform Agenda).

### Current situation

- Local & international studies argue that investment in high quality early years services returns considerable benefits relative to initial costs.
- The Pen Green Children's Centre, Corby, Northamptonshire UK identifies a successful model of integrated early years services that the Colac Centre aims to emulate. The Pen Green Centre has six major activity strands: high quality early years education with care, community education, family support services, community regeneration, community-based health services, training & research. Although this is an excellent model, due to the large difference in population between the two areas (Corby and Colac), a scaled-down version utilising the existing Church and Hall buildings.
- Currently, a service gap exists for parents with children aged 8 weeks to pre-school by Maternal Child & Health nurses.
- Government initiatives (NRA, 2008) to increase pre-school hours from 10 to 15 hrs per week, 40 weeks pa for all 4-year-olds, targeted services for 0–3y.o. & increased child care places for 1–2 y.o. will increase demand on existing kindergartens.

### How does Glastonbury 'fit' with Colac and what are the opportunities?

- The project complements Glastonbury's core programs, mission and goals and provides an opportunity to extend its reach of services in Colac.
- Glastonbury is positioned as a leader in its field & will provide a model identified by government as necessary for early years intervention.
- Glastonbury has developed positive relationships within the community through the Planning Groups process as follows:

*Project Reference Group* – Tracey Slatter (prior CEO Colac Otway Shire), Geoff Iles (CEO Colac Area Health), CEO Glastonbury, Peter Kelly (Project Facilitator)

*Community Reference Group* – ten members representing: Community Hub Inc, MCH, Neighbourhood Renewal, HIPPI, Catholic Schools, Kindergartens, CALD, Project Facilitator

*Training & Research Sub-group* – Otway Community College, Skills Connection, Gordon Institute, Glastonbury, Regional Development Victoria, Project Architect, Project Facilitator

*Design/Integrated Services sub-group* – Otway Community College, DEECD, Diversitat, COS Maternal & Child Health, DHS Neighbourhood Renewal, CAH, Community Advocacy Services, Glastonbury, Architect

*Service Development Project Reference Group* – Glastonbury Staff & Board members

The local community supports the vision for this project which reflects current needs in Colac.

### Demographics

- 2,270 families live in Colac. 435 (17.4%) were one parent families – compared with the state average of 15.4% (ABS Census, 2006)
- 270 children aged between 0 and 4 in the combined NR project areas, 101 of these were 3- to 4-year-olds, but only 55 (54.4%) were enrolled in pre-school
- Increase in birth rate over the last three years: 248 (2005–06), 259 (2006–07), 285 (2007–08)
- The Jesuits Social Service Study, 2007, *Dropping off the Edge*, by Tony Vinson identifies Colac as meeting a high number of disadvantage indicators
- AEDI Report identified that 35.1% of children in Colac were developmentally vulnerable
- Colac Otway Shire has the second highest rate of Child Protection Orders in the South West Region (154 notifications were made involving 57 families between April 2002 and March 2003)

**CONSENT CALENDAR****OFFICERS' REPORT**

D = Discussion

W = Withdrawal

| ITEM                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | D | W |
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| <p><b><u>INFRASTRUCTURE AND SERVICES</u></b></p> <p><b><u>OM092309-8 SPECIAL CHARGE SCHEME -<br/>SINCLAIR STREET SOUTH, ELLIMINYT</u></b></p> <p>Department: Infrastructure</p> <p><b><u>Recommendation(s)</u></b></p> <p><b><i>That Council:</i></b></p> <p><b><i>1. Resolve with respect to the construction of the unsealed pavement of Sinclair Street South, Elliminyt to give notice of its Intention to Declare a Special Charge Scheme for the construction of these works such that:</i></b></p> <p><b><i>(a) the construction of a sealed pavement and associated works will be of special benefit to properties described in paragraph (e) and shown on the attached plan by way of:</i></b></p> <ul style="list-style-type: none"> <li><b><i>- Improved property access;</i></b></li> <li><b><i>- Improved road safety; and</i></b></li> <li><b><i>- Improved amenity of the area.</i></b></li> </ul> <p><b><i>(b) A special charge be declared, at the Council Meeting to be held on 16 December 2009, for the period commencing on 1 July 2010 and concluding on 1 July 2015.</i></b></p> <p><b><i>(c) A special charge scheme be declared for defraying any expenses in relation to the pavement construction of Sinclair Street South, Elliminyt, described in subsequent paragraphs of this resolution including expenses associated with:</i></b></p> <ul style="list-style-type: none"> <li><b><i>- Construction of road shoulder pavement and two coat bitumen wearing course road seal; and</i></b></li> <li><b><i>- Associated works.</i></b></li> </ul> <p><b><i>(d) The following be described as the area for which the special charge is declared:</i></b></p> <p><b><i>The unsealed pavement of Sinclair Street South, Elliminyt between Pound Road and Irrewillipe Road for a length of approximately 830m and applying to properties described in paragraph (e).</i></b></p> |   |   |

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |  |  |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|--|
| <p><b>(e) The following be declared as the land in relation to which the special charge is so declared;</b></p> <p><b>194 SINCLAIR STREET SOUTH C/A 24 SECTION A</b><br/> <b>200 SINCLAIR STREET SOUTH C/A 23 SECTION A</b><br/> <b>204 SINCLAIR STREET SOUTH LOT 1 LP71879 C/A</b><br/> <b>PT.22 SECTION A</b><br/> <b>LOT 2 LP71879 C/A</b><br/> <b>208 SINCLAIR STREET SOUTH PT.22 SECTION A</b><br/> <b>212 SINCLAIR STREET SOUTH C/A 21 SECTION A</b><br/> <b>218 SINCLAIR STREET SOUTH C/A 20 SECTION A</b><br/> <b>222 SINCLAIR STREET SOUTH LOT 1 TP587211W</b><br/> <b>226 SINCLAIR STREET SOUTH CP160454</b><br/> <b>232 SINCLAIR STREET SOUTH C/A 1 SECTION H</b><br/> <b>238 SINCLAIR STREET SOUTH LOT 1 TP779415</b><br/> <b>LOT 1 PS 513219K</b><br/> <b>246 SINCLAIR STREET SOUTH (C/A 6 SECTION H)</b><br/> <b>275 SINCLAIR STREET SOUTH LOT 2 PS510563K</b><br/> <b>285 SINCLAIR STREET SOUTH LOT 2 LP308326D</b><br/> <b>295 SINCLAIR STREET SOUTH LOT 2 PS523188</b><br/> <b>303 SINCLAIR STREET SOUTH C/A 12 SECTION K</b><br/> <b>313 SINCLAIR STREET SOUTH C/A 13 SECTION K</b><br/> <b>C/A 14 &amp; 15 SECTION</b><br/> <b>K</b><br/> <b>323 SINCLAIR STREET SOUTH C/A PT.26 SECTION A</b><br/> <b>232 POUND ROAD LOT 3 PS517162R</b><br/> <b>248 POUND ROAD PC366956</b><br/> <b>200 CANTS ROAD C/A 10 SECTION H</b><br/> <b>120 IRREWILLIPE ROAD</b></p> <p><b>(f) The following be specified as the criteria which forms the basis of the special charge so declared:</b><br/> <b>Ownership of the land described in paragraph (e) of the recommendation.</b></p> <p><b>(g) The following be specified as the manner in which the special charge so declared be assessed and levied:</b><br/> <b>The unit of assessment is one (1) benefit unit per property who has either property frontage or sideage to Sinclair Street South. The unit benefit equates to an estimated \$8,364.</b></p> <p><b>(h) Having regard to the proceeding parts of this Resolution but subject to Section 166(1)(b) of the Local Government Act 1989:</b></p> <p><b>(i) it can be confirmed that the owner of each rateable land described in Column 1 of the Schedule will therefore be liable for the respective amounts set out in Column 2 of the Schedule; and</b></p> <p><b>(ii) it be recorded that each owner may, subject to Section 167(4) of the Local</b></p> |  |  |
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| <p><b>Government Act 1989 and any further Resolution of Council pay the special charge in the following manner;</b></p> <p>(a) <b>payment of quarterly instalments (commencing within one calendar month of the issue of the notice requesting payment) over 5 years with interest paid on the remaining principal at the Council overdraft rate and that a penalty interest rate be applied to late instalment repayments only; or</b></p> <p>(b) <b>Payment by lump sum to be paid within one (1) calendar month of the issue of notice requesting payment.</b></p> <p>(i) <b>The Chief Executive Officer be authorized to give public notice of their intention to declare a special charge scheme in accordance with Section 163(1C) of the Local Government Act 1989.</b></p> <p>(j) <b>It be recorded that, subject to Section 163B and 166(1)(b) of the Local Government Act 1989, Council proposes to use the money from the special charge so declared in the manner set out in the "Estimate" annexed to this resolution.</b></p> <p>2. <b>Council appoints two (2) Councillors, Cr..... and Cr....., to a Special Committee to consider submissions pursuant to Section 223 of the Local Government Act 1989, and that this Special Committee hears such submissions at Council's Rae Street Offices at 5pm on Wednesday 11 of November 2009 and reports back to Council.</b></p> |  |  |
| <p><b><u>OM092309-9 NATIVE VEGETATION ON ROADSIDES</u></b></p> <p>Department: Infrastructure</p> <p><b><u>Recommendation(s)</u></b></p> <p><b>That Council:</b></p> <p>1. <b>Endorse the actions of the Chief Executive Officer and the Mayor in signing a conditional Memorandum of Understanding with the Department of Sustainability and Environment (DSE) based on the following;</b></p> <p><b>a. Council seeking legal advice from the MAV</b></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |  |  |

*prior to forwarding the agreement to DSE;*

**b. Vegetation will be maintained within designated maintenance envelopes;**

**c. Planning Permits are not required for maintenance works within the maintenance envelopes.**

**OM092309-10 BEST VALUE SERVICES REVIEW REPORT - SUSTAINABLE ASSETS & CAPITAL WORKS**

Department: Infrastructure

**Recommendation(s)**

***That Council:***

- Note and endorse the findings of the ‘Best Value Service Review Report – Sustainable Assets & Capital Works Services’;***
- Approves the implementation of the Continuous Improvement Plan.***

**OM092309-11 ADDITIONAL RECYCLE COLLECTIONS FOR COASTAL AREAS**

Department: Infrastructure

**Recommendation(s)**

***That Council:***

- Agree to two additional kerbside recycling services in the Coastal areas over the Christmas and January period.***
- Accept the contract variation of \$6,600 under the current waste Contract No. 0410 – Waste Management Services for two additional kerbside recycling collections in the Coastal areas on the dates detailed below.***

| Town           | Day  | Scheduled Dates           | Additional Dates |
|----------------|------|---------------------------|------------------|
| Apollo Bay     | Tues | 22/12/09, 5/1/10, 19/1/10 | 29/12/09 12/1/10 |
| Skenes Creek   | Mon  | 28/12, 11/1/10, 25/1/10   | 4/1/10 18/1/10   |
| Separation Crk | Mon  | 28/12, 11/1/10, 25/1/10   | 4/1/10 18/1/10   |
| Marengo        | Tues | 29/12, 12/1/10, 26/1/10   | 5/1/10, 19/1/10  |
| Wye River      | Mon  | 28/12, 11/1/10, 25/1/10   | 4/1/10 18/1/10   |
| Kennet         | Mon  | 28/12, 11/1/10,           | 4/1/10 18/1/10   |



| River                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |                               | 25/1/10                    |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
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| Along GOR                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | Mon                           | 28/12, 11/1/10,<br>25/1/10 | 4/1/10 | 18/1/10 |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| <p><b>OM092309-12      <u>REVIEW OF REGIONAL WASTE<br/>MANAGEMENT GROUPS</u></b></p> <p>Department: Infrastructure</p> <p><b><u>Recommendation(s)</u></b></p> <p><b><i>That Council:</i></b></p> <ol style="list-style-type: none"> <li><b><i>Notes and receives this report.</i></b></li> <li><b><i>Endorses the Barwon Regional Waste Management Group in preparing a submission in response to the “Review of Regional Waste Management Groups - Future Directions Paper” to Sustainability Victoria.</i></b></li> </ol>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                               |                            |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| <p><b>OM092309-13      <u>STRUCTURAL ASSESSMENT OF<br/>COUNCIL BRIDGES</u></b></p> <p>Department: Infrastructure</p> <p><b><u>Recommendation(s)</u></b></p> <p><b><i>That Council:</i></b></p> <ol style="list-style-type: none"> <li><b><i>Resolve to implement the following load limits:</i></b></li> </ol> <table border="0"> <thead> <tr> <th><b><u>Bridge No.</u></b></th> <th><b><u>Road Name</u></b></th> <th><b><u>Load Limit</u></b></th> </tr> </thead> <tbody> <tr> <td>CS022</td> <td>Upper Gellibrand Road</td> <td>12 tonnes</td> </tr> <tr> <td>CS044</td> <td>Apollo Bay Recreation Reserve</td> <td>5 tonnes</td> </tr> <tr> <td>CS051</td> <td>Rollings Access</td> <td>12 tonnes</td> </tr> <tr> <td>CS052</td> <td>Veseys Access</td> <td>8 tonnes</td> </tr> <tr> <td>CS055</td> <td>Raffertys Road</td> <td>6 tonnes</td> </tr> <tr> <td>CS060</td> <td>Scorcis Access</td> <td>5 tonnes</td> </tr> <tr> <td>CS249</td> <td>Upper Gellibrand Road</td> <td>12 tonnes</td> </tr> <tr> <td>CS084</td> <td>J Barrys Road</td> <td>2 tonne<br/>axle load</td> </tr> </tbody> </table> <ol style="list-style-type: none"> <li><b><i>Advise the Country Fire Authority in writing of bridges which it can use in an emergency and the operating conditions under which trucks may travel over the bridges.</i></b></li> <li><b><i>Provide a written response to all those parties who provided formal feedback through the public consultation process</i></b></li> <li><b><i>Refer the work to rehabilitate each of the structures to Council’s Capital Works and Major Projects Program for detailed costing and prioritisation</i></b></li> </ol> |                               |                            |        |         |  | <b><u>Bridge No.</u></b> | <b><u>Road Name</u></b> | <b><u>Load Limit</u></b> | CS022 | Upper Gellibrand Road | 12 tonnes | CS044 | Apollo Bay Recreation Reserve | 5 tonnes | CS051 | Rollings Access | 12 tonnes | CS052 | Veseys Access | 8 tonnes | CS055 | Raffertys Road | 6 tonnes | CS060 | Scorcis Access | 5 tonnes | CS249 | Upper Gellibrand Road | 12 tonnes | CS084 | J Barrys Road | 2 tonne<br>axle load |
| <b><u>Bridge No.</u></b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | <b><u>Road Name</u></b>       | <b><u>Load Limit</u></b>   |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| CS022                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Upper Gellibrand Road         | 12 tonnes                  |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| CS044                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Apollo Bay Recreation Reserve | 5 tonnes                   |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| CS051                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Rollings Access               | 12 tonnes                  |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| CS052                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Veseys Access                 | 8 tonnes                   |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| CS055                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Raffertys Road                | 6 tonnes                   |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| CS060                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Scorcis Access                | 5 tonnes                   |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| CS249                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | Upper Gellibrand Road         | 12 tonnes                  |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |
| CS084                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | J Barrys Road                 | 2 tonne<br>axle load       |        |         |  |                          |                         |                          |       |                       |           |       |                               |          |       |                 |           |       |               |          |       |                |          |       |                |          |       |                       |           |       |               |                      |

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| <i>within the relevant programs.</i> |  |  |
|--------------------------------------|--|--|

**Recommendation**

*That recommendations to items listed in the Consent Calendar, with the exception of items ....., be adopted.*

**MOVED** .....

**SECONDED** .....

**OM092309-8                      SPECIAL CHARGE SCHEME - SINCLAIR STREET SOUTH,  
ELLIMINYT**

|             |                           |           |                                   |
|-------------|---------------------------|-----------|-----------------------------------|
| AUTHOR:     | Peter Dohnt               | ENDORSED: | Neil Allen                        |
| DEPARTMENT: | Infrastructure & Services | FILE REF: | Sinclair St Sth - Elliminyt/Roads |

**Purpose**

This report presents a proposal for the construction of the unsealed section of Sinclair Street South, Elliminyt from Pound Road through to Irrewillipe Road by way of a Special Charge Scheme under Section 163 of the Local Government Act 1989.

**Declaration of Interests**

No officer declared an interest under the *Local Government Act* 1989 in the preparation of this report.

**Background**

Sinclair Street South is approximately 830m in length running between Pound Road and Irrewillipe Road, Elliminyt.

Sinclair Street South currently consists of a 20m road reserve with an unsealed two-way road. The average width of the existing gravel pavement is approximately 7 metres.

Several residents have contacted Council regarding the existing condition of Sinclair Street South and have raised a number of issues. They relate to poor ride quality (due to corrugations and potholes), dust in summer and mud in winter.

On the 16 April 2008, a meeting was held with Council officers and abutting property owners. From that meeting a survey was sent out to abutting property owners seeking feedback on the proposed scheme. Initial response from the survey indicated support from owners between Pound Road and Airey Street, but limited support from property owners between Airey Street and Irrewillipe Road. Subsequent correspondence from owners between Airey Street and Irrewillipe Road has shown support for that section as well.

On the 2 December 2008 a letter was sent out advising residents of the results of the survey and that officers were preparing a scope of works to construct only the section of Sinclair Street South between Pound Road and Airey Street.

In response to the December letter to residents, Council received further correspondence from residents requesting a review of the scope and that the Airey Street to Irrewillipe Road section remains in the scheme. After due consideration, another letter was sent to residents advising them that the intent was now to propose the original scheme and include the construction of the unsealed pavement between Pound Road and Irrewillipe Road

**Council Plan / Other Strategies / Policy**

The proposed project as a Special Charge Scheme is consistent with Council's Special Charge Scheme Policy.

**Issues / Options**

Council needs to consider the requests in relation to the various options available.

## 1) Options

The practical options are as follows:

### a) Option One – Implement under a Special Charge Scheme

Officers have undertaken an assessment of the apportionment benefit under a Special Charge Scheme. This would involve construction and sealing Sinclair Street South and implement a Special Charge Scheme to recoup 65% of the total project costs from the abutting property owners, with the remaining 35% to be funded by Council due to the calculated Community Benefit.

As the proposal has a distinct special benefit to the abutting property owners, it is considered the implementation of a Special Charge Scheme to recoup most of the costs of the proposal to be the most appropriate option. The balance of funds required from Council, would need to be referred to the Councils Capital Works Budget for prioritisation and allocation as part of the budget process.

### b) Option Two - Funded by General Rate Revenue

The construction and sealing of Sinclair Street South could be included in future Capital Works Programs and be funded by general rate revenue. The calculated percentage of through traffic using Sinclair Street South was 44%. From this calculation, it shows that main users of the street to be the local residents of Sinclair Street South. Therefore, the overall benefit to the wider community is only 44%, and as such rate revenue should be used in areas where a higher community benefit would be achieved.

If the project was referred to the Capital Works Program for funding, it would need to compete with other Capital Works projects as part of the annual budget process. If the project is to be fully funded by rates, it would have a low priority and would be difficult to justify given the extent of competing works and services.

### c) Option Three – Abandon the proposal

Council could choose to do nothing and abandon the proposal. This would result in no improvement works being undertaken in Sinclair Street South. History shows that many of the residents of Sinclair Street South want to see improvements made to the street. With this in mind, abandoning the proposal for the construction of the unsealed pavement of Sinclair Street South is not the preferred option available to Council.

## 2) Legislative Requirements

In accordance with Section 163 of the Local Government Act 1989, Council powers are as follows;

### ***“S 163 Special rate and special charge***

*(1) A Council may declare a special rate, a special charge or a combination of both only for the purposes of—*

*(a) defraying any expenses; or*

*(b) repaying (with interest) any advance made to or debt incurred or loan raised by the Council—*

*in relation to the performance of a function or the exercise of a power of the Council, if the Council considers that the performance of the function or the exercise of the power is or will be of special benefit to the persons required to pay the special rate or special charge.”*

### 3) Consideration of Special Benefit

The construction of this street would provide a special benefit of adjoining landowners and as such meets the requirements of a Special Charge Scheme for consideration by Council.

#### **Proposal**

##### 1) Description of Proposed Works

The proposed construction work involves the construction of the unsealed pavement of Sinclair Street South, from Pound Road to Irrewillipe Road, which includes:

- Overlay existing gravel pavement with 150mm Class 2 20mm Fine Crushed Rock;
- Two coat bitumen wearing course road seal; and
- Minor drainage and other associated works.

##### 2) Special Benefit

It is considered the special benefits to be derived from the properties in the scheme are:

- Improved property access;
- Improved road safety; and
- Improved amenity.

As Sinclair Street South is a through road between Pound Road and Irrewillipe Road, an element of the project will include a community benefit.

The community benefit was calculated using traffic counter data. The data showed 44% of the traffic using Sinclair Street South was through traffic, with the remaining 56% being local property traffic.

An assessment of the community benefit according to government guidelines, taking into account the one non-rateable property and its associated traffic (3 access benefits) and allowing for a 50% access benefit and a 50% amenity benefit indicates that the Community Benefit Ratio is 65%. Therefore, Council is only able to recoup up to 65% of the total project cost. As such, it is proposed that the property owners contribute 65% of the total cost of the project and Council contribute 35% of the project.

##### 3) Apportionment of the Special Charge across the properties

Apportionment of the Special Charge across the properties could reasonably be made using three different methods.

###### a) Apportionment method 1

Applied via a unit benefit system where the most likely development potential (under the existing planning zones) is assessed and a unit benefit is applied to each of the potential blocks under the most likely development. The existing planning zone for all of the land within the proposed scheme is Rural Living 1 where the minimum block size is 1.2ha. Under the current planning scheme, the only block with the potential to be further subdivided is 200 Cants Road which, subject to planning approval, could be subdivided into 3 lots. There are 20 properties which would not be subdividable and 1 property with the potential of being subdivided into 3 lots. This gives a total of 23 potential blocks which under this method receive one benefit unit each.

b) Apportionment method 2

Applied via a unit benefit system where each existing property is assumed to have a single residence and as such receives the same benefit both in terms of access and amenity. Each property gets the same benefit and therefore is charged the same. There are 21 existing properties and under this arrangement all properties would receive an equal charge.

c) Apportionment method 3

Applied via a frontage benefit system where the charge to each property is directly proportional to its dimension along to the street frontage - subject to whether or not that boundary is a frontage or a sideage.

A comparison of the charges to be levied against each property is attached. In all cases the benefit payable by the non-rateable property at No. 218 is included in the community benefit payable by Council.

Consideration has been given to the planning zones relevant to the properties and the development potential. It is recommended that the fairest method of apportionment is based on the development potential of each property adjoining Sinclair Street South, ie Apportion Method 1. This has been the basis of the determination of the benefit cost, with one benefit unit equating to an estimated cost of \$8,364.

4) Cost Apportionment

The estimated cost of all associated works to complete the construction of the unsealed pavement in Sinclair Street South, Elliminyt, is \$283,000.

Therefore Council will be required to contribute 35% of the total project costs, or an estimated \$99,000 from its future Capital Works Program, leaving an estimated \$184,000 to be funded by the 20 abutting rateable properties considered to receive a Special Benefit.

5) Payment Options

Special Charge payments are, subject to Section 167(4) of the *Local Government Act 1989* and any further resolution of Council, pay by way of either:

- Payment as a lump sum within one month of the issue of the notice requesting payment; or
- Payment of quarterly instalments (commencing within one month of the issue of the notice requesting payment) over at least 4 years with interest paid on the remaining principal at the Council overdraft rate and that a penalty interest rate be applied to late instalment repayments only.

### **Financial and Other Resource Implications**

As there is a community benefit calculated as part of the proposal for the construction of the unsealed pavement of Sinclair Street South there will be financial implications to Council.

The Benefit Ratio was calculated to be 65% meaning that the residents contribute 65% and Council contribute the remainder – 35%. Accordingly, 65% of the estimated project costs (\$184,000) will be raised from a Special Charge apportioned among the 20 rateable properties abutting Sinclair Street South. Council is required to contribute 35% (\$99,000) from rate revenue and this will need to be referred to future Capital Works Program for prioritising and funding.

The recommended apportionment method (Method 1) is by benefit unit with one (1) benefit unit equating to an estimated \$8,364 per property, where the single larger block is apportioned 3 benefit units.

**Risk Management & Compliance Issues**

This proposal will be implemented consistent with Council's Special Charge Scheme Policy and the relative requirements of the Local Government Act 1989.

**Environmental and Climate Change Considerations**

No environmental issues have been identified at this stage of the proposal. If a Special Charge Scheme is declared for the construction of the unsealed pavement of Sinclair Street South, environmental issues will be considered prior to the commencement of construction works.

**Communication Strategy / Consultation**

On the 16 April 2008, a meeting was held with Council and the property owners abutting Sinclair Street South. From that meeting a survey was sent seeking feedback on the proposed construction of the unsealed pavement of Sinclair Street South by way of Special Charge Scheme.

Of the 17 surveys sent back, 11 requested further investigation of a Special Charge Scheme and 6 did not want any further investigation completed.

**Implementation**

The Public Notice will be sent to all property owners, which will outline Council's Intention to Declare a Special Charge Scheme for the construction of the unsealed pavement of Sinclair Street South.

**Conclusion**

The implementation of a Special Charge Scheme for the construction of the unsealed pavement of Sinclair Street South is in line with Council's Special Charge Scheme Policy, and allows for street improvement to occur with a proportion of the cost of the project being apportioned across abutting property owners.

It allows for the improvement of Sinclair Street South to be completed with financial limits of Council's Capital Works Program.

**Attachments**

1. Calculation of Benefit Ratio for Sinclair St SCS
2. Sinclair St Sth SCS Plan
3. Sinclair St Sth comparison
4. Sinclair St Sth Estimate

**Recommendation(s)*****That Council:***

1. ***Resolve with respect to the construction of the unsealed pavement of Sinclair Street South, Elliminyt to give notice of its Intention to Declare a Special Charge Scheme for the construction of these works such that:***
  - (a) ***the construction of a sealed pavement and associated works will be of special benefit to properties described in paragraph (e) and shown on the attached plan by way of:***
    - ***Improved property access;***

- *Improved road safety; and*
  - *Improved amenity of the area.*
- (b) *A special charge be declared, at the Council Meeting to be held on 16 December 2009, for the period commencing on 1 July 2010 and concluding on 1 July 2015.*
- (c) *A special charge scheme be declared for defraying any expenses in relation to the pavement construction of Sinclair Street South, Elliminyt, described in subsequent paragraphs of this resolution including expenses associated with:*
- *Construction of road shoulder pavement and two coat bitumen wearing course road seal; and*
  - *Associated works.*
- (d) *The following be described as the area for which the special charge is declared:*
- The unsealed pavement of Sinclair Street South, Elliminyt between Pound Road and Irrewillipe Road for a length of approximately 830m and applying to properties described in paragraph (e).*
- (e) *The following be declared as the land in relation to which the special charge is so declared;*

|                                  |                                |
|----------------------------------|--------------------------------|
| <i>194 SINCLAIR STREET SOUTH</i> | <i>C/A 24 SECTION A</i>        |
| <i>200 SINCLAIR STREET SOUTH</i> | <i>C/A 23 SECTION A</i>        |
|                                  | <i>LOT 1 LP71879 C/A</i>       |
| <i>204 SINCLAIR STREET SOUTH</i> | <i>PT.22 SECTION A</i>         |
|                                  | <i>LOT 2 LP71879 C/A</i>       |
| <i>208 SINCLAIR STREET SOUTH</i> | <i>PT.22 SECTION A</i>         |
| <i>212 SINCLAIR STREET SOUTH</i> | <i>C/A 21 SECTION A</i>        |
| <i>218 SINCLAIR STREET SOUTH</i> | <i>C/A 20 SECTION A</i>        |
| <i>222 SINCLAIR STREET SOUTH</i> | <i>LOT 1 TP587211W</i>         |
| <i>226 SINCLAIR STREET SOUTH</i> | <i>CP160454</i>                |
| <i>232 SINCLAIR STREET SOUTH</i> | <i>C/A 1 SECTION H</i>         |
| <i>238 SINCLAIR STREET SOUTH</i> | <i>LOT 1 TP779415</i>          |
|                                  | <i>LOT 1 PS 513219K</i>        |
| <i>246 SINCLAIR STREET SOUTH</i> | <i>(C/A 6 SECTION H)</i>       |
| <i>275 SINCLAIR STREET SOUTH</i> | <i>LOT 2 PS510563K</i>         |
| <i>285 SINCLAIR STREET SOUTH</i> | <i>LOT 2 LP308326D</i>         |
| <i>295 SINCLAIR STREET SOUTH</i> | <i>LOT 2 PS523188</i>          |
| <i>303 SINCLAIR STREET SOUTH</i> | <i>C/A 12 SECTION K</i>        |
| <i>313 SINCLAIR STREET SOUTH</i> | <i>C/A 13 SECTION K</i>        |
|                                  | <i>C/A 14 &amp; 15 SECTION</i> |
| <i>323 SINCLAIR STREET SOUTH</i> | <i>K</i>                       |
| <i>232 POUND ROAD</i>            | <i>C/A PT.26 SECTION A</i>     |
| <i>248 POUND ROAD</i>            | <i>LOT 3 PS517162R</i>         |
| <i>200 CANTS ROAD</i>            | <i>PC366956</i>                |
| <i>120 IRREWILLIPE ROAD</i>      | <i>C/A 10 SECTION H</i>        |

- (f) *The following be specified as the criteria which forms the basis of the special charge so declared:*



**Ownership of the land described in paragraph (e) of the recommendation.**

- (g) The following be specified as the manner in which the special charge so declared be assessed and levied:**

**The unit of assessment is one (1) benefit unit per property who has either property frontage or sideage to Sinclair Street South. The unit benefit equates to an estimated \$8,364.**

- (h) Having regard to the proceeding parts of this Resolution but subject to Section 166(1)(b) of the Local Government Act 1989:**

**(i) it can be confirmed that the owner of each rateable land described in Column 1 of the Schedule will therefore be liable for the respective amounts set out in Column 2 of the Schedule; and**

**(ii) it be recorded that each owner may, subject to Section 167(4) of the Local Government Act 1989 and any further Resolution of Council pay the special charge in the following manner;**

**(a) payment of quarterly instalments (commencing within one calendar month of the issue of the notice requesting payment) over 5 years with interest paid on the remaining principal at the Council overdraft rate and that a penalty interest rate be applied to late instalment repayments only; or**

**(b) Payment by lump sum to be paid within one (1) calendar month of the issue of notice requesting payment.**

- (i) The Chief Executive Officer be authorized to give public notice of their intention to declare a special charge scheme in accordance with Section 163(1C) of the Local Government Act 1989.**

- (j) It be recorded that, subject to Section 163B and 166(1)(b) of the Local Government Act 1989, Council proposes to use the money from the special charge so declared in the manner set out in the "Estimate" annexed to this resolution.**

- 2. Council appoints two (2) Councillors, Cr..... and Cr....., to a Special Committee to consider submissions pursuant to Section 223 of the Local Government Act 1989, and that this Special Committee hears such submissions at Council's Rae Street Offices at 5pm on Wednesday 11 of November 2009 and reports back to Council.**

~~~~~\~~~~~

CALCULATION OF BENEFIT RATIO FOR SINCLAIR ST SCS

All blocks have 1 BU 50% access and 50% amenity

20 private properties = TSB(in) = 20 BU
 1 non rateable property = TSB(out) = 1 BU

Traffic
 Total Traffic Traffic Count
 Local property Traffic "14 residences +10 VPD 252 VPD
 Through Traffic (General Community) 140 VPD 140/252 56%
 112 112/253 44%

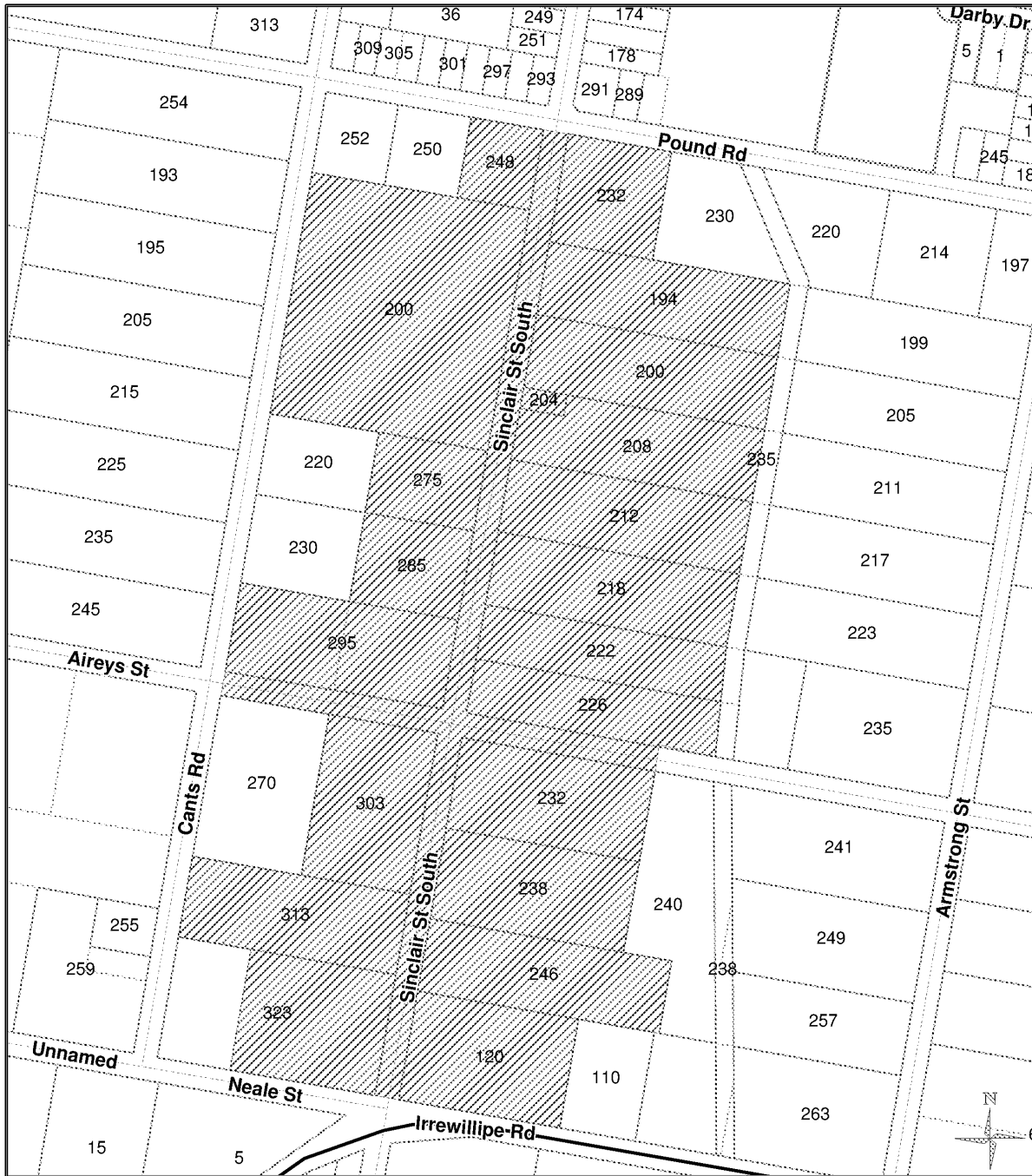
| | | | |
|---------|-----------------------|-----------------|-----------------------------|
| | 20 Priv Prop | Non Rateable | Total property access units |
| Access | TSB(in)
50% * (20) | TSB(out)
0.5 | 10.5 |
| Amenity | 50% * (20) | 0.5 | |
| | 20 | 1 | |

18.75 Total access benefits
 44% Through Traffic
 8.25 Through traffic benefit units

Benefit ratio $\frac{TSB(in)}{TSB(in) + TSB(out) + TCB} = \frac{20}{20+1+8.25}$ **68%** Council can charge residents this proportion of the total cost

Benefit Ratio calcs.xls - All BU=1

12/08/2009



Sinclair St Sth - Special Charge Scheme

Cadastral Information from Land Victoria,
 Department of Sustainability & Environment.

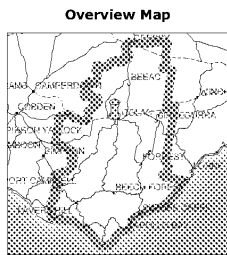
Disclaimer Note

Colac Otway Shire Council (the Council) does not warrant or represent that the above information is free from errors or omissions. A person using the information should conduct independent enquiries to verify the accuracy of the information.

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Printed: 12/08/2009



| PROPERTY | | LEGEND | |
|----------------------------|------------------|--------|---------------------|
| | Parcel | | Assessment/Property |
| | Proposed Parcels | | Road Polygons |
| | Crown Land | | Road |
| Road Infrastructure | | | |
| | level crossing | | gate |
| | ford | | bridge |

MAP SCALE = 1 : 4507

**SPECIAL CHARGE SCHEME
SINCLAIR STREET SOUTH
COMPARISON OF SPECIAL CHARGES vs APPORTIONMENT METHOD**

| ADDRESS | TITLE | Apportionment 1
(Recommended) | | Apportionment 2 | | Apportionment 3 | | |
|---------------------------|------------------------------------|----------------------------------|---------|-----------------|----------|-----------------|------------------------|----------|
| | | Benefit | Charge | Benefit | Charge | Benefit | (F)/ront/(S)ide Charge | |
| 194 SINCLAIR STREET SOUTH | C/A 24 SECTION A | 1 | \$9,625 | 1 | \$8,750 | 60 | F | \$8,969 |
| 200 SINCLAIR STREET SOUTH | C/A 23 SECTION A | 1 | \$9,625 | 1 | \$8,750 | 60 | F | \$8,969 |
| 204 SINCLAIR STREET SOUTH | LOT 1 LP71879 C/A PT.22 SECTION A | 1 | \$9,625 | 1 | \$8,750 | 17.6 | F | \$2,631 |
| 208 SINCLAIR STREET SOUTH | LOT 2 LP71879 C/A PT.22 SECTION A | 1 | \$9,625 | 1 | \$8,750 | 42.8 | F | \$6,398 |
| 212 SINCLAIR STREET SOUTH | C/A 21 SECTION A | 1 | \$9,625 | 1 | \$8,750 | 60.6 | F | \$9,059 |
| 218 SINCLAIR STREET SOUTH | C/A 20 SECTION A | 0 | \$0 | 0 | \$0 | 0 | F | \$0 |
| 222 SINCLAIR STREET SOUTH | LOT 1 TP587211W | 1 | \$9,625 | 1 | \$8,750 | 45.5 | F | \$6,802 |
| 226 SINCLAIR STREET SOUTH | CP160454 | 1 | \$9,625 | 1 | \$8,750 | 45.4 | F | \$6,787 |
| 232 SINCLAIR STREET SOUTH | C/A 1 SECTION H | 1 | \$9,625 | 1 | \$8,750 | 75.7 | F | \$11,316 |
| 238 SINCLAIR STREET SOUTH | LOT 1 TP779415 | 1 | \$9,625 | 1 | \$8,750 | 75.9 | F | \$11,346 |
| 246 SINCLAIR STREET SOUTH | LOT 1 PS 513219K (C/A 6 SECTION H) | 1 | \$9,625 | 1 | \$8,750 | 60.4 | F | \$9,029 |
| 275 SINCLAIR STREET SOUTH | LOT 2 PS610563K | 1 | \$9,625 | 1 | \$8,750 | 67.1 | F | \$10,031 |
| 285 SINCLAIR STREET SOUTH | LOT 2 LP308326D | 1 | \$9,625 | 1 | \$8,750 | 74.5 | F | \$11,137 |
| 295 SINCLAIR STREET SOUTH | LOTS 2 PS523188 | 1 | \$9,625 | 1 | \$8,750 | 74.4 | F | \$11,122 |
| 303 SINCLAIR STREET SOUTH | C/A 12 SECTION K | 1 | \$9,625 | 1 | \$8,750 | 134.7 | F | \$20,136 |
| 313 SINCLAIR STREET SOUTH | C/A 13 SECTION K | 1 | \$9,625 | 1 | \$8,750 | 67.3 | F | \$10,061 |
| 323 SINCLAIR STREET SOUTH | C/A 14 & 15 SECTION K | 1 | \$9,625 | 1 | \$8,750 | 101 | F | \$15,099 |
| 232 POUND ROAD | C/A PT.26 SECTION A | 1 | \$9,625 | 1 | \$8,750 | 45.2 | S | \$6,757 |
| 248 POUND ROAD | LOT 3 PS617162R | 1 | \$9,625 | 1 | \$8,750 | 33.6 | S | \$5,023 |
| 200 CANTS ROAD | PC386966 | 1 | \$9,625 | 3 | \$26,250 | 100.6 | S | \$15,039 |
| 120 IRREWILLIPE ROAD | C/A 10 SECTION H | 1 | \$9,625 | 1 | \$8,750 | 45.4 | S | \$6,787 |

| | | | | | | | | |
|------|--------|-----------|------|--------|-----------|----------|--------|-----------|
| 20 | 192500 | \$192,500 | 22 | 192500 | \$192,500 | 1287.7 | 192500 | \$192,500 |
| 9625 | | | 8750 | | | 149,4913 | | |

NB 218 Sinclair St Sth is a non rateable property
The benefit apportioned against this property
is included in the cost to Council of \$90,500

PROJECT DESCRIPTION :
Sinclair Street, Elliminyt
Street Construction

DATE : Aug-09

| ITEM | DESCRIPTION | QUANTITY | UNIT | RATE
\$ | AMOUNT
\$ |
|--------------------------|--|----------|-----------------|------------|---------------------|
| 1.00 | GENERAL | | | | |
| 1.01 | Initial site establishment and set up including traffic management during construction, decamping and site cleanup and other fixed costs up to time of completion of works. | | ITEM | | \$5,000.00 |
| 1.02 | Setting out of works. | | ITEM | | \$2,000.00 |
| 2.00 | EARTHWORKS & DEMOLITION | | | | |
| 2.01 | Excavation and disposal of all materials to limits of work as indicated on plan, including trimming for new road pavement, excavation of soft spots and removal of concrete. | 200 | m3 | \$10.00 | \$2,000.00 |
| 2.02 | Placement and consolidation of engineered fill with approved materials in preparation for new works. | 50 | m3 | \$75.00 | \$3,750.00 |
| 3.00 | PAVEMENT WORKS | | | | |
| 3.02 | 150mm compacted depth Class 2 20mm crushed rock, supplied, spread and compacted. | 1015 | m3
(compact) | \$85.00 | \$86,275.00 |
| 3.06 | 7mm Primer Seal, supplied and placed. | 5245 | m2 | \$4.50 | \$23,602.50 |
| 3.07 | 10mm Final seal supplied and placed. | 5245 | m2 | \$4.50 | \$23,602.50 |
| 4.00 | SERVICES | | | | |
| 4.01 | Alteration to services | | Item | | \$10,000.00 |
| 5.00 | DRAINAGE | | | | |
| 5.01 | Regrade existing table drains | 1650 | m | \$2.00 | \$3,300.00 |
| 7.00 | LANDSCAPING | | | | |
| 7.01 | Top soiling and seeding nature strips, medians and outer separators. | 6000 | m2 | \$7.00 | \$42,000.00 |
| 8.00 | SIGNING, LINE-MARKING, FENCING AND LIGHTING | | | | |
| 8.01 | Erection of permanent signs and posts. | 4 | No | \$150.00 | \$600.00 |
| 8.02 | Line-marking | | ITEM | | \$2,000.00 |
| SUB-TOTAL | | | | | \$204,130.00 |
| 20% CONTINGENCIES | | | | | \$40,826.00 |
| TOTAL | | | | | \$244,956 |

| | | |
|------------------------------------|------------------------|------------------|
| EST. DETAILED DESIGN COSTS | \$24,498 | |
| EST. SCHEME ADMIN COSTS | \$7,349 | Rounded |
| EST. CONTRACT ADMIN COSTS | \$6,124 | Figures |
| GRAND TOTAL | \$282,924 | \$283,000 |
| Council Contribution - 32% | \$90,536 | \$90,500 |
| Prop. Owner Contrib.n - 66% | \$192,388.44 | \$192,500 |
| 20 Properties @ | \$9,619.42 each | \$9,625 |

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OM092309-9

NATIVE VEGETATION ON ROADSIDES

| | | | |
|-------------|---------------------------|-----------|---|
| AUTHOR: | Neil Allen | ENDORSED: | Rob Small |
| DEPARTMENT: | Infrastructure & Services | FILE REF: | GEN00127 Native Plants & Animals (Clearing) |

Purpose

The purpose of this report is to seek Council's endorsement in relation to signing of the Memorandum of Understanding between Council and Department of Sustainability & Environment (DSE) in relation to the management of native vegetation on roadsides.

Declaration of Interests

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

Background

The Department of Sustainability & Environment (DSE) has written to all Councils offering an exemption designed to allow Council as road managers to undertake routine maintenance and safety treatments on roads subject to a common understanding between DSE and municipal councils in the form of a Memorandum of Understanding (MoU).

DSE has also produced a guideline for implementing agreements under the Local Government Public Road Exemption titled "*Managing Native Vegetation on Roadsides*". Amendment VC49 to the Victorian Planning Provisions (VPP) and planning schemes was gazetted on 15 September 2008 and amongst other things, inserted new exemptions for native vegetation removal in Clause 52.17 of the VPP.

Under the Native Vegetation Planning Provisions, Clause 52.17-2 discusses the Permit requirements and details the following:

'A permit is required to remove, destroy, or lop native vegetation, including dead native vegetation. This does not apply if the table to Clause 52.17-6 specifically states that a permit is not required.'

Therefore, if an activity falls within the Public Roads exemption as described within Clause 52.17-6, a planning permit is not required if a Council is party to the Agreement with DSE'.

Clause 52.17-6 now provides that no planning permit is required to remove, destroy or lop native vegetation to the minimum extent necessary if the following applies:

Public Roads The native vegetation is to be removed, destroyed or lopped to maintain the safe and efficient function of an existing public road managed by the relevant responsible road authority (as defined by the *Road Management Act 2004*) in accordance with the written agreement of the Department of Sustainability and Environment (DSE)

DSE issued a draft agreement in September 2008 outlining a common understanding of how the exemption was to be implemented by DSE and Local Government Authorities.

The agreement outlines the operational elements in the use of the native vegetation exemption. One of the key exemptions applies for maintenance activities and safety treatments needed to ensure the safe and efficient functions of existing public roads.

The agreement was prepared by DSE with limited input from the local government sector. As a result a number of unworkable issues resulted. The main areas of concern from Councils were:

- Onerous reporting requirements of Councils under the agreement;
- Poorly defined consultation process between DSE and Councils;
- Lack of definition of a 'project' under the agreement;
- Lack of the potential for use of a 'maintenance envelope' to ensure that there is a common understanding between all parties; and
- Contradiction with reference to what constitutes native vegetation with regard to requirements under the lopping of vegetation in maintenance activities.

The general consensus amongst Council officers was that these and a number of other points of clarification were required before Council could give a commitment to the MoU. Colac Otway Shire officers felt that they could not recommend signing the draft agreement in its current form.

DSE and the Municipal Association of Victoria (MAV) convened a meeting involving Councils in November 2008 to discuss concerns regarding the draft agreement.

The outcome of this forum was that DSE, in conjunction with the MAV, would undertake a review and prepare a revised agreement. A copy of this revised agreement was received by Council in January 2009. DSE also prepared a document *Managing Native Vegetation on Roadsides – A Guide for Implementing Agreements under the Local Government Public Roads Exemption*. The purpose of these guidelines is to assist councils to determine if works involving the removal of vegetation are exempt under the *Planning and Environment Act 1987*.

Council officers have since reviewed the revised agreement. Whilst the majority of issues or initial concerns have been addressed, there still remain some aspects which should be resolved prior to Council signing the agreement.

These issues are as follows:

- **Notification**
 - Slashing and reach arm activities will result in the loss of greater than 1/3 of the bio mass of any single plant. Council will be required to notify (and report) to DSE on a road by road or program basis.
 - The notification does not detail what information or timeframes are anticipated.
 - There is also no indication as to those issues which are significant to DSE
- **Reporting**
 - Council is required to keep a record of all maintenance activities and safety treatments undertaken and provide an annual report to DSE of the aggregate losses that have occurred under this exemption in accordance with the reporting template provided by DSE.
 - The reference in the guidelines does not clearly identify if DSE refer to 'trees' or 'plants' or to native vegetation.

- Council is required to report annually on the volume and quantity of native vegetation removed in hectares including numbers of trees and size class.
- **Minor Works**
 - There is no provision in the Agreement for municipal road authorities for minor road improvements as detailed in the instrument developed with the Department of Transport. Minor improvement works include activities such as intersection upgrades, installation of bus stops, etc.
- **Maintenance**
 - Removal of hazardous vegetation, under the agreement, is covered under the exemption for safety treatments. It is questionable that this exemption is necessary as this type of work can be defined as ‘emergency works’ which are exempt under the planning scheme.
 - The inclusion or definition of a maintenance envelope with respect to maintenance activities is not provided.
 - The inclusion or definition of a maintenance envelope with respect to maintenance activities would provide a clear outline of areas associated with maintenance. This would also assist field staff in determining the limits of work. It is intended that a maintenance envelope would be consistent with the standards of Council’s Road Management Plan.

Council has had a number of discussions and forwarded letters to DSE in relation to this. Recent correspondence is as follows:

| Date | Letter |
|--|--|
| 4 March 2009
Letter sent to DSE – Agreement on the Removal of Native Vegetation for Maintenance of Public Roads | The attached letter outlines Council’s concerns in relation to native vegetation and management of vegetation on roadsides. (Attachment 1) |
| 30 June 2009
Letter received from DSE – Agreement for Managing Native Vegetation on Public Roads | The letter acknowledges the concerns Council has in relation to native vegetation, however, the advice from DSE was that the combined planning scheme amendment and a letter of agreement is the sensible way to ensure that both DSE and local Councils are able to fulfill their respective responsibilities efficiently. (Attachment 2) |
| 28 July 2009
Letter sent to DSE re Management of Native Vegetation of Public Roads | A letter was sent by Mr. Neil Allen to DSE in relation to the extensive reporting requirements for maintenance activities on roads and included an attachment for a vegetation control envelope and an attachment for the Roadside Vegetation Slashing Envelope at Intersections. The letter requested that Council be exempt as a ‘one-off’ in relation to the undertaking of maintenance works within the vegetation envelope and that Council would like to |

| | |
|---|--|
| | meet with representatives from DSE to discuss this matter further.
(Attachment 3) |
| 1 September 2009
Email response received from DSE. | An email was received by Mr. Neil Allen in relation to the letter sent earlier outlining a number of requirements and advising that DSE would not agree to allowing Council a “one-off” clearance envelope. The details of this email are shown in the (Attachment 4) . |

Council Plan / Other Strategies / Policy

The 2009-13 Council Plan requirements under Part 2 Physical Infrastructure and Assets are as follows;

- Objective
 - *Council will provide and maintain Council infrastructure and assets that meet community needs now and in the future.*
- Strategy
 - *Ensure environmental risks are adequately addressed for Council infrastructure works, including impacts of climate change*

Issues / Options

The major issues facing Council are as follows:

1. Council needs to ensure that it has a suitable access for all roads within the municipality. This requires that a maintenance envelope be maintained around the roads to ensure that trimming of vegetation is carried out to appropriate standards.
2. Operators in the field require clear and concise directions and boundaries within which to work and an appropriate maintenance envelope based on trimming of trees 1 metre behind the guide posts would be appropriate control mechanism within the field.
3. Without a maintenance envelope, Council needs to assess each area on its merits and apply for a planning permit to undertake native vegetation trimming. This is a significantly onerous process and could require up to four inspections per assessment before trimming can be undertaken.
4. The onerous requirements for reporting, inspecting, recording and trimming of native vegetation means that this process is time consuming and costly to Council. In addition Council is unable to undertake necessary clearance and maintenance works in the lead up to the fire season and as such this places Council in a vulnerable position.
5. The overall principles of Net Gain should not apply in relation to maintenance of vegetation and as such, Council Officers cannot understand why there is a need to record the quantity of vegetation removed as part of maintenance activities. Maintenance activities are not activities which are designed to remove large trees and the like within the road reserve.
6. DSE is imposing an unrealistic expectation on Council to carry out these maintenance activities given that an officer understanding is that DSE does not record with its own staff and work crews the amount of vegetation which is being trimmed, nor does it require the same level of reporting that it expects Councils to do.

7. VicRoads is exempt from reporting quantities of maintenance material removed. This is an anomaly between the reporting requirements of State and Local Government agencies and in particular in relation to DSE's own reporting requirements.
8. The requirements from DSE counter the requirements from Council in relation to the responsibilities under the Road Management Plan for Road Safety. These two conflicting requirements need to be resolved in order to allow Council to maintain the road in a safe condition, as Council has a legal responsibility to carry out these works.
9. Council is placed in a very difficult position if it does not agree to the signing of the MoU in that there is a significant reporting requirement to obtain a planning permit for each section of road required to be trimmed. In addition the administrative requirements on Council are extremely onerous. If Council does, however, agree to sign the MoU, to carry out the works in accordance with DSE requirements, it will need significant resources which could include the need for an additional employee to undertake the recording and reporting requirements to DSE on behalf of Council.
10. Officers understand in discussion with other Councils that although they share the same concerns, some Council's have opted to simply sign the MoU and proceed in anticipation that they will not encounter any major problems.
11. Some Councils have refused to sign the MoU for the same reasons as Colac Otway Shire have refused to sign the MoU.

The implications for Council are as follows;

- Council and its officers risk significant penalties under various Acts and Legislation if something goes wrong.
- The administrative process is incredibly complicated and it is very difficult to work out what Council can and cannot do in the field without seeking approval from DSE.
- The problem is compounded in the carrying out of physical works in the field where officers do not have the appropriate planning tools on site to review the native vegetation and require a simple maintenance template within which to work.
- The resistance from DSE in relation to a maintenance template can be understood, however from a practical point of view it is unacceptable to impose a significant workload on officers to undertake planning permit applications for native vegetation removal within the envelope which is a legislative requirement for Council's Road Management Plan.

Proposal

It is proposed that the Council seek a legal opinion from the MAV on a draft letter to DSE, and that subject to satisfactory advice, sign a Conditional Agreement.

It is proposed that the Conditional Agreement and signing of the MoU is based on the Chief Executive Officer and Mayor writing to DSE advising of the conditional terms under which the council will operate as follows;

- 1) Maintenance activities will be confined to the adopted maintenance envelopes, as set within Council's Road Management Plan for the *Vegetation Control Envelope* and *Roadside Vegetation Slashing Envelope at Intersections*.
- 2) Council will notify DSE by email on a quarterly basis of the proposed program of road maintenance works along roadsides. Council will not report quantities for maintenance activities.

- 3) Council will not be required to further report maintenance activities to DSE except where a tree/s with a circumference greater than 500mm at 1m above ground level is/are required to be removed from within the Road maintenance envelope.
- 4) Where a tree/s with a circumference greater than 500mm at 1m above ground level is/are removed within the maintenance envelope, Council will notify DSE of the proposed removal, and provide an annual report summarising this class of vegetation loss.
- 5) Notification and reporting of all native vegetation removal associated with minor improvement works will be provided to DSE summarising the type and quantity of vegetation removed. Council will apply for relevant statutory approvals under the *Planning and Environment Act 1987* where vegetation removal associated with minor improvement works exceeds the identified thresholds.

Financial and Other Resource Implications

Council is incurring significant costs in processing additional planning permits for maintenance works where this has not occurred in the past. Currently there are 40 Planning Permits pending for this years maintenance activities with a number of permit applications still required. Each permit needs assessment and a report written which involves considerable staff time. The MoU will negate the need for planning permits for maintenance activities and free staff up to undertake their normal work.

Risk Management & Compliance Issues

Council and its officers risk significant penalties under various Acts and Legislation if Works are not carried out correctly. The maintenance works undertaken in accordance with maintenance templates as part of the MoU will significantly reduce council exposure.

Environmental and Climate Change Considerations

Nil

Communication Strategy / Consultation

Council will notify DSE by email on a quarterly basis of the proposed program of road maintenance works along roadsides. Council will not report quantities for maintenance activities.

Implementation

It is proposed to implement the maintenance works in accordance with the Conditional MoU immediately after signing the agreement.

Conclusion

The signing of a conditional MoU will allow the Council to meet its obligations to the community and the Road Management Act for maintenance activities in accordance with the DSE requirements. In addition Council will be able to undertake fire management works in the lead-up to the fire season.

The adoption by Council of a maintenance envelope for tree trimming and slashing at intersections and advising DSE that it will not report on quantities for maintenance activities will allow the Council to carry out works in the field without the need to obtain planning permits and onerous reporting.

Attachments

1. Letter to DSE dated 4 March 2009
2. Letter from DSE dated 30 June 2009
3. Letter to DSE dated 28 July 2009
4. Email from DSE dated 01 Sept 2009

Recommendation(s)

That Council:

- 1. Endorse the actions of the Chief Executive Officer and the Mayor in signing a conditional Memorandum of Understanding with the Department of Sustainability and Environment (DSE) based on the following;***
 - a. Council seeking legal advice from the MAV prior to forwarding the agreement to DSE;***
 - b. Vegetation will be maintained within designated maintenance envelopes;***
 - c. Planning Permits are not required for maintenance works within the maintenance envelopes.***

~~~~~\) ~~~~~

Our Ref: GEN00127 – Native Plants & Animals (Clearing), al  
Your Ref:  
Contact: Adam Lehmann

4 March, 2009

Kimberley Dripps  
Executive Director, Biodiversity & Ecosystem Services  
Department of Sustainability and Environment  
PO Box 500  
MELBOURNE VIC 3002

Dear Kimberley,

**Agreement on the Removal of Native Vegetation for Maintenance of Public Roads**

Thank you for your correspondence dated 5 January 2009 regarding the agreement required for Council to implement the planning permit exemption under the Victorian Planning Provisions to remove, destroy, or lop native vegetation located on municipal roadsides.

Council acknowledges the Department's efforts in addressing the majority of the issues raised by the local government sector in relation to the agreement which was originally issued in September 2008.

We believe that the majority of these concerns have been addressed through revision of the agreement and the preparation of the accompanying guidelines, *Managing Native Vegetation on Roadsides – A Guide for Implementing Agreements under the Local Government Public Roads Exemption*, however there remains some aspects which we would like to resolved prior to Council signing the agreement. These issues are outlined as follows:

- The thresholds which apply to the consultation and reporting processes with DSE as they relate to maintenance activities. Under the agreement as it stands, no consultation is required for lopping activities where less than one third of the foliage is removed. Council's slashing and reach arm activities, by virtue of their nature, will inevitably result in the loss of greater than one third of the foliage of any single plant. As such, Council will be required to notify DSE on a road by road or program basis which may prove to be onerous. This also applies to the reporting requirements which are required for these activities. The reference in the guidelines does not clearly identify if DSE refer to 'trees' or 'plants' or to native vegetation. If referring to native vegetation then roadside slashing, including use of reach arm mowers, would require consultation with/notification to DSE.
- There is no provision in the agreement for municipal road authorities to undertake minor road improvements as detailed in the instrument developed in conjunction

Organisation: Department of Sustainability and Environment



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- with the Department of Transport. This limits Council's ability to undertake works such as intersection upgrades, installation of bus stops, etc
- Removal of hazardous vegetation, under the agreement, is covered under the exemption for safety treatments. It is questionable that this exemption is necessary as this type of work can be defined as 'emergency works' which are already exempt under the planning scheme.
  - The notification element does not detail what information or timeframes are anticipated with this process. It seems that it is a renamed 'consultation' process. There is also no indication as to those issues which are of significance to DSE.
  - The inclusion or definition of a 'maintenance envelope' with respect to maintenance activities would provide a clear outline of areas associated with maintenance. This would also assist field staff in determining limits of work, etc. It is intended that a maintenance envelope would be consistent with the standards of Council's Road Management Plan.

We recognise that this is a complex issue and it may be resolved more expediently by meeting with you directly to discuss these matters in further detail.

If you would like to meet with Mr Neil Allen, General Manager Infrastructure & Services please contact Ms Leanne Brooker on 5232 9481 to make suitable arrangements.

Yours faithfully,

Jack Green  
**Acting Chief Executive Officer**



Department of  
Sustainability and Environment

PO Box 500  
East Melbourne Victoria 3002  
Telephone: (03) 9637 8000  
Facsimile: (03) 9637 8100  
ABN 90 719 052 204

30 June 2009

Mr Jack Green  
Acting Chief Executive Officer  
Colac Otway Shire  
PO Box 283  
COLAC VIC 3250

Dear Mr Green

**AGREEMENT FOR MANAGING NATIVE VEGETATION ON PUBLIC ROADS**

Thank you for your letter of 16 April 2009 regarding the agreement for managing native vegetation on public roads. I apologise for the delay in responding.

I note that Colac Otway Shire supports a majority of the changes made to the revised agreement. In your letter you raise a number of questions which I have attempted to address below.

The agreement applies to native vegetation only which includes trees, herbs, shrubs and grasses native to Victoria. The 'lopping' provision only applies to trees, however, the slashing of grasses to a height of ten centimetres and removal of regrowth less than ten years old are also exempt under Clause 52.17-6 of the Victoria Planning Provisions. For reach arm / slashing works that involve removal of more than one third of the foliage of a tree, or the removal of native vegetation that is not otherwise exempt, notification and reporting to the Department of Sustainability and Environment (DSE) will be required. This process would involve notifying a local DSE officer regarding a program of future works. The reporting of council activities under this agreement needs to be provided to DSE on an annual or more frequent basis.

As mentioned in your letter, the agreement for local government authorities does not include intersection upgrades and the installation of bus stops. DSE acknowledges that the agreement with the Department of Transport (DOT) differs in this regard as DOT manages extensive networks of road and rail corridors. A decision was therefore made in July 2008 to trial such a provision with DOT. This was largely due to risk to the environment by enabling significant works, involving the clearance of native vegetation, without a more thorough assessment via the permit process.

DSE consulted with local council representatives and the Municipal Association of Victoria in developing the conditions of the revised agreement. While the idea of a clearing envelope was canvassed, the view was that this would unnecessarily restrict councils, as they would then only be able to manage vegetation within a defined distance from the road. Instead the letter of agreement specifies a range of safety and maintenance operations that councils may carry out without specific permits.

**Privacy Statement**

*Any personal information about you or a third party in your correspondence will be protected under the provisions of the Information Privacy Act 2000. It will only be used or disclosed to appropriate Ministerial, Statutory Authority, or departmental staff in regard to the purpose for which it was provided, unless required or authorised by law. Enquiries about access to information about you held by the Department should be directed to the Manager Privacy, Department of Sustainability & Environment, PO Box 500, East Melbourne, 3002.*





These changes provide wide flexibility to enable councils to manage roadside vegetation and maintenance for safety purposes and represent a significant streamlining of the system for councils. Should Colac Otway Shire decide not to execute the letter of agreement, the standard processes under the *Planning and Environment Act 1987* will continue to apply to its roadside operations.

I consider that the combined planning scheme amendment and letter of agreement is a sensible way to ensure that both DSE and local councils are able to fulfil their respective responsibilities efficiently.

Thank you again for writing about your Council's concerns.

Should you have any further queries, please contact Warrick McGrath, Manager Native Vegetation Policy and Planning on 9637 9056 or email [warrick.p.mcgrath@dse.vic.gov.au](mailto:warrick.p.mcgrath@dse.vic.gov.au).

Yours sincerely

Kimberley Dripps,  
**Executive Director**  
**Biodiversity and Ecosystem Services**



Our Ref: GEN00127 (from 2008) Native Plants & Animals/Revegetation  
Your Ref: 30 JUNE 2009  
Contact: Neil Allen

28 July 2009

Ms Kimberley Dripps  
Executive Director  
Biodiversity and Ecosystem Services  
Department of Sustainability & Environment  
PO Box 500  
EAST MELBOURNE VIC 3002

Dear Kimberley

### **Agreement with DSE - Management of Native Vegetation of Public Roads**

Further to our conversation regarding management of native vegetation on roads and your letter to Council on 30 June 2009, I advise that Council has major concerns regarding DSE requirements under the "*Managing Native Vegetation on Roadsides*" Guidelines. The major concerns are in relation to the reporting requirements for **maintenance** activities to DSE for native vegetation as set out in the guidelines.

Council has serious concerns that compliance with the approach spelt out in the "*Managing Native Vegetation on Roadsides*" Guidelines for implementation the agreements under "*Appendix 1 – DSE - Local Government approach the Planning Permit Exemption*" requirements as developed by DSE, places Council at significant risk and requires major administration resourcing requirements. Council's major concerns relate particularly to in-field operations where staff working in the field have limited administration knowledge and want a simple understanding of their work requirements.

To ensure that staff work efficiently and meet the required standards, field staff require a simple vegetation control envelope/template for ongoing maintenance activities which specifies the level of services required and what work can be undertaken without the need for a planning permit.

Council advises that because it has control of a significant portion of the road networks through the Otway Ranges, that the Council is one of the most impacted Councils in Victoria in relation to management and control of native vegetation. Because of Council's unique circumstances, the requirements imposed for recording of material carried out through maintenance activities are excessive and unworkable within this municipality.

In addition, the principles of Net Gain should not be applied to maintenance activities and given that the Council is only requesting exemption of reporting on maintenance activity within the vegetation control envelope/template, this requirement should be removed as it is inappropriate.

Kimberley Dripps, Executive Director, DSE



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While Council acknowledges that DSE has consulted with local Council representatives and the Municipal Association of Victoria (MAV) in developing the conditions of the revised agreement, the Colac Otway Shire believes that the views of the MAV in this instance do not reflect this Council's views and the needs of this municipality.

This matter has been raised previously and Council has expressed concerns about the extensive reporting requirements. Council proposes that the Memorandum of Understanding agreed to with Council incorporate "Attachment 1 - Vegetation Control Envelope" and "Attachment 2 - Roadside Vegetation Slashing Envelope at Intersections". These attachments outline the Council maintenance requirements in accordance with the Council's *Road Management Plan*, and provide a clear guidance for works in the field to stop confusion and interpretation of the guidelines.

Council would not propose to take out vegetation where it is not warranted or outside the envelope and due consideration would be given to vegetation which in some instances is inside the 1 metre from guide posts control.

The *Vegetation Control Envelope* is consistent with standard industry practice for maintenance of Council roads and the height control of 5.0 metres is consistent with VicRoads legal requirements for maximum height of trucks, which allows vehicles to legally operate up to 4.6 metres in height (refer VicRoads "B-Doubles and Higher Mass Limits Trucks" publication). The *Vegetation Slashing Envelope at Intersections* is based on current work practices and the Australian Standards for Provision of Sight Distance requirements.

Council is therefore seeking to be exempt from all reporting requirements for **maintenance** activities within the Vegetation Control and Slashing Envelope at intersections as per the attachments. This is consistent with the need to provide a safe and efficient function for existing public road management by the relevant responsible road authority, as designed under the *Road Management Act 2004 Victoria*, and the "Managing Native Vegetation on Roadsides" Guidelines.

Council would be agreeable to complying with all other reporting requirements specified for any works outside the vegetation control envelope and the slashing controls at intersections.

Council's request is also consistent with Clause 52.17-6 of the Victoria Planning Provisions (VPP) requirements of the Planning Environment Act 1987, which provides for other exemptions relevant to Councils. Council believes that the proposed vegetation control envelope would provide for the appropriate road safety treatment while ensuring the ongoing conservation of vegetation.

Council would like you to re-consider your current position in relation to this matter and to agree to a 'one-off' agreement with Colac Otway Shire Council to operate within the vegetation control envelopes as shown in "Attachment 1 - Vegetation Control Envelope" and "Attachment 2 - Roadside Vegetation Slashing Envelope at Intersections". For areas outside the envelopes, Council would agree to complying with your general requirements as spelt out in the "Managing Native Vegetation on Roadsides" document.

*Kimberley Dripps, Executive Director, DSE*



*Page 3*

Council requests a meeting with yourself and Mr Warwick McGrath, Manager Native Vegetation Policy and Planning to discuss this matter further.

Could you please contact either myself or Mrs Leanne Brooker, Executive Officer Infrastructure & Services on phone 5232 9481 to arrange an appropriate appointment with your Department, myself and Mr Jack Green, General Manager Sustainable Planning & Environment from the Colac Otway Shire. Council officers are willing to attend at your offices in Melbourne if required.

If you have any enquiries concerning this matter please contact me on 5232 9481.

Yours sincerely

A handwritten signature in black ink, appearing to read "Neil Allen", with a horizontal line extending to the right.

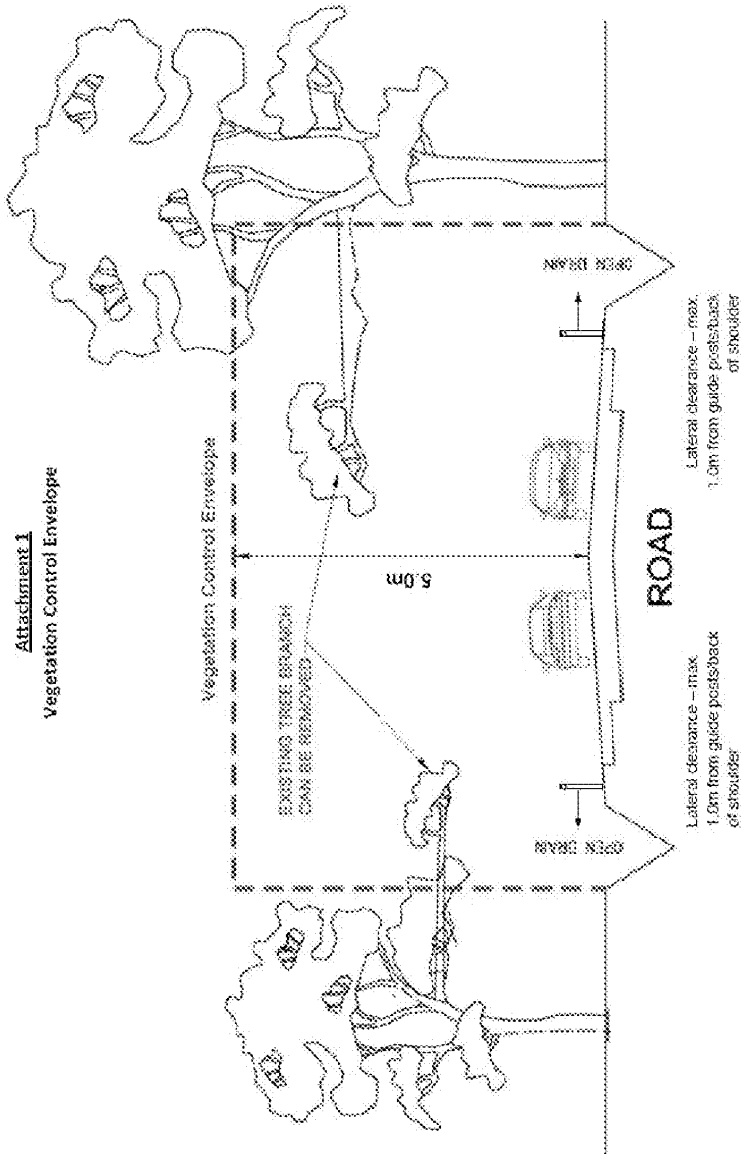
Neil Allen  
**General Manager Infrastructure & Services**

cc Jack Green, General Manager Sustainable Planning & Environment

Kimberley Dripps, Executive Director, DSE



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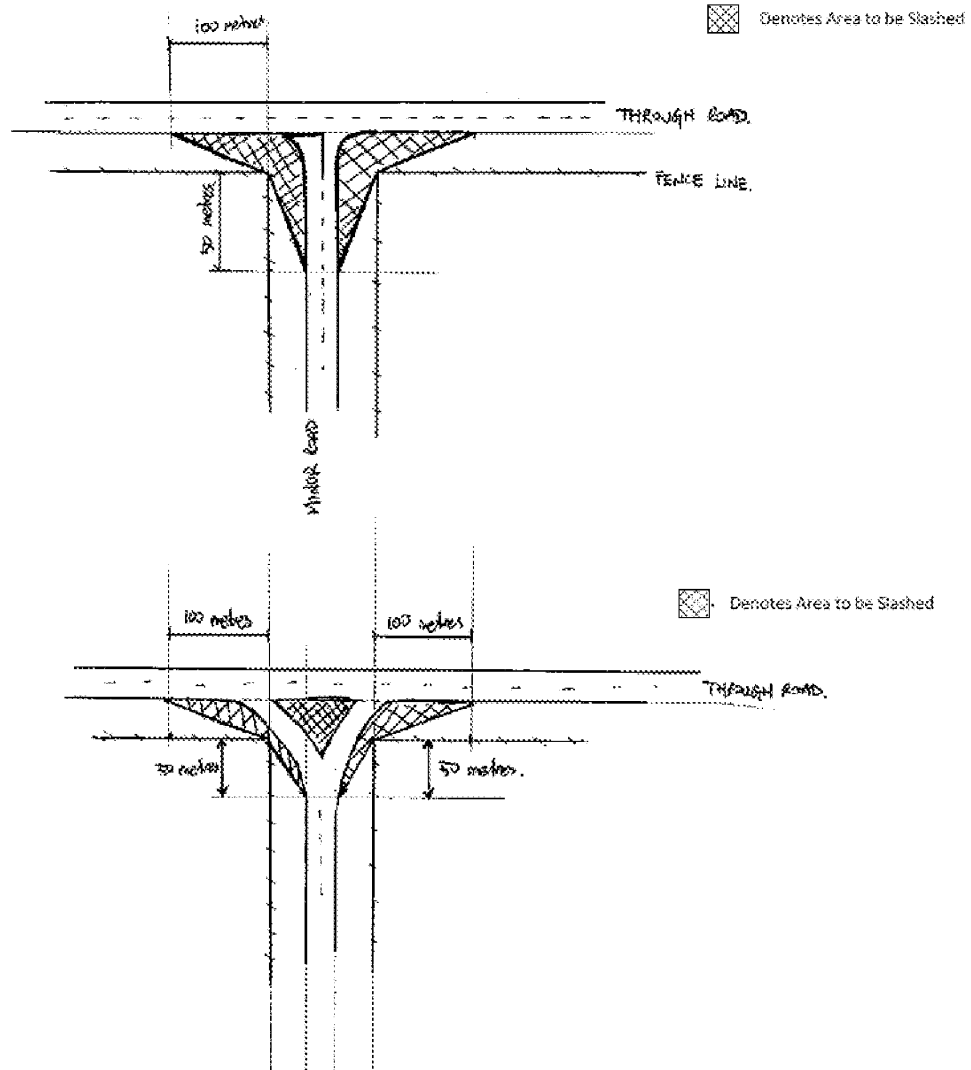


Kimberley Dripps, Executive Director, DSE



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**Attachment 2**  
**Roadside Vegetation Slashing Envelope**  
**at Intersections**



**Leanne Brooker**

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**From:** Warrick.P.McGrath@dse.vic.gov.au  
**Sent:** Tuesday, 1 September 2009 3:35 PM  
**To:** Neil Allen  
**Subject:** Fw: Road exemption

Hi Neil,

Apologies for the delay in responding. Further to our conversation regarding the Agreement between Council and DSE for the Public Road exemption, I am writing to clarify DSE's view of how the Agreement may be applied within the Colac Otway Shire to address some of your concerns.

**Slashing activities on road sides**

The Agreement does not specify a clearance envelope, this approach was chosen so as to not limit Councils activities to a defined distance from the road. This approach was in recognition that sight lines around corners and for sign posts may require clearing beyond a 1 metres distance from the road shoulder to enable the safe and efficient function of a road. However, if your shire wishes to direct works to be undertaken within a specified distance of the road envelope, (e.g. 5 metres high and 1 metre from guide posts) for the safe and efficient function of a road, then there is nothing in the Agreement which prohibits this direction to be made. Further, the Agreement enables edge trimming (which can include reach arm mowing) and slashing activities. DSE does not expect council to report losses for slashing activities. The slashing of grasses is exempt under the Victoria Planning Provisions to a height of 10cm as is the lopping or removal of regrowth (< 10 years old). It is only where trees (older than 10 years) are destroyed (more than 1/3 of foliage) that DSE would expect that these losses be included in the report.

**Notification**

The only restriction which is placed on these activities is the requirement to notify DSE of a proposed program of works. This would likely involve ringing the local DSE office and alerting them that your Shire plans to undertake road clearance activities under the Agreement within an area over the next number of months. This process was provided to serve a number of purposes. Firstly, it encourages dialogue between Council and DSE and enables DSE to respond to any concerns raised by the public. Secondly, in a limited number of cases, DSE may have additional knowledge of 'significant roadside areas' or 'threatened species' considerations which can assist Council in ensuring that they do not contravene any other legislative requirements when undertaking their activities. However, in a vast majority of cases DSE will not require any direct involvement (such as a site visit) and will be satisfied that they have been informed.

**Reporting**

Under the Agreement DSE expects that on no less than an annual basis, a report be provided to the local DSE office which outlines the clearance activities for that period (maintenance and safety). This would require that Council record the areas or roadside clearance over a period of time, keep records of approximate tree numbers and sizes (for those removed) and areas (hectares) of other native vegetation cleared, provide details of which Bioregion and EVC the works occurred in, and record the notification process with DSE. As a party to this Agreement, DSE believes that it is important to have a record of the scope of works being undertaken under this Agreement across the State.

**The Application of Net Gain**

It is accepted that road maintenance activities are in most cases a necessary and unavoidable program of works and are therefore unavoidable. Secondly, DSE is not requiring offsets (although they may be volunteered). Thirdly, minimising unnecessary impacts on native vegetation should be standard practice for Councils and contractors.

Hopefully this information will assist in addressing the concerns raised by your Council and encourage the Colac Otway Shire to enter into the Agreement in its current form. While DSE acknowledges the extensive areas of native vegetation on road sides within your shire, DSE is not in a position to create 'one off' agreements with particular shires. However, it is worth noting that there is a provision for this Agreement to be reviewed early next year if required.

Kind regards,

Warrick McGrath

Manager, Native Vegetation Policy and Planning  
Department of Sustainability and Environment

Level 2, 8 Nicholson St, East Melbourne  
P 03 9637 9056  
M 0400 872 469  
[www.dse.vic.gov.au](http://www.dse.vic.gov.au)

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**OM092309-10****BEST VALUE SERVICES REVIEW REPORT -  
SUSTAINABLE ASSETS & CAPITAL WORKS**

|             |                           |           |            |
|-------------|---------------------------|-----------|------------|
| AUTHOR:     | Paula Gardiner            | ENDORSED: | Neil Allen |
| DEPARTMENT: | Infrastructure & Services | FILE REF: | GEN01712   |

**Purpose**

A Best Value review has been undertaken for Sustainable Assets & Capital Works Services. The report covers the services provided by both the Sustainable Assets & Capital Works Business Units.

The report previously circulated to Councillors details the review process, outcomes and recommendations.

**Declaration of Interests**

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

**Background**

The Victorian Government in December 1999 introduced the Local Government (Best Value Principles) Act, replacing Compulsory Competitive Tendering (CCT) for Local Government. The Best Value approach includes community input (where practicable), effective service delivery and cost efficiency as key service outcomes.

The Best Value principles listed below reflect the Government's intention that local services must be a reflection of local community needs.

1. Best quality and value for money
2. Responsiveness to community needs
3. Accessibility of services to those who need them
4. Continuous improvement
5. Community consultation on all services and activities
6. Regular community reporting on Council achievements

The Local Government Best Value Commission established in 2000 to provide independent advice to the government on implementation of Best Value was dissolved in December 2007. In 2006 the Best Value process was reviewed by the State Government and appropriate guidelines were developed.

The original requirement to carry out service reviews according to a predefined schedule has now been removed from the legislation. The non-prescriptive nature of the current legislation on how councils demonstrate achievement of the Best Value Principles provides an opportunity for the sector to review past practices and to redefine what is meant by a 'service review'. It also presents us with the opportunity to better integrate service review into our business planning and continuous improvement frameworks.

Within this context, Council reviewed its Best Value Framework and in June 2006 endorsed a process whereby all of Council's services would undergo a review over a five year period, with the strategic direction for service delivery being set by Council at the commencement of

each service review. The revised process also provides for greater emphasis on benchmarking, community consultation and financial assessments. Council's Audit Committee oversees the implementation and progress of the Best Value Review schedule on an ongoing basis.

### Best Value Service Review

As part of Council's ongoing commitment to continuous improvement, Council's services undergo a review utilising the Best Value Principles.

Key components of a service review include:

- Consultation with both internal and external stakeholders to identify what is being done well and whether there are any gaps in service level. If gaps are identified consideration is given to how these can either be eliminated or reduced, along with identifying any budgetary implications;
- Benchmarking with other Councils to establish performance levels and where possible, unit costs for key activities and functions; and
- Continuous Improvement recommendations form a key component of the review process. On endorsement by Council, actions are incorporated into the Business Unit/Service annual business plans.

The Sustainable Assets Unit provides the following range of services:

- Asset Management Data collection, storage and analysis
- Routine Asset Maintenance Inspections (Roads & footpaths)
- Building Maintenance – Programming and Delivery
- Specific Capital Building works supervision
- Reporting and Customer Service

The Capital Works Unit provides the following range of services:

- Capital Works Planning
- Capital Works Design
- Special Charge Project Development & Facilitation
- Specific Capital Works Supervision
- Capital Works – Engineering Design and Program Development
- Capital Works Budget Monitoring
- Engineering input to Town Planning Referrals
- General Engineering Services and Customer Service

Both units have a predominantly internal service focus but do have a reasonable amount of direct contact with the community and other key stakeholders as part of their service provision roles.

### **Council Plan / Other Strategies / Policy**

The Council Plan 2009–2013 under the 'Council Planning Framework' section highlights Continuous Improvement (Best Value) as:

*"Best Value is a commitment from Colac Otway Shire to provide best value for the resources we use and the best possible services for our community.*

*Councils are required by the Local Government Act to ensure their services take into account the following Best Value principles:*

- *Specific quality and cost standards for every Council service*
- *Responsiveness to community needs*
- *Accessibility and appropriately targeted services*
- *Continuous improvement*
- *Regular community consultation on all services and activities*
- *Frequent reporting to the community*

*Council will apply these principles to continuously improve its strategic and service planning as well as its service delivery. This ongoing improvement will assist Council to maintain its flexibility and provide resources to meet the community's needs, thereby building on our commitment to provide high quality, cost effective services and facilities that promote community wellbeing."*

Relevant Asset Management and Capital Works tasks are outlined in the Council Plan 2009–2013 as Key Actions under the Key Result Areas of 'Leadership & Governance' and 'Physical Infrastructure and Assets'.

### **Issues / Options**

Both the Sustainable Assets and Capital Works Units have welcomed the opportunity to evaluate the range of services they both presently deliver. This process will provide an assurance for a range of internal and external stakeholders that the services being provided by Council meet the criteria for Best Value.

Through the implementation of Best Value both business units are committed to:

- Delivering the best possible services within the limits of available resources;
- Supporting a culture of transparency and accountability through the definition of key performance measures;
- Developing strategies for engaging with service users to ensure their needs are included in service planning and development; and
- The development of a continuous improvement plan with relevant performance indicators.

The Best Value Review undertaken has incorporated each of these components.

### Benchmarking

Benchmarking comparisons with five (5) other municipalities on Sustainable Assets & Capital Works Services was undertaken.

A copy of the survey results was previously circulated to Council.

### Key Findings

The following is a summary of the key findings from the Best Value Review:

- The existing staffing within the units is relatively stable, have excellent local knowledge and a broad skills base.
- The organisation is exposed to risk due to the limited staff resources in the Infrastructure & Services Department.
- The restructure of the Asset Development Unit has created greater clarity of roles and provides the required focus on improvements in outcomes in the key functions of Asset Management and Capital Works.

- The level of staff resources, identified and approved in the restructure, will assist in addressing the identified risk exposure.
- The approved staff resource levels should be implemented quickly, hence it is crucial to advertise and fill the agreed positions as soon as possible to address the identified issues and assist in meeting output demands.
- Improvement of systems and processes will assist with more effective and efficient use of resources.
- The unit is seen as responsive by the various stakeholders but with associated concerns on workload and hours worked by staff in the former structure.
- Recruitment of new staff and retention of existing staff is a priority.
- The existing Asset Management System needs review in conjunction with other corporate systems and processes with the view to improve outputs and increase integration.
- No clear agreed Levels of Service exist and hence limited measurement of the performance is available. A review and documentation of the Levels of Service expected from both Units is required. Key items are included in the Quality and Cost Standards as performance indicators.
- The organisational model for the planning and maintenance of Council buildings and facilities must be reviewed to ensure effective and coordinated management of this important asset category.
- Project management systems need reviewing which if left, can lead to potential negative impacts on time, cost & quality outcomes.
- Tasks were undertaken on more a reactive basis rather than from a strategic perspective. This issue has been exacerbated by a shortage of staff and high workloads.
- Limited long term planning for Capital Works input into the long term financial plan had been undertaken in the past. Although this has been addressed in recent times a significant workload still exists to ensure all the systems are developed to support the organisational processes for Capital Works Prioritisation and establishment of a forward design program.
- A range of realistic opportunities for improvement have been identified by the staff and stakeholders and have been incorporated into the Continuous Improvement Plan.

Given the current levels of resourcing within both the Capital Works and Sustainable Assets Units, it is seen that the implementation of the continuous improvement program whilst also completing core duties to meet the specified performance targets, has been a challenge. It is therefore imperative that the positions identified within the adopted staff structure be filled in a timely manner to ensure that existing staff works loads are managed and that Council's exposure to potential risk is minimised through detailed issue analysis and project planning.

It is recognised however, that at present it is very difficult to recruit staff, particularly within the field of engineering given the skills shortage within the industry. This will potentially require an innovative approach to attracting and retaining staff. There have been some difficulties in recruiting staff in a number of positions to date. The role of Technical Officer has been unable to be filled despite advertising a number of times in recent months, and it has required a number of advertisements to fill some of the recent vacant positions. In the meantime it may be necessary to utilise consultancy support to assist with key projects until such time that adequate staffing levels are obtained.

The issue of accommodation for the Infrastructure and Services Department has been largely resolved with the recent redevelopment of new office space coming on line in early

July 2009. This also has the capacity to fully accommodate the full complement of staff identified within the new staff structure.

### **Proposal**

Continuous improvement is the practice of constantly seeking to improve the quality and productivity of our processes, products and services while maximising the opportunities for the involvement of staff in improving the workplace. It is about developing a culture in which everybody is encouraged to make ongoing improvements to the way the work is done.

The Continuous Improvement Plan contains a list of initiatives identified during the progress of the review.

These should be carefully planned and implemented as set out in the plan to ensure the target outcomes and timelines are met.

It is proposed to continue to engage in an active recruitment process to fill the vacant positions within the staff structure. In the interim period adequate temporary additional resources may be required to maintain desired service levels and assist in the delivery of the improvement tasks set out in the report. This arrangement will allow the existing staff to continue with their 'normal' workload in providing the required services to the organisation and the community.

### **Financial and Other Resource Implications**

The funding of the adopted staff structure is already covered within the existing operating budgets. Staff time to act on and implement the recommendations of this report will not add additional costs, but due to the current shortfall in staff numbers, additional resource assistance is recommended in the short term to ensure that the day to day services are not impacted by the completion of these important tasks.

### **Risk Management & Compliance Issues**

Section 208G of the *Local Government Act 1989* requires that "*At least once every year a Council must report to its community on what it has done to ensure that it has given effect to the Best Value Principles*". In compliance with the Act, progress in continuing to apply the Best Value Principles is reported on each year in Council's Annual Report.

The issues identified as part of this review represent both a financial and image risk to the organisation if they are not addressed in a reasonably short timeframe.

### **Environmental and Climate Change Considerations**

The activities of both the Sustainable Assets and Capital Works Units can have direct environmental impacts. The most appropriate way of ensuring that environmental risks are minimised due to infrastructure works is to establish and adopt sound organisational wide Project Management systems and processes.

### **Communication Strategy / Consultation**

Colac Otway Shire places a high priority on consultation, both within the organisation and with the community. As such, the review process involved an active effort to consult as widely as possible.

At the commencement of the review process, previous Councillors provided their input via a Strategic Direction Survey.

Workshops were conducted with the following groups:

- Sustainable Assets & Capital Works Staff

- Internal & External Stakeholders

The participation and feedback from those present at the various workshops was of a high standard and the information obtained was used in reviewing the Sustainable Assets & Capital Works Services.

### **Implementation**

Upon endorsement, the recommendations contained in the Best Value report previously circulated to councillors, will need to be incorporated into the unit Business Plans and be implemented via careful planning and resourcing to ensure the target dates are achieved.

### **Conclusion**

The Best Value Program was first introduced to Victorian Councils in 1999 and provides for Councils and their communities to improve the way services are managed and delivered. The Best Value review of Sustainable Assets & Capital Works Services, through a process that engaged stakeholder groups, resulted in deriving improved services that would be acceptable to the majority of users. Some of the key findings from the Best Value Review are as mentioned below:

- The filling of positions indicated in the adopted staff structure needs to be realised in the near future to maintain service standards and implement continuous improvement program;
- A review of the existing Asset Management System is required, taking into account interfaces to other corporate systems;
- An organisational-wide Building Planning and Maintenance Model needs to be developed and implemented; and
- Project management systems & processes need further development, improvement and training. This is required for all staff involved in Project Management, not just Sustainable Assets & Capital Works.

### **Attachments**

Nil

### **Recommendation(s)**

#### ***That Council:***

- 1. Note and endorse the findings of the 'Best Value Service Review Report – Sustainable Assets & Capital Works Services';***
- 2. Approves the implementation of the Continuous Improvement Plan.***

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OM092309-11 ADDITIONAL RECYCLE COLLECTIONS FOR COASTAL AREAS

| | | | |
|-------------|---------------------------|-----------|------------|
| AUTHOR: | Janet Forbes | ENDORSED: | Neil Allen |
| DEPARTMENT: | Infrastructure & Services | FILE REF: | GEN00202 |

Purpose

This report is to highlight kerbside waste and recycling problems around the coast over the Christmas New Year period and seek Council approval for two additional recycle collections.

Declaration of Interests

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

Background

Waste is currently collected weekly and recycling is collected fortnightly throughout the municipality. As a response to customer complaints in January 2009 additional weekly kerbside collections of recycle bins were carried out in the township of Apollo Bay. These collections were planned at the last minute leaving little time for planning by the contractor and advertising to the public. It should also be noted that a number of home owners in Apollo Bay had previously made arrangements for additional commercial waste collections. Other areas along the coast who have an increase in population per household over this period did not receive additional kerbside collections.

In Apollo Bay during the Christmas and January holiday period the number of residents is estimated to increase from 1,100 full time residents to 10,000. While figures are not available for other areas of the coast it is estimated that they increase to at least 4 times their normal residential population. The problem with waste is magnified by an increased consumption of packaged food and drink during this period which places an increased load on the domestic household residential bins.

Council Plan / Other Strategies / Policy

ENVIRONMENTAL MANAGEMENT

- Objective - *Council will protect and enhance the environment entrusted to us, demonstrate efficient use of natural resources and minimise climate change impacts.*
- Strategy - Minimise, recycle and manage residential waste

Issues / Options

Households along the Coastal areas of Colac Otway Shire have an increase in residents over the peak Christmas holiday period which the normal household bin and collection schedule does not cater for adequately. The increase of the kerbside recycle collection to each week during this peak period would help meet this demand and maximise the amount of waste diverted to landfill by increasing the capacity to collect recycled material.

Proposal

To introduce two additional kerbside recycling bin collections (Weekly Service) in the Christmas/January 2010 period to assist with additional recycling needs in the coastal and

high tourism areas along the coast. This will not include Grey River who are on fortnightly kerbside collections for both waste and recycle material.

Financial and Other Resource Implications

Contact has been made with Councils Kerbside Collection contractor and they have provided the following quote for additional collections outside the normal contract:-

| | | |
|--|-------|---------|
| Apollo Bay only - \$1,980 per additional Service x 2 | Total | \$3,960 |
| OR | | |
| All Coastal Areas (excluding Grey River) | | |
| - \$3,300 per additional Service x 2 | Total | \$6,600 |

The amount of \$6,600 has been included in the 2009/10 budget.

Risk Management & Compliance Issues

Not applicable.

Environmental and Climate Change Considerations

An extra recycling collection would help maximise the amount of kerbside waste diverted from landfill to recycling.

Communication Strategy / Consultation

Planning at this stage would allow adverts to be placed in the Apollo Bay Newsheet and with coastal real estate agents.

Implementation

This would be implemented for the peak tourist period between Christmas and the end of January 2010 as per the schedule below.

Conclusion

The implementation of a kerbside collection along the coast would help deal with the additional pressure placed on the normal collection due to the large increase in waste and recycle material generated over the holiday period. The additional planned collections are detailed below.

| Town | Day | Scheduled Dates | Additional Dates | Property Numbers |
|----------------|------|---------------------------|------------------|------------------|
| Apollo Bay | Tues | 22/12/09, 5/1/10, 19/1/10 | 29/12/09 12/1/10 | 1499 |
| Skenes Creek | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 279 |
| Separation Crk | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 90 |
| Marengo | Tues | 29/12, 12/1/10, 26/1/10 | 5/1/10, 19/1/10 | 251 |
| Wye River | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 248 |
| Kennet River | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 139 |
| Along GOR | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 28 |

Attachments

Nil

Recommendation(s)***That Council:***

- 1) ***Agree to two additional kerbside recycling services in the Coastal areas over the Christmas and January period.***
- 2) ***Accept the contract variation of \$6,600 under the current waste Contract No. 0410 – Waste Management Services for two additional kerbside recycling collections in the Coastal areas on the dates detailed below.***

| Town | Day | Scheduled Dates | Additional Dates | Property Numbers |
|----------------|------|---------------------------|------------------|------------------|
| Apollo Bay | Tues | 22/12/09, 5/1/10, 19/1/10 | 29/12/09 12/1/10 | 1499 |
| Skenes Creek | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 279 |
| Separation Crk | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 90 |
| Marengo | Tues | 29/12, 12/1/10, 26/1/10 | 5/1/10, 19/1/10 | 251 |
| Wye River | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 248 |
| Kennet River | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 139 |
| Along GOR | Mon | 28/12, 11/1/10, 25/1/10 | 4/1/10 18/1/10 | 28 |

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**OM092309-12 REVIEW OF REGIONAL WASTE MANAGEMENT GROUPS**

|             |                           |           |            |
|-------------|---------------------------|-----------|------------|
| AUTHOR:     | Ranjani Jha               | ENDORSED: | Neil Allen |
| DEPARTMENT: | Infrastructure & Services | FILE REF: | GEN00202   |

**Purpose**

To advise Council of the Draft Options Paper prepared by Sustainability Victoria in regard to Restructuring of the Regional Waste Boards and seek comments on the draft document.

**Declaration of Interests**

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

**Background**

Regional Victoria generates approximately 26% (or 2.7 million tonnes) of all waste in Victoria each year. The three largest regional centres of Geelong, Ballarat and Bendigo contribute 14% of the total waste generated in Victoria. Waste generation in regional Victoria is composed of 7% municipal, 8% commercial and industrial (C & I) and 11% construction and demolition (C & D).

The Governor-in-Council Order published in the Government Gazette on 8 May 1997 declared the Barwon Regional Waste Management Region to be a region pursuant to Section 50E of the *Environment Protection Act 1970*. Council is a member of the Barwon Regional Waste Management Group (BRWMG).

Currently there are 13 Regional Waste Management Groups (RWMG) in regional Victoria (Mildura, Desert Fringe, Grampians, South Western, Central Murray, Calder, Highlands, Barwon, Goulburn Valley, North Eastern, Gippsland and Mornington Peninsula and Melbourne Metropolitan).

Sustainability Victoria commenced reviewing Victoria's twelve RWMGs in February 2009, extending an earlier review of RWMGs started by the Department of Sustainability and Environment in 2007. This review does not include Melbourne Metropolitan.

As part of the Review of RWMGs, Sustainability Victoria has prepared a Future Directions Paper on the possible future operating structures of RWMGs. The Paper has been released for public consultation and submissions are being sought from RWMGs, local governments, waste industry and community organisations.

The Future Directions Paper presents background information on RWMGs, barriers and opportunities for resource recovery in regional Victoria and proposes a set of future operating models, including a recommendation on the preferred operating structure. The Future Directions Paper has been influenced by the extensive consultations undertaken with RWMGs, local governments and industry from April to June 2009, as well as the findings from the Hyder Consulting Analysis of Market Drivers and Objectives for Resource Recovery in Regional Victoria: Background Report.

The final Future Directions Paper, including the recommended future structural model, will be presented to the Minister for Environment and Climate Change by the end of October 2009. Any structural changes emanating from the Review are expected to come into effect by 1 July 2010.

To assist the Victorian Government plan future structural options for RWMGs, Hyder Consulting was commissioned to prepare a report on market factors affecting resource recovery in regional Victoria.

The Market Drivers and Objectives for Resource Recovery in Regional Victoria: Background Report provides a market analysis for the recovery of waste in regional Victoria and identifies regional objectives for resource recovery. It presents an understanding of the spatial organisation of waste in Victoria, including from where and how waste materials move across regions and the main waste material types. The report also provides an understanding of the market drivers for the recovery of waste within each RWMG region and has informed the development of the draft Future Directions Paper

### **Council Plan / Other Strategies / Policy**

Active participation in Regional Waste Management Groups related to following Objectives and Strategies of Council Plan (2009 – 2013):

#### Environmental Management

*Objective - Council will protect and enhance the environment entrusted to us, demonstrate efficient use of natural resources and minimise climate change impacts.*

*Strategy - Minimise, recycle and manage residential waste.*

#### Economic Development

*Objective - Council is committed to facilitating a healthy and resilient economy through effective leadership, advocacy, and partnership.*

*Strategy - Lead, support and/or participate in regional and local development networks and partnerships.*

### **Issues / Options**

Sustainability Victoria is undertaking public consultation on this proposal. A six week public consultation period will run from 25 August 2009 to 5 October 2009 to provide Victorians with the opportunity to provide feedback on the Future Directions Paper.

Sustainability Victoria will be meeting with all RWMGs and will also hold up to four public consultation sessions across the state in September 2009. Two specific consultation sessions will also be held with local government and industry.

More information on dates and venues of public consultations will be available shortly.

Sustainability Victoria encourages RWMGs, local governments, waste industry and community groups with an interest in the future operation of RWMGs to attend one of the consultation sessions or to provide written submissions.

## Proposal

The objective of the review of the Regional Waste Management Groups is:

*“To propose future structural, funding and governance arrangements for Regional Waste Management Groups to improve regional Victoria’s capacity to deliver on the Victorian Government’s Sustainability in Action: Towards Zero Waste Targets.”*

The analysis and consultations undertaken by Sustainability Victoria highlight ten fundamental principles that need to be taken into account in undertaking the restructuring of regional waste management groups as listed below:

- Stronger focus on structures, programs and relationships to strengthen regional Victoria’s capacity to deliver on the TZW strategy targets;
- Giving regional waste bodies responsibility for regional planning of all three waste streams – Mixed Solid Waste (MSW), Commercial and Industrial (C &I) and Construction and Demolition (C & D);
- Strategically channelling waste across regional Victoria to enhance reprocessing of waste through economies of scale;
- Develop end markets for reprocessed products;
- Retaining regional/local level resource recovery planning and programs;
- Retaining local government role in management of local mixed solid waste;
- Involving skills-based directors in governance of regional waste bodies;
- Need to increase efficiency and decrease duplication and bureaucracy;
- Continuing the emphasis on education and regional/local network facilitation; and
- Increase the reach and impact of state government sustainability programs across regional Victoria.

Five models have been analysed for determining the best structure of future regional waste management groups. These models are briefly explained below:

- (1) Status Quo – no changes are proposed under this model;
- (2) Status Quo (C&I /C&D) – proposed that existing regional development boards remain the same however responsibilities are broadened to incorporate commercial and industrial (C & I) and construction and demolition (C & D) waste streams;
- (3) Single Regional Waste Management Group – merging of all regional waste management groups into a single statutory authority and provision of five regional offices around regional centres;
- (4) Consolidated Regional Waste Management Groups – 7 regions – under this model the Gippsland, North Eastern, Goulburn Valley and Mildura regions remain the same and Mornington Peninsula would be merged with the Metropolitan Waste Management Group; and
- (5) Regional Business Units (RBU) of Sustainability Victoria – establishing seven regional business units (regions reduced from 12 to 7) within the structure of Sustainability Victoria with responsibility for managing all three waste streams.

Based on the assessment detailed in SV report the Model 5 as described in (5) above is suggested as the best model for delivering the waste management outcomes. Under this model RBUs will be overseen by regional management committees, chaired by local government councillors staffed by:

- 7 regional managers;
- 7 resource recovery and market development facilitators (may include some of the existing staff); and
- 13 Regional Education Officers based in their current locations.

### Financial and Other Resource Implications

Council makes a contribution to the Barwon Regional Waste Management Group of \$15,000 annually. Contributions will need to be considered as part of the review.

### Resource implications with each Model

| Model Type                                 | Estimated landfill levy Income | Estimated employment Costs | Estimated Operation Costs | Estimated funding gap | Total number of employees |
|--------------------------------------------|--------------------------------|----------------------------|---------------------------|-----------------------|---------------------------|
| (1) Status Quo                             | \$2,787,056                    | \$1,977,255                | \$3,046,962               | \$259,906             | 25                        |
| (2) Status Quo C&I and C&D                 | \$2,787,056                    | \$2,214,834                | \$3,284,542               | \$497,486             | 28                        |
| (3) Single RWMG Structure                  | \$2,787,056                    | \$1,805,970                | \$2,639,874               | \$-147,182            | 23                        |
| (4) Consolidated Groups - 7 RWMG structure | \$2,787,056                    | \$2,135,641                | \$3,170,613               | \$383,557             | 27                        |
| (5) RBUs of SV                             | \$2,787,056                    | \$2,135,641                | \$2,840,969               | \$53,913              | 27                        |

It can be seen in the resource implications table that the employment and operational costs are lowest for the Model 3 – “single RWMG structure” however this model does not allow fair representation of all 49 regional councils and legislative amendments would be required. In addition there will be a decrease in employment level and increase in travel time for Council officers.

Option 5 – “RBUs of SV provides the second lowest operational cost of \$2,840,969 with a funding gap of \$53,913 which is approximately \$205,993 less than the current funding gap whilst increasing the employment level from 25 to 27. The assessment criteria shown in Table 14 of the SV report allocate a total score of 221.4 to the Model 5 compared to the second highest score of 197.7 to the Model 3. The seven regional offices proposed under this model will be located at:

|            |           |            |         |
|------------|-----------|------------|---------|
| Bendigo    | Ballarat  | Geelong    | Mildura |
| Shepparton | Traralgon | Wangaratta |         |

Some of the advantages and disadvantages associated with Model 5 – RBUs of SV as outlined in the detail report are summarized below:

#### Advantages of Model 5 - RBUs of SV

- Integrated state-wide framework;
- State-wide waste management planning and delivery;
- Regional offices based in waste generation centres;
- Incorporating state objectives and local needs;
- Extend reach of SV in various waste management areas;
- Greater efficiency and avoiding duplication;
- State Government Governance, IT and knowledge support;
- Access to Government support and skills;
- Career enhancement opportunities and professional development;
- Access to broader sustainability information;
- More staff to focus on strategies;
- Budget savings; and
- Improved data collection.

#### Disadvantages of Model 5 - RBUs of SV

- Increased travel time;
- Potential disengagement of some local government; and
- Perceived loss of decision making and voting rights.

Legislative amendments are required.

#### **Risk Management & Compliance Issues**

Not Applicable.

#### **Environmental and Climate Change Considerations**

Not Applicable.

#### **Communication Strategy / Consultation**

In conducting this review SV has consulted with Regional Waste Management Boards, local government and waste industry groups. The draft document has been released for public consultation and submissions are being sought.

The report was discussed by the Barwon Regional Waste Management Group Committee meeting at its Board Meeting held on 27 August 2009 and a SWOT analysis carried out by the Committee members for cross examining the Strengths, Weaknesses, Opportunities and Threats associated with all the proposed models. The SWOT analysis results are attached with this report for reference by councils in understanding the views of BRWVG Committee. It is proposed that a formal submission will be prepared and submitted to SV by the BRWVG Committee based on the results of SWOT analysis.

A six week public consultation period will run from 25 August 2009 to 5 October 2009 to provide Victorians with the opportunity to provide feedback on the Future Directions Paper.

Sustainability Victoria will be meeting with all RWMGs and will also hold up to four public consultation sessions across the state in September 2009. Two specific consultation sessions will also be held with local government and industry.

More information on dates and venues of public consultations will be available shortly.

Sustainability Victoria encourages RWMGs, local governments waste industry and community groups with an interest in the future operation of RWMGs to attend one of the consultation sessions

#### **Implementation**

After the end of consultation process the report will be presented to the Minister for Environment and Climate Change and will come into effect by 1 July 2010 if endorsed.

#### **Conclusion**

The Draft Future Directions Paper prepared by Sustainability Victoria discusses in detail the five restructuring options for the Regional Waste Management Groups in Victoria. The draft report is supportive of "Regional Business Units (RDV) of Sustainability Victoria" model, whereby the number of Regional Waste Management Groups will be reduced from 12 to 7 and reporting will be through Sustainability Victoria.

The draft report is currently going through the consultation phase and comments are invited from all stakeholders prior to finalising the report and presenting to the Minister for Environment and Climate Change in October 2009.

The Barwon Regional Waste Management Group is preparing a submission in relation to this report and will submit this to Sustainability Victoria. This document will be circulated to Councillors prior to being submitted.

**Attachments**

1. Review of Regional Waste Management Groups Future Directions Paper
2. BRWVG SWOT Analysis

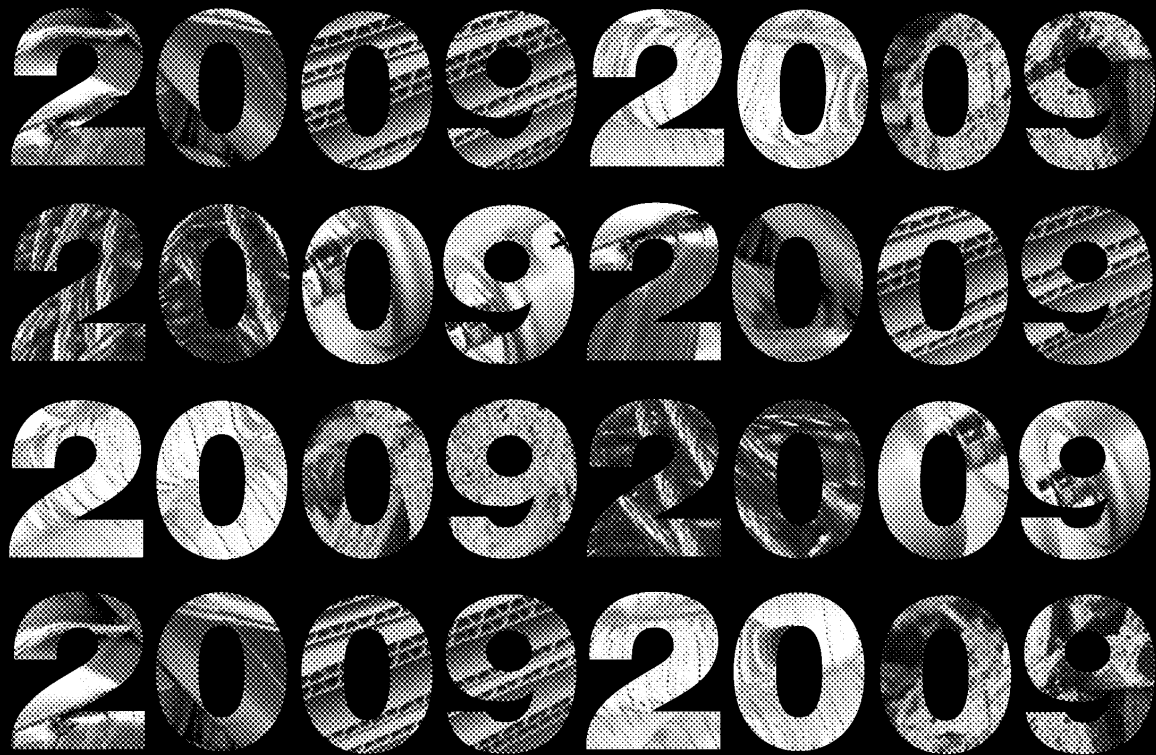
**Recommendation(s)*****That Council:***

1. ***Notes and receives this report.***
2. ***Endorses the Barwon Regional Waste Management Group in preparing a submission in response to the “Review of Regional Waste Management Groups - Future Directions Paper” to Sustainability Victoria.***

~~~~~\ ~~~~~


Review of Regional Waste Management Groups

Future Directions Paper
Consultation Draft



sustainability.vic.gov.au



Submissions on the *Future Directions Paper: Consultation Draft* can be sent to:

**Michelle Ogulin
Sustainability Victoria
Urban Workshop
Level 28, 50 Lonsdale St
Melbourne 3000**

Or

michelle.ogulin@sustainability.vic.gov.au

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Acronym listing

| | |
|--------|---|
| AVRWMG | Association of Victorian Regional Waste Management Groups |
| C&I | Commercial and industrial |
| C&D | Construction and demolition |
| DSE | Department of Sustainability and Environment |
| EPA | Environment Protection Authority Victoria |
| MAV | Municipal Association of Victoria |
| MSW | Municipal solid waste |
| MWMG | Metropolitan Waste Management Group |
| RWMG | Regional Waste Management Group |
| SIWMP | Solid Industrial Waste Management Plan |
| SV | Sustainability Victoria |
| ToR | Terms of Reference |
| TZW | Towards Zero Waste Strategy |
| VLGA | Victorian Local Governance Association |

1 Executive summary

The Victorian Government's *Sustainability in Action: Towards Zero Waste Strategy* (TZW) sets the direction for a more sustainable Victoria. The main objectives of the TZW Strategy are to:

- > increase materials efficiency and reduce solid waste generation;
- > increase the sustainable recovery of materials for recycling and reprocessing; and
- > reduce the environmentally damaging impacts of waste.

There are twelve RWMGs across regional Victoria, representing 49 of Victoria's 79 local government councils. The activities of all RWMGs, as well of those of central agencies such as Sustainability Victoria, the Environment Protection Authority (EPA) and the Department of Sustainability and Environment (DSE) are guided by the TZW Strategy.

The Review of Regional Waste Management Groups (RWMG) will set the future directions for regional resource recovery planning and operationalisation of the Victorian Government's waste management strategies and plans as part of the development of an integrated waste management framework across Victoria. The Review is being conducted by Sustainability Victoria.

The objective of the Review of RWMGs is:

"To propose future structural, funding and governance arrangements for Regional Waste Management Groups to improve regional Victoria's capacity to deliver on the Victorian Government's *Sustainability in Action: Towards Zero Waste* targets."

While it is anticipated that regional and rural Victoria will contribute less toward the targets of the TZW strategy than metropolitan Melbourne, a range of initiatives will be required to improve the current contribution of the rural and regional areas to support alignment with the TZW Strategy and facilitate consistency with the strategies, priorities and actions for all three streams of waste.

State of Waste in Regional Victoria

To provide a strong evidence-base to inform the future directions for the structural, funding, governance and operation arrangements for the RWMGs, the Review examines the state of waste generation and recovery in regional Victoria. It examines market forces affecting resource recovery; undertakes an analysis of the needs of local government in relation to waste; and examines the potential role, structures and funding arrangements of regional bodies to deliver waste reduction strategies

Regional Victoria generates approximately 26% (or 2.7 million tonnes) of all waste in Victoria each year. The three largest regional centres of Geelong, Ballarat and Bendigo contribute 14% of the total waste generated in Victoria. Waste generation in regional Victoria is composed of:

- > Municipal: 7%
- > Commercial and industrial (C&I): 8%; and
- > Construction and demolition (C&D): 11%.

In their current form, RWMGs are formally responsible for only 7% of Victoria's waste. It is clear from these figures alone, that change is required in order to make better use of the resources allocated to RWMGs to increase the waste recovered in regional Victoria.

With a strong focus on identifying market driven opportunities to increase regional Victoria's contribution to the delivery of the Government's TZW Strategy targets, the Review examines both the barriers to increasing resource recovery and the opportunities that could be capitalised on if those barriers were overcome in sections 9 and 10 of this Paper.

Potential of regional bodies to increase resource recovery

RWMGs have achieved some significant improvements in landfill rationalisation, resource recovery program implementation, community education and innovation since they were established in their current form in 1996. They have made a valued contribution to both the perception and reality of a clean, green regional Victoria.

However, in their current form, RWMGs face a range of challenges in delivering waste minimisation and resource recovery strategies for communities across their regions. These challenges make their achievements more significant.

While some RWMGs, in partnership with local governments and industry, have sourced viable end markets for the sale of reprocessed products emanating from their regions, a lack of cross regional coordination, insufficient volumes and lack of market development expertise has hindered the growth of regional resource recovery, reprocessing and sale of recovered products.

RWMGs are small organisations with only two and in a few cases three to five additional part-time staff to effect changes in behaviour and the development of resource recovery infrastructure and markets across large regions. During the consultations there was ample evidence across all of the RWMGs of Executive Officers (EO) and Regional Education Officers (REO) working hard to meet the needs of their communities. However, while their statutory authority status has the benefit of independence, it also brings with it substantial governance responsibilities and administrative overheads, hampering their capacity to deliver change on the ground.

The context in which RWMGs are operating is changing. State-wide plans for market-driven resource recovery, combined with the intended introduction of a national carbon pollution reduction scheme and the changing perceptions and needs of regional communities in relation to sustainability, requires a more proactive and coordinated response for regional Victoria.

It necessitates more strategic structural arrangements, the expansion of RWMGs' role to include responsibility for C&I and C&D; and capacity building in relation to RWMGs' expertise to create and foster markets for regionally recovered materials. It also requires access to expertise in energy and water and potentially biodiversity.

A more strategic approach to delivering on TZW in regional Victoria

A more strategic, state-wide coordinated approach is required to meet the needs of regional Victoria and take advantage of the opportunities offered by regional Victoria to increase resource recovery and the reprocessing of materials for delivery to existing, emerging and new markets.

These resource recovery and market opportunities, like the programs to support them, **must** be customised to reflect the particular characteristics and opportunities offered within and across regions. It is clear that while the market driven resource recovery activities of regional Victoria should sit within an integrated state-wide framework, specific opportunities and needs will differ between regions.

Therefore, the future directions proposed in this paper give priority to optimising cross-regional opportunities while allowing for within-region customisation and local action specific to those regions. In particular, emphasis is given to the importance of regional/local delivery of education and waste programs which the analysis and consultations underpinning this paper demonstrate are critical to the success of resource recovery in regional Victoria.

Guiding principles

In determining future directions to deliver on the Victorian Government's objectives for market-driven resource recovery across regional Victoria, the analysis and consultations highlight **ten** fundamental principles to guide changes to the structure, funding, governance and operations of RWMGs.

In section 13 of this Paper, these Principles (outlined below) are transformed into a set of assessment criteria that are used to determine the relative advantages, disadvantages, efficiency and effectiveness of five potential future models for RWMGs in relation to the Victorian Government's objectives for market driven resource recovery across regional Victoria.

Consistent with the Victorian Government's commitment to reducing red tape and undertaking fiscally responsible strategic change, the analysis of the future models is predicated on the principle of cost neutrality.

PRINCIPLES

- > **A stronger focus on structures, programs and relationships to strengthen regional Victoria's capacity to deliver on the TZW Strategy targets.**
- > **Giving regional waste bodies responsibility for regional planning of all three waste streams – MSW, C&I and C&D.**
- > **The importance of strategically channelling waste across regional Victoria to enhance the viability of reprocessing through increased economies of scale.**
- > **The need to build the capacity of regions to identify and develop end-markets for reprocessed products.**
- > **The importance of retaining regional/local delivery of resource recovery planning and programs.**
- > **The significance of retaining local government participation to reflect local government's role in the management of MSW and to develop stronger links between state and local government resource recovery initiatives.**
- > **The value of involving skills-based directors in the governance of the regional waste bodies.**
- > **The critical need to increase efficiency and reduce duplication and bureaucracy in the operations of regional waste bodies.**
- > **The benefits of continuing the emphasis on education and regional/local network facilitation.**
- > **The opportunity to increase the reach and impact of state government sustainability programs across regional Victoria.**

Future structural models

Five models have been reviewed for the future regional structures of RWMGs:

- > **Status quo** - under this model, no changes are proposed to the current RWMG structure or responsibilities other than some adjustment to funding levels for REO salaries.
- > **Status quo: C&I / C&D** - this model proposes that RWMGs remain the same in structure, however, responsibilities are broadened to cover all three streams of waste. There is no change in RWMG funding allocation other than indexing REO salaries and a shift of funding from project delivery to salary costs to provide expertise to assist RWMGs to extend their remit to C&I and C&D.
- > **Single RWMG** - this model proposes merging all RWMGs into a single statutory authority utilising a similar model to that adopted for the MWMG. The single RWMG would have responsibility for all three streams of waste across regional Victoria. Under this model, Mornington Peninsula RWMG would be amalgamated with the MWMG. Directors would be appointed by the Minister, which would reduce direct representation from individual local governments, industry and communities. For operational purposes, this model could have up to five regional offices centred around the larger waste generating regional centres and linked into the transport corridors across Victoria.
- > **Consolidated RWMGs – 7 regions** - this model proposes merging some groups to form a smaller number of 7 RWMGs based on existing waste generation centres. Each RWMG would have responsibility for all three streams of waste. Under this model, the Gippsland, North eastern, Goulburn Valley and Mildura regions remain the same, and Mornington Peninsula would be merged with the MWMG.
- > **Regional Business Units (RBU) of Sustainability Victoria** - this model incorporates RWMGs into the structure of Sustainability Victoria, establishing 7 RBUs with responsibility for all three streams of waste. The number of regions would be reduced from 12 to 7, with Mornington Peninsula amalgamated with the MWMG. The 7 regions would be based on the

7

7 main waste generation centres within regional Victoria and hence where the greatest opportunities for resource recovery lie. Under this model, the operations of each Regional Business Unit (RBU) would be overseen by a Regional Management Committee comprising skills-based directors from local governments, industry and the community.

Recommended structural model

Based on the assessment using the criteria and weightings outlined in section 13 of this Paper, Model 5 – Regional Business Units (RBU) of Sustainability Victoria - is best placed to ensure that regional groups can deliver resource recovery outcomes and other objectives as identified in this Paper and throughout the consultations.

The RBU model offers a major step change for regional Victoria in the way waste planning and resource recovery programs and services will be provided across regional Victoria.

It draws on the strongest aspects of improved alignment with state-wide resources and optimises the economies of scale, reprocessing and market opportunities associated with a more strategic structuring of regional units around the larger waste generation centres and transport corridors.

It does this while retaining the best features of the current RWMG model – the opportunities for regional and local participation, investment and customisation to meet regional and local needs and objectives. It keeps green jobs in regional Victoria for regional Victorians.

There would be 7 main offices located around the state, with an additional 5 offices for remote REOs. These main locations have been determined based on waste generation and transport links as shown in Figure 4 in the Paper. The locations also take into account communities of interest, whereby the managers and facilitators will be in strong positions to develop and maximise resource recovery and market potential based on commonality of materials collected within each region. The proposed regional office locations are:

1. Bendigo
2. Ballarat
3. Geelong
4. Mildura
5. Shepparton
6. Traralgon
7. Wangaratta

Under this model, the RBUs would be overseen by regional management committees, chaired by local government councillors and staffed by:

- > 7 regional managers;
- > 7 resource recovery and market development facilitators (NB may comprise some existing regionally based SV staff); and
- > 13 REOs based in their current locations.

More detail on this model is contained in section 15 of this Paper.

For Sustainability Victoria, this model provides an opportunity to create an integrated and influential regional structure that will extend and expand the reach and impact of the Victorian Government's sustainability programs deep into regional Victoria in a way that better meets the needs of regional and rural communities.

Should this model be adopted, the intention is to directly link the roles and responsibilities of the RBUs to the work of Keep Australia Beautiful Victoria (KABV), which is now a part of Sustainability Victoria, under the umbrella of a new Regional Strategy. The objective will be to provide all regional Victorians with access to a richer and more integrated set of sustainability programs to support them in building a more sustainable future for their communities.

2 Introduction

The Victorian Government's *Sustainability in Action: Towards Zero Waste Strategy* (TZW) sets the direction for a more sustainable Victoria. Through the Strategy, Victorians are encouraged to become more aware and innovative in the way products and materials are designed, manufactured, chosen, consumed and discarded.

The Strategy recognises that the majority of waste generation occurs in metropolitan Melbourne and large regional areas (Geelong, Ballarat and Bendigo) where opportunities for resource recovery are greater.

Approximately 1.523 million people live in regional Victoria. By 2016, this figure is expected to increase to 1.67 million people.

While Melbourne and large regional centres are expected to exceed the TZW targets, it is acknowledged that rural and regional areas are less likely to meet them due to factors such as waste generation patterns, population density and resource recovery and disposal options.

The Review of Regional Waste Management Groups (RWMG) will set the future directions for regional resource recovery planning and the regional and local operationalisation of the Victorian Government's waste management strategies and plans as part of the development of an integrated waste management framework across Victoria.

Sustainability Victoria is leading the Review with a focus on extensive consultations and market factors influencing resource recovery in regional Victoria.

The challenge in regional Victoria is to successfully engage industry and to move beyond recycling to waste avoidance. In order to accomplish this, state and local governments need to continue to work together to extend the reach and engagement with the community and industry.

2.1 Review of Regional Waste Management Groups (RWMG)

There are twelve RWMGs across regional Victoria, representing 49 of Victoria's 79 local government councils. All of these groups contribute to the delivery of Victoria's TZW Strategy.

The functions of a RWMG, as specified in the *Environment Protection Act 1970*, are to:

- > *plan for the management of municipal waste in its region, working in partnership with the councils in its region;*
- > *co-ordinate the activities of its members in its region to give effect in its region to State policies, strategies and programs relating to waste; and*
- > *facilitate and foster best practices in waste management.*

2.2 Review objective

The objective of the Review of RWMGs is:

"To propose future structural, funding and governance arrangements for Regional Waste Management Groups to improve regional Victoria's capacity to deliver on the Victorian Government's *Sustainability in Action: Towards Zero Waste* targets."

2.3 Terms of Reference

Minister for Environment and Climate Change, Gavin Jennings MLC, established the Terms of Reference for the Review of RWMGs.

Purpose

The purpose of the Review is to enable the Victorian Government to plan future structural, funding and governance arrangements and activities for RWMGs to improve regional Victoria's capacity to deliver on the government's TZW targets while enabling local governments to provide waste services to their communities at more cost-effective levels.

In determining future directions for the twelve RWMGs there is a strong emphasis on extending the market focus that characterises the Metropolitan Waste and Resource Recovery Strategic Plan (MWRRSP) to the regional areas of Victoria in order to deliver an integrated strategic framework for the recovery of waste resources across the State.

The Review examines market forces affecting resource recovery in regional Victoria; undertakes an analysis of the needs of local government in relation to waste; and examines the potential role, structures and funding arrangements of regional bodies to deliver waste reduction strategies.

In determining the directions that will enable RWMGs to contribute effective market-driven regional strategies for the recovery of waste resources into the delivery of a broader state waste management framework, the following issues have been examined:

- > market flows and drivers for the recovery of waste in regional Victoria;
- > regional markets and sub-markets;
- > the identification of market failures and gaps and strategies that might address them to deliver on the TZW targets;
- > the associated objectives and needs of regional local governments in relation to waste;
- > the objectives and needs of regional bodies in relation to all streams of waste, including municipal solid waste; commercial and industrial waste; and construction and demolition waste;
- > the role of regional bodies to educate regional communities and businesses to change behaviour to reduce waste generation and increase resource recovery;
- > the potential role of regional bodies to deliver on strategies to increase regional Victoria's capacity to contribute to the TZW targets and to assist local governments; and
- > the effectiveness of the current role, configuration, size, structure, funding and governance arrangements for RWMGs against what is required to deliver on those strategies and to better assist in meeting those needs.

The full Terms of Reference for the Review are contained in Attachment A: Terms of Reference.

3 Context for the Review

3.1 Existing waste policy, planning and management framework - Victoria

3.1.1 Towards Zero Waste Strategy

The *Sustainability in Action: Towards Zero Waste Strategy* (TZW) sets the direction for future reductions in waste generation and increases in resource recovery for Victoria to 2014.

The activities of all RWMGs, as well of those of central agencies such as Sustainability Victoria, the Environment Protection Authority (EPA) and the Department of Sustainability and Environment (DSE) are guided by the TZW Strategy.

The main objectives of the TZW Strategy are to:

- > increase materials efficiency and reduce solid waste generation;
- > increase the sustainable recovery of materials for recycling and reprocessing; and
- > reduce the environmentally damaging impacts of waste.

Within the TZW framework, actions and strategies are planned or have been developed for specific places and/or waste streams, including:

- > The Metropolitan Waste and Resource Recovery Strategic Plan (MWRRSP) for all metropolitan waste streams;
- > The Solid Industrial Waste Management Plan (SIWMP) for all solid industrial waste in Victoria; and
- > Regional Waste Management Plans for municipal solid waste management in regional Victoria.

The TZW Strategy sets four targets to be achieved by 2014:

1. reduce solid waste generation by 1.5 million tonnes;
2. recover 75% by weight of solid waste for reuse, recycling and/or energy generation;
3. sectoral resource recovery targets of:
 - > 65% of municipal solid waste (MSW)
 - > 80% of commercial and industrial (C&I) waste
 - > 80% of construction and demolition (C&D) waste; and
4. an improvement in littering behaviours of 25% based on the 2003 baseline.

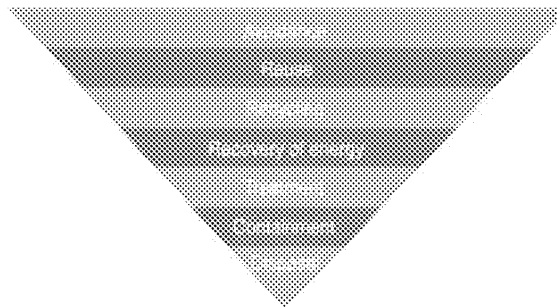
3.1.2 The Waste Hierarchy

A key criterion underpinning the TZW Strategy is the Victorian waste hierarchy (Figure 1). The hierarchy is aimed at minimising resource consumption and the consequent environmental and economic costs associated with resource extraction and harvesting, as well as in the processing, manufacture, transport and disposal of materials.¹

This Review has a focus on the top four echelons of the waste hierarchy and, in particular, on developing markets to enhance resource recovery and also to minimise the amount of transport required to move recyclable materials to reprocessors and markets. It also focuses on the capacity of RWMGs to influence behaviours, practices and technologies to produce results as high up the waste hierarchy as possible.

¹ Sustainability Victoria 2005, p. 13

Figure 1 – The waste hierarchy



The TZW Strategy outlines a number of strategic tools to improve outcomes against the targets and actions. These tools include:

- > the waste hierarchy;
- > product stewardship;
- > engagement and education;
- > partnerships with industry and government;
- > funding and support; and
- > regulatory tools.

TZW and regional/rural Victoria

The TZW Strategy specifies that RWMGs provide the coordination and facilitation of waste management and resource recovery services at a regional level. RWMGs are also responsible for developing regional waste management plans and for implementing these plans and the TZW Strategy within their respective regions.

Accordingly, the TZW Strategy encourages rural and regional councils and RWMGs to establish workable targets which show linkages with the TZW direction.

As discussed above, the TZW Strategy sets targets for the three waste streams: MSW, C&I and C&D. Under current legislation, RWMGs have responsibility only for MSW, and are therefore limited in their capacity to support the achievement of TZW targets 1 – 3. One of the aims of this Review was to examine the capacity for RWMGs to take broader responsibility for waste planning and management to strengthen regional Victoria’s contribution to the delivery of the TZW targets in the future.

3.1.3 Metropolitan Waste and Resource Recovery Strategic Plan

The MWRRSP has been developed to help metropolitan Melbourne achieve the targets and actions of the TZW Strategy through providing a long term vision for the management and reduction of solid waste in Melbourne. The purpose of the plan is to inform local government and the waste industry about the strategic direction for future waste management in Melbourne until 2030, including the development of alternative waste treatment (AWT) facilities.

The plan aims to assist in the delivery of TZW targets and actions by:

- > encouraging the recovery and reuse of different materials;
- > facilitating Victoria to become a flagship for resource recovery technologies, services and infrastructure;
- > improving recycling processes; and
- > achieving efficiency in resource use.

The plan has been developed in three parts:

- > Part 1: the Metropolitan Plan, which seeks to assess the current situation and sets the strategic framework for the management of all solid waste in Melbourne;
- > Part 2: the Municipal Solid Waste Infrastructure Schedule which sets out a schedule of existing and required infrastructure for MSW; and
- > Part 3: the Metropolitan Landfill Schedule which sets a schedule identifying the location and sequence for the filling and operation of landfill sites.

The plan has been developed with a market focus so that implementation and procurement processes for AWT facilities are flexible enough to allow the market to deliver the best outcomes for Melbourne around technology, location and the time taken to construct and operate the facilities.

The market focus of the MWRRSP is further enhanced through the Victorian Advanced Resource Recovery Initiative (VARRI), under which the Victorian Government, in partnership with industry, seeks to identify markets for end products from AWT facilities.

3.1.4 Solid Industrial Waste Management Plan

The SIWMP is a companion to the MWRRSP and will provide clear direction for solid industrial waste and its future management and reduction in Victoria for the five years following its release. The SIWMP will apply to individuals and organisations involved in the generation, management or transport of solid industrial waste in Victoria.

The responsibility for solid industrial waste is shared between sectors of government and industry. The SIWMP will promote cooperation and consultation between agencies in the development and implementation of the SIWMP, regional waste management plans and municipal waste management strategies.

The MWRRSP and the SIWMP have a number of common elements:

- > The need to assess current and projected waste trends for C&I and C&D waste;
- > An analysis of current resource recovery levels for C&I and C&D; and
- > The identification of C&I and C&D resource recovery infrastructure needs and programs.

3.2 National Developments: Carbon pollution reduction scheme or equivalent

The push to reduce carbon emissions is likely to change the way waste is managed with any future carbon trading or emissions reduction scheme poised to have significant impact on waste generation and resource recovery.

While the details of the Federal Government's *Carbon Pollution Reduction Scheme* (CPRS) are not confirmed at present, it is anticipated that many regional Victorian landfills will be affected once the legislation is passed. The primary source of greenhouse gas emissions arising from the management of solid waste is the anaerobic decomposition of putrescible² waste in landfill. The CPRS is expected to apply a cost to methane emissions from:

- > landfills emitting over 25,000 tonnes of carbon dioxide equivalent (CO₂-e); and
- > landfills emitting between 10,000 and 25,000 tonnes of CO₂-e that are within a specified distance from a landfill that is liable for methane emission costs.³

These costs will be imposed gradually due to the slow emission rates (legacy emissions are exempt). It is expected that waste deposited today will accrue a liability that will need to be acquitted later.

Based on the emissions from typical waste composition, it can be expected that landfills accepting more than about 11,000 tonnes of putrescible waste per year may be subject to CPRS

² Putrescible waste is any solid waste that contains an organic component and can be broken down over time such as garden and food waste, paper and cardboard and timber.

³ Hyder Consulting 2009a, p. 18

requirements.⁴ It is estimated that 15 – 25 landfills in regional Victoria are likely to be subject to CPRS requirements, affecting in the order of 70% – 80% of residual waste disposed.⁵

Assuming a permit cost in the range \$10 - \$40/tonne CO₂-e under the CPRS, an increase in landfill disposal costs of \$9 - \$36/tonne has been estimated in regional Victoria⁶.

The waste sector may adopt a range of responses to a future carbon reduction scheme including:

- > increased efficiency and deployment of landfill gas flaring technology;
- > increased capture of landfill gas for use as renewable energy;
- > greater diversion of putrescible waste material from landfills for energy and materials recovery; and
- > greater diversion of recyclable waste from landfills for materials recycling.

Regardless of what form a carbon reduction scheme takes in the future, there are significant greenhouse gas implications associated with waste management. Householders, industry and governments all have a role to play in reducing emissions from waste and achieving outcomes as high up the waste hierarchy as possible.

⁴ The actual threshold is likely to be higher because emissions from deposited waste are spread out over subsequent years, and because some sites recover and oxidise methane (Hyder Consulting 2009a, p. 18).

⁵ Hyder Consulting 2009a, p. 9

⁶ Estimate basis and assumptions: 0.9 tonnes CO₂-e emissions per tonne of waste disposed; Department of Climate Change default factors; no methane recovery; total liability is included i.e. the emission timeframe is ignored; typical waste in regional Victoria has a lower proportion of C&D than the Australian average (Hyder Consulting 2009a, p. 18).

4 Background: Regional Waste Management Groups (RWMG)

4.1 History of RWMGs

Originating in the 1970s as “Regional Refuse Disposal Groups”, RWMGs have existed in various forms in Victoria since that time. Formed through the initiatives of local councils which saw benefit in working together to manage the disposal of municipal waste, waste management groups were established under the *Local Government Act 1989* before coming under the *Environment Protection Act 1970* in 1994.

At that time, the roles of RWMGs were broadened from waste disposal to include resource conservation, recycling and litter control. Funding arrangements were also changed at this time so that funding came primarily from the Victorian landfill levy, with local governments providing funding towards specific projects within their regions.

RWMGs in their current form were established in 1997 under Part IX, Division 2A of the *Environment Protection Act 1970*. They are Victorian Government statutory authorities responsible to the Minister for Environment and Climate Change for a wide range of matters relating to waste management. The Act broadly defines RWMG functions, powers and responsibilities and decrees that RWMGs have a facilitative and advisory role to their member councils regarding the delivery of Victorian Government waste management policy.

A further amendment to the *Environment Protection Act* in 2002 refined the roles and responsibilities of RWMGs, including removing responsibility for all three streams of waste and significantly enhancing the funding the groups received from the Victorian landfill levy.

4.1.1 Structure, governance and composition

RWMGs are:

- > a public body to which Part 7 of the *Financial Management Act 1994* applies;
- > a public authority for the purposes of the *Public Sector Management and Employees Act 1998*;
- > funded through the *Environment Protection (Distribution of Landfill Levy) Regulations 2002*; and
- > governed by a Board of Directors.

There are 12 RWMGs across Victoria with varying populations, landmass and member councils. Details of RWMGs are provided in Table 1 below.

Table 1 – Population and land area by RWMG⁷

| Region | No. of member councils | Land area (km ²) | 2006 population | Population density (pers/km ²) | Projected population 2016 | Population change |
|-----------------|------------------------|------------------------------|-----------------|--|---------------------------|-------------------|
| Barwon | 4 | 6,432 | 252,911 | 39.3 | 287,131 | 34,220 |
| Calder | 3 | 6,259 | 154,386 | 24.7 | 176,207 | 21,821 |
| Central Murray | 4 | 24,561 | 48,125 | 2.0 | 46,548 | (1,577) |
| Desert Fringe | 2 | 16,600 | 10,849 | 0.7 | 9,874 | (975) |
| Gippsland | 6 | 39,903 | 247,710 | 6.2 | 262,269 | 14,559 |
| Goulburn Valley | 6 | 20,902 | 180,419 | 8.6 | 205,439 | 25,020 |
| Grampians | 4 | 21,040 | 50,823 | 2.4 | 51,717 | 894 |

⁷ Hyder Consulting 2009b, p. 4, Department of Sustainability and Environment (DSE) 2009, p. 10

| Region | No. of member councils | Land area (km ²) | 2006 population | Population density (pers/km ²) | Projected population 2016 | Population change |
|----------------------|------------------------|------------------------------|-----------------|--|---------------------------|-------------------|
| Highlands | 6 | 11,061 | 165,705 | 15.0 | 183,835 | 18,130 |
| Mildura | 1 | 22,214 | 51,824 | 2.3 | 58,387 | 6,563 |
| Mornington Peninsula | 1 | 720 | 140,849 | 195.6 | 156,998 | 16,149 |
| North Eastern | 7 | 23,930 | 117,423 | 4.9 | 130,225 | 12,802 |
| South Western | 5 | 22,851 | 102,386 | 4.5 | 102,821 | 435 |
| Totals | 49 | 216 473 | 1,523,410 | 7.0 | 1,671,451 | 148,041 |

4.1.2 Functions

The functions and powers of RWMGs are set out in section 50H of the Environment Protection Act and are summarised as:

- > planning for the management of municipal waste;
- > coordinating with its members to enable delivery of state government waste management policies, strategies and programs; and
- > encouraging overall best practices in waste management.

Additionally, groups are required to develop and keep current a Regional Waste Management Plan (RWMP) which they should promote and implement, ensuring performance targets are met. RWMPs must be reviewed and approved by EPA at least every 5 years. Groups are further required to develop, implement, support and promote municipal waste reduction and recycling programs.

Groups also have a coordinating role ensuring members meet uniform standards for waste reduction, waste management and litter prevention and control. Groups are charged with investigating and advising on landfill disposal costs and should encourage further staff training in municipal waste management. Other duties of RWMGs include research into waste management; advising members of current best practice in waste management; promotion of emergent waste management technologies; promotion and coordination of relevant community education; and mediation of disputes between members.

4.1.3 Funding

Funding for all RWMGs, including the Metropolitan Waste Management Group (MWMG), is set under the Environment Protection (Distribution of Landfill Levy) Regulations 2002. The Regulations specify a fixed split of funds for each group which was calculated using two weightings: 90% on the waste region's population and 10% on the region's geographic size. A funding cap was put in place to ensure that no region received more than 10% of the total funding available. This element of funding for RWMGs accounts for approximately two thirds of the available budget and is indexed annually at the rate published by the Victorian Government Treasurer.

In addition, funding is provided for the employment of regional education at a fixed amount of \$60,000 per regional education officer (REO) and is not subject to indexation. The total 2007-08 budgeted levy income for the 12 RWMGs was \$2.6m.⁸

The core landfill levy funding to RWMGs is shown in Table 2 below.

⁸ DSE 2009, p.6

Table 2 – Landfill levy income per RWMG⁹

| Regional waste management group | Core revenue | | | | |
|---------------------------------|--------------------|--------------------|--------------------|--------------------|--------------------|
| | 2006–2007 | 2008–2009 | 2009–2010 | 2010–2011 | 2011–2012 |
| Barwon | \$272,791 | \$254,734 | \$259,602 | \$264,592 | \$269,707 |
| Calder | \$220,330 | \$229,195 | \$233,425 | \$237,761 | \$242,205 |
| Central Murray | \$211,550 | \$216,426 | \$220,336 | \$224,345 | \$228,453 |
| Desert Fringe | \$177,639 | \$171,733 | \$174,526 | \$177,389 | \$180,324 |
| Gippsland | \$345,222 | \$337,081 | \$342,508 | \$348,070 | \$353,772 |
| Goulburn Valley | \$247,498 | \$248,349 | \$253,058 | \$257,884 | \$262,832 |
| Grampians | \$228,548 | \$216,426 | \$220,336 | \$224,345 | \$228,453 |
| Highlands | \$237,279 | \$238,772 | \$243,242 | \$247,823 | \$252,518 |
| Mildura | \$176,000 | \$171,733 | \$174,526 | \$177,389 | \$180,324 |
| Mornington Peninsula | \$166,686 | \$171,733 | \$174,526 | \$177,389 | \$180,324 |
| North Eastern | \$239,078 | \$235,580 | \$239,969 | \$244,469 | \$249,080 |
| South Western | \$232,813 | \$229,195 | \$233,425 | \$237,761 | \$242,205 |
| Total regional Victoria | \$2,755,434 | \$2,720,955 | \$2,769,479 | \$2,819,216 | \$2,870,197 |

RWMGs also receive funding from local governments for region-specific projects and to cover any shortfall in gap funding. Income received by RWMGs is spent on a range of core activities as shown in Table 3 below.

Following an approach from the Association of Victorian Regional Waste Management Groups (AVRWMG) in 2007 to meet the rising core costs and additional compliance and governance responsibilities placed upon RWMGs since the current funding level was determined, Sustainability Victoria and EPA Victoria agreed to pay gap funding to RWMGs to cover additional expenses relating to RWMG core functions for a period of two years. Therefore, in 2007-08, \$400,000 in gap funding was paid to the Groups and in 2008-09 \$420,000 was paid. To provide funding certainty to the Groups while the extended Review was being undertaken, a further year of gap funding of \$441,000 for 2009-10 has been committed.

Table 3 – RWMG core expenditure, 2006-07¹⁰

| Expenditure item | % of total |
|---|------------|
| Employment related | 59.4% |
| Office (rent, communications, consumables) | 7.4% |
| Operating (banking, accounting, advertising, office equipment, publications, subscriptions & memberships, insurance, consultants, conferences & seminars, training, travel) | 11.8% |

⁹ Hyder Consulting 2009b, p. 23

¹⁰ RWMG 2006-07 Core Budgets - Budget figures submitted as part of the 'gap' funding review (Hyder Consulting 2009b, p. 22)

| Expenditure item | % of total |
|----------------------------|-------------------|
| Motor vehicles | 7.5% |
| Corporate governance costs | 5.7% |
| Direct project costs | 7.9% |
| Depreciation | 0.3% |
| Total | 100.0% |

4.1.4 Staffing

Each RWMG has a minimum of two staff – an Executive Officer (EO) and REO, plus a board of directors generally consisting of councillors from RWMG member councils. Gippsland RWMG has an additional REO funded through the landfill levy and the Barwon region has an additional REO funded through project contributions.

Several other RWMGs have part-time staff to assist with account keeping, while other groups outsource account keeping to their host council, particularly if located on the same premises.

Most EOs are employed on a full time basis, however, the Mornington Peninsula RWMG has a part time EO which allows the group to release budget funds for special projects.

5 Reviews of RWMGs

5.1 Previous Reviews

Three reviews of RWMGs have taken place since 2001:¹¹

- > 2001: The Batagol Review (Review of RWMGs)
- > 2003: The Sharplin Review (Victorian RWMGs – Organisational Status Audit)
- > 2007: The DSE Review (Review of RWMGs: Functions, structure and funding)

5.1.1 The Batagol Review

The 2001 Review examined and made recommendations relating to:

- > an expanded role for RWMGs to include resource recovery and waste management planning;
- > clarity of the role of RWMGs and other agencies;
- > changes to the composition of RWMG boards; and
- > improvements to accountability and governance arrangements.

The Batagol Review highlighted the progress made in waste management and noted key achievements.

5.1.2 The Sharplin Review

The 2003 Review examined and made recommendations relating to:

- > financial management, accountability and reporting for RWMGs;
- > resource management;
- > employment conditions and professional development of staff and directors; and
- > performance measurement of waste management group activities.

The Sharplin review highlighted numerous concerns in all areas audited.

5.1.3 The DSE Review

The third Review of RWMGs was instigated after the AVRWMG approached Sustainability Victoria, DSE and EPA in 2007 seeking additional funding (see section 4.1.3).

In 2007, DSE commenced the third review of RWMGs since 1999, with the review initially scheduled for completion in time for possible legislative changes to be in place by June 2009. This is when gap funding, provided to RWMGs by Sustainability Victoria and EPA Victoria to meet increases in governance and regulatory responsibilities, was due to cease.

The DSE Review examined the state of waste management today; involved consultation with RWMGs; and identified a range of issues to inform the future directions for RWMGs. These issues included market drivers; materials recovery; resource efficiency; the cost of waste management in regional Victoria; and the role of RWMGs in encouraging behaviour change.

As the DSE Review moved to scope out the future role and potential structural arrangements for RWMGs, it became clear that further research and consultation would be required. An extension of the Review was proposed to allow for this further work to take place.

5.2 Future Directions for RWMGs – Sustainability Victoria

The extended Review commenced in March 2009 and has been led by Sustainability Victoria. The Review must be completed by the end of October 2009 to allow time for any legislative amendments to be in place by 1 July 2010.

¹¹ DSE 2009, p. 7

The Terms of Reference guide the Review and examine three main areas:

- > market forces;
- > local government objectives and needs; and
- > RWMG effectiveness.

This Review has been informed by a Background and Issues paper prepared by DSE based on their analysis and consultations conducted in 2007 and 2008. The findings from Sustainability Victoria's extensive consultations with local governments and RWMGs in April and May 2009 in addition to the market analysis work conducted by Hyder Consulting, have also been critical in informing the proposed future directions arising from this Review.

5.2.1 Conduct of the Review

Methodology

The Review has been conducted in close consultation with the AVRWMG. The methodology for the Review comprises seven key elements:

1. It has been informed by the DSE Background and Issues Paper;
2. A Steering Committee has been established to guide the Review, comprising representatives from the AVRWMG, the Municipal Association of Victoria, the Victorian Local Government Association, DSE and EPA Victoria and is chaired by Sustainability Victoria;
3. A market analysis of the recovery of waste in regional Victoria has been undertaken together with a range of other analyses of waste generation and resource recovery in regional Victoria;
4. There have been extensive consultations with the AVRWMG, individual RWMG Boards and staff, regional local governments and their representative bodies, key state government agencies; and the waste industry;
5. A draft Future Directions Paper has been prepared, informed by the findings from the market analysis and consultations;
6. Formal consultation with all key stakeholders on the draft Future Directions Paper will occur in August and September 2009; and
7. A final Future Directions Report will be submitted by Sustainability Victoria to the Minister for Environment and Climate Change.

Steering Committee

Guidance on the progress of the Review has been provided by the Review Steering Committee. The Committee comprises:

- > Cheryl Batagol – Deputy Chair, Sustainability Victoria (Steering Committee Chair)
- > John Burgess – Vice President, AVRWMG
- > Philip Clingin, Executive Officer, Highlands RWMG
- > Sharon MacDonnell – Director Sustainability and Innovation, DSE
- > Stuart McConnell – Director of Futures, EPA
- > Cr Ruth McGowan – Vice President, VLGA
- > Kaye Owen – Director Policy, MAV
- > Jan Trehwella – Deputy Chief Executive Officer, Sustainability Victoria

Analysis of market drivers

Sustainability Victoria, in partnership with the AVRWMG, jointly selected Hyder Consulting to undertake the *Analysis of market drivers and barriers to resource recovery in regional Victoria*. The analysis was divided into three parts with the purpose being to examine market forces affecting resource recovery in regional Victoria; analyse of the needs of local government in relation to waste; and detail the potential role of regional bodies to deliver waste reduction strategies.

The Hyder Consulting Background Report and Main Report on the market analysis have informed the development of this draft Future Directions Paper.

Consultation

In conducting this Review, Sustainability Victoria has undertaken comprehensive engagement and consultation with RWMGs, local government and its representative bodies as well as industry, to ensure that the needs and objectives of all interested regional organisations are represented.

Commencing in April 2009, 22 consultation sessions have been held across Victoria involving over 240 representatives from RWMGs, local and state government, waste industry, community groups and local government associations.¹² The consultation sessions have included:

- > 12 RWMG consultation sessions;
- > 1 MWMG consultation session;
- > 1 state government consultation session (EPA and DSE);
- > 2 AVRWMG facilitated sessions;
- > 2 local government consultation sessions;
- > 4 market drivers consultation sessions based on Hyder Consulting's Background Report on the Analysis of market drivers and barriers to resource recovery in regional Victoria; and
- > 5 steering committee meetings.

A further consultation phase is now underway for a six-week period from 24 August 2009 to allow feedback on the draft Future Directions paper. Submissions on the paper will be received and considered in the development of the final Future Directions paper.

Other data sources and publications

A number of other sources of information have been used to inform the Review and draft Future Directions paper:

- > Batagol C 2001, Review of Regional Waste Management Groups
- > Department of Sustainability and Environment 2009, Regional Waste Management Groups: Background briefing to the 2007/08 Regional Waste Management Group Review
- > Department of Sustainability and Environment 2009, Metropolitan Waste and Resource Recovery Strategic Plan
- > Essential Economics 2009, Waste and Resource Management: Economic and Spatial Analysis
- > Sharplin, B 2003, Victorian Regional Waste Management Groups – Organisational Status Audit
- > Sustainability Victoria 2005, Sustainability in Action: Towards Zero Waste Strategy
- > Sustainability Victoria 2009, Victorian Local Government Annual Survey 2007 – 2008
- > Sustainability Victoria 2009, Victorian Recycling Industries Annual Survey 2007 – 2008

¹² A full list of the consultation sessions held can be found in Attachment C: Review of RWMGs - consultation schedule.

6 Objectives for resource recovery in Victoria

Waste planning and management in Victoria occurs at a number of levels from the state government setting overarching policy and regulation, to RWMGs helping to plan and coordinate waste management at a regional level, through to local governments planning for and providing municipal waste and resource recovery services and finally to the waste industry and community groups providing waste collection and resource recovery services to the municipal, C&I and C&D sectors.

6.1 Victorian Government - *Towards Zero Waste*

The resource recovery objectives for the state government are encapsulated in the objectives, targets and actions in the TZW Strategy. The targets are aimed at minimising the amount of waste generated and maximising opportunities for reusing materials. The targets and actions are intended to strongly influence the planning processes and activities of waste management groups and local governments.¹³

The Victorian Government, through various agencies, facilitates the delivery of the strategy through policy development, regulation and supporting resource recovery programs across the state. The roles of each of the responsible government authorities can be found in Section 9.

While it is anticipated that regional and rural Victoria will contribute less toward the targets of the strategy than metropolitan Melbourne, a range of initiatives will be required to improve the current contribution of the rural and regional areas to support alignment with the TZW Strategy and facilitate consistency with the strategies, priorities and actions for all three streams of waste.

The TZW Strategy's targets sit under 3 objectives for the state:

- > Objective 1: Generating less waste from our activities;
- > Objective 2: Increasing the sustainable recovery of materials for recycling and reprocessing; and
- > Objective 3: A reduction in damage to the environment caused by waste disposal.

More detail on the targets of the strategy can be found in section 3.1.1 above.

6.2 Victorian Government Agency Leadership

The Victorian Government also aims to reduce its own waste generation and improve recycling rates through state agency Environmental Management Systems to highlight the commitment of the Victorian Government to achieving sustainability alongside businesses and the community.

6.3 Regional waste management groups

Each RWMG is required, under the *Environment Protection Act 1970*, to develop a business plan that sets out the objectives and priorities for the following three financial years. Generally, the objectives of RWMGs are as follows:

- > plan for municipal waste management in its region;
- > co-ordinate the waste management activities of its members;
- > promote, commission and undertake research into waste management;
- > advise its members in municipal waste management;
- > promote improved waste management technologies;
- > promote and coordinate relevant community education in its region; and
- > mediate disputes between its members.

¹³ Sustainability Victoria 2005, p. 16

6.4 Local government

Through extensive consultation with local governments¹⁴ a consistent set of needs and objectives of Victoria's 49 regional and rural local governments were identified as:

- > meeting community expectations for service delivery;
- > managing facilities to accept all waste streams;
- > providing waste services within a broader sustainability framework; and
- > the provision of cost effective services.

The majority of regional and rural councils also believe they have a responsibility to assist businesses within their municipalities to become sustainable as a necessary part of long term viability.

Local governments also identified several requirements from regional waste bodies to support them in meeting local objectives for waste management and resource recovery, including:

- > undertaking research into waste management and recycling;
- > provision of knowledge and advice;
- > supporting councils in community education;
- > supporting member councils to establish regional contracts for recycling and waste management;
- > provision of advice on best practice recycling; and
- > linking councils with local and state sustainability networks.

The roles and activities of REOs are also highly valued by all councils, as well as industry. The roles of REOs are particularly important in regional Victoria where many local governments do not employ dedicated staff for waste or sustainability education.

6.5 Waste industry and community groups

The broad objectives of the waste industry and community groups are to have access to information, advice and funding to support resource recovery activities across the state. Some members of the waste industry have also expressed an interest in participating in the management and project development activities of RWMGs.

¹⁴ See Attachment B: Methodology and Attachment C: Review of RWMGs - consultation schedule

7 Waste managers

7.1 State agencies

Several Victorian Government agencies are responsible for waste and resource recovery planning across the state.

7.1.1 Sustainability Victoria

Sustainability Victoria helps communities, businesses and governments to make a difference by converting government policies into practical programs that are easy to implement and have a measurable impact on sustainability. Sustainability Victoria's role in waste and resource recovery includes:

- > leading the implementation of the TZW Strategy;
- > planning and facilitating waste management throughout Victoria;
- > promoting waste avoidance, re-use and recovery;
- > assisting waste reduction enterprises and voluntary initiatives;
- > building and implementing strategies to foster sustainable markets for recycled materials; and
- > developing tools to report on local government and industrial waste generation and resource recovery.

Sustainability Victoria is responsible for assisting RWMGs with the development of their annual business plans and for recommending them to the Minister for Environment and Climate Change for his approval.

7.1.2 Environment Protection Authority Victoria

The EPA remains the state's regulator of the environment. The EPA administers the *Environment Protection Act 1970* and its instruments, including regulation of waste management and resource recovery facilities and services. The EPA works in partnership with Sustainability Victoria to reduce waste and facilitate the development of product stewardship programs. The EPA is responsible for approving regional waste management plans.

7.1.3 Department of Sustainability and Environment

DSE is responsible for policy development, analysis and advice, and coordinates government and environmental sustainability strategies. DSE is responsible for reviewing and approving RWMG annual reports, as well as overseeing governance arrangements for RWMGs and providing associated training and development to RWMG directors and executive officers.

7.1.4 Department of Planning and Community Development

The Department of Planning and Community Development (DPCD) is responsible for planning in Victoria. DPCD is currently investigating the links between TZW, the MWRRSP and the State Planning Policy Framework.

7.2 Regional Waste Management Groups

RWMGs provide the coordination and facilitation of waste management and resource recovery services at a regional level and they operate as partners with Victoria's 49 rural and regional local governments and the Victorian Government to achieve common goals.

RWMGs are responsible for planning for the management of municipal waste in their regions in partnership with local government. They must also co-ordinate council activities to meet state policies and strategies and facilitate and foster best practice in waste management.

The functions and powers of RWMGs are set out in section 50H of the Environment Protection Act 1970 (see section 4.1.2).

7.3 Local Government

There are 49 regional and rural local governments across Victoria, each providing waste services to their communities and each being a member of a RWMG. Local government's waste management responsibilities are established under the *Local Government Act 1989*, the *Environment Protection Act 1970* and other legislation relating to issues such as health and planning.¹⁵

Local governments provide a range of waste disposal, recycling and recovery services to their communities and are critical for diverting resources away from landfill and ensuring materials are recovered. While some services, such as the collection and disposal of general household garbage, are common to all councils, many services vary depending on the needs, population density and priorities of local communities. Specific waste services provided by councils can include:

- > delivering kerbside services (recycling, garden organics and residuals);
- > community and business education and engagement;
- > owning and/or managing waste management infrastructure and facilities;
- > developing and implementing local policy to reduce waste going to landfill;
- > litter and stormwater management;
- > strategic planning for waste within the municipality;
- > responding to community expectations and demands; and
- > the provision of limited commercial waste services.

All of Victoria's 49 local governments belong to a RWMG and the NSW local government of Wakool is a member of the Central Murray RWMG.

7.4 Waste industry

The waste industry plays a significant role in resource recovery activities in Victoria by providing waste collection, treatment and disposal services across all three waste streams. The various roles of the waste industry in regional Victoria are highlighted in section 8.2.

7.5 Community groups

Community groups also play a critical role in resource recovery in regional Victoria, particularly in the area of reuse and recycling. There are numerous examples of community enterprises across Victoria that have been set up to not only divert materials from landfill, but to provide a social service to long term unemployed and people with disabilities (see Table 4 below).

Table 4 – Community operated resource recovery facilities

| Organisation | Type of facility | Location |
|--|------------------------------------|--------------------|
| Aroundagain | Resale centre | Mildura |
| Future Employment Opportunities / Enhance IT | E-waste recovery and resale centre | Bendigo |
| The RecoveryGAME | E-waste recovery and resale centre | Wodonga |
| Vantage Incorporated | E-waste recovery | Warrnambool |
| Mission Australia | Resale centre | Bairnsdale |
| GDP Industries | E-waste and EPS recovery | Geelong |
| The Lions Group | Paper and cardboard collections | Desert Fringe RWMG |

¹⁵ Sustainability Victoria 2005, p. 15

8 Waste management in regional Victoria

8.1 The state of waste today

Regional Victoria generates approximately 26% (or 2.7 million tonnes) of all waste in Victoria each year. The three largest regional centres of Geelong, Ballarat and Bendigo contribute 14% of the total waste generated in Victoria. Waste generation in regional Victoria is composed of:

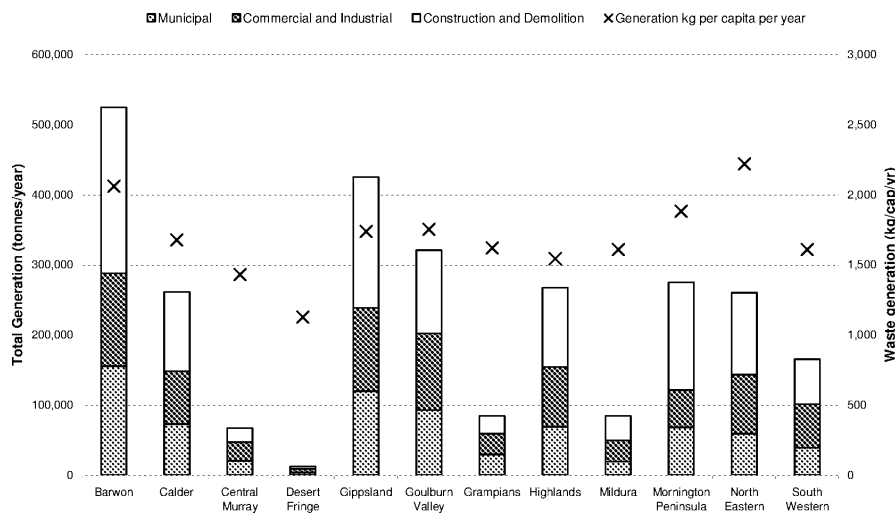
- > Municipal: 7%
- > C&I: 8%; and
- > C&D: 11%.

Of the 2.7 million tonnes of waste generated in regional Victoria, 60% is generated in the 30 largest towns (Figure 1). While regional Victoria only contributes a quarter of all of Victoria’s waste, it still plays a significant role in resource recovery and waste minimisation efforts.

In their current form, RWMGs are formally responsible for only 7% of Victoria’s waste. It is clear from these figures alone, that change is required in order to make better use of the resources allocated to the RWMGs to increase the waste recovered in regional Victoria.

As shown in Table 5, the major source of waste within most regions is C&D, with municipal and C&I waste generation varying between regions. Waste generation per capita also varies considerably in regional Victoria, with the North Eastern region generating the most waste while Desert Fringe, the smallest RWMGs in population, generates the least. On the whole, Victorian households are generating more waste annually, with regional Victorian household waste increasing from 381,000 tonnes in 2000-02 to 506,000 tonnes in 2007-08.¹⁶ It is anticipated that waste generation across all three waste sectors will continue to increase over time in both regional Victoria and metropolitan Melbourne.¹⁷

Table 5 – Estimated waste generation by RWMG and sector¹⁸



¹⁶ Sustainability Victoria 2009, p. 12

¹⁷ Essential Economics and Aurecon 2009, p. 39

¹⁸ Hyder Consulting 2009a, p.

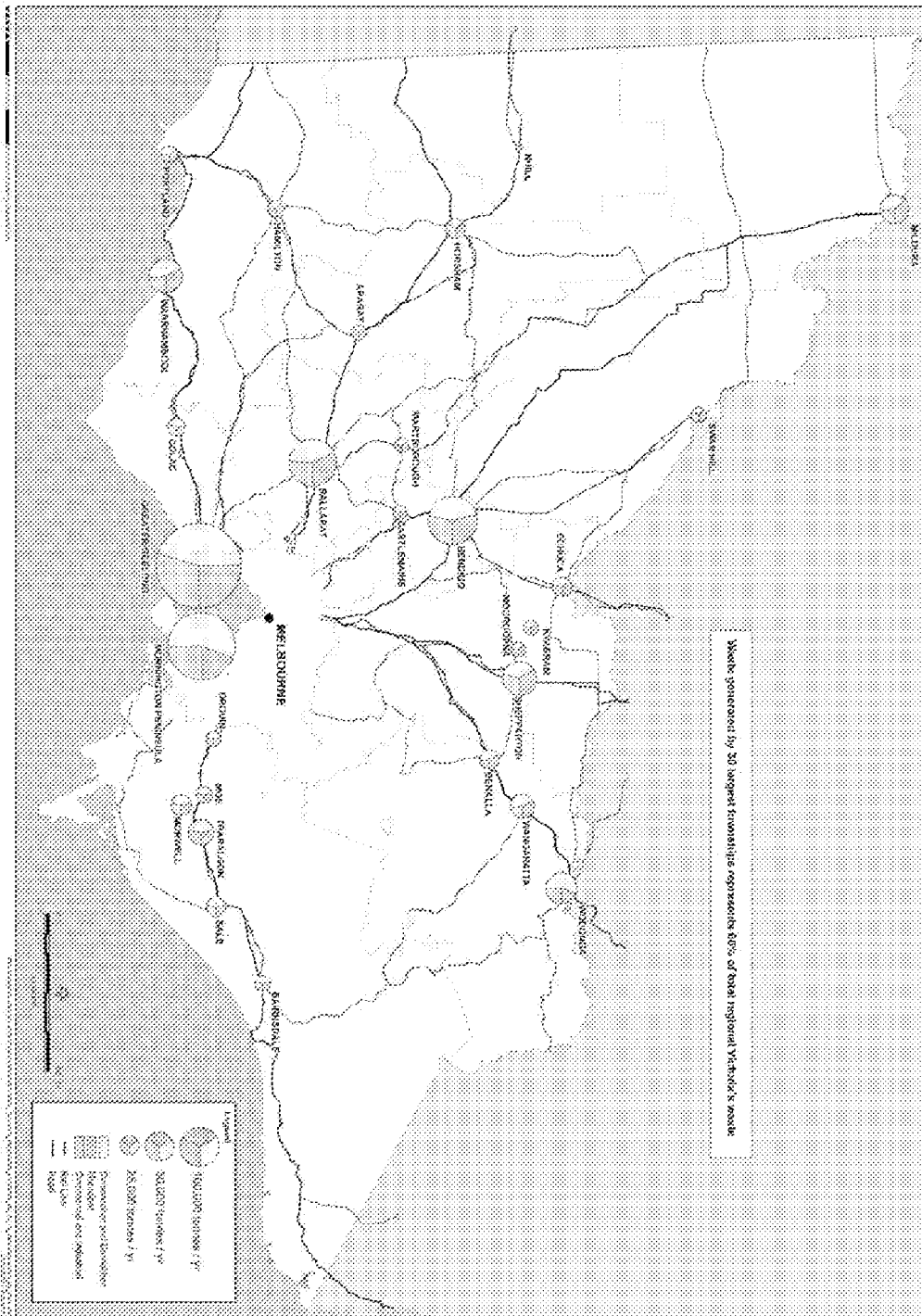


Figure 1 – Top 30 waste generation towns in regional Victoria

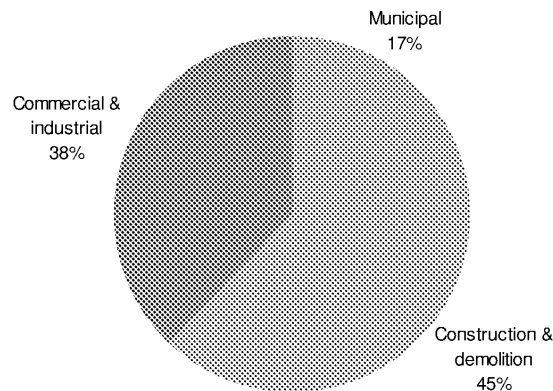
8.2 Resource recovery in regional Victoria

In 2007-08, 61% of the total solid waste stream in Victoria was recovered. The current diversion rates for each sector are:

- > Municipal: 40%
- > C&I: 69%
- > C&D: 67%

Victoria's reprocessing capacity is predominantly local with 88% of materials recovered remaining in Victoria for conversion into new products by reprocessors. The remainder was exported to overseas markets. In 2007-08, the majority of materials for recycling in Victoria came from the C&D sector (Figure 2), mirroring waste generation patterns discussed in section 8.1.

Figure 2 - Materials received for reprocessing by sector, 2007-08¹⁹



Recovery rates in regional Victoria are generally lower than for metropolitan Melbourne due to barriers such as scale economies, transport and the low cost of disposal.²⁰ However, extensive resource recovery activity occurs in regional Victoria, as shown in Table 6. It should be noted that while the majority of facilities in regional Victoria cater for the municipal waste stream, many rural and regional local governments have no option but to receive C&I and C&D waste as there are limited disposal alternatives.

Table 6– Existing resource recovery and reprocessing infrastructure in Victoria, by RWMG

| Region | Resale centres | MRFs | | Resource recovery centres | Organics reprocessing facilities | C&D reprocessing facilities | Total |
|-----------------|----------------|--------------------|--------------------|---------------------------|----------------------------------|-----------------------------|-------|
| | | Small (<100 t/day) | Large (>100 t/day) | | | | |
| Barwon | 4 | | 1 | 18 | 6 | 6 | 35 |
| Calder | 3 | | | 17 | 1 | 0 | 21 |
| Central Murray | 1 | 2 | | 23 | 0 | 0 | 26 |
| Desert Fringe | | 1 | | 16 | 0 | 0 | 17 |
| Gippsland | 4 | 3 | 1 | 57 | 8 | 6 | 79 |
| Goulburn Valley | 8 | 2 | | 38 | 4 | 2 | 54 |
| Grampians | 3 | 1 | | 39 | 0 | 0 | 43 |
| Highlands | | 1 | | 16 | 7 | 6 | 30 |
| Mildura | 1 | | | 15 | 0 | 0 | 16 |
| Mornington | 1 | | 1 | 6 | 2 | 1 | 11 |

¹⁹ Sustainability Victoria 2009, p. 11

²⁰ Hyder Consulting 2009a, p. 46. It should be noted that low landfill disposal costs in metropolitan Melbourne are also a barrier to resource recovery activity.

| Region | Resale centres | MRFs | | Resource recovery centres | Organics reprocessing facilities | C&D reprocessing facilities | Total |
|---------------|----------------|--------------|--------------|---------------------------|----------------------------------|-----------------------------|------------|
| | | Small | Large | | | | |
| | | (<100 t/day) | (>100 t/day) | | | | |
| North Eastern | 2 | 1 | | 30 | 2 | 3 | 38 |
| South Western | 4 | 3 | 2 | 36 | 7 | 2 | 54 |
| Total | 31 | 14 | 5 | 311 | 37 | 26 | 424 |

More detail on the state of waste in regional Victoria today is provided in Attachment E: Resource recovery in regional Victoria and in Hyder Consulting's Background and Main Reports: *Analysis of market drivers and barriers to resource recovery in regional Victoria*.

9 Barriers to increasing resource recovery

As with metropolitan Melbourne, the ability to recover and process materials is dependent on the costs of collecting materials, transportation, infrastructure and the price of landfill disposal. These barriers are discussed below, as well as some common barriers to resource recovery as expressed by local governments and RWMGs.

9.1 Common barriers to resource recovery in regional Victoria

Some common barriers to resource recovery were raised during consultation sessions with RWMGs and local governments. They included:

- > There are not enough incentives for the private sector to sort and separate waste;
- > Organics recovery and reprocessing is an issue as end markets are not strong;
- > To secure strong markets for organic products, high quality product is needed. Market structures are not in place to support the recovery of processing costs in the product's sale value especially when competing with traditional fertilisers;
- > The ability to recover costs of providing a resource recovery service influence some local governments when deciding whether to introduce a service;
- > Some RWMGs have limited markets within their regions for recovered and reprocessed products;
- > Lower population densities impact on viability to recover materials;
- > Lack of facilities for C&D / C&I recovery compared to abundance of landfills and RRCs;
- > Transportation costs and distances to facilities impact on resource recovery and reprocessing;
- > Lack of economies of scale to develop higher order processing facilities; and
- > The downturn in commodity process has affected resource recovery viability.

9.2 Transport

High transport costs can be a significant barrier to viable resource recovery and markets. For example, household kerbside systems are undermined if either the distance to the nearest MRF or product markets is large.

Table 17 below shows the typical erosion of the value of a load of material per 100km of travel. For low value materials such as organics and crushed concrete, it is important that reprocessing facilities are located within relative proximity to markets. As shown in Table 6 above, 4 RWMG areas do not have local organics reprocessing facilities, and 5 RWMG areas do not have C&D facilities, making recovery of C&D and organics from these regions less likely due to the high costs of transporting materials to neighbouring regions.

Rising fuel costs will likely continue to inflate transport costs, with the Victorian Transport Association's published price of diesel rising from a low of 81 cents per litre (CPL) in December 2001 to 182 CPL in July 2008. As fuel prices typically make up 10% – 40% of total transport costs, the introduction of a carbon reduction scheme will also impact on overall transportation costs.²¹

Some local government areas are also limited by poorer road infrastructure. Some contractors will not travel along unsealed roads for extended distances, which impacts on kerbside service availability for some rural households.

The challenges posed by transport costs across regional Victoria together with the need for larger volumes of waste materials to make recovery and reprocessing viable could be addressed through a more centralised approach to resource recovery across regional Victoria. Such an approach could utilise key regional centres together with the establishment of appropriately sized reprocessing facilities for materials that have markets, such as crushed concrete and high grade fertiliser from organics waste.

²¹ Hyder Consulting 2009a, p. 61

Table 7 - Costs of transporting recyclable materials²²

| Material Transported | Transport Phase | Typical 2009 material value/ t | Typical material value per load | Typical loss of value/100km |
|----------------------|-----------------|--------------------------------|---------------------------------|-----------------------------|
| Domestic Recyclables | Phase 1 | \$100 - \$200 ¹ | \$600 - \$1,200 | 8% - 30% |
| Sorted Aluminium | Phase 2 | \$1,000 | \$20,000 | ~1% |
| Sorted Plastic | Phase 2 | \$400 - \$800 | \$8,000 - \$16,000 | 1% - 3% |
| Sorted Newsprint | Phase 2 | \$100 | \$2,000 | 6% - 12% |
| Sorted Glass | Phase 2 | \$87 | \$1,600 | 7% - 14% |
| Crushed Concrete | Phase 2 | \$152 | \$300 | 40% - 80% |
| Processed Compost | Phase 2 | \$10 - \$25 | \$200 - \$500 | 25% - 120% |

Notes:
 Phase 1 – transport to processing facility / Phase 2 – transport to market or recycled product manufacturer
¹ Estimated value after sorting at MRF / ² Derived from DPI (2008)

Seven of the eight the top waste generation towns (Geelong, Bendigo, Ballarat, Shepparton, Warrnambool, Wodonga and Mildura) are serviced by both rail and road infrastructure, which may influence the viability of resource recovery and market development activities in the future. The issues with the viability of rail include the availability of intermodal infrastructure in each town to allow loading and unloading of materials onto rail and also the cost of transporting via rail compared to road.

Transporting a 20 tonne load of recyclables from Mildura to Melbourne (550 km) by rail is estimated to cost \$1,400 based on a cost of 8¢ per tonne/km plus \$500 for on and off loading. If back loading by rail is used, it is estimated the cost would drop significantly to as low as 3¢ per tonne/km (total transporting cost of \$830, inclusive of \$500 for on and off loading). This is comparable to transporting the equivalent tonnage by road at an average cost of 9¢ per tonne/km (\$990).²³ The potential for rail needs further cost analysis and feasibility assessment.

9.3 Infrastructure and technology

High processing costs (see Table 8 below) and poor economies of scale impact on investment in higher order processing technology. Estimated processing costs for organics are shown below. It should be noted that the estimated income from selling products from these facilities, such as energy, compost and fertiliser, are not included in the costs shown, and that it will be increasingly unlikely for the EPA to approve open windrow composting in the future.

Table 8 – Indicative organics processing costs²⁴

| Technology | Facility Size (tonne yr) | Indicative Processing Cost (\$/tonne) |
|--------------------|--------------------------|---------------------------------------|
| Windrow Composting | >30 000 | \$60 |
| | <30 000 | \$75 |
| Enclosed | >30 000 | \$75 |

²² Hyder Consulting 2009a, p. 62

²³ Hyder Consulting 2009a, p. 76

²⁴ Hyder Consulting 2009a, p. 57

| Technology | Facility Size (tonne yr) | Indicative Processing Cost (\$/tonne) |
|---------------------|--------------------------|---------------------------------------|
| Composting | <30 000 | \$100 |
| Anaerobic Digestion | >75 000 | \$125 |
| | <75 000 | \$150 |

Insufficient waste volumes in regional Victoria to reach scale economies limit investment in resource recovery technology. Additionally, processing costs are influenced by participation levels for collection services and population size. For metropolitan Melbourne, this issue has low impact due to higher population densities. However, for much of regional Victoria, with the exception of the major provincial centres, population density will continue to be a barrier to the viability of new processing infrastructure in some regions.

Investment in higher order technology is further inhibited by low cost alternative disposal at landfills and difficulty in finding suitable sites for the facilities due to planning constraints, as discussed in section 9.4 below. Finally, the high capital cost of new waste processing infrastructure prevents some local governments from investing in resource recovery technologies. The recent change in commodity prices is further compounding this issue due to uncertainty over the longer term prices and demand for recycled products.

9.4 Planning constraints

Statutory planning constraints and buffer distance requirements have proven to be barriers for some resource recovery facility developments, particularly for facilities that have high odour generating potential. Two RWMGs have indicated that they were unable to find a suitable site for composting facilities due to a combination of the respective local government's planning provisions and the buffer requirements as specified by the EPA (Table 9). Specifically, the Highlands RWMG have advised that while they were able to site an in-vessel composting facility within their region, proceeding with the facility would have required the Minister for Environment and Climate Change to recommend to the Minister for Planning a Site Specific Exclusion as the suitable land was zoned rural.²⁵

Table 9 - Indicative minimum buffer distance requirements for organics recycling facilities²⁶

| Facility type | Buffer distance to sensitive land use (m) | Buffer distance to surface water (m) |
|---------------------------------|---|--------------------------------------|
| Transfer facility | 300 | 100 |
| Enclosed aerobic ⁽¹⁾ | 500 | 100 |
| Anaerobic ⁽¹⁾ | 500 | 100 |
| Thermal treatment | 500 ⁽²⁾ | 100 |
| Open Windrow | 1,500 | 100 |

⁽¹⁾ Assumes that odour control equipment is employed at facility

⁽²⁾ This buffer distance is based upon that for waste incineration for plastic or rubber waste as documented in the *EPA Recommended Buffer Distances for Industrial Residual Air Emissions*

9.5 Landfill pricing and availability

Market failures, such as low landfill disposal costs and limited supply of some materials such as recycled aggregate also impact the development of markets for recycled products.

Landfill disposal prices in regional Victoria depend on several factors:

- > **The type of landfill employed** - e.g. solid inert waste landfills require less environmental controls and are hence slightly cheaper than landfills licensed to receive putrescible waste.

²⁵ Hyder Consulting 2009a, p. 54

²⁶ Hyder Consulting 2009a, p. 56

Costs associated with liners, leachate collection and landfill gas collection systems impact on the price of disposal.

- > **Landfill levies** - applicable to all Victorian landfills, with differential rates between metropolitan/provincial and rural landfills, and municipal and industrial waste;
- > **The carbon pollution reduction scheme (CPRS)** - analysis undertaken by Hyder Consulting as part of this Review indicated that between 15 – 25 landfills in regional Victoria would be subject to the requirements of the current Carbon Pollution Reduction Scheme. This would result in an increase in landfill disposal costs of between \$9 - \$36/tonne in regional Victoria.²⁷
- > **Local government pricing policies** - local governments are currently under charging landfill disposal costs as their prices do not recognise the full costs of landfill. Some local governments do this deliberately to discourage illegal dumping that accompanies rises in gate fees. The median disposal charge at regional Victorian landfills is significantly lower than the estimated full cost price for best practice landfills, as shown in Table 10.

Table 10- Current price paid by councils to dispose of council-collected garbage²⁸

| Local Government Category | No of Landfills Assessed | Actual Disposal Cost Range (\$/tonne) | Median Disposal Cost (\$/tonne) | Estimated full cost price of best practice landfill (\$/tonne) |
|-------------------------------------|--------------------------|---------------------------------------|---------------------------------|--|
| Major Provincial / Melbourne Fringe | 5 | \$41 - \$82 | \$50 | \$90 – \$110 |
| Rural Townships | 7 | \$35 - \$63 | \$46 | \$110 - \$130 |
| Small Provincial | 9 | \$30 - \$90 | \$56 | |
| Total Regional Victoria | 21 | \$30 - \$90 | \$48 | |

Another barrier to resource recovery in regional Victoria is the number of remaining landfills. Excessive and cheap landfills are a deterrent to resource recovery activity and investment in resource recovery technology. The viability of composting in regional Victoria is also dependent on the location of landfills and cost of waste disposal. The cost to landfill organics in regional Victoria has historically been lower than the cost to produce quality compost, restricting the development of the composting industry.²⁹

Table 11 – Landfills and RRCs in regional Victoria, 2006-07

| Region | Licensed landfills | Unlicensed landfills | RRCs |
|----------------------|--------------------|----------------------|------------|
| Barwon | 4 | 0 | 13 |
| Calder | 2 | 1 | 17 |
| Central Murray | 1 | 14 | 14 |
| Desert Fringe | 0 | 0 | 13 |
| Gippsland | 8 | 8 | 44 |
| Goulburn Valley | 9 | 1 | 33 |
| Grampians | 2 | 14 | 25 |
| Highlands | 1 | 4 | 11 |
| Mildura | 1 | 0 | 8 |
| Mornington Peninsula | 1 | 0 | 6 |
| North East | 4 | 1 | 34 |
| South West | 3 | 11 | 31 |
| Totals | 36 | 54 | 249 |

²⁷ Hyder Consulting 2009a, p. 54

²⁸ Hyder Consulting 2009, p. 31

²⁹ Hyder Consulting 2009a, p. 36

Resource recovery in border towns is further inhibited by cheap landfilling costs in NSW. There is evidence of materials being shipped across the border into NSW from the North Eastern and Mildura regions. The price differential between landfills is stark: Wangaratta landfill gate fees are \$90/tonne, while Albury disposal fees are \$40/tonne.

9.6 Poor product quality

As raised during the consultation sessions with local government and RWMGs, a common barrier to increasing resource recovery and marketability of products, particularly compost, is the quality of the product produced.

The ability of local governments and other private operators to produce high quality organic products is dependent on several factors. These include the quality of materials used in the processing (i.e. mixed or single streams, level of contamination), processing costs and markets for the end product. Low quality products are likely to be produced when there are limited controls over the feedstock for the composting or mulching process. This leads to a poor reputation for organic products.

The cost to produce organic products increases as controls become more stringent or processing becomes more advanced, which affects the overall cost of the product (see Table 8 above). However, higher quality products will have a stronger market than highly contaminated products. Marketability of organic products could be further enhanced when the product can be refined and blended with other materials to make soil conditioners, potting mixes and fertilisers.

There have also been instances where use of other recycled products, such as recycled aggregate or glass fines, have been overlooked due to a perception that the recycled product is inferior to virgin materials.³⁰

³⁰ Hyder Consulting 2009a, p. 63

10 Opportunities for increasing resource recovery

The potential for increased resource recovery in regional Victoria appears to be highest in the following areas:

- > organics recovery from the municipal and industrial sectors;
- > increased recycling of heavy construction and demolition wastes; and
- > increased recycling from the commercial sector through service coordination.³¹

In addition, during the consultations it was clear that many regional local governments and RWMGs believe that an essential component in making waste management less costly is to reduce the amount of waste that requires processing. There are positive signs already in relation to improving waste avoidance with the North Eastern region running a program looking at applying the waste hierarchy to organics waste management (see section 11.1.3). There are opportunities to reduce generation in regional Victoria using product stewardship, engagement, education and partnerships.

10.1 Centralising waste management

The greatest opportunity for resource recovery is in and around the large waste generating towns of Victoria.

As shown in Figure 1, there are a number of major waste generation centres in Victoria. The largest waste generating areas, with the exception of Geelong, are located primarily to the north-west and north-east of Melbourne, along major transport corridors to Bendigo, Ballarat, Shepparton and Wodonga.

There is opportunity to consolidate waste management around these large generating areas to achieve economies of scale in transporting and processing materials. While lower generating areas will still require active engagement and programs to reduce waste to landfill, efforts should be focused in and around the large waste generating towns.

10.2 Technology and infrastructure

10.2.1 Landfills and materials recovery facilities

Further closure of unlicensed landfills in regional Victoria would be expected to bring environmental benefits to regional Victoria as materials are taken to sites with higher engineering and environmental controls. Adoption of full cost pricing at landfills would also provide a greater incentive for local governments and waste companies to adopt resource recovery alternatives.

Rationalisation of MRFs into larger facilities located in large waste generating towns and along strategic transport corridors could result in higher recovery at lower cost.

10.2.2 AWT and energy from waste

While the cost of higher order processing is currently much greater than landfill disposal costs, this price differential is anticipated to reduce over time as more local governments shift to full cost landfill recovery and the impacts of a carbon trading scheme take effect.³²

Appropriately sized AWTs located on major transport corridors and in large waste generating provincial centres are more likely to be viable due to economies of scale and higher waste volumes.

There is also the opportunity for areas adjoining metropolitan Melbourne to send waste materials to Melbourne AWTs. The possibility of regional facilities receiving materials from outer metropolitan areas is also an opportunity being considered by some RWMGs.

Building small scale AWTs or energy from waste facilities is another opportunity in regional Victoria, particularly for areas where material volumes are too low to justify major processing facilities. The South Western RWMG indicated during the RWMG consultation sessions that the Glenelg-Hopkins

³¹ Hyder Consulting 2009a, p. 46

³² Hyder Consulting 2009a, p. 65

Catchment Management Authority is conducting a study into the possibility of pyrolysis application within the region. The pyrolysis would produce energy and also biochar which has application as a soil conditioner. Ararat Rural City Council and the Northern Grampians Shire Council (within the Grampians RWMG) are also undertaking a study into the feasibility of a small scale multi-feedstock bio-energy facility. There is also an opportunity to for cross regional sharing of the outcomes of these analyses.

Local energy from waste facilities may provide solutions for dealing with problem wastes in regional Victoria while at the same time providing an alternative energy source. These types of facilities may also be useful for alpine areas where composting organic waste is difficult in winter due to sub-zero temperatures.

The adoption of full cost landfill pricing will assist in making these facilities viable.

10.2.3 Organics processing

As discussed in section 9.3 above, it will become increasingly unlikely that future open windrow composting facilities will be approved by the EPA.

Consequently, in-vessel composting facilities located in major towns and along transport corridors provide the best opportunity to enhance organics recovery and production of high quality, marketable organic products. Such facilities could viably accept materials from a 50km radius.³³ To further enhance the viability of the facilities, it may be necessary to receive materials from both the municipal and C&I sectors. Any organics facilities commissioned could also provide an avenue to recycle low value soiled paper and cardboard.

Concerns over disease propagation have restricted the use of recovered garden organics for higher level markets, such as horticulture and viticulture. To achieve a higher level end use of dropped off garden organics and increase the market for recovered organics in regional Victoria, an opportunity exists to undertake pre-processing of dropped off organics at small scale landfills and RRCs.

One option is to pasteurise dropped-off garden organics through regular mulching and turning (e.g. using a bucket loader), over a 2 – 4 week cycle, with subsequent delivery of the pathogen-free material to farms and horticulturalists. This opportunity is most applicable to those sites receiving less than 100 tonnes per month (1,200 tonne/yr) of garden organics. Sites that receive and process more than 100 tonnes per month of organics are subject to EPA works approval and licensing (Environment Protection (Scheduled Premises and Exemptions) Regulations 2007).³⁴

Opportunities also exist to co-process organic materials with biosolids and commercial sludges. The potential for co-processing is largely dependent on overcoming concerns with heavy metal and salt content in biosolids and sludges and ensuring there are end markets for the final product.

The adoption of full cost landfill pricing will assist in making organic processing in regional Victoria viable.

10.3 Market development

Producing organic products from waste materials in regional Victoria has a marketing advantage over Melbourne-based products due to close proximity to horticulture and agricultural markets. Regional facilities will be better placed to adapt and respond to local markets than Melbourne-based facilities.

An incentive for changing current land use practices can be provided through addressing concerns with pathogens and weeds in some organic products. Marketing organic products will be easier if products can meet Australian Standard requirements for pasteurisation.

Markets for organic materials include viticulture which is widely practised in areas surrounding Mildura, Swan Hill, Wodonga and Bendigo. Organics market opportunities also exist in the fruit growing areas of the Goulburn Valley region, Mildura and Swan Hill. Intensive horticultural practices in north eastern Victoria and Mildura provide another market opportunity to exploit organics materials. High quality organic products from regional facilities could help meet the needs of this

³³ Hyder Consulting 2009a, p. 66

³⁴ Hyder Consulting 2009a, p. 67

industry, particularly as the need for water retention increases as rainfall remains below average across most of the state.

In areas where organics processing is less viable, on-site composting provides a further opportunity for managing organic wastes in regional Victoria.

There are also opportunities to market recycled C&D products for use in road construction and building. Glass fines, which have a low value, also have potential for greater uptake in regional Victoria.

In addition, opportunities exist to increase the amount of recycled product purchased by state and local governments.

10.4 Networks and information

There are opportunities for enhanced knowledge sharing between regional Victoria and metropolitan Melbourne to enhance resource recovery. Knowledge gained through the VARRI process can be shared with regional areas to assist in the procurement of higher order technologies.

As discussed during consultations with RWMGs and local governments, REOs are frequently called upon to provide advice on other 'sustainability' areas including energy and water.

Strengthened linkages between RWMGs and state government agencies such as Sustainability Victoria, DSE and EPA provide a further opportunity to enhance regional knowledge networks and information sharing and to better meet the information and advisory needs of individuals, communities, businesses and local governments across regional Victoria.

11 Potential of regional bodies to enhance resource recovery

11.1 RWMG achievements

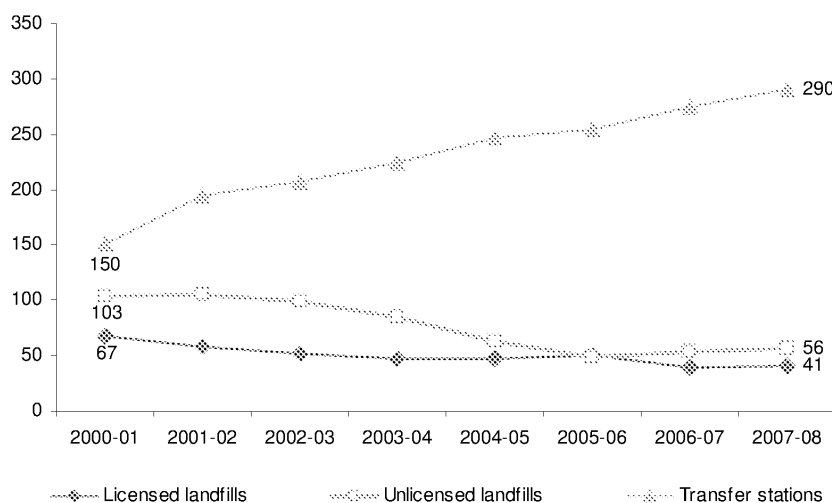
RWMGs have achieved some significant improvements in landfill rationalisation, resource recovery program implementation, community education and innovation since they were established in their current form in 1996. They have made a valued contribution to both the perception and reality of a clean, green regional Victoria.

11.1.1 Resource recovery improvements

RWMGs have worked with member councils over the past ten years to rationalise the number of both licensed and unlicensed landfills, increase in the number of resource recovery facilities and the expand of kerbside waste and recycling collection services.

As shown in Figure 3, the number of landfills in Victoria has decreased by almost half since 2000-01 while the number of RRCs has almost doubled to 290. Rural townships and small provincial local governments maintain 240 (83%) of Victoria's RRCs, reflecting the need in rural communities for drop-off facilities. Of the eight new RRCs established in Victoria in 2007-08, five were in regional and rural Victoria.

Figure 3 - Number of licensed / unlicensed landfills and resource recovery centres, Victoria 2000-01 to 2007-08³⁵



There are now over 640,000 regional Victorian households (90%) with access to kerbside recycling services. For the first time in 2007-08, the move by Loddon Shire to kerbside recycling means that all Victorian local governments now have a kerbside garbage and recyclables service.

All RWMGs have prepared regional waste management plans for their regions and have worked with their member councils to implement and promote the plans.

Most RWMGs have set performance targets for municipal waste reduction programs and are working towards achieving these targets through focussed education programs aimed at residents, schools and the broader community.³⁶

³⁵ Sustainability Victoria 2009, p. 57

³⁶ There are few measures to determine the effectiveness of these programs.

As indicated above, most RWMGs are actively working with their member councils to develop, implement, support and promote municipal waste reduction and recycling programs.

Programs implemented at the local level include the Waste Wise schools and business program (now ResourceSmart) and litter education. RWMGs have also played an important role in coordinating the Waste Wise, Detox Your Home and DrumMuster programs. Other programs to manage problem materials such as silage, e-waste and expanded polystyrene have been developed by some individual RWMGs to facilitate greater resource recovery of these materials in their regions.

Many RWMGs assist local councils to obtain Sustainability Victoria grant funding for infrastructure (e.g. RRCs) and modernising waste management practices (containment and collection), as well as assisting councils to secure grants/funding for projects through other government bodies, commercial sources and community groups.

A number of RWMGs have also been successful in securing funding for resource recovery or education projects in their region from a range of organisations including Sustainability Victoria, the National Packaging Covenant and the Sustainability Fund.

11.1.2 Education and partnerships

The role of RWMGs in educating communities is of particular importance in regional Victoria as many regional and rural local governments do not have dedicated staff to educate their communities about waste, resource recovery and avoidance.

RWMGs are generally well regarded by local governments and other stakeholders for their work in promoting and co-ordinating waste and recycling community education in their regions. RWMGs have also developed local and cross-regional education programs such as Blinky Bulb, the Regional Data Collection and Performance program and the Sort and Save RRC Campaign.

The Waste Wise program, which facilitated a shift in attitude towards waste, has been successfully implemented by all RWMGs. RWMGs have also created new ways to engage and educate the community through education initiatives such as 'mobile MRFs' where waste thrown into bins at events is sorted in front of people to raise awareness of the importance of recycling and placing materials in the right bin. Some RWMGs have also facilitated sustainability workshops with local schools, businesses and local governments to enhance waste, energy and water knowledge held by the community.

REOs are regarded by stakeholders within their regions as effective in educating regional and rural communities. The roles of REOs have included network development and linking organisations interested in waste such as local and state government, community groups, schools and industry.

11.1.3 Innovation

Some RWMGs, particularly the larger RWMGs, are actively promoting, commissioning and undertaking research into waste management. Such research includes assessments of the viability of organics collections and processing, evaluation of energy from waste technologies, waste audits, recycled product market assessments, development of data management systems and community satisfaction surveys. Some specific innovative projects of RWMGs include:

- > A partnership with a local support service to dismantle e-waste established by South Western RWMG.
- > An organics program - Applying the waste hierarchy to organics waste management in north east Victoria – being undertaken by the North Eastern RWMG;
- > Participation in the development of a Peninsula 'Eco Display' by Mornington Peninsula RWMG;
- > Development of an expanded polystyrene take-back and treatment program by Mildura RWMG;
- > Development and roll out of the Blinky Bulb program by Highlands RWMG;
- > An Environmental Ambassadors program for years 9 and 10 students developed by the Grampians RWMG;

- > A Region-wide e-waste recycling program developed by the Goulburn Valley RWMG;
- > Development and facilitation of a region-wide e-waste collection service by Gippsland RWMG;
- > Facilitation of steel collection from farms by Desert Fringe RWMG;
- > Waste Wise Gold Certification by Central Murray;
- > Development of an education program to promote waste sorting for commercial waste generators in the Calder RWMG; and
- > Facilitating the DiCOM AWT facility establishment by the Barwon RWMG.

11.2 RWMG Challenges

In their current form, RWMGs face a range of challenges in delivering waste minimisation and resource recovery strategies for communities across their regions. These challenges make the achievements outlined above more significant. They also highlight the potential of regional resource recovery bodies to make an even more substantial difference to resource recovery in regional Victoria if these issues are addressed.

While the TZW Strategy recognises that beyond large regional centres much of regional and rural Victoria will find it more difficult to meet the targets, there are other challenges faced by RWMGs that in some cases mirror the broader barriers to resource recovery, and in other cases are specific to the size, structure, functions and associated resourcing of the Groups themselves.

Distance, disparate and small communities, limited access to, and the high costs of, transport are all barriers covered in section 9 above. While the TZW Strategy recognises the importance of the larger regional centres in meeting the targets, insufficient emphasis has been placed, at a state and regional level, on those centres and the transport corridors that run to and through them to increase the efficiency and effectiveness of resource recovery and reprocessing in regional Victoria.

While all regional local governments and their communities are committed to more sustainable management of waste and to increasing resource recovery, local governments are also bound by the need to provide the most cost-effective waste services to their communities. Consequently, to remain fiscally responsible, local governments assess the cost of recovery and reprocessing against the value of the final product.

While some RWMGs, in partnership with local governments and industry, have sourced viable end markets for the sale of reprocessed products emanating from their regions, a lack of cross regional coordination, insufficient volumes and lack of market development expertise has hindered the growth of regional resource recovery, reprocessing and sale of recovered products.

In addition, the responsibilities of RWMGs and local governments under the *Environment Protection Act 1970* and the *Local Government Act 1989* respectively result in complex processes for the facilitation, negotiation and commitment to within-region and cross-regional contracts for waste management, resource recovery and reprocessing contracts. Such contracts provide the opportunity to increase waste volumes to viable levels to encourage reprocessing and access to end-markets.

Currently, RWMGs are able to facilitate regional contracts but each local government must separately approve and sign them. While it is not suggested that RWMGs should bear the risk and liabilities associated with such contracts, the approach to contracting adopted for the MWMG should inform the future role for regional waste bodies in this area. The MWMG can negotiate with resource recovery businesses on behalf of local governments within the metropolitan region and enter into those contracts with the local governments remaining accountable for the risk and liabilities associated with those contracts.

This approach provides for ease of coordination, more homogenous waste streams for resource recovery businesses and the volumes necessary to make reprocessing and access to end markets more viable.

RWMGs are small organisations with only two and in a few cases three to five additional part-time staff to effect changes in behaviour and the development of resource recovery infrastructure and markets across large regions. While their statutory authority status has the benefit of independence,

it also brings with it substantial governance responsibilities and administrative overheads. On average, between 15% and 25% of total core expenditure is being spent on governance, hampering their capacity to deliver change on the ground.

During the consultations there was ample evidence across all of the RWMGs of EOs and REOs working hard to meet the needs of their communities. However, what is also common to all are the increasing demands on their time to provide advice and expand resource recovery activity and their communities' need for broader advice and assistance in relation to energy and water.

The context in which RWMGs are operating is changing. State-wide plans for market-driven resource recovery, combined with the intended introduction of a national carbon pollution reduction scheme and the changing perceptions and needs of regional communities in relation to sustainability, requires a more strategic, proactive and coordinated response for regional Victoria within a broader, integrated state-wide resource recovery and sustainability framework.

As indicated in section 8, RWMGs are only formally responsible for 7% of Victoria's waste. Against this measure, the level of state government investment in the operations of the 12 RWMG statutory authorities seems out of proportion with the potential outcomes of delivering on TZW. It also seriously limits RWMG's capacity to influence resource recovery outcomes in regional Victoria.

However, when the total waste generated in regional Victoria is taken into account (26%), encompassing MSW, C&I and C&D, there is clearer rationale for state investment to deliver on TZW. It necessitates more strategic structural arrangements, the expansion of RWMGs' role to include responsibility for C&I and C&D; and capacity building in relation to RWMGs' expertise to create and foster markets for regionally recovered materials. It also requires access to expertise in energy and water and potentially biodiversity.

11.3 Implications for delivery of TZW

The changing needs and developments within regional Victoria brings new opportunities for more strategically structured regional waste bodies. However, any changes to RWMGs must result in enhanced ability to achieve the objectives, targets and actions of the TZW Strategy. Regional Victoria generates over one quarter of all waste in Victoria and plays an important role in helping Victoria meet TZW.

11.3.1 Regional/Local Delivery

In considering change, emphasis must be given to the importance of regional/local delivery of education and waste programs which the analysis and consultations underpinning this paper demonstrate are critical to the success of resource recovery in regional Victoria. The continued involvement of local governments, local business and communities in taking action to increase resource recovery are essential to a longer-term strategic approach.

There is potential for regional bodies to enhance local networks and partnerships so that programs dealing with waste, resource recovery, energy and water can be delivered uniformly across the state. As local people hold valuable knowledge about the needs of their communities, there is further potential to tailor programs to suit individual community needs. Delivery of programs into regional Victoria will rely on strong partnerships with regional bodies and local governments.

As part of any future role, regional bodies will still need to plan, target and work with local governments and selected businesses and industries to deliver greater efficiencies in resource production and processing. Future bodies will also need to work within all three waste streams to promote the benefits of achieving outcomes as high up the waste hierarchy as possible.

In addition, continuing priority must be given to the objectives of local governments for waste management and resource recovery within the state-wide market driven resource recovery framework. In particular, the need to support local governments to provide both resource and cost effective waste services to their communities.

11.3.2 Education and network development

In addition to regional/local provision of services, it was clear throughout the consultation sessions held with local governments that the most valuable attribute of RWMGs was their delivery of education to regional Victorian communities.

Any future structural model must enhance the potential of regional bodies to extend this education so that a broader cross section of the community can benefit. This education would need to extend beyond the MSW sector and into the C&I and C&D sectors. Such an extension would be beyond the capacity of existing RWMG resources and structures.

Education delivery will also need to shift to a focus on behaviour change and broad scale engagement with business, government and communities. Such programs should be developed centrally, with regional input, to allow for a consistent state-wide approach and message. Within that state-wide approach, however, regions would be able to customise programs to meet the specific needs of their communities.

The local networks developed by both REOs and EOs in regional Victoria must form the foundations of any extension of activity across the three waste sectors and the broader sustainability sector. The strengthening of these networks, together with stronger links to state bodies including Sustainability Victoria, DSE and EPA Victoria, is essential to allow expertise in other areas including water, energy and biodiversity to be tapped into to deliver the broader sustainability message deep into regional Victoria.

In particular, networks should continue to be facilitated with catchment management authorities, water authorities, Landcare groups, state government agencies and greenhouse alliances.

12 A more strategic approach to delivering on TZW in regional Victoria

The analysis and consultation supporting this paper illustrate the improvements that have occurred in resource recovery and waste management across regional Victoria since 1996.

However, this data also demonstrates the need for further improvement to strengthen regional Victoria's capacity to deliver on the TZW Strategy targets. Some of these improvements are common across regional Victoria such as transport, product quality, insufficient volumes of materials and limited market development capacity. Some relate more specifically to the structure, functions, operations and resourcing of the RWMGs themselves.

All can be addressed by a more strategic, state-wide coordinated approach to meet the needs of regional Victoria and take advantage of the opportunities offered by regional Victoria to increase resource recovery and the reprocessing of materials for delivery to existing, emerging and new markets.

These resource recovery and market opportunities, like the programs to support them, *must* be customised to reflect the particular characteristics and opportunities offered within and across regions. It is clear that while the market driven resource recovery activities of regional Victoria should sit within an integrated state-wide framework, specific opportunities and needs will differ between regions.

Therefore, the future directions proposed in this paper give priority to optimising cross-regional opportunities while allowing for within-region customisation and local action specific to those regions (where it is deemed cost efficient and effective by the local governments, businesses and communities within those regions).

12.1 Clarifying roles and responsibilities

A strong message came through the consultations in relation to the need to clarify the roles and responsibilities of the various state and local government agencies involved in resource recovery in Victoria. As landfill becomes socially, environmentally and economically the least preferred option for waste management, the focus for government at all levels will be on greater resource efficiency.

A broad summary of those roles is outlined below. More specific responsibilities differ for each model, reflecting the difference in governance and operational responsibilities encapsulated in the different models.

12.1.1 State Government

The State government will continue to have responsibility for the development of state-wide strategies and plans to minimise waste generation and increase resource recovery across Victoria. It will also continue to provide support and information to regional Victoria to enhance resource recovery and avoidance opportunities. This support will be provided through the strategic tools identified in the TZW Strategy (section 3.1.1)

There is also an opportunity to change the way regional bodies interact with the state government by providing a single point of contact for future regional bodies.

12.1.2 Regional bodies

While regional bodies have achieved demonstrable improvements in landfill rationalisation and resource recovery since 1996, the challenges they are now facing necessitate a major step change in their structures, funding, governance and operational responsibilities in order to enable them to take advantage of opportunities to improve their contribution to the TZW Strategy targets.

These changes should continue to recognise the importance of regional and local planning and delivery. Specifically, they should allow for the continued involvement of local governments, businesses and communities in taking action to meet the changing aspirations of their communities

for a sustainable future through the provision of cost efficient and effective waste and resource recovery services.

This includes broadening the role of regional waste bodies to include responsibility for C&I and C&D materials, in addition to the current MSW focus, and to expand their expertise across the broader sustainability sector. This would require a change in legislation.

The future structural, funding, governance and operational arrangements for regional waste bodies will need to ensure that they are adequately resourced to deliver the TZW Strategy and parts of the SIWMP once it is released (see section 3.1.4).

12.1.3 Local Governments

It is essential that local governments remain involved in the planning and management of municipal waste in regional Victoria.

Within local governments, it is clear that stronger links between regional bodies and local economic development officers to facilitate recovery of resources from the C&I sector would be extremely valuable. Local governments will also continue to be a crucial player in delivering and implementing strategies and programs to their local communities with support from regional bodies and the state government.

12.2 Guiding Principles and assessment criteria for future regional structures

In determining future directions to deliver on the Victorian Government's objectives for market-driven resource recovery across regional Victoria, the analysis and consultations highlight **ten** fundamental principles to guide changes to the structure, funding, governance and operations of RWMGs:

PRINCIPLES

- > **A stronger focus on structures, programs and relationships to strengthen regional Victoria's capacity to deliver on the TZW Strategy targets.**
- > **Giving regional waste bodies responsibility for regional planning of all three waste streams – MSW, C&I and C&D.**
- > **The importance of strategically channelling waste across regional Victoria to enhance the viability of reprocessing through increased economies of scale.**
- > **The need to build the capacity of regions to identify and develop end-markets for reprocessed products.**
- > **The importance of retaining regional/local delivery of resource recovery planning and programs.**
- > **The significance of retaining local government participation to reflect local government's role in the management of MSW and to develop stronger links between state and local government resource recovery initiatives.**
- > **The value of involving skills-based directors in the governance of the regional waste bodies.**
- > **The critical need to increase efficiency and reduce duplication and bureaucracy in the operations of regional waste bodies.**
- > **The benefits of continuing the emphasis on education and regional/local network facilitation.**
- > **The opportunity to increase the reach and impact of state government sustainability programs across regional Victoria.**

These Principles, which have been drawn from the analysis and consultations that have informed this Review, have been transformed into a set of assessment criteria to analyse potential future models. The assessment criteria are used to determine the relative advantages and disadvantages of each model and to determine the efficiency and effectiveness of each model in relation to the Victorian Government's objectives for market driven resource recovery across regional Victoria.

These criteria also draw on a set of principles created by the AVRWMG as part of the work conducted by Hyder Consulting to inform the Association's consideration of future directions. The assessment criteria, and the Principles on which they are based, are designed to ensure that a future regional model is able to achieve a broad set of objectives

An explanation of each assessment criterion follows. Each of the models presented in section 14 has been scored against the score scale in Table 13. The results against each model are shown in Table 14.

12.2.1 Ability to meet TZW targets and actions

A future regional structure must play a critical role in achieving the TZW targets and actions. The future model needs to be designed to enable significant waste avoidance and resource recovery improvements including state-wide coordinated approaches to increase the reuse and recycling of materials and the minimisation of waste generation.

12.2.2 Broader roles and responsibility: planning for all three streams of waste

The future structure would have responsibility for all three streams of waste: municipal; C&I; and C&D. This broader responsibility would encapsulate planning for, and educating about, all three streams.

12.2.3 Ability to achieve economies of scale

The future model must enable economies of scale to be achieved through strategic positioning of boundaries and offices that align with waste generation centres, communities of interest and current and potential waste flows into those centres. Economies of scale will be achieved through material volumes and the use of transportation corridors to allow efficient movement of materials. Regional contracts may also need to be facilitated to increase volumes and create cost efficiencies for regional local governments. Achievement of economies of scale will lead to an increase in economic activity in regional Victoria.

12.2.4 Market development potential

The preferred model must emphasise and provide capacity for the development and enhancement of markets (local, metropolitan, interstate and overseas) for products produced from waste in regional Victoria. The preferred structure should consider communities of interest where markets can be readily facilitated through the availability of homogenous waste streams and economies of scale can be achieved through larger volumes.

12.2.5 Local/regional delivery of resource recovery programs

The future model will aim to keep 'green jobs' in regional Victoria by retaining local officers to plan and manage waste and resource recovery within regional Victoria. Local delivery enables the Victorian government to work in partnership with local officers to tailor programs and services to suit individual communities, and will provide the opportunities for Victorian Government programs to reach deep into regional Victoria.

12.2.6 Local government participation

The proposed model must ensure that local governments remain active participants in the management of municipal waste within their respective regions. Local governments are important partners for delivering programs and education deep into regional Victoria, and for providing advice or support required to help regional Victoria achieve the TZW targets and actions.

12.2.7 Ability to involve skills based directors, including from private sector and community organisations

The preferred model should emphasise the importance of skills-based local government, private sector and community organisation representation so that a broader, skills-based perspective can be brought to planning for waste management in the regions. Members of future governing bodies should be appointed firstly on the basis of skills, followed by representation from local governments. The appointment of skills based directors will ensure that the future regional model has the capacity for regional strategic waste planning that benefits the municipal, C&I and C&D sectors.

12.2.8 Increased efficiency, reduced duplication and bureaucracy

The proposed model must maximise efficiencies in service delivery and minimises costs. It should enable more cost effective application of existing dollars; and strengthen ongoing viability through a consolidation of resources that reflects the more strategic positioning of boundaries and offices to align with waste generation centres, communities of interest and current and potential waste flows into those centres (13.1.3 above). Duplication, governance and administration must be substantially reduced to deliver cost benefits into the future.

12.2.9 Education delivery and network facilitation

The future model should enable the continuation of the effective local delivery of waste education. The model should also allow for the enhancement of networks and access to specialists to provide broader education (i.e. water and energy) where regional groups are not resourced to do so.

12.2.10 Delivery of and increasing the reach and impact of Victorian Government programs

The proposed model should enable Victorian Government sustainability education and resource recovery programs to be delivered directly into regional Victoria. It should provide the opportunity to extend the reach and impact of Victorian Government resource recovery programs through utilisation of regional networks and knowledge and strong relationships with local governments.

12.3 Weightings against the criteria

Each assessment criteria has been given a weighting to highlight criterion that are critical in a future model.

Table 12 – Assessment criteria score scale

| SCORE SCALE | WEIGHT |
|---|--------|
| Fundamental | 4 |
| Essential in a future delivery model | 3 |
| Very important in a future delivery model | 2 |
| Important in a future delivery model | 1 |

The weighting for each criterion, which can be seen in Table 13 below, directly reflects the purpose of this Review, the objectives of state and local governments and other bodies for resource recovery in Victoria (section 7); and the findings from the analysis and consultations underpinning and informing this Review. As shown in Table 14, the performance of each model is scored against the criteria using a 10 point score scale, whereby 10 shows that the model exceeds performance, whereas a score of 1 means the model does not meet the requirements of the criteria.

Table 13 – Assessment criteria and weighting

| ASSESSMENT CRITERIA | WEIGHT |
|---|--------|
| Ability to meet TZW targets and actions | 4 |
| Broader roles and responsibility: planning for all three streams of waste | 3 |
| Ability to achieve economies of scale | 3 |
| Market development potential | 3 |
| Local/regional delivery of resource recovery programs | 3 |

| ASSESSMENT CRITERIA | WEIGHT |
|---|--------|
| Local government participation | 3 |
| Ability to involve skills based directors, including private sector & community organisations | 2 |
| Increased efficiency, reduced duplication and bureaucracy | 2 |
| Education delivery and network facilitation | 1 |
| Delivery of and increasing the reach and impact of Victorian Government programs | 1 |

13 Future directions for regional bodies

This Review set out to identify future directions for RWMGs based on evidence of the state of waste in Victoria today, the analysis of market drivers and barriers to resource recovery in regional Victoria and the views and experience of RWMGs, regional local governments, regional communities and representatives of waste businesses operating in regional Victoria.

Its purpose is to enable the Victorian Government to plan future structural, funding, governance and operational arrangements and activities for RWMGs to improve regional Victoria's capacity to deliver on the Government's TZW Strategy targets while enabling local governments to provide waste services to their communities at more cost effective levels.

The principles, assessment criteria and the roles and responsibilities identified in section 12 above guide the exploration of potential models for future regional bodies.

Consistent with the Victorian Government's commitment to reducing red tape and undertaking fiscally responsible strategic change, the analysis of the future models is predicated on the principle of cost neutrality.

Funding for all of the future models is predicated on funding the core activities of regional bodies from the landfill levy. The funding allocation excludes the gap funding currently received by RWMGs (funding is due to cease at the end of 2009/10). The current RWMGs structure is operating beyond the available budget as provided through the landfill levy (see Table 2). In assessing future options, higher scores have been attributed to models where greater cost efficiency can be achieved and where models can be shown to operate within an acceptable range of the available landfill levy funding.

Future structural models

A number of models are proposed for the future regional structures of RWMGs. The future models are presented below followed by an analysis on the strengths and weaknesses of each model:

- > Status quo
- > Status quo: C&I / C&D
- > Single RWMG
- > Consolidated RWMGs: 7 regions
- > Regional Business Units (RBU)

13.1 Status quo

Under this scenario, no changes are proposed to the current RWMG structure or responsibilities other than some adjustment to funding levels for REO salaries.

13.1.1 Advantages

- > Maintaining the status quo negates the need for any structural, boundary or legislative change.
- > Local delivery of waste education is maintained.
- > There is a high level of engagement by, and with, local government.

- > Existing networks and partnerships utilised by local government to enhance resource recovery and knowledge are maintained.
- > Financial contributions towards projects continue to be provided by local government.

13.1.2 Disadvantages

- > There is an inability to meet government waste objectives by not having responsibility for C&I and C&D materials.
- > RWMGs currently have high governance costs: up to 25% of total core expenditure is allocated to governance, thereby diverting resources away from on-ground delivery and action. RWMGs are also overseen by a board of directors that supervises 2 staff and administers budgets of less than \$400,000 per annum. While only 6% of costs are directly associated with governance, when combined with expenditure on internal and external audit and board director fees, up to 25% of total budgets are devoted to corporate governance.
- > Significant inefficiency exists by retaining 12 separate organisations to manage only 7% of Victoria's municipal waste through duplication of roles, programs, governance and administration across the 12 regions.
- > There is no coordinated, state-wide approach to waste management and inconsistent waste planning exists across the 12 regions.
- > RWMGs suffer a high risk of corporate knowledge loss with staff turnover.
- > There is varying resource recovery performance across the 12 regions and different accountability frameworks for each EO making regional comparisons of EO and RWMG performance difficult.
- > Funding constraints and the employment of only 2-6 people per region limit the ability to obtain the broad skills mix and capabilities necessary to deliver on TZW objectives.
- > The current structure restricts engagement with central state authorities due to the large number of regions and the significant number of meetings held across the 12 regions.
- > Current regions are based on existing boundaries, therefore limiting resource recovery and market enhancement opportunities associated with waste generation centres, transport links and economies of scale.
- > Role conflict arises for REOs when communities ask for broader sustainability education and advice.
- > There are limited available resources within the current structure to deliver Victorian Government strategic education campaigns and messages.
- > Budgets are set at a level that do not allow for discretionary or project based funding and can affect delivery of programs. This results in RWMGs expending time and effort applying for project grants without any guarantee of success.
- > Further financial limitations are experienced by RWMGs when maternity and long service leave arrangements activate, draining additional financial resources out of RWMG budgets.
- > There are substantial annual costs to SV and DSE to review and approve 12 separate business plans and annual reports.

13.1.3 Resourcing

Resourcing of RWMGs would remain similar:

- > Estimated landfill levy income: \$2,787,056
- > Estimated employment costs: \$1,977,255
- > **Total estimated operational costs (including employment costs): \$3,046,962**
- > **Estimated funding gap: \$259,906**
- > **Total employees: 25**
 - o 1 executive officer per region (12); and
 - o 1 REO funded per region, with the exception of Gippsland RWMG which currently has 2 landfill levy-funded REOs (13).

Changes to financial resourcing would occur to ensure that REOs salaries were indexed annually. The locations of offices would remain the same. With landfill levy income for RWMGs averaging at \$2.79 million per annum between 2006-07 and 2011-12, adjustments to expenditure will need to be made under this model as no additional gap funding will be provided beyond 2009-10 to cover the current overspend. Governance obligations would still rest with each RWMG due to their continued status as statutory authorities.

13.2 Status quo: C&I / C&D

This scenario proposes that RWMGs remain the same in structure, however, responsibilities are broadened to cover all three streams of waste. There is no change in RWMG funding allocation other than indexing REO salaries and a shift of funding from project delivery to salary costs to provide expertise to assist RWMGs to extend their remit to C&I and C&D.

13.2.1 Advantages

The advantages of the Status Quo: C&I / C&D model are the same as listed for the Status Quo model (section 13.1.1). The additional advantages associated with the Status Quo: C&I/C&D model are presented below:

- > RWMGs have legislated responsibility for all three streams of waste.
- > Three market development facilitators would be employed to develop markets in regional Victoria from within existing RWMG staffing levels.

13.2.2 Disadvantages

The disadvantages of the Status Quo: C&I / C&D model are the same as listed above for Status Quo model (section 13.1.2). The additional disadvantages associated with the Status Quo: C&I/C&D model are presented below:

- > RWMGs have a limited ability to appoint private sector professionals to boards due to group debt liability resting with local governments. It is viewed as inappropriate to have directors on boards that are exempt from liability. There are also potential conflict of interest issues if private sector organisations are appointed to RWMG boards.
- > The proposed model will operate within the current budgetary and resource constraints of the Status Quo thereby inhibiting effective planning, education and program delivery for all three waste streams.
- > Significant inefficiency exists by retaining 12 separate organisations to plan for only 26% of Victoria's solid waste through duplication of roles, programs, governance and administration across the 12 regions.

13.2.3 Resourcing

Resourcing of RWMGs would remain similar to the Status Quo model:

- > Estimated landfill levy income: \$2,787,056
- > Estimated employment costs: \$2,214,834
- > **Total estimated operational costs (including employment costs): \$3,284,542**
- > **Estimated funding gap: \$497,486**
- > **Total employees: 28**
 - o 1 executive officer per region (12);
 - o 3 market development facilitators; and
 - o 1 REO funded per region, with the exception of Gippsland RWMG which currently has 2 landfill levy-funded REOs (13)

As with the Status Quo model above, adjustments to expenditure will need to be made under this model as no additional gap funding will be provided beyond 2009-10 to cover the projected overspend of the Status Quo: C&I/C&D model.

13.3 Single RWMG

This scenario proposes merging all RWMGs into a single statutory authority utilising a similar model to that adopted for the MWMG. The single RWMG would have responsibility for all three streams of waste across regional Victoria. Under this model, Mornington Peninsula RWMG would be amalgamated with the MWMG. Directors would be appointed by the Minister, which would reduce direct representation from individual local governments, industry and communities.

The single RWMG board would be underpinned by a RWMG Waste Forum with broader involvement of stakeholders from across regional Victoria in much the same way as the MWMG, but would need to have regional chapters given the distances across regional Victoria and the importance of encouraging local participation in waste planning and resource recovery.

For operational purposes, this model could have up to five regional offices centred around the larger waste generating regional centres and linked into the transport corridors across Victoria.

13.3.1 14.4.1 Advantages

- > The RWMG has legislated responsibility for all three streams of waste.
- > A high level of efficiency would be attained through minimising duplication of roles, planning and project development associated with having 12 independent statutory authorities.
- > The structure allows for a coordinated, consistent and strategic state-wide approach to resource recovery particularly for issues that currently affect multiple regions such as litter, waste generation by tourists and kerbside recycling behaviour.
- > There is potential for more strategic interaction with state government and the Metropolitan Waste Management Group as the number of RWMGs is reduced to 1 making liaison more manageable.
- > Duplication of operations and governance that is endemic in the Status Quo model is largely eliminated. Anticipated savings in operating and corporate governance costs of 30% each could result in additional budget to plan, develop and deliver waste education and other waste programs.
- > There is centralised corporate administrative and IT support, removing the need for individual RWMGs to provide their own IT. This also ensures a standard web domain name and email addresses for all employees, as opposed to the wide variety of current domain names and email addresses of RWMGs.
- > The number of REOs remains the same and the REOs continue to be based locally.
- > Existing networks and partnerships utilised by local government to enhance resource recovery and knowledge are maintained.

13.3.2 Disadvantages

- > Local government may feel disengaged as not all 49 regional councils can be represented on the RWMG board. Some local governments may resent losing decision making capacity and voting rights.
- > Local government contributions to projects may dry up if councils cannot see contributions directly benefiting their local communities.
- > Legislative amendments are required.
- > There is less staff time to focus on strategic waste planning and delivery for the three waste streams.
- > There would be increased travel time for some employees and for the board members.
- > There is the potential for a reduction in local delivery and buy in unless structures to counter this are set up including local offices for REOs.

13.3.3 Resourcing

Resourcing of the single RWMG would be as follows:

- > Estimated landfill levy income: \$2,787,056

- > Estimated employment costs: \$1,805,970
- > **Total estimated operational costs (including employment costs): \$2,639,874**
- > **Estimated funding surplus: \$147,182**
- > **Total employees: 23**
 - o 1 executive officer;
 - o 2 planning officers;
 - o 5 regional managers;
 - o 1 education manager
 - o 1 administrative officer; and
 - o 13 REOs based in their current locations.

It is proposed that there are only 5 regional managers (instead of the 7 proposed under the RBU model), as it is anticipated that significant efficiency gains will be made through the abolition of 12 regions down to one. The focus of the roles under this model will shift to ensure diverse skills are present within the RWMG. The role of the planning officers will be on the development of local markets and the achievement of local government and industry waste objectives.

Under this model no adjustments to expenditure will need to be made as expenditure falls under the allocated landfill levy allocation. Surplus funds can be redirected into project activities.

13.4 Consolidated groups – 7 RWMG structure

This scenario proposes merging some groups to form a smaller number of 7 RWMGs based on existing waste generation centres. Each RWMG would have responsibility for all three streams of waste. Under this model, the Gippsland, North eastern, Goulburn Valley and Mildura regions remain the same, and Mornington Peninsula would be merged with the MWMG.

This model should enable more cost effective application of existing dollars and strengthen ongoing viability through a consolidation of resources and the more strategic positioning of boundaries and offices to align with waste generation centres, transport corridors, communities of interest and current and potential waste flows into those centres.

13.4.1 Advantages

- > All 7 groups would have responsibility for the three waste streams.
- > The groups would have stronger representation than the single RWMG models.
- > There is potential for a higher level of strategic engagement with state agencies.
- > There is more potential for continued engagement of local governments.
- > The number of REOs remains the same.
- > There is a higher chance of achieving economies of scale as the regions are based around areas where there are strong transport links and waste generation centres.

13.4.2 Disadvantages

- > There would be increased travel times for employees and board directors, potentially effecting local government's ability to participate.
- > There is reduced capacity for local planning and delivery as 12 regions merge into 7.
- > There will be potential disengagement of some local governments due to changes in structure and perceived loss of control over the management of RWMGs.
- > There may be higher risks of industrial action if the change results in any job losses.
- > Legislative change is required.

13.4.3 Resourcing

Resourcing of the RWMGs would be as follows:

- > Estimated landfill levy income: \$2,787,056

- > Estimated employment costs: \$2,135,641
- > **Total estimated operational costs (including employment costs): \$3,170,613**
- > **Estimated funding gap: \$383,557**
- > **Total employees: 27**
 - o 7 executive officers;
 - o 7 market development facilitators; and
 - o 13 REOs based in their current locations.

The focus of the roles under this model will shift to ensure diverse skills are present within the RWMG. The role of the facilitators will be to facilitate the development of regional/local resource recovery initiatives and markets to meet state, local government and industry waste objectives.

As with the Status Quo and Status Quo: C&I/C&D models above, adjustments to expenditure will need to be made under this model as no additional gap funding will be provided beyond 2009-10 to cover the projected overspend of the Status Quo: C&I/C&D model.

13.5 Regional Business Units of Sustainability Victoria

This model incorporates RWMGs into the structure of Sustainability Victoria. It is proposed the number of sub-regions would be reduced from 12 to 7, with Mornington Peninsula amalgamated with the MWMG. It is proposed that the model includes 7 sub-regions, which is based on the 7 main waste generation centres within regional Victoria and hence where the greatest opportunities for resource recovery lie.

Under this model, the operations of each Regional Business Unit (RBU) would be overseen by a Regional Management Committee comprising skills-based directors from local governments, industry and the community. Each RBU and their Management Committee would participate in a more direct way in state planning and program development for waste management and resource recovery for all three waste streams. This would lead to increased synergies between state, regional and local planning and improve the relevance and value of state-wide waste and resource recovery programs to regional Victoria.

This model would also include direct involvement from the RBUs in the development of Sustainability Victoria's annual business plan. Each RBU would then take that plan together with the Sustainability Victoria waste programs that underpin it, and customise and operationalise them to meet the needs of their communities at the regional level.

This model also provides direct linkages for RBUs into broader sustainability expertise within Sustainability Victoria, enabling the RBUs to better service the broader sustainability information, education and advisory needs of regional local governments, businesses and communities and to strengthen their influence within local and regional sustainability networks.

13.5.1 Advantages

- > Establishment of an integrated state-wide framework for waste management and resource recovery.
- > Strategic, coordinated state-wide waste management planning and delivery involving central SV and its regions.
- > Coordinated, consistent and strategic state-wide approach to resource recovery particularly for issues that currently affect multiple regions such as litter, waste generation by tourists and kerbside recycling behaviour.
- > Regional offices based on waste generation centres, waste flows, market opportunities and opportunities to gain economies of scale to maximise resource recovery.
- > Strategic delivery arm of the state government for a range of resource recovery and broader sustainability programs enabling the Victorian Government to deliver programs directly to regional Victoria.
- > Capacity for customisation of state objectives to reflect regional and local characteristics and needs.

- > Significantly extend the reach of Sustainability Victoria's behaviour change programs for the household, community, industry and local government sectors with the potential to incorporate energy and potentially water.
- > High level of efficiency and no duplication of governance and administration as reporting occurs through one central agency.
- > Higher level of engagement with other central state agencies.
- > State government agency administrative, governance, IT and knowledge management support.
- > Immediate access to government resources and skills including governance support, training, research and central planning expertise.
- > Enhanced career and professional development opportunities for staff.
- > Access to broader sustainability information and resources, including expertise in energy efficiency and renewable energy supply.
- > More staff time to focus on strategic waste planning and delivery.
- > Number of REOs remains the same.
- > Budget savings through improved efficiencies.
- > Sufficient budget to deliver a broader range of waste programs across the state.
- > Improvement in data collection and management through access to SV's databases and skills.

13.5.2 Disadvantages

- > There will be potential disengagement of some local governments due to changes in structure and perceived loss of control over the management of RWMGs.
- > Some local governments may resent losing decision making capacity and voting rights.
- > Local government contributions to projects may dry up if councils cannot see contributions directly benefiting their local communities.
- > Legislative amendments are required.
- > There would be increased travel time for some employees and for the local management committee members.

13.5.3 Resourcing

Resourcing of the structure would be as follows:

- > Estimated landfill levy income: \$2,787,056
- > Estimated employment costs: \$2,135,641
- > **Total estimated operational costs (including employment costs): \$2,840,969**
- > **Estimated funding gap: \$53,913**
- > Total employees: 27
 - o 7 regional managers;
 - o 7 resource recovery and market development facilitators (*NB may comprise some existing regionally based SV staff*); and
 - o 13 REOs based in their current locations.

Under this model, it is expected that efficiencies will be found through the integration process and the establishment of the RBUs as part of Sustainability Victoria.

13.6 Recommended structural model

Each model has been scored against each of the criteria using a score scale of 1 (does not meet) to 10 (exceeds). The raw scores are shown in the white columns, and the weighted scores are shown in grey. The recommended structural model, based on the score scales and weightings, is Model 5 – Regional Business Units of Sustainability Victoria. This model is best placed to ensure that

regional groups can deliver resource recovery outcomes and other objectives as identified in section 13. As discussed above, the benefits of this model outweigh those of all other models and best meet the assessment criteria as shown in Table 14.

Table 14 –Assessment criteria weightings and future option model scores – unweighted (white) and weighted (purple)

| ASSESSMENT CRITERIA | WT | MODEL 1 | | MODEL 2 | | MODEL 3 | | MODEL 4 | | MODEL 5 | |
|---|----|------------|-------------|---------------------|--------------|-------------|--------------|-----------|--------------|-------------|--------------|
| | | Status Quo | | Status Quo: C&I/C&D | | Single RWMG | | 7 RWMGs | | RBUs | |
| | | Score | WTS | Score | WTS | Score | WTS | Score | WTS | Score | WTS |
| Ability to meet TZW targets and actions | 4 | 3.4 | 13.5 | 4.8 | 19 | 9.6 | 38.4 | 6.3 | 25.2 | 9.6 | 38.4 |
| Broader roles and responsibility: planning for all three streams of waste | 3 | 1.4 | 4.1 | 5.5 | 16.5 | 9.1 | 27.3 | 7.4 | 22.2 | 8.6 | 25.8 |
| Ability to achieve economies of scale | 3 | 1.9 | 5.6 | 1.9 | 5.6 | 9.4 | 28.2 | 8.0 | 24.0 | 9.6 | 28.8 |
| Market development potential | 3 | 2.1 | 6.4 | 2.9 | 8.6 | 8.1 | 24.3 | 7.4 | 22.2 | 9.4 | 28.2 |
| Local/regional delivery of resource recovery programs | 3 | 6.1 | 18.4 | 6.0 | 18.0 | 7.1 | 19.8 | 5.8 | 16.4 | 8.4 | 23.2 |
| Local government participation | 3 | 8.5 | 25.5 | 8.0 | 24.0 | 5.3 | 15.9 | 8.0 | 24.0 | 6.5 | 19.5 |
| Ability to involve skills based directors, including private sector & community organisations | 2 | 2.4 | 4.8 | 3.0 | 6.0 | 6.8 | 12.6 | 5.0 | 9.0 | 9.6 | 17.2 |
| Increased efficiency, reduced duplication and bureaucracy | 2 | 1.4 | 2.8 | 1.6 | 3.3 | 8.4 | 15.0 | 6.0 | 10.2 | 9.6 | 17.2 |
| Education delivery and network facilitation | 1 | 3.1 | 3.1 | 2.6 | 2.6 | 5.9 | 7.9 | 5.7 | 8.7 | 8.5 | 11.5 |
| Delivery of and increasing the reach and impact of Victorian Government programs | 1 | 3.8 | 3.8 | 4.3 | 4.3 | 6.8 | 8.3 | 6.4 | 8.4 | 9.6 | 11.6 |
| TOTAL | | 34 | 87.9 | 40.5 | 107.9 | 76.5 | 197.7 | 66 | 170.3 | 89.4 | 221.4 |

14 A new strategic approach to resource recovery for regional Victoria – the establishment of Regional Business Units of Sustainability Victoria

The RBU model offers a major step change for regional Victoria in the way waste planning and resource recovery programs and services will be provided across regional Victoria.

It draws on the strongest aspects of improved alignment with state-wide resources and optimises the economies of scale, reprocessing and market opportunities associated with a more strategic structuring of regional units around the larger waste generation centres and transport corridors. It does this while retaining the best features of the current RWMG model – the opportunities for regional and local participation, investment and customisation to meet regional and local needs and objectives. It keeps green jobs in regional Victoria for regional Victorians.

For Sustainability Victoria, this model provides an opportunity to create an integrated and influential regional structure that will extend and expand the reach and impact of the Victorian Government's sustainability programs deep into regional Victoria in a way that better meets the needs of regional and rural communities.

While Sustainability Victoria currently delivers over 35 programs into regional Victoria, it is still viewed as Melbourne-centric by many in regional Victoria.

Should this model be adopted, the intention is to directly link the roles and responsibilities of the RBUs to the work of Keep Australia Beautiful Victoria (KABV), which is now a part of Sustainability Victoria, under the umbrella of a new Regional Strategy.

Building on the strong relationships that RWMGs and KABV currently have with regional local governments, businesses and communities, the Regional Strategy will seek to significantly extend the reach of Sustainability Victoria's current behaviour change programs for the household, community, industry and local government sectors deeper into regional Victoria.

It will enable the delivery of coordinated programs designed to address resource recovery issues across all three waste streams as well as other specific issues that currently affect multiple regions such as litter, waste generation by tourists and kerbside recycling behaviour. In addition, this model offers the opportunity to incorporate energy and potentially water in the program offerings for regional Victorians.

The RBU model provides for the TZW objectives to be met and for local resources to deliver programs. A brief analysis of performance against the criteria follows:

14.1 Analysis of RBU model against criteria

14.1.1 Ability to meet TZW targets and actions

The RBU model allows for direct delivery of TZW actions into regional Victoria through regional offices. Regional employees will be able to participate directly in state-wide planning and the development and delivery of programs for avoidance and resource recovery. They will implement these programs at a regional and local level with appropriate government resources and support. The market development facilitators will play a critical role in developing local resource recovery initiatives and markets for waste recovered.

The delivery of waste avoidance and resource recovery programs will be more strategic and cohesive than the current situation and the fragmented approach to waste management that has occurred to date would be eliminated.

14.1.2 Broader roles and responsibility

This model allows for all three waste streams to fall under the management of one organisation. The model allows regional offices to tap into the relationships Sustainability Victoria has with industry and industry associations and for SV, through its regional business units, to more fully

engage with regional and local resource recovery initiatives and the associated development of markets.

14.1.3 Ability to achieve economies of scale

As the regional offices are based in the towns with the biggest waste generation, economies of scale for the movement and treatment of waste are more likely to be realised than under the current arrangements.

14.1.4 Market development potential

The employment of regional market development facilitators will require knowledge of resource recovery improvements, capacity for innovative thinking and the ability, or experience, to develop product markets. The aim is to increase resource recovery across regional Victoria and to establish financially viable markets for waste materials and products produced from waste in regional Victoria. The facilitators will have an important role in working with local government and industry to identify and develop optimal scenarios for market development in regional Victoria.

14.1.5 Local/regional delivery

Local delivery of programs will continue under this model and will be strengthened through the employment of market development facilitators. Each REO will remain in the area they are currently stationed and continue to work with similar councils. The REOs will liaise with the facilitators whose role would expand beyond education to focus on developing regional/local resource recovery initiatives and markets for recovered products, whether those products are recovered by local government, community organisations or the private sector.

In considering the future model that would best achieve TZW it is clear that local knowledge and networks are critical to the effective delivery of programs.

14.1.6 Local government participation

This model allows for extensive local government involvement in the operations of the RBUs through the establishment of regional management committees to oversee the operations of each RBU. Each committee will have representatives from local government who will participate in developing implementation plans for their district. Local government will play an important role in delivering state waste policies to their communities with support from the Victorian Government.

14.1.7 Ability to involve private sector and community organisations

The model allows both private sector and community organisations to be involved in waste management and planning through skills based appointees on the management committees. The expanded role of regional planning and program delivery of C&I and C&D materials would further encourage private sector and community organisation participation.

14.1.8 Increased efficiency and reduced duplication and bureaucracy

Merging RWMGs into Sustainability Victoria's structure, while a change in delivery mode, will be less resource intensive in the migration phase than if the decision was to move to a single RWMG. The establishment of a single RWMG will require extensive resourcing to:

- > develop and market new branding;
- > establish a new central office;
- > develop new policy documents
- > develop new governance and reporting structures, including the establishment of the RWMG board and subsequent appointment of directors;
- > set up a website;
- > develop a business plan; and
- > agree to employment conditions for REOs, managers and facilitators.

The establishment costs associated with the single RWMG model are anticipated to outweigh the benefits of lower operating and employment costs.

Merging RWMGs into Sustainability Victoria avoids all of the above set up costs as the structures and processes are already in place and existing offices would continue to be used. Moving to a single RWMG would also require the community to associate and become familiar with a new brand as opposed to familiarity present with a brand such as Sustainability Victoria.

Additionally, the RBU model increases efficiency in a number of ways:

- > increased reach and impact of resource recovery programs across the state;
- > reduced duplication in planning and reporting as well as program delivery;
- > coordinated state-wide approach to waste and resource recovery;
- > enhanced communication of regional successes and issues to other central agencies and across the state; and
- > central development of strategies, policies, operational documents and templates (as appropriate) through a consultative process, removing the current situation of individual regions developing their own education programs and media campaigns.

14.1.9 Education delivery and network facilitation

The TZW Strategy states: 'The most convincing [education] outcomes arise from programs focusing on strong core messages, with local level engagement and participation'.³⁷

To ensure that local level engagement is maintained, REOs would continue to have carriage of education delivery across regional and rural Victoria and seven regional offices housing the RBU employees (and potentially education centres) would be based throughout Victoria. State-wide education programs would be developed with the involvement of REOs and others, and can then be tailored to individual regions and local areas based on specific identified issues.

14.1.10 Delivery and increasing the reach of Victorian Government programs

The integration of RWMGs into the framework of Sustainability Victoria creates efficiencies for the delivery of waste management and resource recovery government programs to regional Victoria by maximising the resources available for this purpose and enabling local delivery by people who are local to their regions.

The extensive relationships and networks of the RWMGs and KABV provide a rich foundation for extending the reach and improving the impact of the Victorian Government's resource recovery and other sustainability programs across regional Victoria.

14.2 Implementation

The move to Model 5 – RBUs of Sustainability Victoria would require changes to *Division 2A – Regional Waste Management Groups of the Environment Protection Act 1970*.

The model would also require changes to the current roles of EOs as well as the employment of market development facilitators – some of whom could be drawn from existing RWMG and Sustainability Victoria staff who have appropriate expertise. Sustainability Victoria would also be required to adjust its operating model to incorporate up to 27 additional employees.

14.2.1 Legislative change

Section 50QD of the EP Act states that:

"The Minister may...declare that a regional waste management group is dissolved if he or she is satisfied that the group has been wound up in accordance with its constitution."

It is proposed that changes to Part IX, Division 2A of the *Environment Protection Act 1970* occur in the autumn 2010 session of parliament to ensure changes can take effect from 1 July 2010. The legislative changes would be drafted by DSE based on the recommended model.

³⁷ Sustainability Victoria 2005, p. 14

Under the recommended model, the legislative change will need to effect a shift in responsibility, currently resting with local government, to the state government and dissolve all 12 RWMGs and incorporate the Mornington Peninsula RWMG into the MWMG.

14.2.2 Integration with Sustainability Victoria

The RBU model integrates RWMG employees within Sustainability Victoria. This would result in some changes to employment of existing RWMG employees:

- > All employees would be accountable to Sustainability Victoria with performance assessed against a standard appraisal program that would be jointly agreed to by Sustainability Victoria and the regional management committee within each region.
- > Successful appointees to all positions within each regional office will be jointly selected by Sustainability Victoria and local governments (via the management committee) within each region.
- > All employees will be covered by the Victorian Public Service agreement.

14.2.3 Governance obligations

The governance obligations currently imposed upon RWMGs would dissolve on 1 July 2010, with responsibility being vested with Sustainability Victoria. As a consequence, all governance requirements and the associated demand on RBUs resources will be significantly reduced. This would include annual reporting, business planning, governance policy development and financial reporting. However, as an important part of Sustainability Victoria, the RBUs would be involved in shaping Sustainability Victoria's annual business plan and would be able to operationalise and customise it to meet their needs of their region.

It is anticipated that by integrating RWMGs into Sustainability Victoria, savings of up to 80% on governance could be achieved by removing the need for duplication and creating a more streamlined reporting process.

14.3 Delivery

The roles of the new RBUs would include:

- > Providing waste planning advice to Sustainability Victoria, local government and industry and participate in data capture and management from local councils;
- > Facilitating behaviour change across all three streams of waste;
- > Providing practical advice to regional stakeholders including on the development and implementation of waste plans and innovative and best practice approaches to increase resource recovery;
- > Achieving consistency in resource recovery at the kerbside, RRC, PPR and litter;
- > Participating in the development of promotional campaigns, including delivery of tailored campaigns to regions/localities as appropriate;
- > Delivering regional Sustainability Victoria programs as appropriate, including those for infrastructure, behaviour change and undertake research in coordination with the Melbourne office and MWMG;
- > Facilitating the development of waste, energy and water networks to provide advice to communities;
- > Facilitating regional contracts and initiatives; and
- > Fostering markets for waste stream products.

14.3.1 Offices

There would be 7 main offices located around the state, with an additional 5 offices for remote REOs. These main locations have been determined based on waste generation and transport links as shown in Figure 4. The locations also take into account communities of interest, whereby the managers and facilitators will be in strong positions to develop and maximise resource recovery and

market potential based on commonality of materials collected within each region. The proposed regional office locations are:

8. Bendigo
9. Ballarat
10. Geelong
11. Mildura
12. Shepparton
13. Traralgon
14. Wangaratta

14.3.2 Local resources

Each REO would be stationed in a similar location to where they are currently based. This would ensure that REOs deliver waste education and information locally as done currently and successfully under the auspices of RWMGs.

14.3.3 State government programs

The integration of RWMGs within Sustainability Victoria will allow for the efficient delivery and reach of Victorian Government programs into regional Victoria, including ResourceSmart.

14.3.4 Training and career opportunities

All current employees of RWMGs who are employed by Sustainability Victoria will have access to the standard training opportunities that exist under the organisation's structure. All employees will also have the opportunity to apply for other roles that come up from time to time. Performance planning will be structured to ensure that each employee is able to develop and learn new skills through their yearly activities.

14.4 Regional Management committees

14.4.1 Composition

Under existing arrangements, each RWMG has a Board consisting of directors from each member council, and in the case of Barwon, Grampians, Gippsland, Mildura and North Eastern regions, the RWMG board also employs a skills based director.

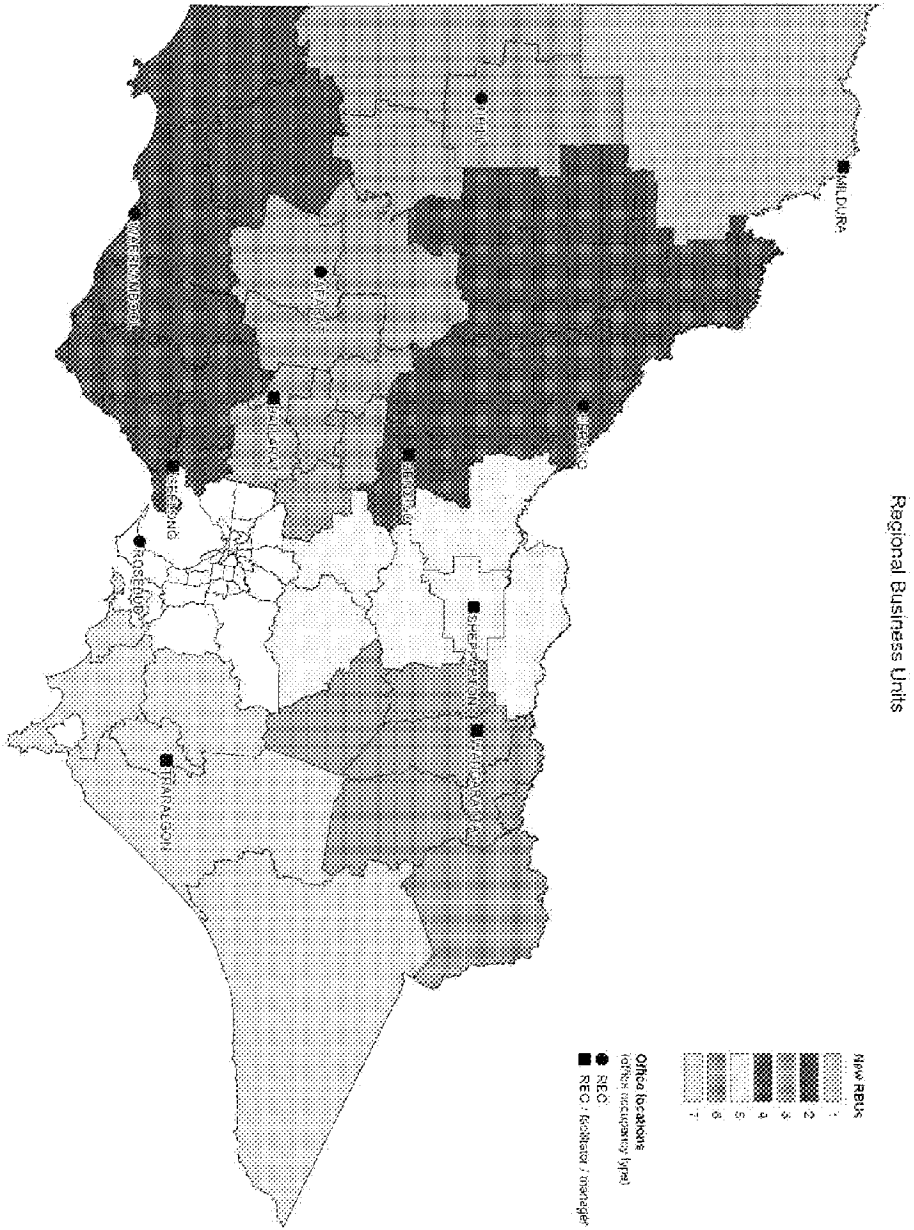
To ensure local government participation and engagement with the RBUs, it is proposed that there are 7 regional management committees formed to allow local government participation in the management of the Units. It is proposed that the management committees are composed as follows:

- > The committees will be chaired by a local government councillor;
- > The committees will consist of local government councillors, advisory officers and Sustainability Victoria representatives;
- > Waste industry representatives from the C&I and C&D sectors will be invited to participate; and
- > Skills based directors will be invited to join the committee.

14.4.2 Responsibilities

The responsibilities of the committees will be to direct the development of, and sign off on, a regional implementation plan that is based on the Sustainability Victoria business plan and to oversee the delivery of that plan. As discussed above, the committees will also have a role in selecting employees for each region.

Figure 4 – RBU office locations



15 Conclusion

The Victorian Government is committed to building a sustainable future for all Victorians. Its *Sustainability in Action: Towards Zero Waste* Strategy is a key plank of its environment and sustainability policy framework.

Much has been achieved across Victoria since the launch of the Strategy in 2003. And much has changed. While the management of MSW remains the responsibility of local governments, the recovery, reprocessing and end-markets are being driven by broader economic factors which extend beyond Victoria, across Australia and overseas.

The need to provide a similar level of support for the planning of C&I and C&D resource recovery in regional Victoria is critical.

Resources are limited and it is essential that those available to us are used to obtain maximum benefit for the Victorian economy, community and environment.

To complement the strategic directions contained in the MWRRSP and to deliver on the TZW targets, it is time for a major step change for regional Victoria to assist regional local governments, businesses and communities to make a greater contribution to a state-wide market driven approach to resource recovery.

To enable this change, a new, strategic regional resource recovery and sustainability structure is required to strengthen the quality and breadth of the programs available and the way they are delivered to support regional communities.

The Regional Business Units of Sustainability Victoria model provides a unique opportunity to put in place a regional model that balances the strengths of state-wide expertise, influence and resourcing with on-the-ground community participation, customisation and delivery.

Under the umbrella of Sustainability Victoria's new Regional Strategy, the Regional Business Units in conjunction with Keep Australia Beautiful Victoria, provides the opportunity to offer all regional Victorians access to a richer and more integrated set of sustainability programs to support them in building a more sustainable future for their communities.

16 Reference list

- Batagol C 2001, *Review of Regional Waste Management Groups*
- Department of Sustainability and Environment 2009, *Regional Waste Management Groups: Background briefing to the 2007/08 Regional Waste Management Group Review*
- Department of Sustainability and Environment 2009, *Metropolitan Waste and Resource Recovery Strategic Plan*
- Environment Protection Act 1970 (Vic)*
- Essential Economics and Aurecon 2009, *Waste and Resource Management: Economic and Spatial Analysis*
- Hyder Consulting 2009a, *Background Report Consultation Draft: Analysis of market drivers and objectives for resource recovery in regional Victoria*
- Hyder Consulting 2009b, *Main Report: Analysis of market drivers and objectives for resource recovery in regional Victoria*
- Local Government Act 1989 (Vic)*
- Sharplin, B 2003, *Victorian Regional Waste Management Groups – Organisational Status Audit*
- Sustainability Victoria 2005, *Sustainability in Action: Towards Zero Waste Strategy*
- Sustainability Victoria 2008, *Kerbside Garbage Bin Audits 2008*
- Sustainability Victoria 2009a, *Victorian Local Government Annual Survey 2007 – 2008*
- Sustainability Victoria 2009b, *Victorian Recycling Industries Annual Survey 2007 – 2008*

Attachment A: Terms of Reference

Review objective

The objective of the Review of RWMGs is:

“to propose future structural, funding and governance arrangements for RWMGs to improve regional Victoria’s capacity to deliver on the government’s TZW targets.”

Terms of Reference

Minister for Environment and Climate Change established a terms of reference for the Review of RWMGs.

1. Purpose

The purpose of the Review is to enable the Victorian Government to plan future structural, funding and governance arrangements and activities for RWMGs to improve regional Victoria’s capacity to deliver on the government’s TZW targets while enabling local governments to provide waste services to their communities at more cost-effective levels.

In determining future directions for the twelve RWMGs there will be a strong emphasis on extending the market focus that characterises the Metropolitan Waste and Resource Recovery Strategic Plan (MWRRSP) to the regional areas of Victoria in order to deliver an integrated strategic framework for the recovery of waste resources across the State.

2. Scope of the Review

Sustainability Victoria is to lead the Review and is responsible for ensuring that a proposal for the future directions of RWMGs is provided to Minister Jennings by the end of October 2009. The Review will be informed by a Background and Issues paper prepared by DSE drawn from the analysis and consultations conducted in 2007 and 2008.

In undertaking this Review, Sustainability Victoria will ensure that there is comprehensive engagement and consultation with RWMGs, local government and its representative bodies as well as industry.

The Review will examine market forces affecting resource recovery in regional Victoria; undertake an analysis of the needs of local government in relation to waste; and examine the potential role, structures and funding arrangements of regional bodies to deliver waste reduction strategies.

In determining the directions that will enable RWMGs to contribute effective market-driven regional strategies for the recovery of waste resources into the delivery of a broader state waste management framework, the following issues will be examined:

- > market flows and drivers for the recovery of waste in regional Victoria;
- > regional markets and sub-markets;
- > the identification of market failures and gaps and strategies that might address them to deliver on the Towards Zero Waste targets;
- > the associated objectives and needs of regional local governments in relation to waste;
- > the associated objectives and needs of regional bodies in relation to all streams of waste, including municipal solid waste; commercial and industrial waste; and construction and demolition waste;
- > the role of regional bodies to educate regional communities and businesses to change behaviour to reduce waste generation and increase resource recovery;
- > the potential role of regional bodies to deliver on those strategies and to assist local governments; and
- > the effectiveness of the current role, configuration, size, structure, funding and governance arrangements for RWMGs to deliver on those strategies and to better assist in meeting those needs.

3. Outputs

There are 8 main outputs of the Review:

1. Establishment of a steering committee to be chaired by Sustainability Victoria. Membership of the group will include two representatives from the Association of Victorian Regional Waste Management Groups (AVRWMG), and a representative from each of following: the Municipal Association of Victoria (MAV), the Victorian Local Governance Association (VLGA), DSE and EPA.
2. Development and agreement of the Terms of Reference, project plan and consultancy brief for approval by the steering committee and the minister.
3. Tendering for, and hiring of, a consultant in conjunction with the steering committee, to gain an understanding of the market forces affecting waste management in regional Victoria and the needs of local government in relation to waste and the potential role of regional bodies to deliver waste reduction strategies.
4. A *Background and Issues* paper prepared by DSE based on the findings from its work in 2007 and 2008 to inform the Review.
5. Individual consultations with each of the 12 RWMGs together with consultation with regional local governments and the waste industry in April, May and June 2009. There will also be ongoing discussions with the AVRWMG.
6. Preparation of a draft *Future Directions* paper to be released for public consultation containing recommendations on the future structural, funding and governance arrangements of RWMGs.
7. Facilitation of a comprehensive public consultation phase on the draft *Future Directions* paper in August 2009.
8. Preparation of a final *Future Directions* paper to be provided to Minister Jennings in October 2009 on the recommended future operating structure, functions and funding of RWMGs.

4. Reporting

Four levels of reporting are envisaged as follows:

1. *Progress reports and papers to the Review Steering Committee*
The steering committee will oversee the progress of the Review and provide advice on issues, research findings and proposed future directions.
2. *Progress reports to the Sustainability Victoria Board*
Summary documents will be provided to the Sustainability Victoria Board on regular intervals informing them of the progress of the review.
3. *Briefing papers to the Minister for Environment and Climate Change*
The minister will receive regular briefings on the progress of the review and will be informed of potential issues arising out of the Review.
4. *Major reports*
 - a) "Analysis of market drivers and objectives for resource recovery in regional Victoria". This paper is to be prepared by the selected consultant.
 - b) A Future Directions paper detailing recommendations for the future structural, funding and governance arrangements and activities for RWMGs.

Attachment B: Methodology

In December 2008, the Minister for the Environment and Climate Change advised all 12 RWMGs and Victoria's 49 regional and rural local governments that the Review of RWMGs, commenced by DSE in 2007, would be continued by Sustainability Victoria with a revised ToR (see Attachment A: Terms of Reference) as set out by the minister.

The Review was to be undertaken in partnerships with the AVRWMG. The Review commenced in March 2009 with a deadline for completion of end October 2009.

A steering committee was established to guide the Review and held its first meeting in March 2009.

In April 2009, Sustainability Victoria and the AVRWMG jointly selected a consultant to undertake the market analysis work, which ran from April until June 2009. The selected consultant was John Nolan of Hyder Consulting.

All RWMG boards were invited to participate in a consultation process with Sustainability Victoria and Hyder Consulting in April and May 2009.³⁸ Each meeting with each the RWMG Board ran for approximately 2.5 hours and followed the same format to ensure comparability of responses.³⁹ When time permitted, Sustainability Victoria and Hyder Consulting met with each RWMG executive officer (EO) and regional education officer (REO) prior to or after each board meeting to gain further information on markets, resource recovery infrastructure, landfills and waste technology. These sessions were open to RWMG employees and board members and other external representatives RWMGs deemed necessary to participate.

Detailed notes were taken from each consultation session and provided back to each RWMG for approval before being sent to the AVRWMG for their record. The information from the consultation sessions was analysed and used by Hyder Consulting in the preparation of their market analysis reports. Sustainability Victoria has also used the notes in the development of this Future Directions paper.

In addition, consultation sessions were held with the EPA, DSE and the Metropolitan Waste Management Group (MWMG) using a similar format and agenda to that used for the RWMG sessions.

To allow active engagement with local governments, two local government consultation sessions were convened in May 2009. Hyder Consulting presented the findings from their market analysis work at the start of the sessions. The discussion thereafter was unstructured to allow local government the opportunity to raise any additional comments or issues that had not been raised through the RWMG consultation sessions. These sessions were open only to local governments and RWMGs.

Hyder Consulting facilitated two sessions with the AVRWMG on 18 and 28 May 2009 to assist their input into the Review. The outcomes from these meetings were incorporated into the reports prepared by Hyder Consulting.

The Hyder Consulting draft Background Report and Main Report on the *Analysis of market drivers and barriers to resource recovery in regional Victoria* were presented to the steering committee and AVRWMG on 9 June 2009. Feedback from the steering committee was incorporated by Hyder Consulting before both reports were re-released to the AVRWMG for comment.

In late June and early July 2009, four additional consultation sessions were held on market drivers for resource recovery. The sessions were open to all interested parties that have a role in waste management and resource recovery. Over 70 people attended the four sessions.

³⁸ Where RWMGs needed to schedule extraordinary meetings to accommodate Sustainability Victoria and Hyder Consulting, the costs of venue hire, catering and RWMG director sitting fees were reimbursed by Sustainability Victoria. Where consultation sessions occurred on days of ordinary RWMG meetings, Sustainability Victoria covered 50% of catering costs.

³⁹ See Attachment D: Review of RWMGs - consultation session agenda

A further consultation phase is planned for a six-week period from August 2009 to allow feedback on the draft Future Directions paper. Submissions on the paper will be received and considered in the development of the final Future Directions paper.

Steering Committee

Guidance on the progress of the Review has been provided by the Review Steering Committee, which meets approximately every 6 weeks to discuss the Review. The steering committee has played an important role in reviewing and approving documents prepared as part of the Review, and in guiding the work undertaken by Hyder Consulting.

The Steering Committee includes:

- > Cheryl Batagol – Deputy Chair, Sustainability Victoria (Steering Committee Chair)
- > John Burgess – Vice President, AVRWMG
- > Sharon MacDonnell – Director Sustainability and Innovation, DSE
- > Stuart McConnell – Director of Futures, EPA
- > Cr Ruth McGowan – Vice President, VLGA
- > Kaye Owen – Director Policy, MAV
- > Jan Trehwella – Deputy Chief Executive Officer, Sustainability Victoria

Analysis of market drivers

Sustainability Victoria, in partnership with the AVRWMG, jointly selected Hyder Consulting to undertake the *Analysis of market drivers and barriers to resource recovery in regional Victoria*. The analysis was divided into three parts with the purpose being to examine market forces affecting resource recovery in regional Victoria; analyse the needs of local government in relation to waste; and detail the potential role of regional bodies to deliver waste reduction strategies. The analysis undertaken by Hyder Consulting is shown below.

Part 1: Market analysis for the recovery of waste in regional Victoria

Part 1 required Hyder Consulting to identify market factors affecting resource recovery and market development in regional Victoria, including:

- > the products produced (i.e. compost, fertiliser, plastic products) from resource recovery activities within each RWMG area and the financial viability of producing additional/new products from waste materials within each of the 12 regions;
- > the current and projected markets for products produced through resource recovery activities within the 12 regions;
- > the markets that could potentially exist to support the financially viable production of products from waste materials within the 12 regions; and
- > options for managing materials within regions where no markets exist for products.

Part 1 also involved the review of existing legislative and statutory planning constraints to establishing market driven solutions to deliver TZW in regional Victoria.

Part 2: Regional objectives for resource recovery and future roles of regional bodies

Part 2 of the study occurred concurrently with the market analysis work and sought to identify:

- > the associated objectives and needs of the 49 regional local governments in relation to waste;
- > the associated objectives and needs of regional bodies in relation to all streams of waste (excluding prescribed waste), including: municipal solid waste; commercial and industrial waste; and construction and demolition waste;
- > the potential role of regional bodies to:
 - o deliver effective market driven regional strategies for the recovery of resources as identified in part 1; and
 - o assist in meeting local government needs;
 - o educate regional communities and businesses to change behaviour to reduce waste generation and increase resource recovery; and

- > the effectiveness of the current role, configuration, size, structure, funding and governance arrangements for RWMGs to deliver on waste strategies and meet TZW targets.

Part 3: Liaison with the AVRWMG

Part three of the study required Hyder Consulting to work closely with the AVRWMG to assist the group take a strategic, informed and cohesive approach in contributing to the Review.

Consultation

In conducting this Review, Sustainability Victoria has undertaken comprehensive engagement and consultation with RWMGs, local government and its representative bodies as well as industry, to ensure that the needs and objectives of all interested regional organisations are represented.

Commencing in April 2009, 22 consultation sessions have been held across Victoria involving over 240 representatives from RWMGs, local and state government, waste industry, community groups and local government associations.⁴⁰ The consultation sessions have included:

- > 12 RWMG consultation sessions;
- > 1 MWVG consultation session;
- > 1 state government consultation session (EPA and DSE);
- > 2 AVRWMG facilitated sessions;
- > 2 local government consultation sessions;
- > 4 market drivers consultation sessions; and
- > 5 steering committee meetings.

Other data sources and publications

A number of other sources of information have been used to inform the Review and Future Directions paper:

- > Batagol C 2001, Review of Regional Waste Management Groups
- > Department of Sustainability and Environment 2009, Regional Waste Management Groups: Background briefing to the 2007/08 Regional Waste Management Group Review
- > Department of Sustainability and Environment 2009, Metropolitan Waste and Resource Recovery Strategic Plan
- > Essential Economics 2009, Waste and Resource Management: Economic and Spatial Analysis
- > Sharplin, B 2003, Victorian Regional Waste Management Groups – Organisational Status Audit
- > Sustainability Victoria 2005, Sustainability in Action: Towards Zero Waste Strategy
- > Sustainability Victoria 2009, Victorian Local Government Annual Survey 2007 – 2008
- > Sustainability Victoria 2009, Victorian Recycling Industries Annual Survey 2007 – 2008

⁴⁰ A full list of the consultation sessions held can be found in Attachment C: Review of RWMGs - consultation schedule.

Attachment C: Review of RWMGs - consultation schedule

| DATE | Consultation session | Location |
|----------|---|------------|
| March 31 | Steering Committee | Melbourne |
| April 23 | Gippsland RWMG | Traralgon |
| April 29 | Grampians RWMG | Stawell |
| April 30 | South Western RWMG (WasteREDUCTION Group) | Hamilton |
| May 1 | Desert Fringe RWMG | Melbourne |
| May 5 | Barwon RWMG | Geelong |
| May 7 | Steering Committee | Melbourne |
| May 11 | Central Murray RWMG | Kerang |
| May 12 | Calder RWMG | Bendigo |
| May 14 | North Eastern RWMG (NevRwaste) | Wangaratta |
| May 15 | Goulburn Valley (ResourceGV) | Shepparton |
| May 18 | AVRWGMG / Hyder Consulting | Melbourne |
| May 19 | Mildura RWMG | Mildura |
| May 21 | Local Government | Melbourne |
| May 22 | Steering Committee | Melbourne |
| May 25 | Highlands RWMG | Ballarat |
| May 26 | Mornington Peninsula RWMG | Rosebud |
| May 27 | Local Government | Shepparton |
| May 28 | AVRWGMG / Hyder Consulting | Melbourne |
| June 1 | Metropolitan Waste Management Group | Melbourne |
| June 1 | EPA and DSE | Melbourne |
| June 9 | Steering Committee | Melbourne |
| June 24 | Market Drivers Consultation Session | Ararat |
| June 29 | Market Drivers Consultation Session | Benalla |
| July 2 | Market Drivers Consultation Session | Melbourne |
| July 6 | Market Drivers Consultation Session | Sale |

Attachment D: Review of RWMGs - consultation session agenda

Meeting Review of Regional Waste Management Groups – consultation sessions
Dates 23 April – 26 May 2009
Duration 2 hours

| Time | Agenda Item |
|------------|--|
| 5 minutes | 1. Introduction and welcome |
| 15 minutes | 2. Briefing on the Review of RWMGs |
| 5 minutes | 3. Consultant introduction and overview – John Nolan (Hyder Consulting) |
| 80 minutes | <p>4. Review of RWMGs – structured consultation (4 x 20 minute sections)</p> <p>Objectives and needs of local government and RWMGs</p> <ul style="list-style-type: none"> > What are local governments looking for with waste management and resource recovery? > Are RWMGs interested in all three streams of waste, and what are the needs and requirements concerning each of these streams of waste? <p>Markets</p> <ul style="list-style-type: none"> > What regional end markets exist for products produced in regional Victoria? > What are some of the challenges for securing end markets? > Are there market failures for resource recovery and product markets? If so, what are the failures and what assistance is required to overcome these market failures? <p>Education</p> <ul style="list-style-type: none"> > What role do RWMGs play in educating the community in waste? > Does the RWMG offer education services in the broader sustainability sector? > What are the gaps in education in regional Victoria for waste, energy and water? > More broadly, what role could (or should) RWMGs play in delivering energy and water education to regional communities? > What would regional bodies require in order to deliver broader education that included energy and water in addition to waste? <p>Effectiveness of current role and the future structural, funding and governance arrangements of RWMGs</p> <ul style="list-style-type: none"> > What is the effectiveness of the current role, configuration, size, structure, funding and governance arrangements of RWMGs to deliver on TZW? > What are the barriers for RWMGs to effectively deliver on TZW? > What do regional bodies require in order to deliver effectively on TZW? > What is the effectiveness of the current role, configuration, size, structure, funding and governance arrangements of RWMGs to deliver on their broader obligations under the EP Act 1970? > What is the optimum model for the structure and operation of the groups, taking into consideration any institutional issues, structural issues and boundary issues? > Are there better models than the current structure? If so, what are they? |
| 10 minutes | 5. Other items |
| 5 minutes | 6. Session wrap up and next steps |
| | END OF MEETING |

Attachment E: Resource recovery in regional Victoria

Municipal recyclables

Municipal solid waste is generated from municipal or residential activities and comprises hard waste, recyclables, organics and residual materials.⁴¹ MSW is generally collected from the kerbside, but items are also dropped off at resource recovery centres (RRC) across the state. The availability of RRCs in regional Victoria is of particular importance as about 12% of households are not provided with kerbside recycling services (see Table 15). RRCs are a critical element in regional municipal resource recovery with over 10,000 tonnes of materials collected from regional RRCs in 2007-08, representing 11% of the total waste generated.⁴²

Table 15 – Regional Victorian residential properties with kerbside services

| RWMG | % of residential properties with kerbside services |
|-----------------|--|
| Barwon | 92 |
| Calder | 92 |
| Central Murray | 85 |
| Desert Fringe | 86 |
| Gippsland | 84 |
| Goulburn Valley | 88 |
| Grampians | 72 |
| Highlands | 89 |
| Mildura | 94 |
| Mornington | 100 |
| North Eastern | 89 |
| South Western | 88 |

In 2007-08, the state-wide municipal diversion of recyclables from landfill was 40%, with regional diversion sitting at 37%. An estimated 176,000 tonnes (166,000 from kerbside) of municipal recyclables were collected for recycling in regional Victoria in 2007-08.⁴³ Of this, 12% was contaminated bringing the total amount recycled down by 20,200 tonnes. The value of materials collected in regional Victoria in 2007-08 was estimated to be \$22 million (see Table 16), highlighting the significant value regional resource recovery activities generate for Victoria.

Table 16 – Municipal recovery in regional Victoria – tonnes and value⁴⁴

| Material | Sub stream | Total | Approximate value |
|-------------------|-------------------|----------|-------------------|
| | | (tonnes) | (\$ m) |
| Paper & Cardboard | Office paper | 2,200 | \$0.2m |
| | Paper mixed | 60,000 | \$5.1m |
| | Cardboard | 30,300 | \$2.9m |
| Containers | Liquid paperboard | 700 | \$0.1m |
| | PET | 4,800 | \$1.5m |
| | HDPE clear | 3,700 | \$1.9m |
| | HDPE coloured | 2,000 | \$0.3m |
| | PVC | 400 | \$0.3m |
| | Other plastic | 5,200 | \$0.5m |

⁴¹ DSE 2009, Part 1, p. 9. MSW can also include litter, street sweepings, park maintenance materials and some C&D waste from municipal construction and demolition works.

⁴² Sustainability Victoria 2009a, p. 59

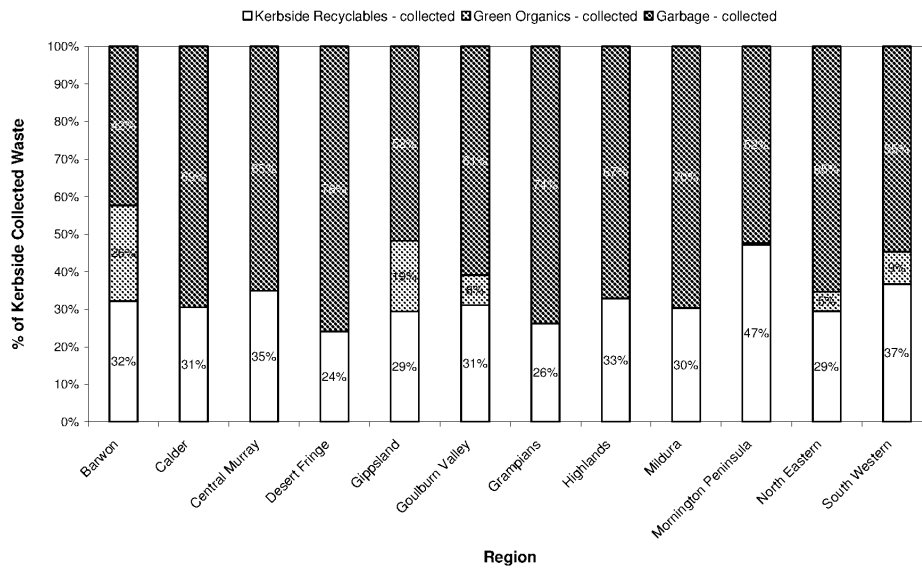
⁴³ Hyder Consulting 2009a, p. 22

⁴⁴ Hyder Consulting 2009a, p. 26

| Material | Sub stream | Total | Approximate value |
|--------------|----------------|----------------|-------------------|
| | | (tonnes) | (\$ m) |
| | Glass bottles | 54,900 | \$4m |
| | Aluminium cans | 4,000 | \$4.6m |
| | Steel cans | 8,000 | \$0.8m |
| Total | | 176,100 | \$22 m |

Recent studies have shown that, by weight, between 60 to 70% of the contents of the average household garbage bin consist of food, garden organics and recyclable materials, presenting significant resource loss as well as recovery opportunities.⁴⁵ As is shown in Figure 5 below, garbage makes up over 50% of materials collected at the kerbside (excluding Barwon RWMG). Recovering the 20% of recyclables still present in the residual stream as well as the 40 to 50% of organic material would have a significant impact on overall recovery rates.

Figure 5 – Municipal kerbside collections: garbage, recyclables and organics



Reprocessing and end markets

Recyclables collected from regional Victoria are shipped across the state for sorting and reprocessing, including the transport of materials to Melbourne. There is a trend in materials recovery facility (MRF) consolidation into state of the art facilities, which impacts on the viability of existing small regional MRFs. Examples of shipped materials from regional Victoria include:

- > recyclables from the Highlands region are bulk hauled for processing in Melbourne;
- > recyclables from Kerang are bulk hauled to Bendigo; and
- > recyclables previously delivered to Shepparton MRF from surrounding councils are now bulk hauled to centralised facilities in Melbourne.

There are a number of regional and metropolitan reprocessing facilities that accept municipal recyclables from regional Victoria, as shown in Table 17 below.

Table 17 – Victorian MSW reprocessing facilities and markets

| MSW - Commingled recyclables | Reprocessors | Markets |
|------------------------------|--------------|-------------------|
| | | Amcor (Melbourne) |

⁴⁵ Sustainability Victoria 2009

| | Reprocessors | Markets |
|--|---|---|
| | Ausplaztik (Mildura) | Some local markets exist for crushed glass. |
| | Cypher Plastics Recyclers (Melbourne) | |
| | Dunlop Flooring (Melbourne) | |
| | The Green Pipe (Echuca – Moama) | |
| | Norske Skog (Melbourne) | |
| | Norstar Steel Recyclers (Melbourne) | |
| | RPM Pipe (Lancaster) | |
| | Sandhurst Enterprises Recycling (Bendigo) | |
| | Signum (Wodonga) | |
| | Smorgon Steel (Melbourne) | |
| | Visy (Wodonga & Melbourne) | |

Organics

Organics in regional Victoria are generated primarily from the municipal and C&I sectors. Organic waste is any plant or animal matter originating from domestic or industrial sources such as grass clippings, tree prunings and food waste. Treatment of organics, and the quality of the end product, is highly dependent on how the material is presented (i.e. single stream or mixed).

The total quantity of organics recovered in 2007/08 was down by 20% from the previous year, which is mostly due to ongoing drought conditions across the state.⁴⁶ The majority of organics received for reprocessing comes from the municipal sector (50%) followed by the C&I sector (45%).⁴⁷ Since 1993, there has been an upward trend in organics recovery and reprocessing.⁴⁸

Municipal organics

Regional Victoria has a higher drop off rate of organics to RRCs (9%) compared to Melbourne (3%). Non-metropolitan local governments generated as a proportion of their total waste stream 1% less garbage, 2% less recyclables and 5% less green organics than metropolitan local governments, but recovered more green organics and recyclables from drop-off facilities than metropolitan local governments. This indicates that, although metropolitan local governments have better developed kerbside services, non-metropolitan councils recovered more material from other sources and had a relatively better proportion of garbage to recovered items.⁴⁹

Regional Victoria also generated 5% less green organic material than Melbourne in 2007-08. Despite the prevalence of better developed kerbside collections in Melbourne, regional Victorian councils collected more material from other sources, including RRCs.

Regions with green organics collection services generally have higher diversion rates including Barwon, South Western, Goulburn Valley, Gippsland, North Eastern, Mornington Peninsula and Highlands RWMGs. The inclusion of data on dropped-off green organics, in addition to kerbside collection data, improves diversion rates for several RWMGs, as well as for the state. The average state-wide diversion rate increases from 42% to 45% by including dropped-off organics. However, limitations in data collection in regional areas prevents accurate reporting of drop-off, and hence an underreporting of actual performance in Sustainability Victoria's Victorian Local Government Annual Survey.⁵⁰

C&I Organics

Organic materials from the C&I sector are more varied than organics from the municipal sector, with over one third of C&I organic material comprising sawdust and other forestry residuals (see Table

⁴⁶ Sustainability Victoria 2009b, p. 23

⁴⁷ Sustainability Victoria 2009b, p. 24

⁴⁸ Sustainability Victoria 2009b, p. 24

⁴⁹ Sustainability Victoria 2009a, p. 15

⁵⁰ Sustainability Victoria 2009a, p. 16

18). A significant amount of organic material produced in regional Victoria from the C&I sector is used in applications locally, such as reusing food processing materials as stock feed and composting of bedding materials from animal husbandry. These applications of organic materials are not included in resource recovery figures for organics as there is currently no system available to capture this information.

Table 18 – estimated organics recovery: C&I sector, metropolitan & regional Victoria, 2006-07⁵¹

| Organic waste | % | 2006-07 tonnes |
|--|-------------|----------------|
| Garden organics | 5% | 22,000 |
| Food organics | 7% | 30,000 |
| Wood and timber pallets / packaging | 28% | 124,000 |
| Wood and timber (other than packaging) | 11% | 47,000 |
| Sawdust and other forestry residuals | 33% | 147,000 |
| Mixed and other organic wastes | 16% | 71,000 |
| TOTAL | 100% | 441,000 |

Recovery of C&I organics in regional Victoria is usually arranged by private waste companies, however, drop off at RRCs and landfills for garden organics is usually open to both residents and contractors in regional areas. Green organic materials dropped off at RRCs are often subject to minimal processing (size reduction, unpasteurised) before being offered for sale or delivered to other markets.⁵² The use of unpasteurised⁵³ chipped material increases the risk of pathogens and the spread of weeds and also limits the marketability of the product. Recovery of C&I food organics (i.e. from restaurants and cafes) is limited due to the low cost of waste disposal and lack of adequate processing infrastructure.

Producing a suitable and high quality organic product requires more intensive processing, incentives for clean materials or increased supervision at drop-off facilities. (Further limitations of organics processing are discussed in section 9.)

A list of reprocessors of organic materials, as well as markets for the organic products, is shown in Table 19 below. Markets for timber and food organics in regional Victoria are strong, and agricultural residues are usually managed on-site. Garden organic product with minimal processing is often used on council gardens and for landfill rehabilitation.⁵⁴ The value of products varies, with clean timber products (including sawdust and shavings), quality controlled compost and off specification food waste of highest value.

Table 19 – Victorian organics reprocessing facilities and markets

| Organics | Reprocessors in regional Victoria | Markets |
|----------|--|---|
| | Barton's Waste Collection Pty Ltd
Berrybank Farm
Camperdown Compost Co
Dutson Downs
Enviro 2100/ The Pig Pen
Greenchip Recycling Kinetic Renewables
PineGro
SITA Environmental Solutions
Statewide Waste | Chipped garden organics
Viticulture
Council parks & gardens
Residential gardens
Compost & soil conditioner
Residential and non-residential gardens
Council parks & gardens
Landscapers and nurseries
Intensive agriculture
Timber & timber products
Firewood
Construction |

⁵¹ Hyder Consulting 2009a, p. 31

⁵² Hyder Consulting 2009a, p. 36

⁵³ Pasteurisation of organics involves composting materials to rid the product of any weeds and pathogens.

⁵⁴ Hyder Consulting 2009a, p. 35

| | | |
|--|--|--|
| | Reprocessors in regional Victoria | Markets |
| | TPI | Energy (local and international) |
| | Western Composting Technology | Agriculture
Pallets
Particle board |
| | | Sawdust & shavings
Stockyard soft bed materials
Landscapers and nurseries |
| | | Paper & pulping wastes
Landfarming
Industrial food organics |
| | | Stockfeed
Agricultural and feedlot residues
On-farm management (composting, mulching landfarming) |

Construction and demolition

C&D waste arises from the construction and demolition of buildings, roads, structures and civil infrastructure from both the residential and commercial sector, generating a variety of materials as shown in Table 20 below.

Table 20 – C&D material types and estimated recovery⁵⁵

| C&D materials | % | 2006-07 tonnes |
|-------------------------|------|----------------|
| Brick / rubble | 14% | 440,000 |
| Asphalt | 6% | 190,000 |
| Soil / sand | 8% | 240,000 |
| Rock / excavation stone | 16% | 500,000 |
| Plasterboard | 1% | 20,000 |
| Mixed C&D waste | 3% | 80,000 |
| Concrete | 52% | 1,700,000 |
| TOTAL | 100% | 3,170,000 |

In metropolitan Melbourne, the success of recovery and recycling from the C&D sector is influenced by the relative ease of separation, the weight and volume of materials and the proximity to reprocessing facilities. In regional Victoria, the situation is much the same, however, limitations are experienced as a result of travel distances and fewer recovery yards for C&D materials.

Recovery of C&D materials across Victoria has been increasing significantly since the publication of the TZW Strategy. Since 2002-03, C&D recovery has increased from 1.3 million tonnes to 3.2 million tonnes in 2006-07. The growth of recovery in recent years has been due to increased processing capacity and demand, the establishment and expansion of suburban collection points and the extension of recycling services to the C&D sector.

In regional Victoria, recovery arrangements for C&D materials are highly dependent on the proximity of waste generation sources to recovery facilities. Product markets are often local due to transport costs and the low value per tonne of recovered product (see section 9.2). A list of major C&D processors, as well as markets for recovered products, is shown in Table 21.

Opportunities for improving C&D recovery are discussed in section 10.

Table 21 – Major regional Victorian C&D processing facilities and markets

| | | |
|----------------|------------------------|------------------------|
| | Reprocessors | Markets |
| C&D | Chris Bev Pty Ltd | Landscaping and paving |
| | David Eldridge Pty Ltd | Gypsum replacement |

⁵⁵ Hyder Consulting 2009a, p. 37

| | | |
|--|--|--|
| | | |
|--|--|--|

Commercial and industrial

Commercial and industrial wastes are generated from trade, commercial and industrial activities including the government sector. It includes wastes from offices, manufacturing, factories, schools, universities, state government and small to medium enterprises (SME). Commercial wastes have more in common with municipal wastes (food organics and commingled recyclables) whereas industrial wastes are from a range of manufacturing processes and service industries (tyres, sheet glass, textiles).

Commercial

Recovery of materials from the commercial sector is generally lower than the municipal sector due to the diversity of organisations and the competing costs of waste disposal. However, kerbside collections are offered to about 25% of non-residential premises across regional Victoria by local councils (see Table 22). Drop off facilities at regional RRCs are utilised by the commercial sector to varying degrees, depending on the quantity of material to be disposed of. Commercial materials are also recovered by private contractors. The product markets from the commercial sector are similar to those for the municipal sector (see Table 17).

Table 22 – Kerbside recycling services offered to non-residential premises⁵⁶

| Region | Number of non-residential premises reported in local government survey | % of these premises provided council kerbside recycling service | Non-residential premises % of total premises provided with kerbside recycling service |
|--------------------------------|--|---|---|
| Barwon | 13,100 | 25% | 3% |
| Calder | 7,300 | 17% | 2% |
| Central Murray | 6,600 | 25% | 9% |
| Desert Fringe | 2,000 | 7% | 4% |
| Gippsland | 22,200 | 18% | 4% |
| Goulburn Valley | 11,300 | 33% | 5% |
| Grampians | 5,100 | 1% | 0% |
| Highlands | 7,500 | 39% | 4% |
| Mildura | 2,200 | 98% | 10% |
| Mornington Peninsula | 5,000 | 0% | 0% |
| North Eastern | 7,300 | 19% | 3% |
| South Western | 10,500 | 25% | 8% |
| Total Regional Victoria | 100,200 | 23% | 4% |

Industrial

Waste materials from the industrial sector are varied, however, due to large homogenous waste streams, recovery is often easier than from other sectors. A summary of materials from the industrial sector is shown in Table 23.

Homogenous waste streams provide the greatest recovery opportunity from the industrial sector, such as from food processing, textile manufacturing, agriculture and horticulture. Most of the

⁵⁶ Hyder Consulting 2009a, p. 41

recovered industrial material is transported to central processing facilities, however, some regional recovery arrangements include:

- > energy recovery from co-processing (e.g. tyres at Blue Circle cement kiln, Barwon region);
- > recycling of commercial plastics in Geelong, including plastic film (e.g. silage wrap) and pre-consumer plastics from a local carpet manufacturer;
- > silage wrap recycling via free drop off service, with material sorted, cleaned and transported to Shepparton, run by Towong Shire Council;
- > receipt and processing of plastic (e.g. Ausplaztik in Mildura and The Green Pipe in Echuca-Moama); and
- > polypipe for irrigation in Kyabram.

Table 23 – Types and sources of industrial waste

| Industrial waste type | Source |
|-----------------------|--|
| Plastics | Pre-consumer plastic waste generated during manufacture of plastic products |
| | Industrial packaging |
| | Storage containers |
| | Reuse of expanded polystyrene in mixed cement products (Barwon region) |
| Metals | Silage wrap (film plastic – this is generated in high volumes in agricultural regions, e.g. Gippsland) |
| | Machinery and equipment manufacture |
| | Engineering workshops |
| Sheet Glass | Automotive |
| | Metal product manufacture |
| | Automotive (windcreens) |
| Tyres | Broken windows (construction and demolition) |
| | Off cuts from the manufacture of glass products |
| | Automotive industry |
| | Agricultural machinery |
| Textiles | Mining |
| | Road transport and logistics |
| | Textile product manufacture |
| | Mattresses |
| Cardboard | Clothing alterations |
| | End of life clothing and linen |
| Rubber | All |
| | Footwear and clothing |
| | Industrial equipment |
| | Automotive |
| | Agriculture |

Product markets for industrial products vary, with plastics, metals and cardboard generally sold into the manufacturing industry as a process input for manufacturers of other products.⁵⁷ Other materials are used as fuel including tyres, timber wastes, fruit pips and paper wastes. Glass is sometimes crushed and used as road base and landfill drainage media. As discussed in section 0, materials from food manufacturing are often sold to local stock feed markets.

It is clear that there are opportunities to increase resource recovery in regional Victoria and there are a number of materials and sectors where potential to further improve recovery is possible, as discussed in section 10 below.

Residual materials

⁵⁷ Hyder Consulting 2009a, p. 43

Residual materials in Victoria are all disposed of to landfill, whether in Melbourne or regional Victoria. As noted in the TZW Strategy, landfills will continue to play a role in managing Victoria's waste.⁵⁸ However, there is a strong push for remaining landfills to meet stricter management standards and it is envisaged that over time landfills will become repositories for largely inert materials (see section 10.2.1 for further discussion on landfills). Waste disposed to landfill, by sector and location, is shown in Table 24 below.

Table 24 – Waste disposed to landfill, 2007-08

| Sector | Location | 2007-08 | |
|---------------------|------------------------|------------------|-----|
| | | Tonnes | % |
| Municipal Disposal | Metropolitan Melbourne | 1,080,000 | 69% |
| | Regional Victoria | 480,000 | 31% |
| Industrial Disposal | Metropolitan Melbourne | 1,610,000 | 66% |
| | Regional Victoria | 840,000 | 34% |
| Total | | 4,010,000 | |

Currently there are no known recovery arrangements for residual waste in Victoria, however, two processes are underway that will change residual waste management in the future.

The first is VARRI which aims to develop the business case for implementing alternative waste AWT facilities across metropolitan Melbourne (see section 3.1.3). The second is the Barwon RWMG DiCOM AWT project which aims to process residual materials from the five Barwon RWMG member councils, plus a council from the Highlands region.

Other options may include transporting materials from regional areas adjacent to metropolitan Melbourne for treatment, such as from the Highlands and Gippsland RWMGs. There may also be opportunities for processing residual waste from the Mornington Peninsula at treatment infrastructure being planned for metropolitan Melbourne.

⁵⁸ 2009, p. 5, 8

Resource recovery initiatives in regional Victoria, by RWMG

| Region | Current Initiatives for Improved Resource Recovery | Sector |
|--|---|---|
| Barwon | - The RWMG is undertaking a study of organics markets, addressing quality, market price, AWT potential | Organics |
| | - The RWMG has established regional networks (health, business (commercial), C&D, industry (manufacturing), Sustainability Education Network (schools)) | General |
| | - The RWMG is facilitating the implementation of AWT facility: tender accepted by member councils | Residual Waste, organics, infrastructure & technology C&I |
| | - Blue Circle Cement – used tyres, timber (clean pine, hardwood, laminated timber, shavings, sawdust) and waste oil are accepted for energy recovery at the Waurn Ponds cement kiln | C&I |
| | - Pacific Dunlop – waste tyres are sent to Blue Circle | Organics |
| | - Timber is chipped at Geelong port and exported for boiler feed | C&D |
| | - Blending of plasterboard with garden organics at Anglesea resource recovery centre | C&I |
| | - IXL and Ford are looking to remove phenols from foundry sands, with recycling of sand in concrete production | C&I, organics |
| | - Shell and Alcoa are investigating blending of oily product from petrochemical and aluminium industry with green waste | Organics |
| | - Pallet recycling | C&I |
| | - Recycling of commercial wastes in Geelong, including plastic film (e.g. silage wrap), polystyrene, plastic plant pots sent to Melbourne markets (GDP Industries) | Organics |
| | - Hardwood and softwood recycling – given away or sold for kindling (GDP Industries) | C&I |
| | - Clean industrial carpet recycling and plastics export (GT Recycling) | C&I |
| | - Local reprocessor of kerbside collected and industrial PVC (Cyrogrind) | Municipal, industrial |
| | - Steel and other metals recycling (Simms) | Municipal, C&I |
| | - The Barwon RWMG and member councils have established a region-wide e-waste recycling program and centralised recycling in Geelong (operated by GDP Industries) | Industrial |
| | - Review of opportunities for energy recovery through pyrolysis (Godfrey Hurst) | C&D |
| | - Local concrete batching plant at Point Henry | C&D, organics |
| | - Building waste, organics recycling by G&S Environmental | Organics |
| | - Garden organics from Alvie landfill transported to South Australia for composting | Organics |
| - Seawaste forum – scallop shells delivered to composting facility at Camperdown Composters | Organics | |
| - Garden organics dropped off at council facilities is processed by councils, some used for landfill capping | Organics | |
| Calder | - Education program to promote waste sorting for commercial waste generators | C&I |
| | - C&D recycling at Allstone quarries | C&D |
| | - Strapping and baling twine from Parmalat sent to Melbourne for | C&I |

| Region | Current Initiatives for Improved Resource Recovery | Sector |
|-----------------|--|---|
| Central Murray | reprocessing | C&I |
| | - Some plastics sent to Echuca and Kyabram for recycling into irrigation piping, the remainder is sent to Melbourne | Organics |
| | - Green organics is accepted and mulched at most resource recovery centres, with seasonal rebates offered making disposal free of charge | C&I |
| | - Steel is reprocessed at Smorgons in Bendigo | Municipal, C&I |
| | - E-waste recycling at Enhance IT at Eaglehawk | C&I |
| | - Timber waste is shredded and reused by horse stables | C&I |
| | - Crumb rubber is recycled as a flooring material for horse floats | Organics |
| | - Green organic waste from agricultural activities and animal manures are reused in soil improvement applications | C&D |
| | - Concrete is stockpiled in Swan Hill and crushed for use as road base | Organics |
| | - Green waste is mulched at some resource recovery centres and used for landscaping and landfill rehabilitation | Municipal, C&I |
| Desert Fringe | - A region-wide e-waste recycling program is in place with drop-off facilities throughout the region and centralised recycling at Swan Hill (Transpacific) | Municipal, C&I |
| | - Tyres are collected at most RRCs and transported for reprocessing | Municipal, C&I |
| | - Resale centre at Swan Hill | Municipal |
| | - DrumMUSTER program in place at all RRCs | C&I |
| | - Steel is stockpiled and sent for reprocessing | C&I |
| | - Silage wrap is stockpiled at some sites to be transported for reprocessing | C&I |
| | - Lions Clubs and other volunteer organisations provide a kerbside paper and cardboard collection service | Municipal |
| Gippsland | - Concrete is stockpiled within West Wimmera Shire Council, crushed and reused in pathway construction | C&I |
| | - On-farm collection service for scrap steel, which is sent to Sims for recycling | C&I |
| | - Green organics is mulched within West Wimmera Shire Council and reused on public gardens and is also available for residents | Organics |
| | - RWMG implemented "Wild games in the West", collaborative school education and environmental program | General |
| | - Car tyres are shredded and used for road surfacing | C&I |
| | - Some food waste, including locally manufactured bread waste, is recovered for stock feed, especially piggery stock feed | C&I |
| Goulburn Valley | - AMCOR recycle paper at its Maryvale mill | C&I |
| | - PineGro compost forestry and paper pulping waste at Morwell | Organics |
| | - The Gippsland RWMG has received funding to trial the collection and dismantling of e-waste utilising a Community Recycling Venture type model | Municipal, C&I |
| | - In-vessel composting facility at Dutson Downs | Organics |
| | - Concrete recycling by a private operator in Drouin, at some quarries, and facilities in Morwell and Traralgon | C&I |
| | - Sawdust is reused at dairies as well as stockyards as a bedding material | C&I |
| Goulburn Valley | - Western Composting Technology Pty Ltd has established an in-vessel composting facility in Shepparton for processing garden organics collected under council's kerbside service and drop off facilities | Organics, infrastructure and technology |

| Region | Current Initiatives for Improved Resource Recovery | Sector |
|-----------|--|---|
| | <ul style="list-style-type: none"> - In Shepparton, Kinetic Renewables Joint Venture has established an energy recovery facility for peach kernel wastes (produced by SPC) using a methanation technology. There is potential to apply the technology to other organic streams. - In Euroa, Enviro 2100 and The Pig Pen undertake composting of piggery bedding material (mix of grape marc and manure) and other organic wastes to produce nutrient rich compost product - ResourceGV and member councils have established a region-wide e-waste recycling program - Green organics are mulched on site at the Shepparton resource recovery centre - Strathbogie council offers residents subsidised compost bins and worm farms - A current exercise is determining the facilitation of e-waste dismantling within the region - EPA-approved trial of composing fish entrails produced at trout farms - Food waste from industrial sources is used as stock feed - Rice hulls and grape marc also used as animal bedding - RWMG places advertisements in local media to educate the community about resource recovery - RWMG has developed collaborative education programs with other organisations e.g. GV water and local catchment management authorities - Plaster board is ground and used as a gypsum replacement for soil applications | <p>Organics, infrastructure and technology</p> <p>Organics</p> <p>Municipal, C&I</p> <p>Organics</p> <p>Organics</p> <p>Municipal, C&I</p> <p>Organics</p> <p>Organics, C&I</p> <p>Organics, C&I</p> <p>General</p> <p>General</p> <p>C&I</p> |
| Grampians | <ul style="list-style-type: none"> - Investigating gasification and other opportunities for energy from organics - RWMG is investigating the feasibility of an energy-from-waste facility - 'Environmental Ambassadors' tour for years 9 and 10 students - E-waste is stockpiled for potential future resource recovery - Concrete is crushed at resource recovery centres and used by councils and sold to public - Dropped off garden organics at RRCs located at Horsham, Stawell, Ararat and St Arnaud is mulched, semi-pasteurised by SITA and sold to local vineyards - Steel and tyres are collected and transported to Melbourne for reprocessing | <p>Organics, Infrastructure & technology</p> <p>Infrastructure and technology, residual</p> <p>General</p> <p>Municipal, C&I</p> <p>C&I</p> <p>Organics</p> <p>C&I</p> |
| Highlands | <ul style="list-style-type: none"> - There are four C&D recycling facilities within the City of Greater Ballarat. One of these facilities (Ace Scrap Metals) focuses solely on construction waste. - Several RRCs within the region have resale centres - E-waste is collected with steel - Mattresses are recycled by Dreamsafe - There is one regional contract for provision of safety gates | <p>C&D, Infrastructure and technology</p> <p>Municipal</p> <p>Municipal, C&I</p> <p>Municipal</p> <p>Municipal, C&I</p> |

| Region | Current Initiatives for Improved Resource Recovery | Sector |
|----------------------|--|--|
| | - A cross regional contract for fluorescent tubes collection has been established by Highlands RWMG in partnership with Desert Fringe, Grampians, Central Murray and Barwon RWMGs | Municipal, C&D |
| Mildura | - Around Again accepts gas cylinders, wood timber, steel, EPS, green organics and dismantles e-waste for resource recovery
- Concrete is stockpiled, crushed and used for road base
- Drum Muster programs are in place at some resource recovery centres
- Ausplaztik recycle both pre- and post-consumer plastic waste | Municipal, C&I
C&I
C&I
C&I |
| Mornington Peninsula | - There are two garden organics processing facilities, both run by TPI, at Truemans Road, Fingal and McKirdies Road, Tyabb

- A Resale centre has been established at Mornington RRF and is operating successfully
- The Shire is subsidising mattress collections by Dreamsafe
- There is interest in the region for establishing AWT infrastructure, potentially accepting waste from south eastern councils of metropolitan Melbourne
- An eco-display centre is being developed at Mt Martha to show how old residences can be retrofitted to improve sustainability | Organics, Infrastructure and technology
Municipal

Municipal Infrastructure and technology
C&D |
| North Eastern | - In Wodonga, a disability group (The Recovery Game) dismantles e-waste, mattresses and wood into re-saleable products
- Recovered cardboard and paper is sent to Visy in Wodonga and Norske Skog in Albury
- Greenchip Recycling runs an open windrow composting facility

- Silage wrap is accepted at Towong landfill free-of-charge, cleaned and transported to Shepparton
- Schools Environment Education Directory connects schools and relevant organisations
- Woodchips are used onsite at resource recovery centres and for landfill rehabilitation
- Concrete is crushed for use at resource recovery centres and for landfill rehabilitation
- Wood waste is transported to Tumut for recycling at Visy
- Site investigations are underway to locate a composting facility in Wangaratta

- RWMG has commissioned a review into the potential for a composting facility | Municipal, C&I
C&I

Organics, Infrastructure & technology
C&I

General
C&I
C&I
C&I
Organics, Infrastructure & technology
Organics, Infrastructure & technology
C&I |
| South Western | - Recyclables are bulk-hauled from Southern Grampians to Visy in Geelong
- Hamilton has a green organics collection service for landfill capping
- Resource recovery centres accept and mulch green waste for use onsite
- Camperdown Composters accept industry waste: mostly timber waste and some dairy waste
- Glenelg-Hopkins CMA is considering the use of pyrolysis to produce Biochar for use as a broad acre fertiliser | C&I
Organics
Organics
Organics
Organics, Infrastructure and |

| Region | Current Initiatives for Improved Resource Recovery | Sector |
|--------|--|-------------------|
| | - Bricks and concrete are crushed and used onsite as a road base at landfills; a private operator in Hamilton crushes and sells product commercially | technology
C&I |
| | - RWMG is working with Vantage in Warrnambool to collect e-waste which is dismantled for reprocessing | Municipal,
C&I |
| | - Region is considering the viability of mattress recycling | C&I |
| | - Some composting at Corangamite landfill | Organics |
| | - Onsite mulching of green organics at landfills for landfill rehabilitation | Organics |
| | - Timber waste is sent to Mt Gambier as a feedstock for sawmill drying kilns | C&I |

Staffing numbers

The report has incorrectly stated the current number of permanent full time REO's; there are currently 14 REOs that are permanent full time employed across the state, 1 for each region plus both Gippsland and Barwon have an extra REO.

STRENGTHS

- Ability to enter into contracts (SV)
- Bigger markets- more feedstock, larger geographical area
- Reduced governance
- Improved alignment between SV (Central) and regional delivery
- Ability to deliver broader sustainability programs
- Increase in resources (across the state)
- Opportunity for placement of other SV staff in regions
- SV are accountable to outcomes and responsible for liabilities
- Improved state-wide policy development
- More consistent performance accountability across the state

WEAKNESSES

- Imbalance of resources- less resources in the Barwon Southwest Region but increases in responsibility (C&D, C&I, Sustainability Education). Some regions remain unchanged geographically and gain significant increases in resources whilst other regions (Barwon/Southwest and Highlands/Grampians/DF) increase significantly in size but **suffer a reduction in resources**
- Size of Boards
- Risk of losing Local Government support
- Reduced autonomy to act to meet regional needs
- Reduced ability to be responsive to local needs
- Loss of ability to secure funding from other agencies
- Report doesn't articulate how Regions current responsibilities (ie: coordinating LG in their Regional Waste management planning and developing and implementing a RWMP)
- The proposed model does not build on strengths of current RWMG structure (commitment and contribution by Local Government, flexibility to deliver programs in a regional context, existing staffing resources- 2 REOs and 1 EO for the BRWMG)
- Funding the delivery of Sustainability education and behaviour change on the landfill-levy

OPPORTUNITIES

- Inspire rural councils and ability for smaller councils to leverage off the Provincial Cities.
- Ability for Sustainability Victoria to better understand the needs of councils.
- Staff career paths
- Opportunity for existing SV positions to be placed in regional Victoria
- To channel more resources to where the opportunities are
- SV participation in regional boards, enabling them to better understand what Waste Management and Resource Recovery is about
- Ability for SV to gain hands-on grass roots experience and enable this the guide and direct more relevant state wide programs and strategies. Increased ability for regions to influence stated policies and programs.
- Unparalleled opportunities to develop and deliver sustainability education across the state

THREATS

- Loss of experiences staff and/or directors through frustration with working within a more bureaucratic structure
- Long-term: reduced funding from a reduction in waste to landfill
- Risk of losing ability to be innovative
- Risk of losing alternative funding opportunities
- Being absorbed by the 'bureaucratic beast'
- Risk of advisory committee being unable to influence decisions
- Risk of losing Local Government buy-in
- Reduction in availability of program funds to deliver locally
- Perceived control of Local Government services by State Government
- Larger regions = dilution of activity
- Increase in administrative overheads through increased layers in corporate structure
- Opportunities lost (currently RWMG are able to be very responsive, as part of a larger corporate structure this responsiveness may be compromised)
- Disengagement of advisory boards as a result of inability to have ownership on direction and decision making
- Staff wellbeing- risks of stress and anxiety as a result of redeployment, redundancy or need to relocate

KEY QUESTIONS:

- 1) Given that the preliminary report and this report's emphasize extra resource for provincial cities, what is the rationale behind the resource allocation? And why have staffing resources been reduced in the Barwon/Southwest Region?
- 2) What power will the advisory committees have to direct and govern the RBU? And what are its role and functions?
- 3) What process is being undertaken to ensure that Local Government remains engaged?
- 4) RWMP's have been the lever for engagement for LG, given this, who is responsible for the RWMP?
- 5) Will there be regional program budgets? What will happen to existing education programs and education centres?
- 6) Will education programs be able to be tailored/developed for regional needs?
- 7) How will the proposed structure ensure the ability to raise additional funds for alternative sources is maintained? Has this been factored into the economics of the Model?
- 8) Regional Contracts- can a RBU be a principle of a regional contract?
- 9) Size of boards- in the new model how will the size of boards be determined? Who will appoint the board? What is the term of appointment? How is the Chairperson selected? Will sitting fees be paid? (Projected Board Size Barwon/ South Western Region minimum 15 persons ie: Barwon =6, South West=5, Golden Plains =1 Skilled Based =2,SV =1)This does include C&I or C&D
- 10) The report indicates that the responsibilities of KABV will be divulged to the regions- where will the extra resources required to deliver these responsibility come from?
- 11) Reference table 14 on page 54 of the report. We understand the weighting allocated to each criteria but there is no mention of how the score was ascertained. Would you please advise?

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OM092309-13 STRUCTURAL ASSESSMENT OF COUNCIL BRIDGES

| | | | |
|-------------|---------------------------|-----------|--------------------|
| AUTHOR: | Adam Lehmann | ENDORSED: | Neil Allen |
| DEPARTMENT: | Infrastructure & Services | FILE REF: | GEN00016 - Bridges |

Purpose

The purpose of this report is to seek Council endorsement to apply load limits to a number of bridges located on the municipal public road network.

Declaration of Interests

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

Background

Council at its meeting of 24 June 2009 resolved to endorse the intention of implementing load limits on a number of bridges subject to seeking submissions from the public under Section 223 of the *Local Government Act 1989* as detailed below:

| Bridge No. | Road Name | Load Limit |
|------------|-------------------------------|-------------------|
| CS022 | Upper Gellibrand Road | 12 tonnes |
| CS044 | Apollo Bay Recreation Reserve | 5 tonnes |
| CS051 | Rollings Access | 12 tonnes |
| CS052 | Veseys Access | 8 tonnes |
| CS055 | Raffertys Road | 6 tonnes |
| CS060 | Scorcis Access | 5 tonnes |
| CS249 | Upper Gellibrand Road | 12 tonnes |
| CS084 | J Barrys Road | 2 tonne axle load |

The proposal to apply these load limits follows on from the recommendations received from recent structural testing completed on selected Council bridges as part of a rolling program of condition assessments.

Council Plan / Other Strategies / Policy

The *Road Management Act 2004* establishes road management legislation to provide a more efficient and safer road network for all road users.

The aim of the *Road Management Act 2004* is to establish for road management authorities management systems for the public road network that they manage. The Act assists

Council, as a road authority, to determine its own appropriate management plan and standards in order to manage civil liability by defining and achieving its responsibilities.

Colac Otway Shire demonstrates its statutory responsibilities and duty of care through its Road Management Plan by having in place a reasonable regime to:

- Inspect the road network to discover defects, and
- Plan and implement repairs to overcome these defects.

Where potentially dangerous conditions in the road network are shown to exist, Council may satisfy its duty of care to road users by taking one or more of the following actions, depending on the circumstances of any particular case:

- Prioritising the condition in a capital works or maintenance program;
- Installing appropriate signs warning of the dangers;
- Closing the road; or
- Repairing the dangerous condition completely.

In this particular instance it is intended to apply the recommended load limits to reduce both Council's and the community's exposure to risk until such time that rehabilitation works may be undertaken to improve the structural capacity of the subject structures. This strategy is consistent with the outcomes of Council's Road Management Plan.

Issues / Options

There are a number of options available in responding to the recommendations extending from the testing of the nominated structures. These are:

- Close the bridges to all public traffic;
- Maintain existing use and not apply load limits; or
- Impose load limits consistent with the consultants engineer's recommendations until such time that structural repairs are able to be undertaken.

1. Close Bridges to Public Traffic

Based on the outcomes of these structural assessments and noting their condition, the option to close each of the identified bridges to all general traffic is available to Council. However, the condition of the bridges are not that severe that they need immediate closure and would not be in Council's best interest to implement this option due to the detrimental impacts to both accessibility and ongoing service provision to the community.

2. Maintain Existing Use

Council has the option not to apply load limits to these bridges. Imposing load limits has the potential to severely restrict the types of vehicles that can access a bridge. The majority of the bridges assessed provide direct access to rural properties and any limits imposed over an extended period of time may impede farming operations or other land use needs. However, Council has an obligation to provide a safe road network to its community and to not respond exposes it to an increased level of liability in the event of a failure.

Now that Council is aware of the issues with each of these bridges, it may be liable if it does not act in a reasonable manner should there be an accident which results in property damage, personal injury, or in extreme circumstances, death.

In addition, Council may have trouble obtaining insurance coverage for any accident where it has knowledge of problems and has failed to act. Indeed Council's insurance policy requires that its acts in a reasonable manner.

3. Application of Load Limits

In order to mitigate any risk potential it is prudent that load limits be applied to each of the nominated structures until such time that major repairs can be completed to ensure their safe operation into the future. It is acknowledged that this may cause difficulty amongst the community and abutting landowners but is the preferred option to limit risk to road users.

Rehabilitation works on the structures will be prioritised within Council's annual bridge renewal program.

Council has the statutory power under the *Local Government Act 1989* to impose load limits or restrict vehicles of a certain size from using its roads. This also includes bridges. Any load limit is enforceable by law.

Proposal

It is intended to seek Council resolution in order to apply the previously nominated load limits after the Council has taken into consideration the submissions received and heard.

Upon any resolution, appropriate signage will be installed at each bridge detailing the restrictions in effect. This will be inclusive of any advance warning signs where required. Alternative routes will be nominated where available.

The local fire brigades will be notified of the actions and advised of which bridges that they can safely traverse.

Financial and Other Resource Implications

An allocation of \$120,000 has been included in Council's 2009/10 budget specifically for the rehabilitation of bridges and major drainage structures. This proposed program is intended to address the overall renewal needs of this asset group, and address general maintenance requirements. The cost of repairing the bridges for which load limits are proposed has not yet been determined.

The annual bridge renewal program will be determined on a priority basis which considers overall investment benefits, risk to Council and road users, road network and community needs. The structures assessed during the 2008/09 inspection program will be considered against other competing priorities for inclusion in future years of this program, after a detailed cost analysis has been determined for all the structures.

Risk Management & Compliance Issues

The application of load limits to each of the bridges detailed previously is proposed primarily in order to reduce and manage Council's risk in the event of catastrophic failure. This risk also extends to road users.

Environmental and Climate Change Considerations

No environmental considerations are applicable at this time.

Communication Strategy / Consultation

Prior to Council imposing a load limit on a road or bridge it is required to engage with all affected parties. Any submissions received are required to be considered in accordance with Section 223 of the *Local Government Act 1989*.

To facilitate this consultation process notices advising of Council's intentions were sent to identified key stakeholders. These included landowners, industry, and other public authorities.

At the close of the submission period, Council had received four (4) submissions in relation to the proposal to load limit the nominated bridges. One party providing feedback requested that they be heard in support of their submission. A Special Council meeting was held on 9 September 2009 to consider all submissions received and heard from two submitters. A summary of these submissions and Council's response to the issues raised are provided as an attachment to this report.

The Special Council meeting of 9 September 2009 resolved that a further report be provided to Council in relation to the proposed load limits.

The themes of the submissions received were generally connected to the limitations that would be imposed on the general operations associated with the properties accessed by the identified bridges and concerns with the provision of emergency services to the area.

It is acknowledged that imposing load limits on any bridge for an extended period of time may impede the economic opportunities attributable to a property, especially where there are no alternative access routes. Council however, has a duty of care to its community to ensure that it provides a safe road network. As an interim measure it is intended to apply the load limits as recommended to reduce the likelihood of catastrophic failure.

Works to improve the capacity of these bridges to enable access by heavy vehicles will need to be considered for inclusion in future Council's Bridge Rehabilitation Programs after determining the most cost effective treatment options.

In terms of property fire protection, the consulting engineers engaged to undertake the initial structural assessments of the bridges have indicated that a standard fire tanker is able to use Raffertys Road bridge safely under strict permit conditions. Such a permit would require that vehicle speeds are kept to a minimum and that access is on an interim basis only. It is not intended to extend the operation of a permit system to general traffic. Further advice will be sought from Council's consulting engineers to ascertain if the other identified bridges may be used under similar arrangements. This is in order to ensure that the provision of effective emergency services is not impeded through imposing load limits on critical infrastructure.

Implementation

Following Council's hearing of submissions it is the recommendation to apply load limits to the following bridges:

| Bridge No. | Road Name | Load Limit |
|-------------------|-------------------------------|-------------------|
| CS022 | Upper Gellibrand Road | 12 tonnes |
| CS044 | Apollo Bay Recreation Reserve | 5 tonnes |
| CS051 | Rollings Access | 12 tonnes |
| CS052 | Veseys Access | 8 tonnes |
| CS055 | Raffertys Road | 6 tonnes |

| Bridge No. | Road Name | Load Limit |
|-------------------|-----------------------|-------------------|
| CS060 | Scorcis Access | 5 tonnes |
| CS249 | Upper Gellibrand Road | 12 tonnes |
| CS084 | J Barrys Road | 2 tonne axle load |

Conclusion

Council has a number of ageing bridge assets which require significant funding to maintain in a serviceable manner. Good asset and risk management practices include having a detailed knowledge of the condition of Council's varying types of infrastructure. Such information supports strategic decision making to ensure against failure to critical assets and to mitigate the impacts of such failure on service delivery and develop a suitable funding model.

Council's ongoing bridge inspection program provides for the assessment of overall structural condition and to prioritise future bridge rehabilitation programs. Where in some instances it is not possible to address structural issues imposing load limits on certain structures is an appropriate management response for the purposes of ensuring public safety.

As a result of this testing it has been recommended that load limits be applied to all of the bridges listed previously in order to preserve and extend their useful life and also in order to manage the risks associated with their condition.

Attachments

1. Community Responses Received
2. Public Notices

Recommendation(s)

That Council:

1. ***Resolve to implement the following load limits:***

| <u>Bridge No.</u> | <u>Road Name</u> | <u>Load Limit</u> |
|--------------------------|--------------------------------------|--------------------------|
| CS022 | Upper Gellibrand Road | 12 tonnes |
| CS044 | Apollo Bay Recreation Reserve | 5 tonnes |
| CS051 | Rollings Access | 12 tonnes |
| CS052 | Veseys Access | 8 tonnes |
| CS055 | Raffertys Road | 6 tonnes |
| CS060 | Scorcis Access | 5 tonnes |
| CS249 | Upper Gellibrand Road | 12 tonnes |
| CS084 | J Barrys Road | 2 tonne axle load |

2. ***Advise the Country Fire Authority in writing of bridges which it can use in an emergency and the operating conditions under which trucks may travel over the bridges.***

3. ***Provide a written response to all those parties who provided formal feedback through the public consultation process***

4. ***Refer the work to rehabilitate each of the structures to Council's Capital Works and Major Projects Program for detailed costing and prioritisation within the relevant programs.***

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**STRUCTURAL ASSESSMENT OF COUNCIL BRIDGES – Responses received August/September 2009**

| Item | Comments                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Council Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1.   | <p><b>Bridge – Upper Gellibrand Road – Proposed 12 tonne limit</b></p> <p>There is one bridge – CS249 which provides Midway with its only reasonable access to the following land:</p> <ul style="list-style-type: none"> <li>▪ CA 78A PP2082 TP579477</li> <li>▪ CA 78B PP2082 TP777835</li> </ul> <p>Midway requires the use of this bridge for the purpose of timber cartage and plantation management activities at intermittent periods on a roughly 10 year cycle. The bridge currently has no load limits and under the proposal a 12 tonne load limit would be imposed preventing Midway from undertaking normal activities such as timber cartage.</p> <p>Furthermore if the load limit is reduced to 12T this would stop Midway and the CFA from taking Fire Tankers into the Stevenson's Falls Campground. As this is a very likely ignition source for fire, due to campfires this would be an untenable situation. Midway needs to be allowed access to our land and any reduction in the load limit of CS249 will prevent us from conducting our usual and accustomed business. Works should be conducted on CS249 to maintain it at a standard that allows normal use by surrounding landowners including Midway. We believe that simply reducing the load limit and continuing to allow the bridge to deteriorate is unacceptable.</p> | <p>Council acknowledges that imposing load limits on a bridge for an extended period of time may impede the economic opportunities which may be attributable to any property, especially where there are no alternative access routes.</p> <p>It is not Council's intention to simply allow the condition of this structure to deteriorate to a point where even more severe restrictions need to be applied. Council has a duty of care to its community to ensure that it provides a safe road network and as an interim measure it is intended to apply the recommended load limit of 12 tonnes to reduce both its and road users exposure to the risk of catastrophic failure.</p> <p>Works to improve the capacity of this bridge to enable access by heavy vehicles engaged in timber cartage will need to be considered for inclusion in future years of Council's Bridge Rehabilitation Program after determining the most cost effective treatment option. Suitable external funding opportunities will be assessed also.</p> <p>Notwithstanding the concerns raised, an option to fund the construction of a suitable bridge could be carried out through a Special Charge Scheme under Section 163 of the Local Government Act 1989. The Scheme would require Council to assess and apportion costs amongst those who benefit, and as such Councils portion of cost would be reduced significantly.</p> <p>If Council was to proceed with a Special Charge Scheme, this would need to be referred for consideration to Councils long-term Capital Works Budget for prioritisation.</p> |


|    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|----|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2. | <p><b><u>Bridge – Raffertys Road – Proposed 6 tonne limit</u></b></p> <p>Concerned about condition of bridge on Raffertys Road. For years wner has had to manage his property at a serious disadvantage compared to other ratepayers due to the deteriorating condition of the bridge. All this time rates have continued to rise. Paying rates on the capital improved value of the property when the assets constituting the C.L.V. cannot be maintained in an operable condition due to the defective condition of a Shire asset does not appear to be a valid contract. When, in addition to this, the condition of the bridge renders the property inaccessible to CFA tankers it is not difficult to imagine a set of circumstances arising whereby the Shire could find itself in an insidious position.</p> | <p>Council faces a wide range of challenges and demands in managing the community's vast portfolio of infrastructure. Funding for capital works must compete against the funding of other essential services which Council delivers on an ongoing basis. In some instances it is not possible for Council to be able to address all of the issues identified across its network of assets.</p> <p>In this instance it is proposed to apply a 6 tonne load limit on Raffertys Road bridge in response to the outcomes of recent structural assessments. It is intended that this load limit be in effect until such time that further rehabilitation works can be completed to improve the overall load bearing capacity of this structure.</p> <p>Notwithstanding the concerns raised, an option to fund the construction of a suitable bridge could be carried out through a Special Charge Scheme under Section 163 of the Local Government Act 1989. The Scheme would require Council to assess and apportion costs amongst those who benefit, and as such Council's portion of cost would be reduced significantly.</p> <p>If Council was to proceed with a Special Charge Scheme, this would need to be referred for consideration to Councils long-term Capital Works Budget for prioritisation.</p> <p>The consulting Engineers engaged to undertake the initial structural assessment of this bridge have indicated that a standard fire tanker is able use the bridge safely under permit conditions. Such a permit would require that vehicles speeds are kept to a minimum and that access is on an intermittent basis only.</p> |
| 3. | <p><b><u>Bridge – Raffertys Road – Proposed 6 tonne limit</u></b></p> <p>The Gellibrand Rural Fire Brigade is concerned the proposed load limit on Bridge No. CS055 Raffertys Road is 6 tonnes which will prevent CFA fire tankers from accessing the three (3) dwellings serviced by this bridge, in case of fire as there is no other vehicle</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | <p>The consulting Engineers engaged to undertake the initial structural assessment of this bridge have indicated that a standard fire tanker is able use the bridge safely under permit conditions. Such a permit would require that vehicles speeds are kept to a</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |

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|           | <p>access. The Brigade requests an exemption from this load limit if applied for Emergency Vehicle access only.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | <p>minimum and that access is on an intermittent basis only. It is intended that Council issue such a permit to the Gellibrand Rural Fire Brigade to ensure that provision of ongoing emergency services are delivered to the local community. It is acknowledged that this is an interim arrangement only and further upgrades to this bridge are required to provide unrestricted access to neighbouring properties. Such works will need to be considered against other competing priorities, however alternative sources of external funding will be sought to bring forward the timing of the required rehabilitation works.</p> |
| <p>4.</p> | <p><b><u>Bridge – Rafferty's Road – Proposed 6 tonne limit</u></b></p> <p>The property owner is one of four landholders affected by the Council decision to propose a 6 tonnes load limit on the only access to her property. She has an interest in some 80 hectares of Farm Zone land on Rafferty Road. The property owner acquired her interest in property in the area with a view to its economic potential for ecologically-sensitive tourism accommodation and tours. Her property has high potential for this type of investment but, to even begin formal planning she requires assurance from local government that she will be afforded access to her property by heavy vehicles such as gravel and concrete trucks, excavators, buses and fire trucks. A 6 tonnes load limit on the Rafferty Road bridge will effectively curtail this form of non-residential economic development which Council should be encouraging in the Olways. There will also be a reduced level of fire protection if tankers cannot reach the property. There is a fundamental lack of equity in levying a farming rate on land that has become limited in its economic potential because it cannot be accessed for a wide range of economic activities, including traditional ones such as animal husbandry, dairying and logging. Council has approved subdivisions of the property which have increased the rate base of Council but this proposal to withdraw substantive Council maintained access from the land beyond the bridge makes the property owner feel that she and her land are being treated as second rate. Why should she pay a farm rate at the same level as everyone else if Council has diminished the farming and tourism economic potential of her land? Maintaining the infrastructure that provides access to land is a key</p> | <p><i>To be heard at Councillor Workshop, Wednesday 9 September 2009, 2.00pm.</i></p> <p>Refer response to item 2.</p> <p>The consulting Engineers engaged to undertake the initial structural assessment of this bridge have indicated that a standard fire tanker is able use the bridge safely under permit conditions. Such a permit would require that vehicles speeds are kept to a minimum and that access is on an intermittent basis only</p>                                                                                                                                                                                |

|  |                                                                                                                                                                                                 |  |
|--|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|
|  | function of Council, especially when there has been no load limit for over 40 years. The property owner wishes to be heard either in person or by someone representing her on 9 September 2009. |  |
|--|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|



*Herold July 22*



**Colac Otway**  
SHIRE  
*Naturally Progressive*

### Proposed Bridge Load Limits

Council at its meeting of 24 June 2009 resolved to endorse a proposal to implement the following load limits:

| Bridge No | Road Name                     | Proposed Load Limit     |
|-----------|-------------------------------|-------------------------|
| CS022     | Upper Gellibrand Road         | 12 tonnes               |
| CS044     | Apollo Bay Recreation Reserve | 5 tonnes                |
| CS051     | Rollings Access               | 12 tonnes               |
| CS052     | Veseys Access                 | 8 tonnes                |
| CS055     | Raffertys Road                | 6 tonnes                |
| CS060     | Scorcis Access                | 5 tonnes                |
| CS249     | Upper Gellibrand Road         | 12 tonnes               |
| CS084     | J Barrys Road                 | 2 tonne axle load limit |

Any person may make a submission on the proposed load limits. Submissions should be in writing and are to be addressed to the Chief Executive Officer, Colac Otway Shire, PO Box 283, Colac, Victoria 3250 and must be received by **August 28, 2009**.

A person who has made a submission and requested that they be heard in support of their submission is entitled to appear in person or by a person acting on their behalf before Council on **September 9, 2009 at 2pm at COPACC**.

Persons wishing to obtain further information in relation to this review should contact Adam Lehmann, Manager Sustainable Assets on (03) 5232 9400 during normal business hours.

**Rob Small**  
Chief Executive Officer  
[www.colacotway.vic.gov.au](http://www.colacotway.vic.gov.au)

58871



Otway light July 21

**Proposed Bridge Load Limits**

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**Rob Small, Chief Executive Officer**

**CONSENT CALENDAR****OFFICERS' REPORT**

D = Discussion

W = Withdrawal

| ITEM                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | D | W |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|---|
| <p><b><u>SUSTAINABLE PLANNING AND DEVELOPMENT</u></b></p> <p><b><u>OM092309-14 CLIMATE CHANGE GREEN PAPER SUBMISSION</u></b></p> <p>Department: Sustainable Planning and Development</p> <p><b><u>Recommendation</u></b></p> <p><i>That Council endorse the attached submission on the Climate Change Green Paper and recommend that it be submitted to the State Government by 30 September 2009.</i></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |   |   |
| <p><b><u>OM092309-15 TOURISM SIGNAGE POLICY</u></b></p> <p>Department: Sustainable Planning and Development</p> <p><b><u>Recommendation(s)</u></b></p> <p><i>That Council endorse the Draft Tourism Signing Policy and release it for a public consultation period of 6 weeks.</i></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |   |   |
| <p><b><u>OM092309-16 REVIEWED GELLIBRAND RIVER TOWNSHIP MASTER PLAN PRIORITIES</u></b></p> <p>Department: Sustainable Planning and Development</p> <p><b><u>Recommendation(s)</u></b></p> <p><b><i>That Council:</i></b></p> <ol style="list-style-type: none"> <li><b><i>1. Adopts the reviewed Gellibrand River Township Master Plan Priorities in principle as a project initiated by the Gellibrand Kawarren community to develop a strategic plan for the future development of public land infrastructure in their township.</i></b></li> <li><b><i>2. Notes that significant community consultation has occurred in the development of the reviewed Gellibrand River Township Master Plan Priorities including a public community meeting and the opportunity for community comment.</i></b></li> <li><b><i>3. Considers future funding applications to complete priorities identified in the reviewed Gellibrand River Township Master Plan Priorities via STIP applications, Capital Works budget bids and through ongoing consultation with the Gellibrand and Kawarren community.</i></b></li> </ol> |   |   |

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| <p><b>OM092309-17</b>      <b><u>PLANNING SCHEME AMENDMENT TO INTRODUCE A SALINITY MANAGEMENT OVERLAY</u></b></p> <p>Department: Sustainable Planning and Development</p> <p><b><u>Recommendation(s)</u></b></p> <p><b><i>That Council:</i></b></p> <ol style="list-style-type: none"> <li><b><i>Proceed with the preparation and exhibition of a planning scheme amendment to introduce a Salinity Management Overlay over salinity affected areas mapped through the regional salinity mapping project, with a Schedule that specifies appropriate exemptions from planning permit requirements, and with relevant updates to policy in the Municipal Strategic Statement.</i></b></li> <li><b><i>Request the Planning Minister to authorise the preparation of the amendment.</i></b></li> <li><b><i>Advise the Corangamite Catchment Management Authority of its intention to honour the conditions of its funding agreement concerning the Salinity Mapping Project, subject to receipt of more accurate mapping being provided based on more recent LiDAR (Light Detection and Ranging) data, and to accept funding to offset costs associated with the amendment in accordance with that agreement.</i></b></li> </ol> |  |  |
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**Recommendation**

***That recommendations to items listed in the Consent Calendar, with the exception of items ....., be adopted.***

**MOVED**                                 .....

**SECONDED**                             .....

OM092309-14

**CLIMATE CHANGE GREEN PAPER SUBMISSION**

|             |                                    |           |            |
|-------------|------------------------------------|-----------|------------|
| AUTHOR:     | Stewart Anderson                   | ENDORSED: | Jack Green |
| DEPARTMENT: | Sustainable Planning & Development | FILE REF: | GEN00233   |

**Purpose**

The purpose of the report is to seek approval for a Council submission to the State Government on the Victorian Climate Change Green Paper that was released for public comment in June 2009.

**Declaration of Interests**

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

**Background**

In June 2009 the State Government published the 'Victorian Climate Change Green Paper'. It is stated in the green paper that the reason for developing a new climate change policy in Victoria was that:

*"We are entering a new phase of climate change policy in Australia and Victoria must act now to ensure the State has a robust policy framework in place to complement national action and to meet the complex needs of our diverse economy and society. The Commonwealth is committed to introducing a national Carbon Pollution Reduction Scheme (CPRS) to put a price on carbon. This national framework will now drive emissions reductions in Australia. The opportunity now exists to more clearly focus on State action on policies that complement the national scheme, and which drive our adaptation to the impacts of climate change we cannot avoid."*

The framework of the green paper includes:

1. Complementing the CPRS to drive emissions abatement in areas of market failure or those sectors not covered by the CPRS;
2. Positioning Victoria to take advantage of the opportunities created by the transition to a carbon constrained economy; and
3. Adapting to the impacts of climate change we can no longer avoid.

The green paper is a draft document designed to stimulate community discussion. Council has the opportunity to submit comment by 30 September 2009.

**Council Plan / Other Strategies / Policy**

An objective of the Council Plan 2009-20103 is that "Council will protect and enhance the environment entrusted to us, demonstrate efficient use of natural resources and minimise climate change impacts." Climate change is recognized in the Council Plan as a major challenge that will have widespread negative consequences with temperature changes affecting rainfall, storm events and sea levels. Council adopted a Greenhouse Action Plan in 2007 that sets carbon emissions targets for both Council and the Colac Otway Community. Council is currently meeting its emissions targets and working hard to help the community also achieve emissions reductions.

**Issues / Options**

The Victorian Climate Change Green Paper is a very holistic and detailed analysis of the broad range of issues associated with adapting to and mitigating against climate change.

The Green Paper provides the basis for the development of the various sophisticated policies required to respond effectively to the challenges posed by climate change.

Council's submission (see Attachment 1) was developed by officers from across the organisation providing response to the questions posed for consideration by the public in the Green Paper. The response to these questions provides the majority of content in Council's submission. However, in general terms it is considered that the Green Paper should place more emphasis on the following areas/priorities:

- Importance of the State Government demonstrating leadership (e.g. setting state wide planning provisions to adapt to sea level rise);
- Support for regional initiatives and alliances that identify and facilitate implementation of projects that are of regional importance;
- Lack of information on how to manage climate change impacts on the natural environment;
- Importance of links with other policies (e.g. Biodiversity Policy) and strategies (e.g. Victorian Coastal Strategy) and ensuring that the links are understood;
- Importance of food security for regional towns; and
- Mitigation measures and incentives aimed at low emissions sectors outside of the CPRS (e.g. state project to address street lighting).

It is critical that a combination of incentives and regulations be used strategically to achieve the outcomes required to manage climate change. Although the Green Paper covers a broad spectrum of the key issues that need to be addressed it does not provide any detail on policy actions. Without this detail it is difficult to provide more specific comment or understand what the implications are for Council or the Colac Otway region. Therefore, as a precursor to Council's submission a request is made for Council to be engaged in the development of policy actions prior to the release of the White Paper. It is difficult to influence the final policy significantly once the White Paper is released therefore it is crucial that Council be engaged at an earlier stage.

### **Proposal**

It is proposed that the attached submission on the Climate Change Green Paper be sent to the State Government by 30 September 2009.

### **Financial and Other Resource Implications**

There are no financial or other resource implications associated with making a submission on the Green Paper. Although there are many possible implications associated with the final policy it is not possible to accurately estimate them at this stage because there are no specific policy actions detailed in the Green Paper.

### **Risk Management & Compliance Issues**

Climate change presents many areas of risk (e.g. sea level rise) that need consideration by Council. As stated above although there are many possible risk issues associated with the policy it is not possible to accurately determine them at this stage because there are no specific policy actions detailed in the Green Paper.

### **Environmental and Climate Change Considerations**

Although there are no environmental consideration required for making a submission this action is required in order to adequately address Council's commitments to adapting to and mitigating against climate change.

### **Communication Strategy / Consultation**

The State Government and the Municipal Association of Victoria have carried out community workshops across the state to encourage community input on the Green Paper. Council

representatives attended a workshop run by the Municipal Association of Victoria in Geelong on 3 August 2009.

### **Implementation**

As stated above although there are many possible outcomes associated with the policy it is not possible to assess the role Council have in implementation because there are no specific policy actions detailed in the Green Paper.

### **Conclusion**

The negative consequences of Climate Change will affect the Shire and community particularly in areas of the economy, agriculture, biodiversity, land use, emergency response and infrastructure provision and maintenance. However, the positive consequences and opportunities of Climate Change could include new agriculture opportunities and carbon trading. In order to help the community adequately address the challenges and the opportunities Council is providing a detailed and considered submission on the Climate Change Green Paper. In order to provide more detailed comment Council is also seeking consultation on the development of policy actions prior to the release of a White Paper.

### **Attachments**

1. Colac Otway Shire Climate Change Green Paper Submission

### **Recommendation**

***That Council endorse the attached submission on the Climate Change Green Paper and recommend that it be submitted to the State Government by 30 September 2009.***

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Our Ref: GEN00233 SA/EH
Contact: Stewart Anderson

10 September

The Honourable John Brumby
Premier of Victoria
Climate Change Submission
GPO Box 4912
Melbourne VIC 3001

Dear Mr. Brumby

Response to State Government Green Paper on Climate Change

In June 2009 the State Government published the 'Victorian Climate Change Green Paper'. Climate change is recognized by Council as a major challenge that will have widespread negative consequences with temperature changes affecting rainfall, storm events and sea levels.

The negative consequences of Climate Change will affect the Shire and community particularly in areas of the economy, agriculture, biodiversity, land use, emergency response and infrastructure provision and maintenance. However, the positive consequences and opportunities of Climate Change could include new agriculture opportunities and carbon trading and the development of the green enterprises and green jobs. In order to help the community adequately address the challenges and the opportunities Council is providing a detailed and considered submission on the Victorian Climate Change Green Paper.

Council believes the Green Paper is a very holistic and detailed analysis of the broad range of issues associated with adapting to and mitigating against climate change and that it provides the basis for the development of the sophisticated policies required to respond effectively to the challenges posed by climate change.

In general terms it is considered by Council that the Green Paper should place more emphasis on the following areas/priorities:

- Importance of the State Government demonstrating leadership (e.g. setting state wide planning provisions to adapt to sea level rise);
- Support for regional initiatives and alliances that identify and facilitate implementation of projects that are of regional importance;
- How to manage climate change impacts on the natural environment;
- Importance of links with other policies (e.g. Biodiversity Policy) and strategies (e.g. Victorian Coastal Strategy) and ensuring that the links are understood;
- Importance of food security for regional towns; and
- Mitigation measures and incentives aimed at low emissions sectors outside of the Carbon Pollution Reduction Scheme (e.g. state project to address street lighting).

It is critical that a combination of incentives and regulations be used strategically to achieve the outcomes required to manage climate change. Although the Green Paper covers a broad spectrum of the key issues that need to be addressed it does not provide any detail on policy actions. Without this detail it is difficult to provide more specific comment or understand what the implications are for Council or the Colac Otway region. Therefore, Council requests that it be consulted in the development of policy actions prior to the release of the White Paper.

Council's submission was developed by officers from across the organisation providing response to the questions posed for consideration by the public in the Green Paper. The Council responses to the questions posed in the Green Paper are outlined under the relevant headings below.

POLICY LEVERS

Has the Government set the right priorities for short term action on climate change?

In the whole range of people that climate change will affect in households, communities and businesses there will be those who will respond to incentives and those who will only react to regulation that imposes penalties. The incentives have to be quantifiable and personal in terms of cash, price discounts or tax savings. The penalties have to also be correspondent to a loss of cash income, or revenue.

In terms of policies, thought needs to be put into the levers outlined in a strategic manner to get the shifts to occur. Without more detail it is hard to say whether the balance is going to be right.

Education is good, but financial incentives/penalties and regulation is required to really change people's behaviour. Financial considerations are a significant driver of change. Mandatory solar panels on roofs, higher building energy efficiency, higher car registration costs for high emission vehicles are all examples of how this can work.

Support more government spending on programs designed to retrofit existing buildings (e.g. insulation or lighting), or to support pilot green energy power plants. Often residents in existing houses do not feel compelled to retrofit a building unless there is a significant government subsidy offered.

CLIMATE CHANGE IMPACTS

What are the likely impacts in our region?

While the impacts listed are likely, the impact of a carbon economy will have other impacts on local economies with increased cost of production and transport to market. The agricultural industry is well able to adapt to a changing climate but there will be support required to be able to better learn how (e.g. farms using soil sequestration).

Another impact not fully explored is the impact on the Otway's forests where climate change may lead to loss of temperate rainforest in forest/farm fringe areas and accelerating of the change of rainforest to temperate rainforest commenced through clear fell logging.

There is likely to be increased development pressure from population growth driven by people moving from other areas more affected by climate change, leading to increased water usage and conflict with protection of agricultural areas.

EMISSIONS

Victoria is supporting emissions reductions but holding comment on Federal CPRS until it is adopted. Should Victoria be making any comment now?

Given Victoria has demonstrated support for carbon reduction targets and the CPRS in principle it would be unwise to make any comment on the proposed federal scheme until the details are known.

The impact on Victoria will be high because of our brown coal electricity generation and it is expected that there would be consideration of high polluters with limited capacity to change that are essential to our economy. Nevertheless clear targets indicated through regulation and reasonable incentives should be provided to enable the industry to adapt.

Should Victoria be advocating for or initiating a special program for La Trobe Valley electricity generation which is responsible for 67% of Victorian emissions?

The State Government should also plan for relieving the impact on the local community and rehabilitation of the local economy through loss of jobs as the brown coal burning industry is over time closed down.

CARBON POLLUTION REDUCTION SCHEME (CPRS)

Is there any value in State targets?

There is no value in Victoria having different targets to a national scheme and it would be confusing for community and business.

Emissions growth is linked to economic growth. Are there ways to de couple the link?

The link between emissions growth and economic growth is one of the key issues for humanity. Change will be facilitated by the Australian and other national government programs such as the CPRS, however there will need to be an international effort to find methods of changing production methods in industrialised countries and assisting third world economies to progress without using the same industrialised polluting methods.

This will require first world commitment to resist exploitation of natural resources through non-sustainable practices enabled by poverty stricken or corrupt regimes.

In first world economies there is already evidence of a growing economy in adaption and mitigation policy, technology, regulation and emissions trading. There is also evidence of industries profiting by reducing their emissions. There needs to be increased awareness of the potential for using our intellectual capacity to create a new economy and the profitability of pursuing sustainable practices.

More information on methods of mitigation and adjustment the better for understanding climate change and demonstrating how households, communities and business can react positively. Case studies would help.

Colac Otway Shire Council and its total annual corporate carbon emissions is too small (approximately 4000 tonnes of CO₂-e per year) to qualify for the CPRS as an emitter with reporting and compliance responsibilities and will thus not formally be part of the CPRS in the short to medium term, based on the indicative threshold of 25,000 tonnes of CO₂-e per year.

Council is committed to reducing emissions but what is the incentive for other low emission organisations to reduce their emissions if they are paying increased prices to

service providers who are required to take part in the CPRS. This emphasises the need for further education and potentially for incentives in some cases to ensure that real emission reductions are being achieved.

Mitigation and adjustment – is there anything to add?

There are some major initiatives that could be undertaken at a state-wide scale to mitigate emissions. For many years Councils have been working with the MAV on the improvement of street lights which accounts for a major portion of local government emissions. These sorts of large scale “low hanging fruit” measures should be identified as major mitigation initiatives for Victoria.

ENERGY SECTOR

What actions are required to enable Victoria to develop a diverse portfolio of low emissions energy sources to ensure supply, create jobs, and attract investment and minimise cost?

The Victorian government should invest in policy change and technology development to enable proliferation of localised solutions ranging from household solar banks and wind turbines to neighbourhood production methods that can feed into the State electricity grid.

It may not be the best option to seek a large scale industrial solution such as Nuclear power. Planning provisions could be reviewed to see how they can be streamlined to encourage the establishment of more renewable energy alternatives (e.g. wind farms, wave farms etc). There is a need to invest in power infrastructure to support the renewable sector, such as transmission lines. Often companies are dissuaded from investing in certain areas for wind farms for example, because the site is too far from the grid, or the grid capacity is not sufficient.

ENERGY EFFICIENCY

What information, incentives or assistance would help households, businesses and community organisations to become more energy efficient?

The following information, incentives and assistance would be valuable:

- Accurate easy to access carbon footprint calculators;
- Introduction of the carbon footprint calculation for supply onto utility accounts, retail products, all goods and services;
- A green card for discount purchasing on goods and services with approved sustainable practices or low carbon footprint; and
- Continued advertising such as the black balloon campaign. This one needs to go further to demonstrate the cumulative effects of the balloons we produce locally and worldwide.

What would drive the development of new green jobs, skills and services needed to make it easy for households, businesses, and communities to become more energy efficient?

Opportunity for profit is always the primary driving force in economic development. To influence innovation and growth in a certain direction government needs to provide incentives for profit. It is also assisted by a strong regulatory environment to prevent those who are not seeking profit from green enterprise to reduce emissions in order to avoid penalty.

Opportunity exists to further develop dedicated funding programs for community sport and recreation clubs managing joint use community facilities to consider and install

more energy efficient services and equipment. Funding would assist with the purchase and installation (similar to the household incentives).

More (user friendly) research is required to be further promoted to encourage community groups to understand the benefits to then encourage their participation. Any approach must include incentives as well as regulation.

What is the role of regulation in helping Victorian businesses achieve efficiency savings, driving industry development and establishing energy efficiency standards?

Support is required to carry out detailed and accurate audits, develop realistic action plans and provision of incentives for the action plans to be implemented. Increased demand for services will ultimately drive development of more green jobs. It will not happen immediately but by supporting auditing and action plan implementation a signal is being sent to the market that more green jobs need to be filled.

Regulations targeting new development (e.g. higher energy efficiency requirements and reduced water consumption) would set the standard and also help drive development of more green jobs.

Support financial assistance for retrofitting of existing homes – this has enormous potential. Government could legislate for home owners to retrofit their homes within a certain period. This should also apply to landlords, who often do not have an incentive to change older buildings.

There could be a tiered pricing structure for users of coal fired electricity to discourage high energy use (similar to higher water costs for high use of water over and above a specified amount), and encourage use of green options. Regulation should go further to increase the efficiency standards for domestic dwellings and commercial buildings.

TRANSPORT

How can the Government build on the Vic Transport Plan and Melbourne 2030 to encourage concentration of housing, jobs and recreation opportunities around key centres to minimise journeys?

Government can build on the plan in the following ways:

- Provide support for urban development along public transport routes;
- Invest in more public transport routes;
- Restrict urban sprawl in metro fringe areas;
- Support technology development that allows more individuals to work from home;
- Invest in regional and rural population dispersal to spread the provision of infrastructure and services to these populations amongst a higher number of people. This reduces the impact of urban sprawl and increases the efficiency of regional and rural infrastructure and services provision;
- Greater understanding and promotion of the issues and opportunities particularly for rural and regional communities. Metropolitan Travel Plans don't necessarily work for rural and regional communities. It is not a one approach fits all solution. Funding together with community education will result in greater initiatives and successful strategies. Funding is not just for the development and implementation of such plans but also for the community partners (LGA's, Neighbourhood Renewal etc.) to undertake. Not all rural LGA's have the capacity to engage a dedicated Transport Officer and subsequently there is little to no opportunity to consider such initiatives; and
- Greater consideration and learning from what is being done overseas successfully.

What activities are needed to drive development of low emissions vehicles to reduce emissions and create jobs and investment in Victoria?

The ultimate driver for this will be cost associated with diminishing supply. A peak oil strategy needs to be developed to identify how Victoria should prepare and manage that phase out from oil driven transport to other alternatives to ensure food security particularly in regional areas.

What information and assistance is needed to encourage mode shift?

As well as investing in more public transport infrastructure, there needs to be a focus on planning for rolling stock to be purchased in advance of need so that pressures are not experienced as has occurred with Melbourne trains in the past few years. There was a deliberate attempt to encourage higher train/tram use through reduced fares, yet the number of trains and frequency of service did not match this strategy and was inadequate to meet the demand. Pricing structures and frequent reliable service are keys to further increasing use of public transport.

Higher car registration could be introduced for higher emission cars as part of a pricing structure to reduce emissions. Tolls could be introduced on key roads to reduce car use, and penalties for cars with single occupants to encourage car pooling. Car Parking charges can be used as a further disincentive.

Tax laws could be changed to reduce emphasis on cars as part of salary packages, and non-motorised transport options could be made eligible for salary packaging. Timetables and levels of service, as well as pricing for public transport needs to be well advertised to ensure the general public is aware of the attractiveness of this option in built up areas. There needs to be greater investment in infrastructure that supports mass movement of freight via rail versus truck.

BUILT ENVIRONMENT

What actions are required to ensure our cities, towns and suburbs and homes produce low emissions and are located and designed to deliver comfort and affordability as our climate changes?

More emphasis on the energy rating system for houses and strict enforcement of emissions reduction in the awarding of star ratings is needed. The Government should think about how to readily provide information and access to innovative and sustainable products and services. Incentives for smart dwellings should be based on smaller footprints, energy efficiency and higher density housing or dual occupancy arrangements.

What actions are needed to make Victoria a centre of innovative and sustainable building products and services?

There needs to be higher standards introduced for energy efficiency in new homes. Penalties for air-conditioning units in the form of a surcharge on sale to fund climate change initiatives and funding and education support for community organisations with joint use facilities should be considered.

There needs to be a review of building standards and an increase in the energy efficiency specifications for new developments. A review of planning schemes could also be done across the state to ensure that they all encourage energy efficient communities. Where low income households are impacted on then support should be provided to ease the burden of any increased cost.

The density of development in new suburbs needs to change significantly to make any real difference to urban sprawl and ensure that public transport has enough patronage to be economic.

It should be made mandatory for all new buildings to have solar panels fitted. There is huge opportunity for commercial buildings to generate solar energy from the large areas of flat roofs.

There needs to be a focus on retrofitting older homes, through government grants, tax incentives and regulation. Legislation could be introduced to give a specified period for all existing homes to be made to comply with higher standards of energy efficiency.

SOLID WASTE MANAGEMENT

What actions are required to make Victoria a centre for resource recovery industries and technologies?

Government should invest in energy from waste. There are a number of proven technologies operating in various countries around the world as alternative suppliers of electricity. The residue in some cases is also suitable as high grade compost for horticultural and agricultural purposes. The residue may also contain carbon that would be sequestered into the soil.

How can the Government create the investment environment and demonstrate the business case for new waste technologies?

There is proven existing technology. The Government need only to invest in the construction of these facilities or through policy measures create a favourable taxation environment at a Federal level for private investment. The State Government should explore all other policy options and funding options available at a State level to encourage this investment.

How can we reduce emissions and save households and businesses money by reducing waste?

Imposing packaging regulations on retail products should be considered on excessive junk mail penalties on major retailers such as Myer, Target and supermarket and hardware chains.

LAND USE AND FORESTRY

How can we maximise the benefits for Victoria for the wise management of our carbon assets and ecosystems (under the CPRS and in other green economy markets)?

For any such goal to be achieved there has to be engagement with business and for business to be involved there has to be profit.

How can we best develop a modern, sustainable and high value timber industry under the CPRS?

The timber industry is well suited to profiting from a CPRS environment but will have to be allowed to not only plant trees but also to harvest them. There may be some method of creating a two for one scenario (e.g. for every tree planted for harvesting at least one will be planted for perpetuity).

Regional Land Use assessment and strategies need to be developed that account for climate change scenarios. This will provide the basis for where forestry can be undertaken sustainably. The role of agro forestry in sequestration justifies further

analysis as there is larger scope for having some of the trees remain for perpetuity in areas that may have erosion, salinity or biodiversity values that can be managed concurrently along with carbon sequestration.

AGRICULTURE

How can Victoria develop and commercialise new, efficient agriculture practices, products and services to prepare the agriculture sector for inclusion in the CPRS, reduce costs for the sector and make Victoria a leading green economy?

Investment in research, training, community development, extension practices with the agricultural community.

How can we build Victoria's "Clean and Green" credentials, to ensure our products meet increasing community and international market desire for low carbon products?

This could be achieved through the following means:

- Create special incentives to apply to agricultural production and an award system for recognition.
- Make penalties equitable to the scale of the income produces by the farm not the capital investment or capital holdings of the enterprise.
- Clean and Green may be a useful tag on all products and services for internal and export trade.
- Carbon footprint details would help.
- Farmers markets and purchasing of local produce should be encouraged where possible.

ADJUSTMENT AND OPPORTUNITY

What can the Vic Government do to increase awareness and take up of opportunities for carbon reduction and new business growth?

This could be achieved by increasing knowledge and understanding of CPRS and the carbon economy, more investment in research and development directly or through grants to private companies and by promotion of innovative ideas and facilitation of capitalisation for market

INNOVATION

What is the right mix of tools available to Government to foster innovation and maximise the benefits to Victorians under the CPRS?

Incentives and penalties as stated previously. Both are needed to create the environment for change.

DEVELOPING SKILLS

How can we ensure Victoria has the skilled workforce needed for the transition to a low carbon economy?

Skills development is always essential whatever the economic climate or whatever the technology or environment we are operating in. Currently there are severe skills shortages throughout the western world. Victoria is no exception.

High level investment in skills development and innovative training needs to be done in any case but given the transition to the carbon economy would naturally include adaption to this changed circumstance.

Education needs to be provided across the community not just within the workplace, with development of a targeted training and awareness raising program.

ADJUSTING TO CHANGE

What types of new partnerships and shared actions between Government community's businesses households and other important sectors are needed to achieve a smooth adjustment to carbon price?

Partnerships work best at a community or local level. Investment needs to be made in personal to work with households, communities and business to understand the CPRS and to respond positively.

Which communities regions and sectors would most benefit from targeted adjustment partnership or accord?

Disadvantaged communities should be specifically targeted because they will generally speaking not have the resources to adapt as well as other sections of the community to change.

The agricultural sector will also need special attention as they are not homogenous not generally clustered into any cooperative business arrangement. Work will need to be done individually, one farmer at a time if necessary.

Regional Alliances need to be formed that focus on how to best mitigate against and adapt to climate change. Support needs to be provided to establish, coordinate and maintain these alliances. For a relatively small investment major initiatives could be developed and opportunities to value add to existing initiatives can be realised.

What opportunities are there to provide a coordinated approach between the State, Commonwealth and Local Government, NGOs industry and the community to ensure that low income and vulnerable households are assisted to make the transition to a low carbon economy?

The following measures could help assist low income and vulnerable households:

- Create a program and fund it for an appropriate period of time. Provide team member access to all Federal and State departments for assistance.
- Provide special incentives package for low income earners.
- Invest in retro fitting of public housing with e.g. insulation, energy saving light bulbs, water saving plumbing etc.
- Extension officers are required to make any real difference to change in people's behaviour.

What support do you need from the Government to better prepare for climate change in your household, business or community?

Government programs to assist with understanding change and implementing mitigation or adaption practices.

What are the barriers preventing you from preparing effectively?

Barriers include insufficient knowledge and technological solutions, cost of research and the lack of incentives.

How can we ensure government, households and businesses are able to prepare for and take early action to reduce the costs of adapting to climate change?

Develop an the understanding that we are all in this together. The water saving program currently in existence is a good example. There could be greater awareness/education about the cost savings possible through greater energy efficiency in buildings/appliances – this might help change purchasing patterns.

What are the roles of government, households and businesses in preparing for the impacts of climate change?

There needs to be regulation introduced to areas at risk of sea level rise or in other risk areas (e.g. fire). Whilst information is being developed (e.g. Future Coasts), there is currently an information vacuum for local authorities when making planning decisions.

There needs to be appropriate resources available to plan and provide infrastructure for areas which are expected to receive more growth as a result of changing climates resulting in more pollution in south-west Victoria and new jobs provided by the energy sector.

State Government should aim to assist in information provision on climate impacts and adaptation requirements relevant to local government so that each municipality does not have to replicate the research required (i.e. government should examine what effect warmer temperatures will have on road surfaces and work with the sector to develop solutions).

WATER RESOURCES

How can we build on the government's Water Plan to secure Victoria's water future by using water differently as individuals, households communities and businesses?

The Water Plan could be built on by:

- Increased collection of storm water runoff;
- Increased localised recycling systems for water and grey water;
- Continue and further expand the dedicated funding programs particularly through SRV towards encouraging improved facility sustainability eg. Drought Relief etc but rename to change the focus to developing further sustainable facility options;
- Funding needs to be supported by further education; what are the options and benchmarks? Greater access to the experts to advise the 'sport industry' as to the way of the future;
- Consideration of mandatory requirements (e.g. All public pools to have backwash reuse capacity);
- All public reserves to have collection and reuse capacity;
- Increase the price and develop a communication strategy that aims to shift people's attitude away from believing they can waste water and to accepting that it ok to use recycled water;
- Develop best practice guidelines for stormwater management for all new developments;
- Develop best practice guidelines for stormwater management for existing developments and an incentive programme that encourages retrofitting;
- There should be less reliance on ground water as a solution to water needs due to the uncertainty of long term sustainability, and environmental effects of land degradation from drying lakes and rivers; and
- Support the increased use of recycled water as a priority, and for greater collection and re-use of stormwater given the significant amount of run-off that is available.

NATURAL ECOSYSTEMS

How can ensure the resilience of our ecosystems at a time of climate change and the crucial role they play in our social and economic wellbeing?

More detailed information is required on the impacts of climate change impacts relating to:

- Threatened Species and Ecosystems (i.e. How many of those that are currently listed are going to be able to survive and what species and ecosystems will need to be listed as a result of climate change?); and
- Groundwater Management (i.e. How will current entitlements need to be adjusted as a result of climate change to ensure they are sustainable?)

Efforts need to be put into enhancing existing roadside and other habitat corridors which may be placed under further pressure with a drier climate. Whilst it is not possible to stop change in habitat through drier conditions, it will be important to encourage use of private land for habitat links that allow movement of flora and fauna.

ADAPTING BUILT ENVIRONMENT

What are the critical areas the Government needs to address in relations adapting our urban built environment and infrastructure to climate change?

Best practice guidelines need to be developed for existing developments, and an incentive programme that encourages retrofitting. A greater incentive is required to encourage sustainable building/community facility development – regardless of the scale of the project.

The most critical area is identification of at risk areas from sea level rise, and guidance given to authorities about how to make decisions that reflect long term risk.

RESPONSIVE EMERGENCY SERVICES

What are the critical steps the Victoria Government can take to ensure that we are prepared and can respond quickly and effectively to deal with increasing extreme weather events?

Support development of Integrated Fire Management Plans (at regional, municipal and township scales) and provided adequate resources for their implementation. There needs to be more effective enforcement/education of vegetation management requirements in coastal towns at risk of wild fire.

HEALTH AND WELL BEING

What help does your community need in adaption to the possible health impacts of climate change?

Increased 'program' funding which is currently limited (primarily to VicHealth) and inaccessible. Initiatives to reduce childhood obesity have been positive in the Colac Otway region but discontinuation of funding has been seen as many of the project funders as the prevention of the projects continuation. There also needs to be greater emphasis on providing support for farmers during prolonged droughts and to also ensure that everyone has access to a range of recreation and sporting options.

GOVERNMENT ROLE

How should Government lead the way in reducing its own carbon emissions and adjusting to the carbon price?

Government has to be a leader so it needs to go above what it expects the community to achieve. Each government building needs to be a model of energy efficiency and water conservation measures that display how these measures can be undertaken in a cost effective manner

In which areas can Government use its significant expenditure on goods and services to drive Victoria's green economy?

In terms of purchasing of goods and services aim for the low hanging fruit. Identify major water and energy users by government (e.g. vehicles, lighting, toilets) and implement some major projects to significantly reduce emissions and water consumption.

Government needs to show leadership in aspects of its operations (e.g. new buildings). Government could utilise its significant number of employees to market good behaviours relating to energy efficiency. This would then have flow on effects to the general community (e.g. similar to Al Gore training people to go into the community to discuss greenhouse).

Areas of government expenditure that could have an impact include:

- Vehicles.
- Level of packaging
- Energy
- Construction materials/design of new buildings

Thank you for the opportunity to comment on the Green Paper. If you have any question please contact Mr Stewart Anderson (Manager Environment and Community Safety) on 5232 9414.

Yours Sincerely,

Rob Small
Chief Executive Officer

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OM092309-15 TOURISM SIGNAGE POLICY

| | | | |
|-------------|------------------------------------|-----------|------------|
| AUTHOR: | Michael Cosgriff | ENDORSED: | Jack Green |
| DEPARTMENT: | Sustainable Planning & Development | FILE REF: | GEN00184 |

Purpose

The purpose of this report is to provide the draft Colac Otway Shire Tourism Signing Policy to Council for endorsement and to seek consent to present the draft policy for public consultation.

Declaration of Interests

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

Background

Colac Otway Shire is required to manage the installation and control of tourist directional signage under its obligations as a coordinating road authority pursuant to Section 66 of the Road Management Act 2004 (the 'Act'). VicRoads is the relevant coordinating authority for all freeways and declared arterial roads whilst Council is the relevant coordinating authority for municipal roads.

VicRoads released the third edition of the Tourism Signing Guidelines in February 2009. These guidelines provide a comprehensive guide to the roles and responsibilities, requirements and obligations, rules and processes that relate to signing of tourism attractions and services. These guidelines were produced following an extensive period of public consultation with the tourism industry and other key stakeholders while ensuring that the basic principles of traffic management and road safety were taken into consideration.

It is in the interests of both Colac Otway Shire and VicRoads that a consistent approach is taken in relation to the management and installation of tourism signing. It is also of benefit to visitors in providing clear and consistent directional signage to township attractions, hospitality and accommodation providers.

Council Plan / Other Strategies / Policy

This policy relates directly to Council's requirements under the Road Management Act 2004 and also to the Economic Development and Tourism Strategy 2004 – 2009 action 4.1.6 to implement the recommendations from the Colac Municipal Precinct Signage Access report.

Issues / Options

The Colac Otway Shire does not currently have a policy in relation to the management and installation of tourist directional signage. Historically, applications for signing have been processed using the VicRoads guidelines as an informal guide, however nothing formal has been initiated. This policy will ensure a formal and consistent process is adopted.

The third edition of the VicRoads Tourism Signing Guidelines was released in February 2009 following considerable consultation with a large range of stakeholders from the tourism industry including Tourism Victoria, Regional and Local Tourism Associations and tourism operators. The guidelines ensure that, where possible, the interests of the tourism industry are met whilst at the same time upholding the basic principles of traffic management and road safety.

Whilst both VicRoads and Colac Otway Shire act as coordinating authorities for various different roads within the Shire boundaries, it would be reasonable to assume that motorists are unable to recognise the difference. With this in mind, it should be seen as a priority that a consistent approach to all roads and the management and installation of tourist directional signage be adopted.

Proposal

It is proposed that the draft policy be endorsed and released for a period of public comment to provide opportunity for tourism operators and the general public to review the policy. A six (6) week consultation period would enable a final draft policy to be submitted to the November 2009 Meeting of Council for adoption.

Financial and Other Resource Implications

There is no cost to Council arising from the endorsement, or ultimately the adoption of this policy as the costs of providing and installing the signage is borne by the business operator. Should Council require rationalisation, an appropriate budget would need to be provided.

Risk Management & Compliance Issues

All signs are required to be produced in accordance with the VicRoads Tourism Signing Guidelines February 2009 with reference made to Australian Standard AS1742.6 and the VicRoads Traffic Engineering Manual Vol 2 for detailed guidance on sign design.

Environmental and Climate Change Considerations

There are no environmental considerations for this policy. This policy will control visual pollution by consolidating unsightly multiple sign boards.

Communication Strategy / Consultation

The draft policy will be displayed for a period of six (6) weeks with communication to be undertaken through the local print media. Consultation will also be carried out with Otways Tourism and the four (4) Sub-Local Tourism Associations within the Shire.

The draft Policy will be available for viewing at both Colac and Apollo Bay customer service centres, both Colac and Apollo Bay Visitor Information Centres as well as on the Colac Otway Shire website.

Implementation

The Tourism Signing Policy will be used to assess any new applications for directional tourism signage within the Shire. It will also provide the basis for future audits and possible rationalisation of current signage should Council provide funding for this purpose.

Conclusion

Council is required to manage tourist directional signage under its obligations pursuant to the Act and currently does not have a policy to guide this management. A policy relating to the installation and management of tourist directional signage which utilises the current VicRoads guidelines will provide clear and consistent guidance to the tourism industry.

Attachments

1. VicRoads Tourism Signing Guidelines Feb 2009

Recommendation(s)

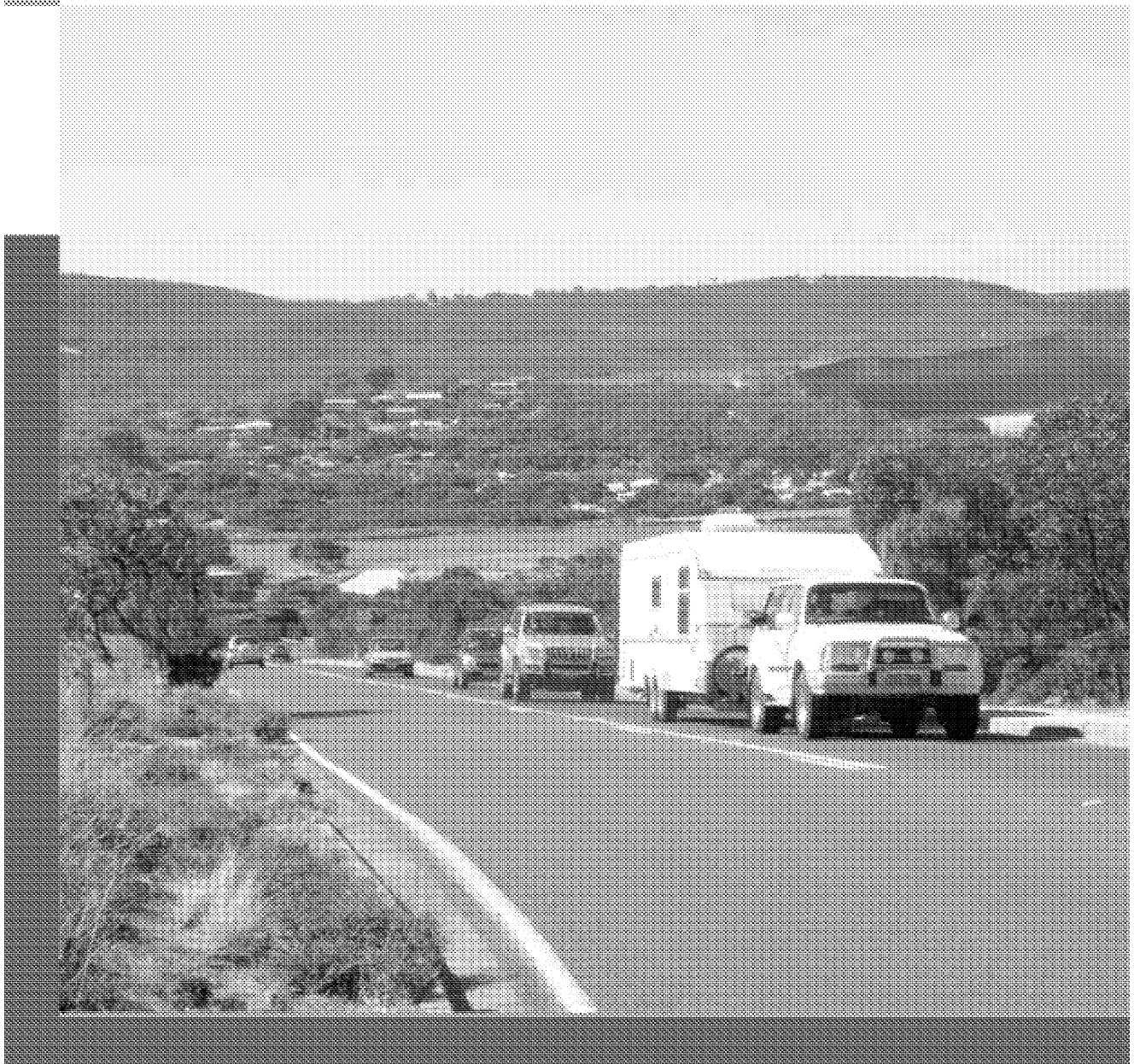
That Council endorse the Draft Tourism Signing Policy and release it for a public consultation period of 6 weeks.

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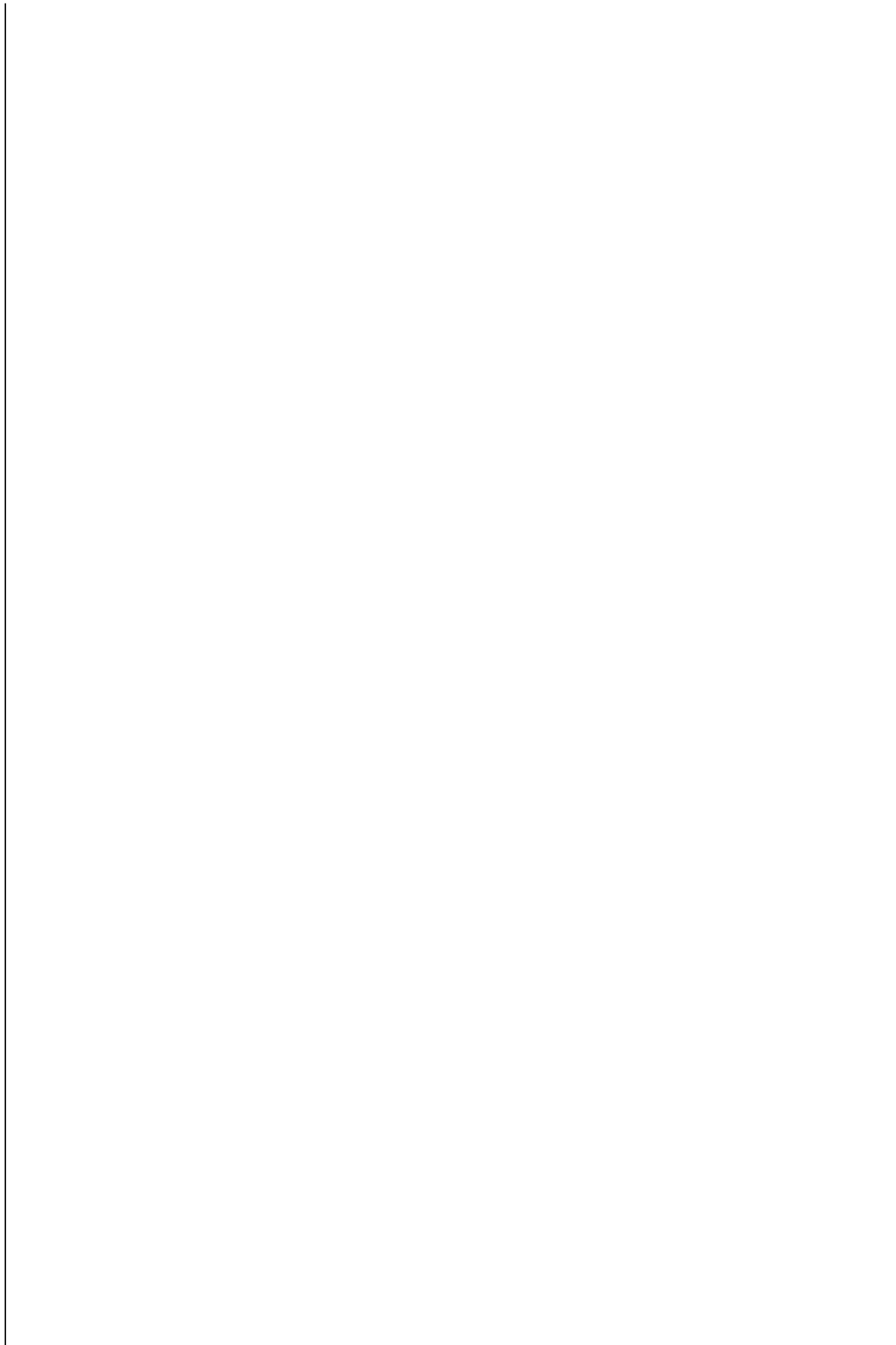




# Tourist Signing Guidelines



Tourist Signing Guidelines



2



## Foreword

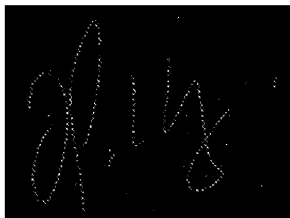
VicRoads and Tourism Victoria have developed new Tourist Signing Guidelines for Victoria. The guidelines will lead to a major improvement in the quality of tourist and services signing and assist in boosting tourism in the state.

The guidelines were adopted following consultation with the tourism industry and local government and accommodate the needs of tourism businesses, whilst upholding the basic principles of traffic management and road safety.

Administered by VicRoads and local government, in cooperation with the tourism industry, the Tourist Signing Guidelines will ensure that tourist signs are well designed, clear and concise to better assist tourists in navigating to tourist destinations.

VicRoads and Tourism Victoria support these guidelines as a means of providing more consistent, equitable and integrated signing throughout the State.

This third edition of the Tourist Signing Guidelines was released in February 2009.

A black and white image of a handwritten signature, likely of Tim Pallas, written in white ink on a black background.

**THE HON TIM PALLAS MP  
MINISTER FOR ROADS  
& PORTS**

A black and white image of a handwritten signature, likely of Tim Holding, written in black ink on a white background.

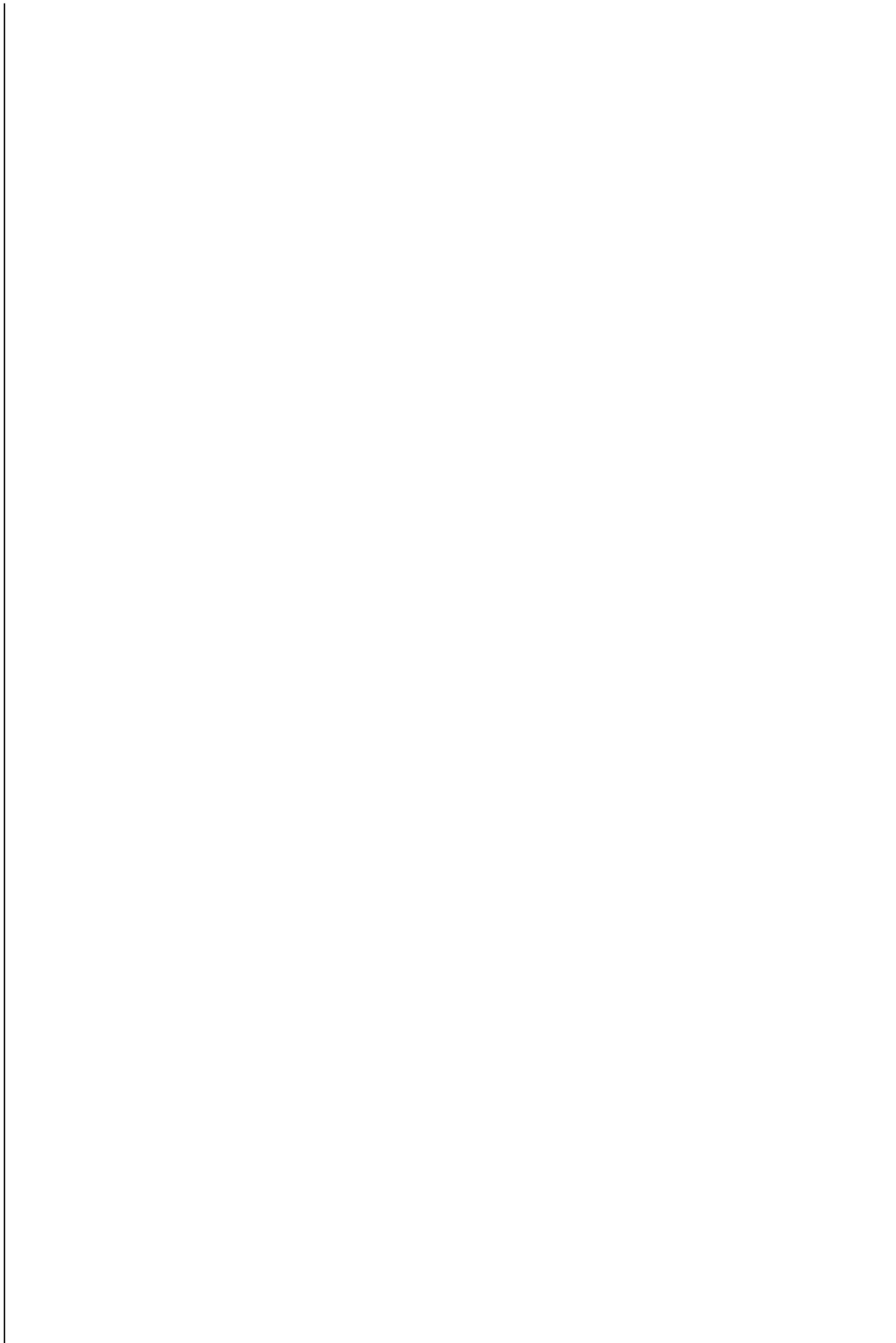
**THE HON TIM HOLDING MP  
MINISTER FOR TOURISM  
& MAJOR EVENTS**

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Tourist Signing Guidelines



6

Part A  
Overview

# 1. Introduction

## 1.1 Aims and Objectives of the Guidelines

The primary objective of these guidelines is to provide guidance on the application and assessment process for the installation of tourist signs on roads throughout Victoria. The objective includes:

- a high standard of direction signing, including signing to a network of accredited visitor information centres; and
- co-ordinated and complementary tourist and service signs.

The guidelines aim to:

- recognise the State's tourism strategies (including those generated by Regional/Local Tourism Signing Committees) as principal points of reference in developing and enhancing signing schemes;
- ensure ease of visitor navigation by using the most effective combination of direction signs, tourist and services signs, marketing/promotional material and accredited visitor information centres;
- adopt technical standards which not only facilitate motorist recognition and comprehension of signs but also meet road safety objectives and requirements;
- reduce roadside clutter and visual pollution created by uncontrolled and inappropriate signs; and
- provide consistent application and administration of tourist signing across the State.

The prime purpose of tourist signing is to give visitors direction or guidance to tourist attractions, services and facilities. Although standard tourist signs provide some promotional benefits to tourism businesses, this is not their primary role. The guidelines provide for a limited deployment of promotional signs that form part of a strategic state-wide campaign.

## 1.2 Application

**These guidelines apply to all tourist signs erected within road reserves in Victoria.**

**Tourist signs are signs which give direction or guidance to tourist attractions, accommodation and facilities of interest to tourists. Tourist signs do not include advertising signs for which a planning permit is required.**

The guidelines are for the use of applicants, VicRoads, Municipal Councils, as well as Regional/Local Tourism Signing Committees. While there is a comprehensive Australian Standard (AS 1742.6) dealing with tourist and services signing, it does not cover the wide range of situations which occur in practice.

VicRoads and Councils work co-operatively to ensure a consistent and seamless approach to tourist signing.

Councils may apply additional conditions related to planning considerations, particularly in areas of high commercial or tourist activity, or relating to residential and/or heritage amenity. This will especially apply within metropolitan Melbourne and provincial cities.

Authorisation for tourist signs is provided by the relevant coordinating road authority under the Road Management Act 2004.

Clause 52.05 of the Victoria Planning Provisions (VPPs) states that a sign in a road reserve which gives direction or guidance about a tourist attraction, service or facility of interest to road users does not require a planning permit. However, the sign must be displayed to the satisfaction of the road authority.

## 2. Why Have Guidelines?

### 2.1 The Need for Tourist Signing Guidelines

Tourist and services signs are primarily provided for the guidance of motorists and to facilitate safe, efficient and orderly travel.

Road signs are the final directional link in a communication process between the tourism operator and the consumer—a process which must also include motivational and other support marketing material, such as brochures and advertising. Road signs are a means of reinforcing precise locations and reassuring motorists that they are travelling in the right direction.

The specific role of tourist and services signs is to:

- give advance notice of attractions and services, particularly where a change in direction is required;
- reassure motorists that they are travelling in the right direction;
- give immediate notice of an attraction or service and facilitate safe access; and
- direct motorists to sources of tourist information, such as visitor information centres, information bays, interpretation centres, or visitor radio.

### 2.2 Outcomes and Benefits

The expected outcomes and benefits of these guidelines include:

- a signing system which adds value to tourism development and promotion strategies and, in particular, contributes to enhanced visitor experiences, longer stays and greater tourism activity in regional areas;
- a signing system which meets the needs of road users and avoids clutter of roadside signs;
- the adoption and implementation of high quality, uniform tourist and services signing practices throughout the state; and
- a clear definition of the roles and responsibilities of all stakeholders, including administrative, financial, implementation and maintenance responsibilities.



### 3. Signing Roles and Administration

*Tourist attraction and services signing throughout Victoria involves many stakeholders: road authorities (Municipal Councils and VicRoads); government agencies; tourism organisations and tourism operators. Under the guidelines, each group or organisation has specific responsibilities in relation to signing, making the process easier to understand and more relevant for those with signing needs.*

#### 3.1 Role of Road Authorities

Road authorities (such as Municipal Councils and VicRoads) must ensure that the standard of direction, tourist and services road signing enables motorists, and in particular tourists, to find their way on the principal road network without the need for an excessive number of signs.

VicRoads is the relevant coordinating road authority for Victoria's freeways and declared arterial roads and Councils are the relevant coordinating road authority for municipal roads under the Road Management Act 2004.

**Under Section 66 of the Road Management Act 2004, written consent (a sign permit) from the relevant coordinating road authority is required for the placing of a sign on a road.**

In considering whether to give consent for the purposes of section 66, Regulation 508 of the Road Management (General) Regulations 2005 provides that the relevant coordinating road authority must consider whether a sign would be likely to:

- obscure the field of view of a user of the road;
- cause a hazard by distracting the attention of a user of the road;
- obscure or distract attention of a user of the road from a traffic control device; or
- in any other way be detrimental to the safe or efficient use of the road.

A sign permit from the road authority also serves as consent for works, for the purposes of section 63 of the Road Management Act 2004, with respect to the installation of the sign.

A sign in a road reserve which gives direction or guidance about a tourist attraction, service or facility of interest to road users does not require a planning permit (Clause 52.05-3 of the Victoria Planning Provisions). However, *the sign must be displayed to the satisfaction of the road authority.*

*Tourist Signing Guidelines*

Signs that require a planning permit are the responsibility of Council. Councils will generally refer such applications to VicRoads as a referral authority under the Planning and Environment Act 1987.

In relation to tourist and services signs, road authorities need to ensure that all signing conforms to design, construction and safety standards. In addition to these standards, road authorities can also impose other conditions relating to sign design and installation.

### **3.2 Role of Tourism Victoria**

Tourism Victoria is the State Government authority responsible for developing and marketing Victoria as a premium tourist destination for both Australian and international travellers.

The role of Tourism Victoria in terms of signing is to provide strategic policy advice to tourism industry stakeholders on state or regional signing matters. This includes regularly reviewing the *Tourist Signing Guidelines*, in partnership with VicRoads and managing the State's suite of pictorial signs.

### **3.3 Role of Tourism Manager/Officer**

The Tourism Manager/Officer is a professional officer typically employed by a Municipal Council or Regional Tourism Association to co-ordinate tourism planning and marketing for a municipality or region.

The role of the Tourism Manager/Officer in relation to signing is to be a point of reference for road authorities establishing whether a business qualifies for tourist or services signing. Tourism Managers/Officers should know and understand the requirements of tourist signing within Victoria, especially in relation to the eligibility criteria.

### **3.4 Role of Regional/Local Tourism Signing Committees**

Tourist and services signing is a complex issue involving a multiplicity of stakeholders with different needs and expectations. The formation of local and regional tourism signing committees is seen as an appropriate and increasingly effective partnership approach to addressing these issues.

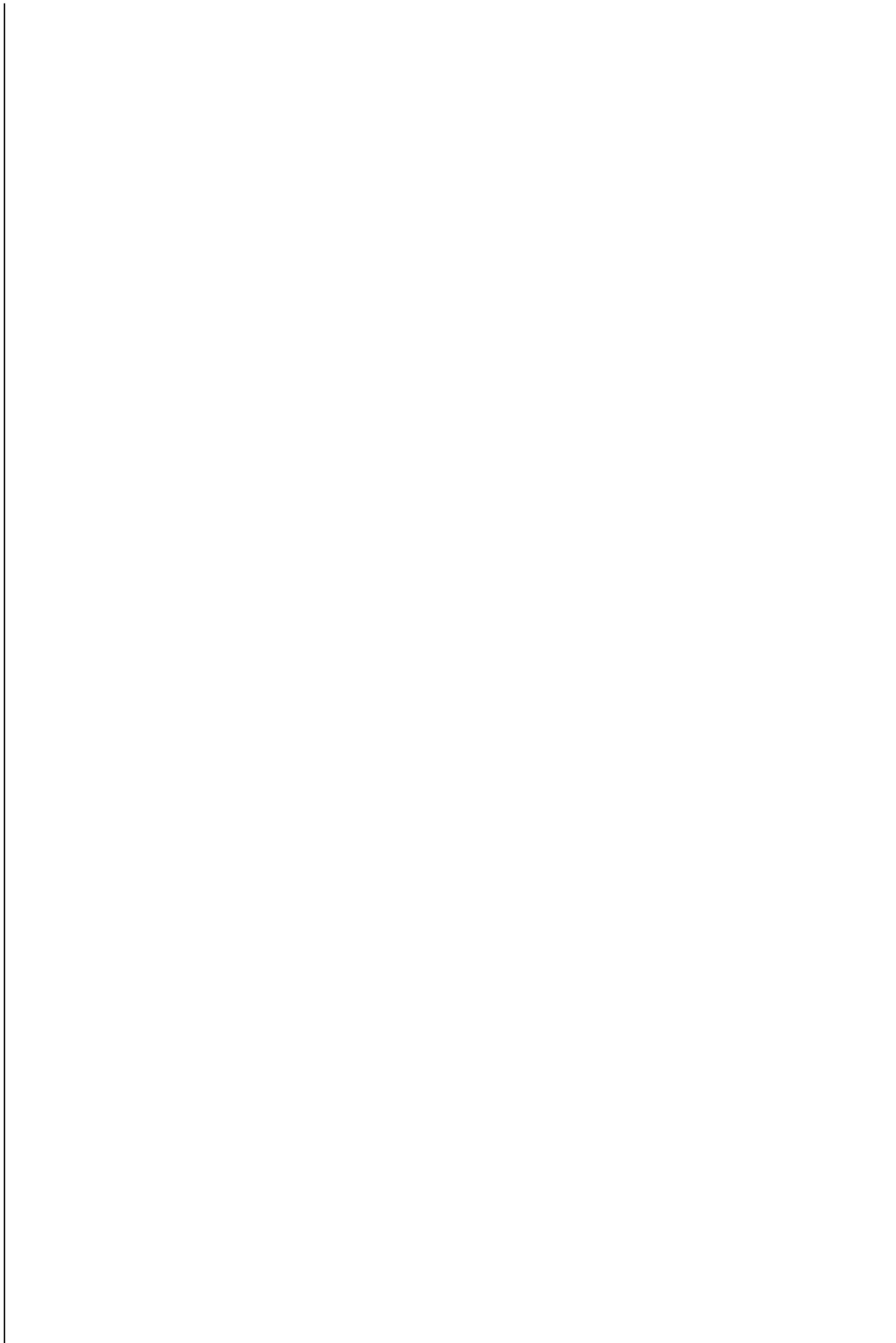
Representation on the committee from the regional/local tourism industry is essential, together with representatives from local government, VicRoads and where appropriate, Parks Victoria/Department of Sustainability and Environment (DSE).

The role of a local or regional tourism signing committee is to:

- determine areas and attractions of regional significance;
- provide assistance in assessing applications for signing to regionally significant facilities;
- provide assistance in assessing more complex applications for tourist and services signing;
- provide assistance in assessing applications for tourist drives;
- assist in the development of appropriate signing practices by tourism operators;
- provide advice to the road authorities regarding the development of tourism signing policies and procedures;
- consider signing rationalisation and aggregation strategies developed by the road authority; and
- inform VicRoads of specific regional signing issues and projects.

**In the absence of a regional tourism signing committee, these matters should be referred to the relevant VicRoads regional office and Tourism Victoria for consideration in consultation with the local government tourism manager.**

Tourist Signing Guidelines



**Part B**  
**Principles and Design Standards**

## 4. Road Signs in Use

There are **four major types** of road signs used by visitors to find tourist attractions and facilities in Victoria. These are **Direction signs, Tourist Attraction signs, Services signs, and Community Facility signs**. Each is denoted by a particular colour scheme (conforming to Australian Standards) which indicates to the travelling public their different function.

### 4.1 Direction Signs

White lettering on a green background

Green signs provide directions to towns and cities, facilitating traffic movement in the safest and most direct way. Most include reference to the Statewide Route Numbering System (SRNS), which makes it easier for visitors to navigate to destinations and attractions.

**Purpose:** Direction signs direct the travelling public to towns, cities and particular locations. They are the primary means of directional signing for visitors and are generally used in conjunction with maps. These signs are considered as reinforcement tools, reassuring motorists that they are travelling in the desired direction.

Where a major attraction is of State significance and is almost entirely of a tourist character, such as a national park, alpine resort or large tourist precinct or establishment (e.g. Sovereign Hill), conventional direction signing modified to include the tourist sign format may be used. The sign should be used in accordance with design principles for normal direction signs.

**Cost:** Direction signs are provided by the relevant road authority (VicRoads or Municipal Councils).



## 4.2 Tourist Attraction Signs

White lettering on a brown background

Brown Tourist Attraction signs indicate features and tourist attractions of significant recreational and cultural interest. These signs also make use of tourist attraction symbols (see details in section 5.4). Tourist Attraction signs include:

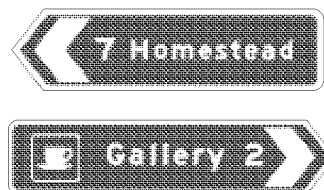
- commercial/non-commercial tourist operations, e.g. wineries;
- national parks;
- natural features;
- conservation parks/botanic gardens;
- historic sites/buildings/towns;
- scenic lookouts; and
- tourist drives and trails (see details in section 6).

**Establishment/Attraction Name on Sign:** Generally, the name of the establishment or attraction is permitted on signs unless generic names are required to meet Section 8 of these guidelines.

The name should be restricted to the minimum number of additional words to distinguish the attraction – generally 2 or 3 words maximum plus any relevant symbol. For example, Green Hill Estate Winery would be signed as “Green Hill” plus the wineries symbol.

**Purpose:** Tourist Attraction signs indicate commercial and non-commercial tourist establishments and features of tourist interest which meet the criteria in section 9.2. In order to qualify for tourist signing, the core business must be tourism based, with a strong commitment to servicing visitors.

**Cost:** With the exception of signs to natural and geographic features, which may be provided by the relevant road authority, Tourist Attraction signs are paid for by the applicant.



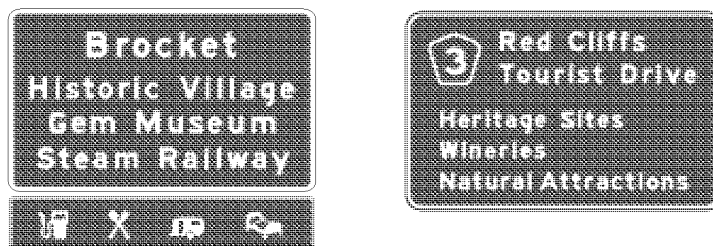
**4.3 Types of Tourist Attraction Signs**

Tourist Attraction signs (white on brown) come in a number of forms. These signs can refer to one or a number of tourist attractions.

**4.3.1 Gateway/Introductory Signs**

**Purpose:** Gateway signs, erected at or near the entry points of a city, town or geographic region, can provide motorists with information about key local tourist themes, tourist attractions and tourist drives. A Gateway sign can also include white on blue symbols (on a supplementary panel underneath the attraction sign) to denote the availability of services, including visitor information. Services symbols are displayed as **white on a blue** background, while tourist attraction symbols are displayed as **white on a brown** background.

To ensure readability, the text on these signs is limited to a maximum of 5 lines and 12 words/symbols.





### 4.3.2 Advance Signs

**Purpose:** Advance signs are used to provide advance notice of a turnoff at an intersection or into the entrance to a tourist attraction.

Where the entrance to a tourist attraction is directly from an arterial road in a rural area, advance signs may be placed 180 to 320 m before the entrance, unless motorists can identify the entrance from a distance of 250 m.

Where a tourist attraction is on a municipal road in a rural area, advance signs may be placed:

- 180 to 320 m in advance of the turnoff from the nearest arterial road to the municipal road network leading to the attraction, provided the distance from the intersection to the attraction does not exceed **10 km**; (special provision for more distant signing may apply in remote areas); and
- in advance of any turns on the municipal road network where traffic speeds are generally 80 km/h or more.

Advance signs are **not permitted in built-up areas** except in cases where road safety is a concern or there are exceptional navigational difficulties, such as on a divided road where a U-turn is required and the attraction is obscured from the approaching motorist.

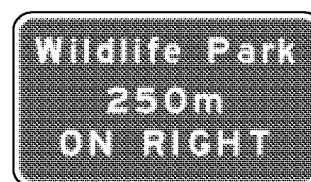
Advance signs are normally placed around 10 seconds of travel time in advance of the turn off or entrance. Therefore, the distance shown on the sign is normally dependent on the approach speed as follows:

100 km/h     240 m - 320 m

80 km/h     180 m - 260 m

The words ON LEFT or ON RIGHT should be used if the entrance to the attraction is from the road with the advance signs. The words TURN LEFT or TURN RIGHT should be used if the attraction is on a side road.

The description of the attraction on advance signs must match the description on intersection or position signs, if any, for the same attraction.



Tourist Signing Guidelines

**4.3.3 Intersection Signs**

**Purpose:** Intersection signs are placed at road intersections to indicate the turnoff to a tourist attraction.

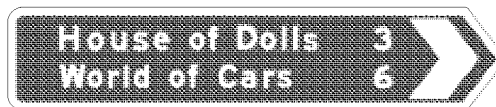
Where a tourist attraction is on a municipal road, intersection signs may be placed:

- at the turnoff from the nearest arterial road to the municipal road network leading to the attraction, provided the distance to the attraction is less than **2 km in built-up areas** or is less than **10 km in rural areas**; (special provision for more distant signing may apply in remote areas); and
- at any turns on the municipal road network.

**Chevron-ended** signs are generally used at major intersections. The chevron should be replaced with an arrow if the turn is 45 degrees or less. At minor intersections and in built-up areas, **streetblade** signs mounted on a single pole are used.

Intersection signs should include a distance to the attraction if the distance is more than 1 km, unless a reassurance sign is placed after the intersection. Distance numerals should be placed at the end of the sign with the chevron or arrow, unless this could cause confusion. For instance, "23 Wineries" could be interpreted as the number of wineries rather than the distance to the wineries.

The description of the tourist attraction on intersection signs must match the description on any advance or position signs for the same attraction.



#### 4.3.4 Position Signs

**Purpose:** Position signs are used to indicate the point of entry to a tourist attraction.

Position signs may be placed at the entrance to the parking area for the attraction, unless motorists can identify the entrance from a distance of 150 m in rural areas or 80 m on arterial roads in built-up areas. Where necessary, position signs may be placed at the entrance to a service road or at a U-turn location on a divided road.

The description of the tourist attraction on position signs must match the description on any previous signs for the same attraction.



#### 4.3.5 Reassurance Signs

**Purpose:** If areas and attractions of regional significance (determined by the Regional/Local Tourism Signing Committee) are signed from a considerable distance away, reassurance signs are placed after major intersections so motorists can be confident that they are still travelling in the right direction.

Other than for major attractions, reassurance signs are discouraged on declared arterial roads. A reassurance sign must not display more than four destination names. If more than four are required, then an information bay should be provided.

| Alpine Resorts |     |
|----------------|-----|
| Mt Buffalo     | 85  |
| Mt Hotham      | 105 |
| Dinner Plain   | 120 |
| Falls Creek    | 120 |

Figure 4.1 shows the signing of multiple establishments of similar attractions along a side road (using advance signs, position signs and reassurance sign where appropriate)

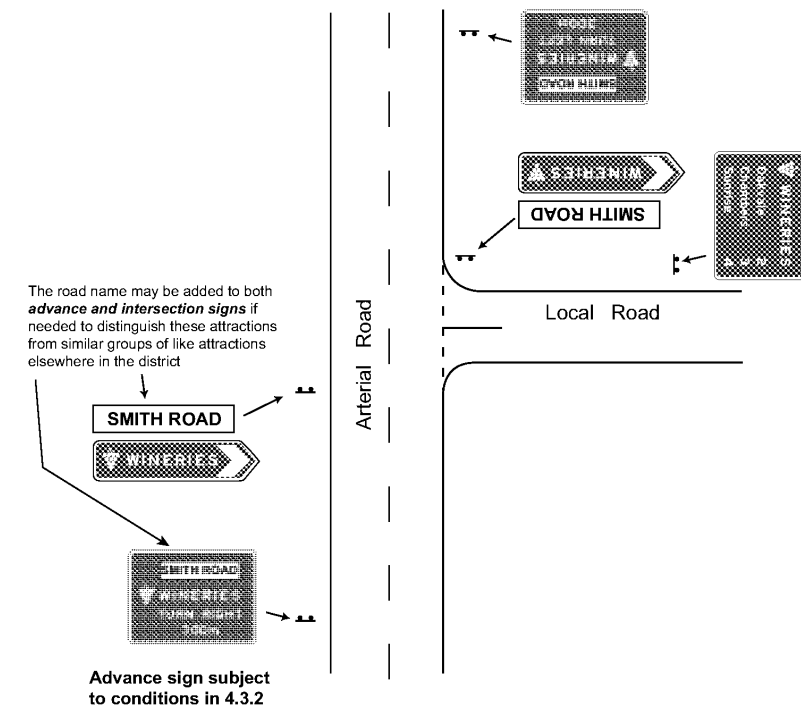
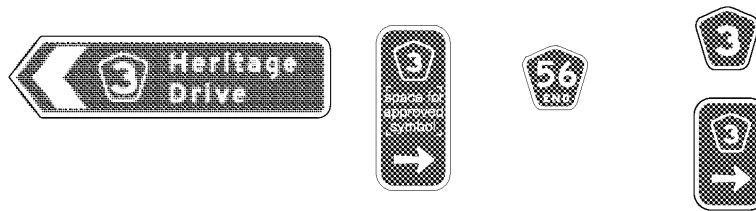


Figure 4.1 Multiple Establishments of Similar Attractions Along a Side Road

**4.3.6 Route Markers**

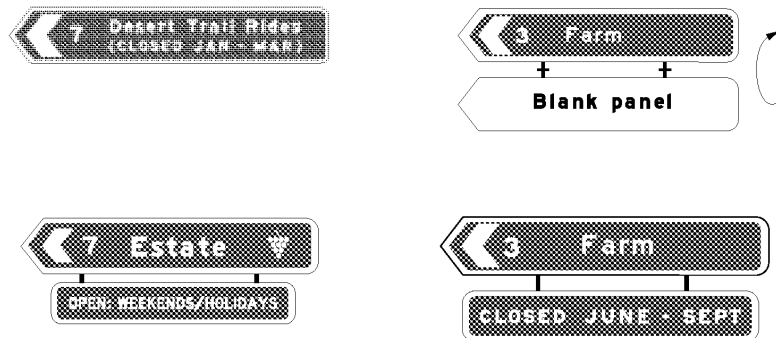
**Purpose:** Route markers and route shields may be used along tourist drives to indicate turning points and provide reassurance. Tourist drives link attractions and should be supported by marketing and promotional material.

The conditions relating to the development of tourist drives are covered in section 6.



**4.3.7 Temporary Signs**

**Purpose:** Temporary signs may be appropriate where a tourist attraction or service has limited or seasonal opening times. Conditions relating to temporary signing and signing to seasonal attractions are included in section 9.2.9 and temporary signing conditions to wineries are included in section 9.2.8.



#### 4.4 Services Signs

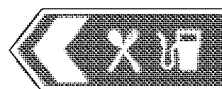
White lettering on a blue background

Services signs, with white lettering on a blue background, direct motorists to **facilities and services** that may benefit them.

Signs to most services use Australian Standard symbols which are shown in Appendix C.

Services signs include those for:

- accommodation facilities;
- caravan and camping parks/areas;
- visitor information centres;
- tourist information bays;
- restaurants and cafes;
- service stations;
- public toilets;
- emergency medical services;
- rest areas; and
- parking areas.



Eligibility criteria for tourist related services are also outlined in section 9.3 and 9.4.

**Accommodation or Brand Name on Signs:** Generally, the name of the service is not permitted on signs if there are multiple services signed at one location. Otherwise, the name used on the sign should be restricted to the minimum number of words to distinguish the accommodation or service – generally no more than 3 words plus any relevant symbol.

To keep the amount of text used on a sign to a minimum, symbols should be used instead of words, where practicable. For example, the caravan park symbol should always be used instead of the words “caravan park”, and the tent symbol instead of “Camping Ground”. The bed symbol may be accompanied by the words “Hotel”, “Motel”, “B&B” or other appropriate generic descriptor. As an example, ‘Smiths Beachside Family Caravan Park – Placeville’ would be signed as ‘Smiths Beachside’ with the caravan symbol.

**Purpose:** Services signs direct the travelling public to essential and desirable facilities and service businesses (as endorsed by road authorities, often in consultation with tourism managers).

**Cost:** Signing to roadside and public facilities such as parking areas, picnic facilities, toilets, telephones and emergency medical services is the responsibility of the relevant road authority. This signing may be combined with tourist attraction signing, with an appropriate funding contribution by the road authority.

The cost of signing to commercial service businesses and facilities is paid for by the applicant.

#### 4.5 Types of Services Signs

Signing to service establishments can take the form of advance, intersection and position signing in accordance with the guidelines below.

##### 4.5.1 Advance Signs

**Purpose:** Advance signs are used to provide advance notice of a turnoff at an intersection or into the entrance to a tourist accommodation or service.

Where the entrance to a service is directly from an arterial road in a rural area, advance signs may be placed 180 to 320 m before the entrance, unless motorists can identify the entrance from a distance of 250 m.

Where a service establishment is on a municipal road in a rural area, advance signs may be placed:

- 180 to 320 m in advance of the turnoff from the nearest arterial road to the municipal road network leading to the service, provided the distance from the intersection to the service does not exceed **10 km**; (special provision for more distant signing may apply in remote areas); and
- in advance of any turns on the municipal road network where traffic speeds are generally 80 km/h or more.

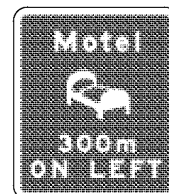
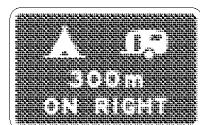
Advance signs are **not permitted in built-up areas** except in cases where road safety is a concern or there are exceptional navigational difficulties, such as on a divided road where a U-turn is required and the service is obscured from the approaching motorist, and in the case of caravan parks where the manoeuvring of caravans could cause a traffic hazard.

Advance signs are normally placed around 10 seconds of travel time in advance of the turn off or entrance. Therefore, the distance shown on the sign is normally dependent on the approach speed as follows:

|          |               |
|----------|---------------|
| 100 km/h | 240 m - 320 m |
| 80 km/h  | 180 m - 260 m |

The words ON LEFT or ON RIGHT should be used if the entrance to the service is from the road with the advance signs. The words TURN LEFT or TURN RIGHT should be used if the service is on a side road.

The description of the service on advance signs must match the description on intersection or position signs, if any, for the same service.



Tourist Signing Guidelines

**4.5.2 Intersection Signs**

**Purpose:** Intersection signs are placed at road intersections to indicate the turnoff to a tourist accommodation or service.

Where a service establishment is on a municipal road, intersection signs may be placed:

- at the turnoff from the nearest arterial road to the municipal road network leading to the service, provided the distance to the service is less than **2 km in built-up areas** or is less than **10 km in rural areas**; (special provision for more distant signing may apply in remote areas); and
- at any turns on the municipal road network.

**Chevron-ended** signs are generally used at major intersections. The chevron should be replaced with an arrow if the turn is 45 degrees or less. At minor intersections and in built-up areas, **streetblade** signs mounted on a single pole are used.

Intersection signs should include a distance to the service if the distance is more than 1 km, unless a reassurance sign is placed after the intersection. Distance numerals should be placed at the end of the sign with the chevron or arrow, and the bed, tent or caravan symbol at the other end of the sign, unless this could cause confusion. For instance, “23 Motels” could be interpreted as the number of motels rather than the distance to the motels.

The description of the service on intersection signs must match the description on any advance or position signs for the same service.





**4.5.3 Position Signs**

**Purpose:** Position signs are used to indicate the point of entry to a tourist accommodation or service.

Position signs may be placed at the entrance to the parking area for the service, unless motorists can identify the entrance from a distance of 150 m in rural areas or 80 m in built-up areas. Where necessary, position signs may be placed at the entrance to a service road or at a U-turn location on a divided road.

The description of the service on position signs must match the description on any previous signs for the same service.



A typical treatment illustrating the special use of position signs on divided roads is shown in Figure 4.2.

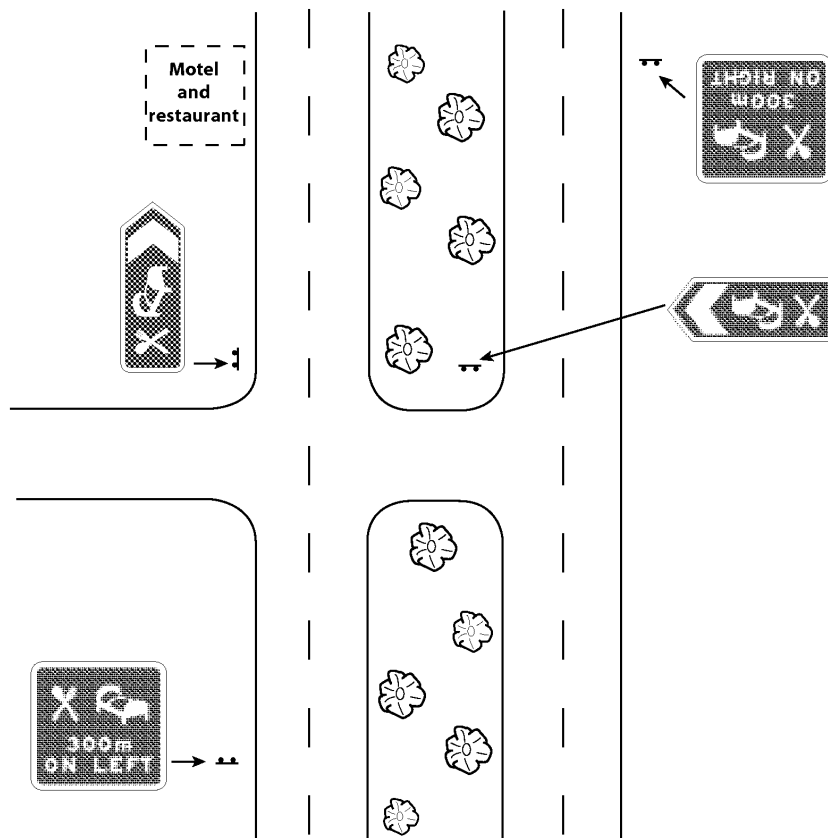


Figure 4.2 Signing of Services on a Divided Road

Tourist Signing Guidelines

**4.5.4 Built-up Areas**

Notwithstanding any special conditions which the road authority may apply to signing in built-up areas, Municipal Councils may apply additional conditions related to planning considerations, particularly in areas of high commercial or tourist activity, or relating to residential and/or heritage amenity.

**4.5.5 Property Signing**

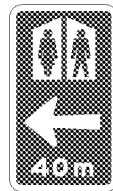
Commercial signing for a tourism or tourism-related business within its property boundary may have town planning and road safety implications (particularly if the sign is lit). Contact regarding a planning permit should be made with the planning department of the relevant Council which, if necessary, may refer the matter to VicRoads in its capacity as a referral authority under the Planning and Environment Act 1987.

**4.6 Community Facility Signs**

White lettering on a blue background

**Purpose:** Community Facility signing is used for facilities that are essentially community-based even though they may be used by visitors and, in some cases, attract visitors in their own right. Community facilities include:

- arts centres;
- churches;
- recreation centres;
- golf courses;
- swimming pools;
- sports facilities;
- parks;
- railway stations;
- hospitals (non-emergency);
- rural fire stations;
- police stations;
- civic centres and town halls;
- non-profit clubs;
- shopping centres;
- educational institutions;
- post offices;
- minor airports/aerodromes; and
- public toilets.



In built-up areas, community facility signs are generally a streetblade sign of either 150mm or 200mm deep extruded construction, featuring only capital letters with a maximum legend height of 120mm. Refer to VicRoads Traffic Engineering Manual Volume 2 Chapter 11, for guidelines on the use of these signs.

**Cost:** Paid for by the applicant or by the requesting Council.

## 5. Design, Construction and Installation of Signs

### 5.1 General

The application of technical standards for design, manufacture and installation of signs is necessary to ensure:

- signs are of a consistent colour and shape for ease of recognition;
- signs are readable at the prevailing traffic speed;
- the use and number of words and symbols is limited to facilitate maximum comprehension; and
- signs do not present a safety hazard.

As a general principle, the preferred legend height for tourist signs is one size less than the equivalent directional signs for the road in question.

Tourist signing, especially advance and intersection signing, is normally not permitted in a built-up urban area.

For Gateway signs, message length should be limited to the extent necessary to allow drivers to read the sign under the prevailing traffic speed (generally from 5 to 12 words and symbols, depending on the legend size and traffic speed).

Larger, more complex signs must be located where off-road parking is available to enable drivers to pull off the road to read the information.

Generally, no more than 15 characters per line are acceptable.

The principal legend on a tourist or services sign in Victoria may be in upper or lower case (although the Australian Standard generally recommends upper case) as lower case enhances the readability of the text. However, directional traffic instructions are always in upper case (e.g. TURN LEFT 300m).

## 5.2 Sign Design

Good sign design principles are based upon extensive research. Reference should be made to Australian Standard AS 1742.6 and VicRoads Traffic Engineering Manual Vol 2 for detailed guidance on sign design. The following information, however, provides a useful overview.

Primary consideration in sign design is motorist comprehension and safety. The optimum size of a sign is dependent upon the motorist's ability to interpret the sign from a distance. Generally the size of a sign will be determined by:

- the size of the lettering required (according to Table 5.1 below); and
- the words, symbols and arrows to be included.

**Table 5.1 Legend Size and Type for Tourist and Service Signs**

| Sign Type          | Location                  | Principal Legend Height (mm) (1) |                            | Max Number of Lines of Text (2) |
|--------------------|---------------------------|----------------------------------|----------------------------|---------------------------------|
|                    |                           | Town/Area Drive Name             | Feature or Attraction Name |                                 |
| Gateway Signs      | Freeway                   | 320                              | 240                        | 3                               |
|                    | Non-Freeway 90 - 100 km/h | 180                              | 140                        | 5                               |
|                    | Non-Freeway 60 - 80 km/h  | 160                              | 120                        | 5                               |
| Advance Signs      | Major 90 - 100 km/h       | N/A                              | 140 to 160                 | 3                               |
|                    | Minor 60 - 80 km/h        | N/A                              | 120 to 140                 | 3                               |
| Intersection Signs | Major 90 - 100 km/h       | N/A                              | 140 to 160                 | 3                               |
|                    | Minor 60 - 80 km/h        | N/A                              | 120 to 140                 | 3                               |
|                    | Fingerboard               | N/A                              | 100 to 120                 | 1                               |
| Position Signs     | Major 90 - 100 km/h       | N/A                              | 140 to 160                 | 3                               |
|                    | Minor 60 - 80 km/h        | N/A                              | 120 to 140                 | 3                               |
|                    | Fingerboard               | N/A                              | 100 to 120                 | 1                               |
| Streetblade Signs  | 40 - 60 km/h              | N/A                              | 70 to 120 (3)              | 2                               |
| Reassurance Signs  | Non-Freeway               | N/A                              | 140 to 180                 | 1 heading + 4 destinations      |
| Route Marker Signs |                           | N/A                              | 140 to 180 (4)             | N/A                             |

N/A-Not Applicable

**Notes:**

- (1) Principal letter height refers to the height of upper-case letters
- (2) Excluding arrows and directional instructions, such as TURN LEFT 300 m
- (3) Streetblade signs only use upper case letters
- (4) Number height may vary to suit circumstances

Where a range of legend heights is given in Table 5.1, the larger size should be adopted for attractions of national or State significance.

Council and VicRoads signing officers, as well as VicRoads' recommended signface designers and sign manufacturers, are familiar with Australian Standard design principles and should be consulted as early as possible to determine the appropriate size and format of a sign.

While special conditions may apply in some situations, Table 5.1 outlines the guidelines for legend height and maximum number of lines of legend for various sign types.

All tourist and services signs should feature white borders, with the exception of streetblade signs.

### **5.3 Indication of Distance**

Reassurance signs show the distance to each attraction or destination. Intersection signs may also show the distance to the attraction unless there is a reassurance sign on the departure side of the intersection.

In the context of reassurance signing, distances of less than 1km **should not be shown**. Distances should always be expressed in whole numbers (for example, 3km not 2.9km, and 8km not 7.5km).

### **5.4 Symbols and Logos**

#### **5.4.1 Symbols**

Only symbols which have been approved by Standards Australia or VicRoads are permitted on tourist and services signs. Appendix C illustrates the approved symbols for tourist signs.

Symbols which have been properly tested and are used consistently will be readily understood by domestic tourists and are likely to be easily understood by visitors from other countries. Any proposed new symbol would need to meet the requirements of AS 2342.

Where there is an approved symbol, it should be used in preference to using the corresponding word or words on the signs, e.g. "Sour Grapes Winery" could be shown as "Sour Grapes" plus the standard wineries symbol.

Services symbols are 'white on blue' and tourist attraction symbols are 'white on brown'. When services symbols and tourist attraction symbols are combined on a sign these colours are retained.

#### **5.4.2 Logos**

Logos are generally unsuitable for use on road signs because they cannot be clearly distinguished from a moving vehicle.

*Tourist Signing Guidelines*

Logos may only be used for tourist drives determined by Tourism Victoria and VicRoads as being of 'State significance' and when supported by strategic and sustainable marketing programs to maximise recognition. These logos must conform to the Australian Standard 1742.6 guidelines on logo design.

Restaurant and accommodation classification ratings and/or chain logos, or any other form of business logo or trademark, are not permitted on any road signs.

**5.5 Construction Materials**

Good construction and installation of signs is necessary to avoid danger to road users and pedestrians, particularly from signs that are too low, have sharp edges or are not designed to collapse on vehicle impact.

VicRoads and Council signing officers can provide advice on recommended signface designers, manufacturers and installers who understand and subscribe to the relevant standards.

Sign manufacture and installation must be carried out in accordance with VicRoads' specifications (see specifications in Appendix B).

**5.6 Location**

The location of a tourist attraction or service facility should be a primary consideration at the time of initial business planning. Roadside signing should not be expected to compensate for a poorly located business. Businesses located on declared arterial roads will not be eligible for signing on the road reserve unless access to the site is complex or it is impractical for operators to provide suitably visible signs on or within the establishment.

It is important that tourist and services signs which are located within road reserves do not interfere with the safety of road users. Signs should be carefully positioned so that:

- they do not obstruct a driver's view of the road or intersections or other signs;
- they do not obstruct traffic or pedestrians;
- they do not form a confusing background to normal regulatory traffic signs and signals;
- they are not mounted with direction signs (unless specifically permitted in these guidelines); and
- they do not heavily impact on visual amenity, particularly in environmentally and visually sensitive locations.

In areas where there are significant numbers of tourist attractions and services, it may be more appropriate to provide information bays in strategic locations (see section 7.4 of these guidelines).

## 6. Local Tourist Drives and Touring Routes

The available research on drive tourism indicates that beyond good general directional signing, there is a degree of consumer resistance to being 'led around' a defined trail, particularly by tourism signs. Today's touring visitor wants the reassurance of safety and good navigation, but likes to retain a sense of free-wheeling and a degree of self-discovery.

For these reasons, the preferred navigational aids for local tourist drives or regional touring routes are high quality maps which clearly identify the main roads (with reference to the state route numbering system), key towns, villages and tourism sites. As information on the associated tourism products changes regularly, defined signed or collateral-based touring routes linking product rather than experiences can soon become outdated and thus generally are not practical.

Tourism Victoria and VicRoads would not support the establishment of a specific touring route or trail without demonstrated consumer demand for such a product.

### 6.1 Local Tourist Drives

Most applications for Tourist Attraction signs are made by individual operators. However, a tourism region or cluster of tourist attractions may apply to the relevant road authority to establish a broader-based tourist drive.

Proposals for local tourist drives should consider the existing SRNS route numbers, and should include interpretive signs and signing for Visitor Information Centres (VICs). Such drives help to present an integrated approach to tourist signing and reinforce market branding or product positioning of a local area, as well as providing an opportunity to rationalise existing signing.

Any proposal for the creation of a local tourist drive must be submitted to the Regional/Local Tourism Signing Committee for endorsement prior to submission to the relevant road authority. In the absence of such a committee the proposal should be submitted to Tourism Victoria and VicRoads for consideration.

#### 6.1.1 Signing for Local Tourist Drives

Sign types applying to tourist drives/trails may include:

- gateway/introductory sign—often displaying a title/theme, route number and approved Australian Standard symbol for tourist attractions;
- route markers—shields or smaller signs erected at intersections in urban and lower speed localities to indicate turns and as route reassurance;

## Tourist Signing Guidelines

- advance direction signs—to indicate a major change of direction, particularly on higher speed and rural roads;
- intersection signs;
- position signs; and
- end marker/sign—to signify the end of the tourist drive.

### 6.1.2 Criteria for the Establishment of Local Tourist Drives

#### Essential:

- the route must have significant tourism and/or scenic appeal, including a reasonable frequency of quality tourist attractions to maintain the interest of the visitor;
- the route **MUST NOT** be based on attractions which are strictly seasonal or are not a permanent feature of the route;
- the route must allow for the safe passage of private passenger vehicles at all times (avoiding hazardous alignments or grades, or single lane roads);
- the route must use only suitably maintained roads, preferably sealed, which are also capable of handling the higher volumes of traffic attracted to the route; and
- collateral material (e.g. map, brochure and website) covering the drive and attractions **MUST** be developed and made available through visitor information centres and other outlets on an ongoing basis.

#### Desirable:

- effective linking of the drive to the major traffic corridor;
- the attractions should be related to a particular theme, providing some basis for visitors to follow the tourist drive;
- the drive should generally take the average tourist between half a day and two days to cover most attractions; and
- inclusion of the route's theme and any supplementary interpretative information in wayside tourist information bays.

### 6.1.3 Issues to be Considered When Developing Local Tourist Drives:

- use of the Statewide Route Numbering Scheme (SRNS) to provide principal navigation on the route and to limit the need for lower level signing;
- signing within urban areas may be subject to town planning provisions;
- the need to review all existing signing in the local area and, where possible, to rationalise signing;
- overlap with other themed routes should be avoided or at least well co-ordinated;
- the ability to sustain production of support promotional materials; and
- the synergy of the proposed drive/scheme with the State and regional tourism product strengths.



#### **6.1.4 How to Apply to Establish a Local Tourist Drive**

The application process is identical to that for individual signing, as outlined in section 10 of the guidelines, and the criteria applied to assess applications are those set out in section 6.1.2.

However, referral also needs to be made by the road authority to the Regional/Local Tourism Signing Committee to assess the application in relation to:

- the region's product strengths and themes;
- accordance with the product region marketing strategy; and
- consideration of the application in relation to other existing tourist drives operating within the region.

The process of referral to and consideration by the Regional/Local Tourism Signing Committee may take some time and applicants are encouraged to submit their concept for a signing scheme as early as possible, together with as much supporting material as possible.

#### **6.1.5 Allocation of a Local Tourist Drive Route Number**

Each approved tourist drive/scheme will be allocated a tourist drive route number, which should be featured on all relevant signs. The Tourist Drive Route Number register is maintained at VicRoads Head Office. Application for a tourist drive route number should be made through the appropriate VicRoads regional signing officer.

### **6.2 Touring Routes of National/State Significance**

Touring routes of State and/or National tourism significance may be developed by Tourism Victoria, in consultation with VicRoads.

The development of nationally significant routes must involve two or more States, in consultation with relevant Regional Tourism Associations and local government. Applications need to be referred to the National Tourism Signing Reference Group of the Australian Standing Committee on Tourism (ASCOT) for endorsement.

The development of State significant touring routes must involve Tourism Victoria and VicRoads, as well as relevant Regional Tourist Associations and local government. Where possible, such routes should make maximum use of the State Route Numbering Scheme (SRNS) for motorist guidance.

Routes of State and National tourism significance may adopt marketing-oriented names in supporting promotional materials, but to avoid traveller confusion, only the gazetted road name will be used on direction signs (if a road name is used at all).

*Tourist Signing Guidelines*

Applications for the development of tourist routes of National and State significance need to be supported by consumer research. They should include comprehensive plans outlining the road signing requirements and integration with visitor information services, as well as business, marketing and sustainable development/management strategies (including financial) for the route.

**6.2.1 Eligibility Criteria for Touring Routes of National Significance**

Requirements and guidelines for the establishment and signposting of a themed tourist way/routes of national significance are as follows:

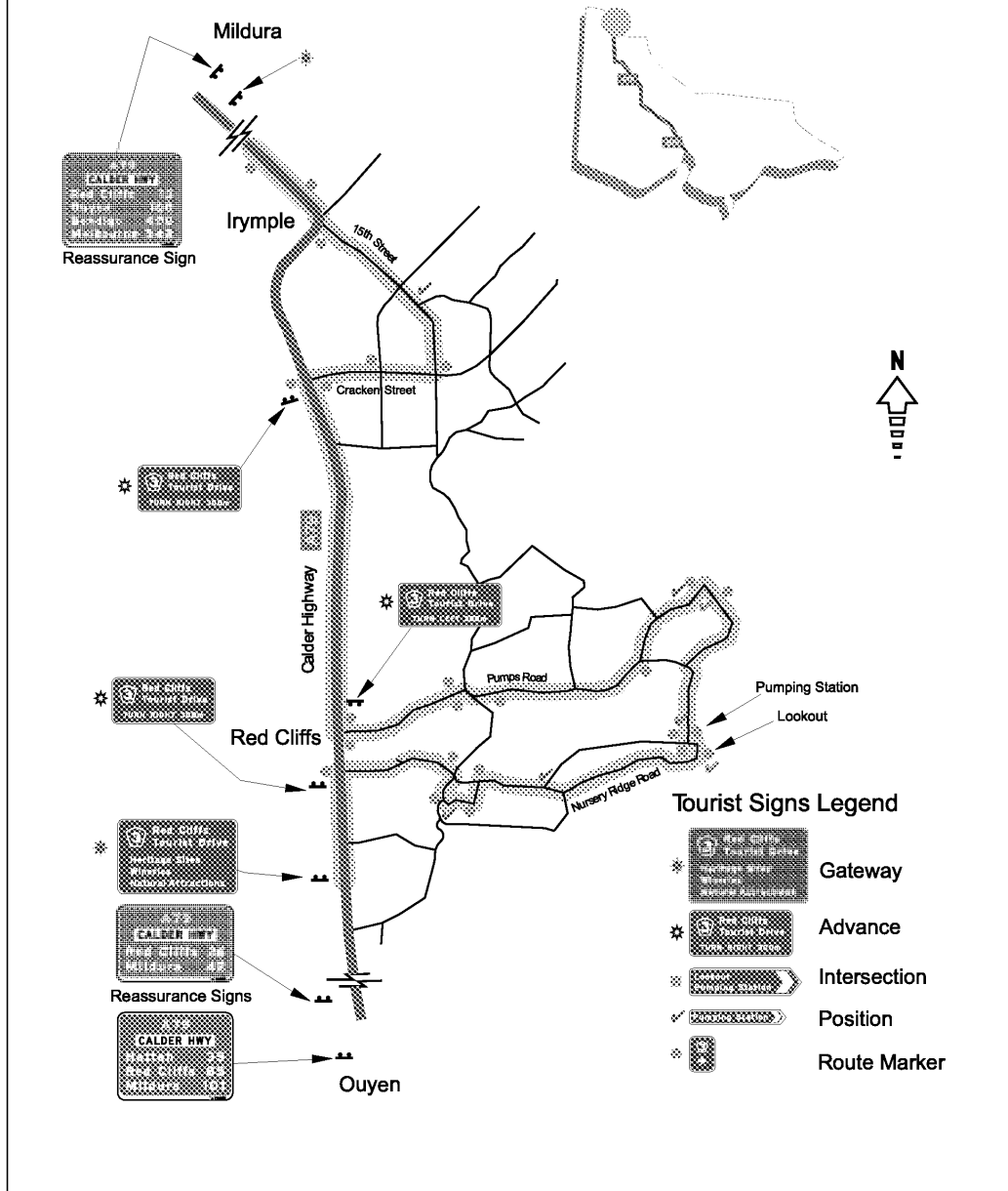
- it must be recognised and supported by the State Government tourism authorities and road authorities of the States or Territories through which it passes;
- it must use roads of a sufficient standard of construction and traffic safety on a year round basis to justify its promotion to the international travel and tourism industry;
- roads subject to seasonal closure (e.g. through flooding) may be used, provided that the closure and road conditions are adequately referenced in supporting marketing material and information bays;
- navigation by users should primarily be by means of maps or other promotional material provided by the relevant tourist authority;
- the theming and signing of the way does not supplant the gazetted names of roads which comprise the route;
- information bays along the route, which may be denoted by the theme logo, must be provided to support and enhance the theming of the way; and
- Gateway signs including a logo relating to the theme of the tourist way may be used. Such signs may be erected at significant points of entry and reinforced at state or territory borders. Logos must conform to the Australian Standard 1742.6 guidelines on logo design.

### 6.3 Illustration of an Integrated Tourist Signing Scheme

#### Red Cliffs Tourist Drive

#### How to get there

Follow the green direction signs with route numbers to the nearest destination (Red Cliffs), then follow the brown tourist signs to the attractions...it's that easy!



## 7. Key Destinations and Services

### 7.1 Signing to Victoria's Geographic Tourism Destinations of National and International Significance

Tourism Victoria's acclaimed 'jigsaw' tourism branding continues to be experienced by motorists across the State.

To ensure the safe and effective navigation of Victoria by international and interstate visitors and enhancing the state's national and international touring status, Tourism Victoria adopts an integrated approach to signing geographic areas that are tourism destinations of interstate and international significance.

This approach involves the provision of special directional reassurance (way-finding) signing leading to a sense of arrival provided by strategically-located destination pictorial signs and supported by improved reassurance signing to Victoria's accredited visitor information centres.

Unlike the previous approach to pictorial gateway signing, this approach does not include signing of tourism regions, marketing concepts or townships and cities that are destinations of international and interstate significance. The latter are adequately covered by conventional directional signing and entrance/gateway signs that are typically erected at township boundaries.

Victoria's defined geographic areas which are tourism destinations of national and international significance are as follows:

1. Great Ocean Road
2. Great Alpine Road
3. The Grampians
4. Phillip Island
5. Wilsons Promontory
6. Gippsland Lakes
7. Mornington Peninsula
8. Yarra Valley
9. The Dandenong Ranges
10. Macedon Ranges
11. The Goldfields

Pictorial signs are used as follows:

**State Gateway Signs** – erected at key border entry points, these promotional signs welcome interstate visitors with key pictorial images and direct them to the nearest accredited visitor information centre.

**Major State Tourist Gateway Signs** – these pictorial signs mark the entry to geographic areas that are major tourism destinations of interstate and international significance, such as "Welcome to the Mornington Peninsula" and "The Great Ocean Road".

**State Border Signs** – these signs are erected at border entry points into Victoria where State Gateway signs are not installed. The signs are funded by VicRoads.



State Gateway sign



Major State Tourist Gateway sign



State Border sign

## 7.2 Signs for Major Tourist Attractions of State Significance

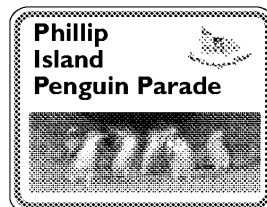
A small number of tourist attractions within Victoria may be considered for special road signing when it is the view of Tourism Victoria, in consultation with VicRoads, that the attraction:

- is considered to be of State and/or national tourism significance;
- attracts a paid visitation of at least 200,000 patrons per year;
- provides an interpretative and/or interactive experience considered to be of national and international standing;
- exemplifies one or more of the State's core tourism strengths; and
- is open for casual visitation for at least 360 days per year.

Fulfilment of all the above criteria should be generally acknowledged by the wider tourism industry, including industry associations such as Tourism Alliance Victoria.

Signing in this style applies to specific facilities/venues only. It is not appropriate for signing geographic areas of general tourism activity, such as coastal or ski resort areas.

**Signing to such attractions will generally be located along major routes heading to the attraction and is at the complete discretion of VicRoads and Tourism Victoria.** The full cost for sign design, manufacture, installation (including all permits) and maintenance is borne by the applicant.



### 7.3 Visitor Information centres

**Purpose:** Visitor Information Centres (VICs) should provide the major source of tourist information to a visitor in a city, town or region. Major VICs are generally operated and funded by the local council and/or tourist association. The principal tourist signing in any urban area should direct visitors to the nearest accredited visitor information centre.

**Criteria:** As part of a statewide strategy to achieve a high quality network of visitor information services, only those centres accredited by the Better Business Tourism Accreditation Program (BBTAP) are provided with signs showing the trademarked yellow on blue italicised 'i' symbol.



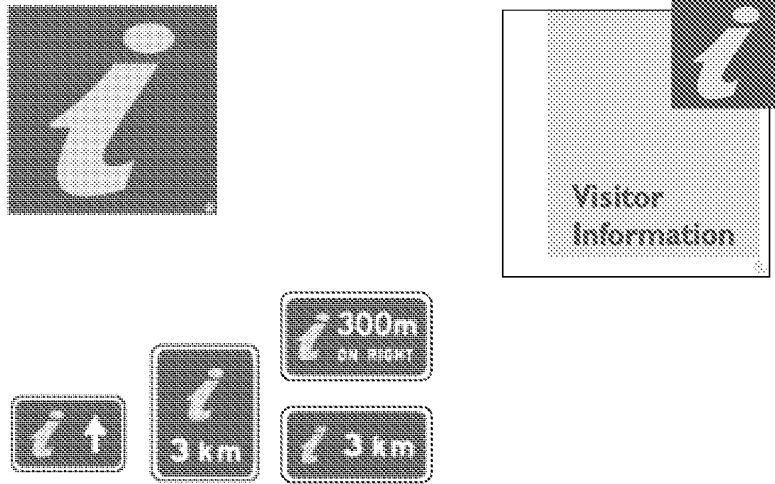
The use of the white on blue serif 'i' symbol is not used for the signing of visitor information centres. It may be used for on-site property signing of non-accredited centres and signing to information bays.



**Location:** Visitor Information Centres are most effective when located on an arterial road and preferably along an established touring route. VICs located within townships should be easily accessible and highly visible, and provide adequate on-site parking or parking near to the building.

Signing to VICs can take the form of advance, intersection and position signing, as appropriate. Detailed signing schemes should be developed with input from the relevant road authorities, particularly in cases where advance notice of the VIC needs to be provided from the through traffic route.

**Cost:** Funding and ongoing maintenance of signing to VICs is the responsibility of each signed centre.



## 7.4 Information Bays and Interpretive Signs



**Purpose:** Information bays are off-road areas established by or with the consent of the relevant road authority where visitor information displays are provided and maintained by the local council, tourist association or community group. Initially, applications to establish tourist information bays should be made to the officer in charge of tourist signing at the appropriate Council (see contact details on VicRoads website).

**Interpretive signing** is permitted on tourist routes/drives of significant cultural, geographic or heritage appeal. Such signing should succinctly explain and/or interpret pertinent information about the site or vista.

**Criteria:** When space does not permit the signing of several establishments, or where it would be visually intrusive, road authorities and applicants may consider the establishment of a roadside visitor information bay, with appropriate 'i' (serif) signing.

Installation of interpretative signing must be warranted by the significance of the attraction, natural feature or theme in question.

**Location:** Careful consideration should be given to the siting of information bays and should take into account:

- the size and visibility of the roadside reserve, safe entry to and access from the road;
- pedestrian safety;
- co-location with other facilities such as toilets, picnic facilities; and
- vulnerability to vandalism.



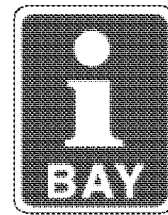
## Tourist Signing Guidelines

The location of information bays plays a major role in their level of use. Their location at points that naturally encourage visitors to stop is preferable and they should be well lit at night, either through dedicated lighting or general street lighting. Their co-location with other facilities, such as toilets, telephones, picnic areas, parks and play equipment, is an advantage. It may be possible, with approval, to establish information bays in existing VicRoads roadside stops. Locating information bays in more remote areas may render them vulnerable to vandalism.

The information display/board should have all-weather durability, with a minimum maintenance requirement and should provide the following information:

- introduction or welcome;
- location maps showing main attractions and accommodation providers (including contact details of these facilities);
- details of nearest accredited Visitor Information Centre;
- emergency information relating to the nearest hospital, police station, doctor, dentist and petrol;
- relevant driving and/or road safety advice pertinent to the region; and
- details of local natural and built attractions, leisure facilities and entertainment.

Signing to information bays/interpretive signs can take the form of advance and position signing, developed with input from the relevant road authorities. Signing will generally be restricted to the adjacent road. The white on blue 'i' symbol with the word 'BAY' is to be used for indicating information bays.



Information bays may take the form of a 'plank' sign, which can be easily removed and replaced, through to stand-alone, all-weather structures which provide a level of interpretive and motivation for visitors not available with normal road signing.

In both cases, a suitably large and visible roadside area is required which will allow safe access to and from the main road, provide pedestrian safety and have appropriate maintenance (adequate drainage, suitable road surface etc). In many cases, creation of a visitor information bay will also require funding for the necessary road construction.

**Cost:** Funding and ongoing maintenance of signing is the responsibility of the body which operates the information bay. Funding and ongoing maintenance of the off-road area must be agreed at the time of application between the relevant road authority and the body which operates the bay.



## 7.5 Visitor Radio

**Purpose:** Visitor radio is an information service, transmitting on the narrow cast FM band, which is largely of interest to visitors. Signing of a visitor radio service will indicate the transmission frequency of the service and may be supplemented by details of any special information provided. Applications for signing of visitor radio should be made to the officer in charge of tourist signing at the appropriate council (see contact details on VicRoads website).

**Criteria:** Visitor radio services must be licensed to operate by the Federal Government. In determining an application for signing a visitor radio service, the relevant road authority will consider the following issues:

- the transmission must operate solely as a visitor/motorist information service;
- the service and program content must be endorsed by the relevant Regional/Local Tourism Signing Committee;
- any other special information provided, for example, snow or surf reports, road conditions, etc; and
- any guidelines established by the Better Business Tourism Accreditation Program (BBTAP) in collaboration with road authorities for such services.

Signing for visitor radio will not be considered for services:

- that have a transmission range of less than three kilometres except for site-specific applications, for example, visitor information bays, natural attractions, etc;
- where the information is specific to one establishment or service; and
- that would be of interest to only a small section of the community.



**Location:** In determining the location and extent of visitor radio signing the following conditions apply:

- only one single standardised sign will be permitted on each major approach road to the town or area serviced;
- signs will only be erected in areas where a clear signal can be obtained (not subject to prolonged periods of distortion or fade); and
- signs are not permitted on freeways that bypass the town or area to which the service pertains.

**Cost:** Funding and ongoing maintenance of signing is the responsibility of the applicant or the operator of the services.

**Ongoing Operation:** In the event that the service no longer meets the permit conditions, or the service no longer operates, the signs must be removed at the sign owner's expense. If the service is temporarily not operating, the signs must be temporarily covered or removed.

## 8. Extent of Signing and Rationalisation

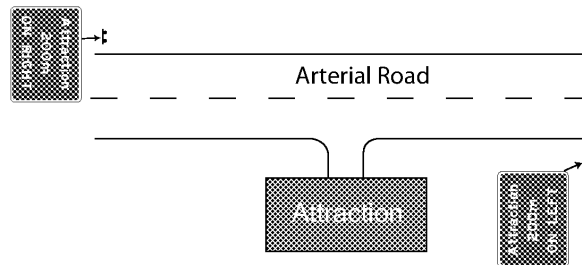
### 8.1 Extent of Signing

To reduce proliferation of signs and to ensure commercial equity, there is a limit to the number of tourist and services signs that will be permitted on road reserves.

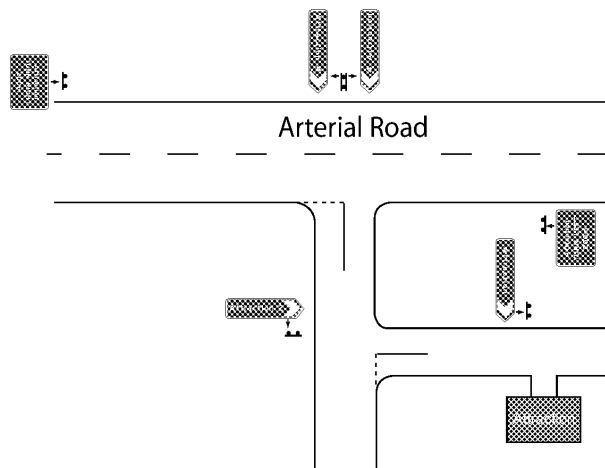
#### 8.1.1 Extent of Signing on Arterial Roads

Tourist attractions will only be signed from the nearest declared arterial road, except for major attractions of National or State significance where the extent of signing will be determined by VicRoads and Tourism Victoria.

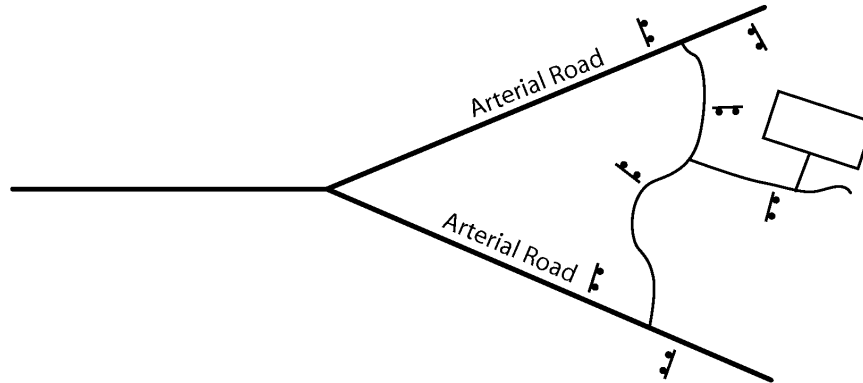
If the entrance to the attraction is on a declared arterial road, signs are permitted for both left and right turns into the entrance, but **only** if the signs within the property would not make the entrance obvious to drivers.



If the attraction is on a side road, signs are permitted for both left and right turns into the side road, and any subsequent turns on the local road network, by the most desirable route until the entrance is reached. Signing from the nearest arterial road is only permitted if the attraction/establishment is less than 10 km from the turnoff.



An attraction may be signed from two declared arterial roads if it is equally accessible from both arterial roads, as shown in the example below.



### 8.1.2 Freeway Signing

Freeways require considerable directional signing and have limited intersecting roads along them. As such, tourist signing is not available on freeways, except in support of attractions or areas of State significance. Signing to major tourist attractions may be provided along off-ramps in accordance with 8.2.

## 8.2 Major Tourist Attractions

Where a major tourist attraction is of National or State significance, signing along arterial roads is permitted.

Section 7.2 sets out the criteria for major attractions of State significance, and the geographic areas of National significance are listed in section 7.1.

The extent of signing along arterial roads to major tourist attractions is to be determined by VicRoads and Tourism Victoria. However, the following guidelines and principles will generally apply for attractions of State significance:

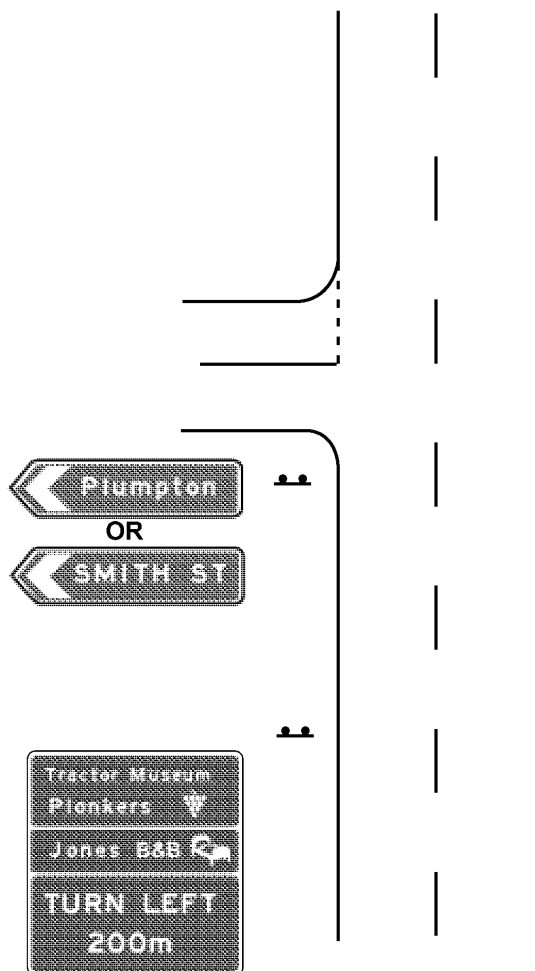
- signing usually starts at a turn-off from the nearest M or A road;
- signing usually starts no further than 30 km from the attraction;
- signing in built-up areas is subject to the availability of a suitable location for the signs; and
- all turns and decision points should be signed along the route from where signing starts until the attraction is reached.

### 8.3 Limit to Tourist and Services Signs at Intersections

The number of tourist attractions or services listed on signs facing a motorist approaching an intersection from one direction is limited to three.

The following example shows the maximum number of attractions that are permitted to be signed.

If an eligible attraction applies for a sign which would exceed this limit, rationalisation will be required. Refer to the next section.



#### **8.4 Rationalising Signs at Specific Locations**

Proliferation of signs, particularly at intersections, is not desirable. Too many signs create visual pollution, can be a safety hazard for motorists and are ineffective because of the very limited amount of information that can be absorbed by a motorist at high speed.

Wherever possible, the rationalising of existing signs should be considered by the applicant and road authority when processing applications for new signs. Rationalising may include one or more of the following:

- removal of old or outdated signs;
- aggregation of existing signs under a generic reference;
- creation of a wayside information bay; (see Section 7.4);
- creation of a local tourist precinct.

Use of promotional materials (maps, guides, audio tapes, etc) should also be encouraged to reduce dependence on signing.

The road authority and/or applicant may consider the aggregation of smaller signs into one sign. This may often involve the replacement of references to individual attractions with a generic descriptor. For example, instead of signing to several individual wineries, galleries or accommodation properties, a larger general sign to 'Wineries' or 'Galleries' may be appropriate.

Another possibility is to incorporate a series of related attractions into a signed tourist precinct. It is more likely that a precinct would be regarded as being of state significance and therefore eligible for some trailblazing along arterial roads. As an example, several attractions in the historic town of Placeville could be signed as 'Placeville Heritage Precinct'.

The need to rationalise signing will be made in consultation with existing stakeholders. However, the road authority is the final arbiter in decisions to rationalise and aggregate tourist and services signing. Funding for new or replacement signs should be negotiated on a case-by-case basis.

#### **8.5 Additions to Tourist Signs**

While the aggregation of tourist attractions on one sign is encouraged, applicants need to strictly adhere to good design principles detailed in Section 5 regarding the number of lines and size of text.

When a new attraction can be added to an existing sign in accordance with good sign design principles, the applicant will usually be required to meet the cost of the re-manufacture of the sign in order to incorporate the addition.

## 8.6 Business or Community Facility Signs

Signs pointing to a business, community facility or activity which is not eligible for signing under the Tourist Signing Guidelines, or which is not a significant community facility, are regarded as forms of business promotion and are generally **NOT** permitted on declared arterial roads.

In most cases, clear street name signing designed and installed in accordance with the Australian Standard 1742 'Manual of uniform traffic control devices' Part 5 'Street name and community facility name signs', together with each property having a clear and visible property number, will provide adequate identification, direction and information to motorists.

## 8.7 Unauthorised Signs

Section 66 of the Road Management Act states that: *any person must not without written consent of the relevant coordinating road authority –*

- (a) *place any structure, device or hoarding for the exhibition of an advertisement or place any advertisement for exhibition on or over a road; or*
- (b) *place any sign or bill on or over a road or on a pole, bus shelter, traffic sign, tree or other object or infrastructure on a road reserve.*

The only circumstances where a sign permit will not be required is where the placement of the sign on or over the road reserve is authorised or permitted under the Road Management Act or another Act. This includes authorisation under a planning permit.

Placing a sign on or over a road or road reserve without the consent of the relevant road authority or any other authorisation under legislation is an offence. Failing to remove a sign upon being requested by an authorised officer is also an offence.

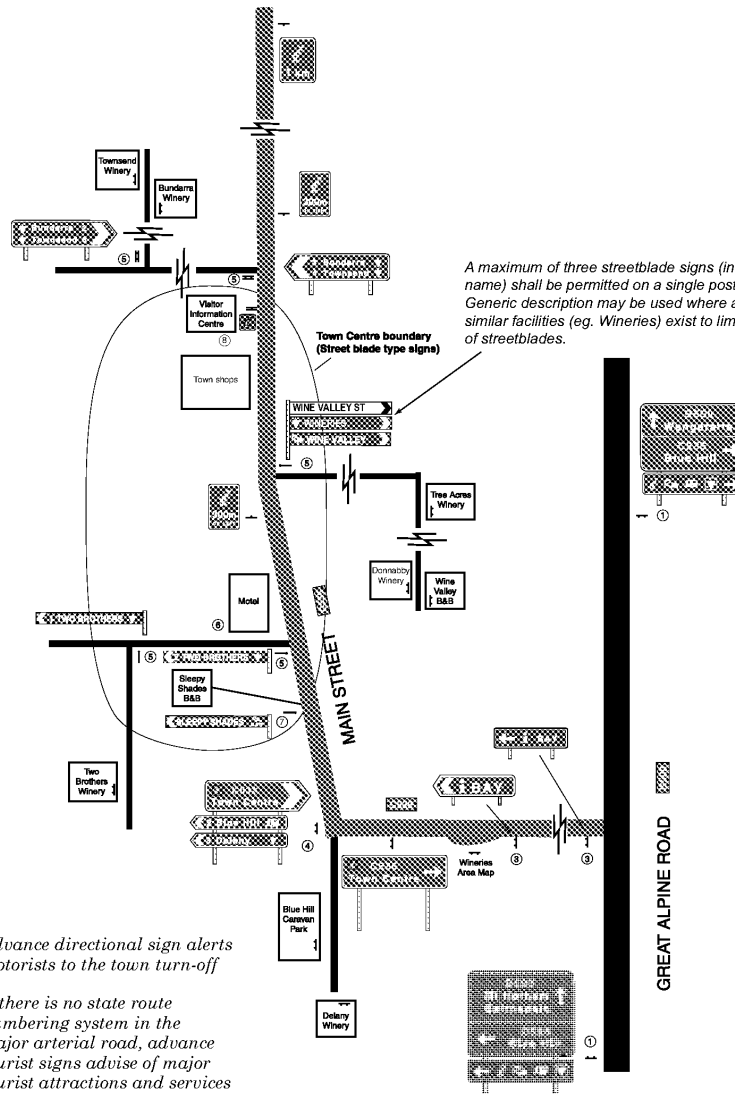
Proposed advertisements or hoardings outside the road reservation are generally considered by the Planning Authority under the Victorian Planning Provisions taking into account Road Safety Guidelines. If signs are considered to be a road safety hazard, VicRoads will require them to be removed or modified.

## 8.8 Examples

**The illustrations on the following pages demonstrate sample intersection treatments and a range of poor signs currently existing in Victoria and a possible approach to improve and rationalise those signs.**

**Sample of Signing Scheme**

Wine and Art Township of Blue Hill (fictitious)

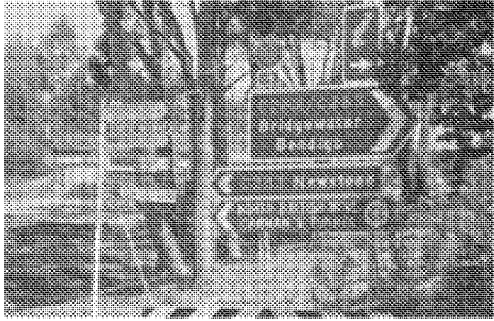
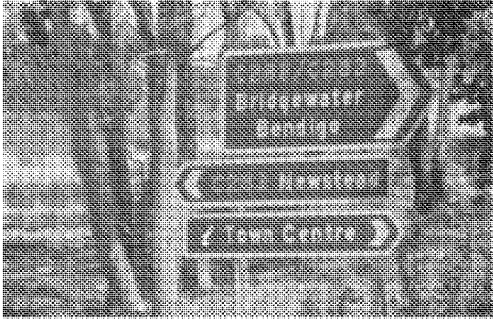
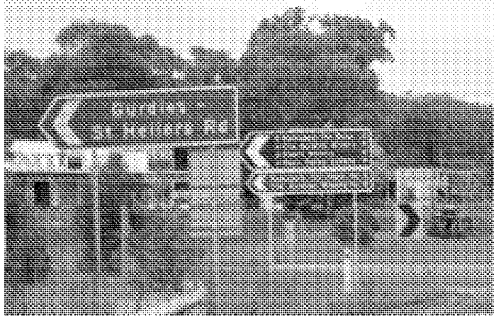





A maximum of three streetblade signs (including the street name) shall be permitted on a single post (or service pole). Generic description may be used where a number of similar facilities (eg. Wineries) exist to limit the number of streetblades.

1. Advance directional sign alerts motorists to the town turn-off
2. If there is no state route numbering system in the major arterial road, advance tourist signs advise of major tourist attractions and services available in Blue Hill, using generic words and symbols.
3. Signing for information bay, where the names and locations of Blue Hill wineries are displayed. It is located where motorists can pull off the road to read it.
4. Major intersection sign. Smaller signs erected underneath are the final direction indicators for properties located to the left of the intersection.
5. Blue Hill's wineries and B&Bs are signed at the final point of direction using streetblades within the township and on larger chevron signs elsewhere.
6. The Blue Hill Motel is not eligible for a specific name sign because the motel is signed generically (ie. bed symbol) from the highway and because its property signing is adequate once motorists have entered the main street.
7. Although also located on the main street, Sleepy Shades B&B is eligible for a small streetblade sign because it is not obvious to the passing motorist.
8. The accredited Visitor Information Centre has been signed generically from the highway and is highly visible from the main street.



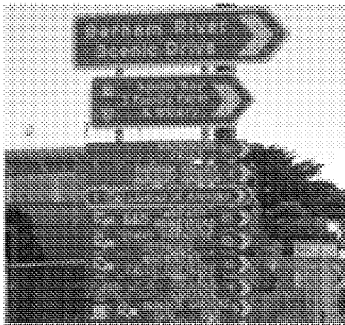





Tourist Signing Guidelines

| Existing                                                                                                                                                                                                                                             | Simplified                                                                                                                                                                                                                                                                                                                                                                                      |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                                     |                                                                                                                                                                                                                                                                                                               |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Overload of information</li> <li>• Too many signs on one pole</li> <li>• Tourist, services and direction signage mixed</li> <li>• Highly visually intrusive</li> </ul>     | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Remove the streetblade pole</li> <li>• Directional sign structure has maximum of three signs</li> <li>• As there are a number of tourist attractions and services, direct motorists to visitor information centre in town centre</li> <li>• Separate tourist attraction sign from major directional signs</li> </ul> |
|                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                              |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Overload of similar tourist attractions and services information</li> <li>• Difficult to read from moving vehicles</li> <li>• Highly visually intrusive</li> </ul>         | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Use Winery symbol for attractions and Bed symbol for accommodation</li> <li>• Combine tourist and services information onto one sign</li> <li>• Erect below directional sign</li> </ul>                                                                                                                              |
|                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                             |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Services information not clearly visible from moving vehicles</li> <li>• Some services do not qualify for signing from declared roads</li> <li>• Visual clutter</li> </ul> | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Use only Australian Standard services symbols</li> <li>• Clearly presented and well balanced information</li> <li>• Size and height of the sign is appropriate for driver's eye</li> </ul>                                                                                                                           |

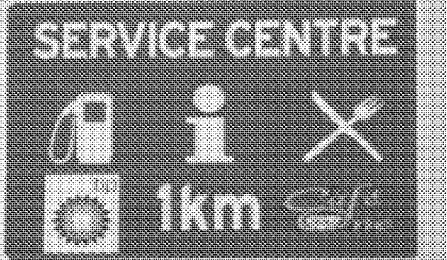
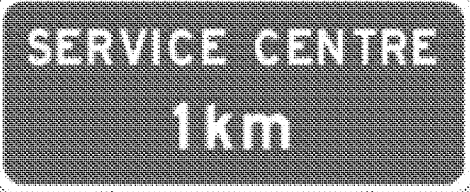






| Existing                                                                                                                                                                                                                                                                                                 | Simplified                                                                                                                                                                                                                                                                                                                          |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                     |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Too many tourist attractions signed for prevailing traffic speed</li> <li>• Naming each winery makes the sign unreadable</li> <li>• Visual clutter</li> </ul>                                                                  | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Use only symbol and generic word to navigate to wineries</li> <li>• Use same panel size for services symbols below the attraction sign</li> </ul>                                                                                                        |
|                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                     |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Number of services and attractions can be minimised</li> <li>• Directional sign should have prominence</li> </ul>                                                                                                              | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Combine attractions and services in one panel using only symbols</li> </ul>                                                                                                                                                                              |
|                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                     |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Too many service signs on one pole</li> <li>• Difficult to read from moving vehicles;</li> <li>• Some accommodation signing does not conform to standard</li> <li>• Inappropriate background colour for town centre</li> </ul> | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Direct motorists towards town centre where information bay is located</li> <li>• Services which do not qualify for signing can be navigated via collateral materials such as brochures</li> <li>• Change S.G. Highway to South Gippsland Hwy.</li> </ul> |

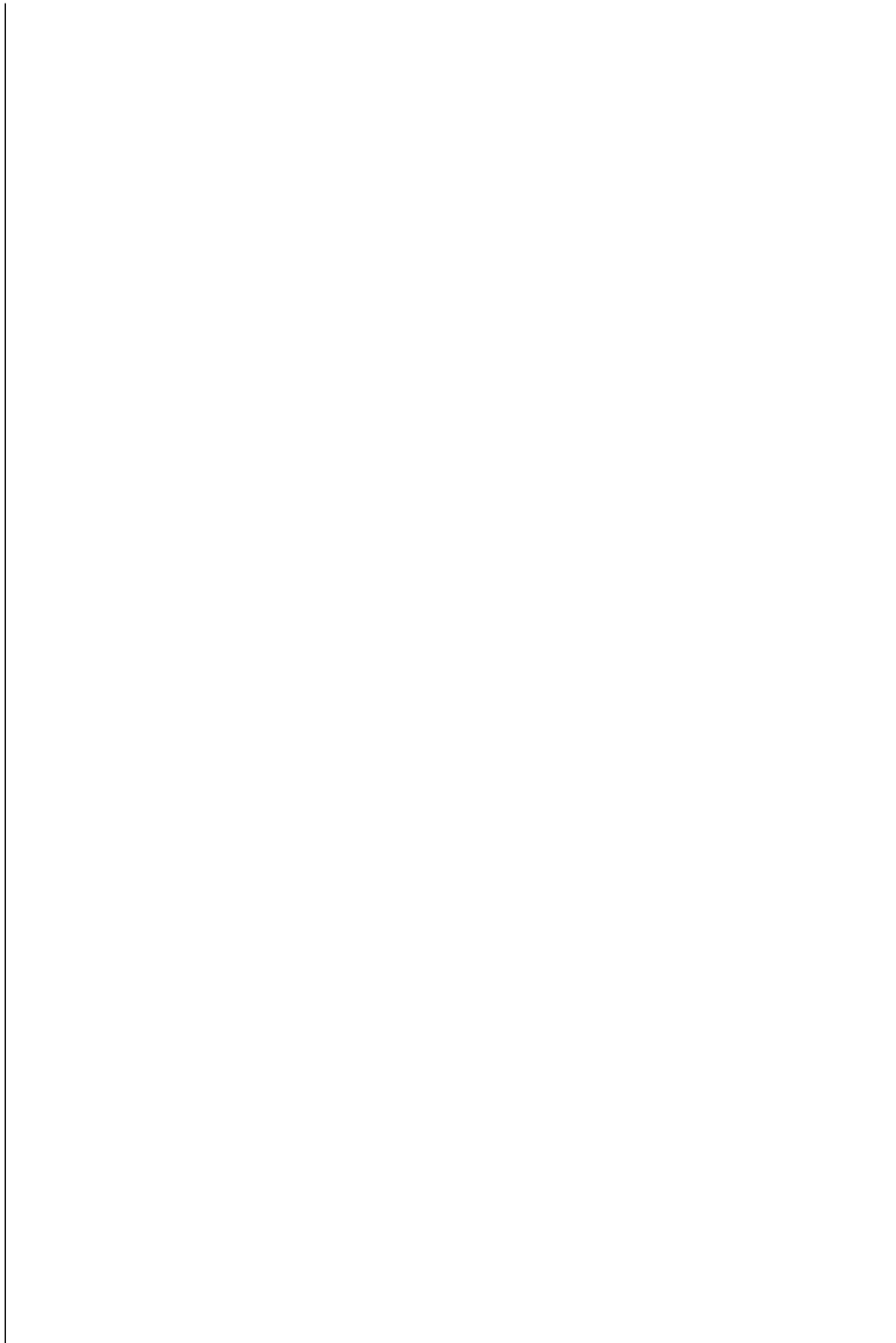
Tourist Signing Guidelines

| Existing                                                                                                                                                                                                                                       | Simplified                                                                                                                                                                                                                                                              |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                               |                                                                                                                                                                                       |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Major overload of information</li> <li>• Most of the accommodation and attractions signs do not conform to eligibility criteria</li> <li>• Visual clutter</li> </ul> | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Use only accommodation and refreshments symbols to navigate to services</li> <li>• As there are a number of tourist attractions and services, direct motorists to information bay</li> </ul> |
|                                                                                                                                                              |                                                                                                                                                                                      |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Overload of information</li> <li>• Naming of each establishment can be simplified</li> <li>• Visual clutter</li> </ul>                                               | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Use minimum number of words to describe each establishment</li> <li>• Make signs the same size</li> <li>• Remove 'A' frame from road reserve advertising sign</li> </ul>                     |
|                                                                                                                                                             |                                                                                                                                                                                     |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• 'Motel' and 'Restaurant' can be replaced with symbols</li> </ul>                                                                                                     | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Use symbols instead of words</li> </ul>                                                                                                                                                      |



| Existing                                                                                                                                                                                                                            | Simplified                                                                                                                                                                                                                                             |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                    |                                                                                                                                                                      |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Use of 'BP' symbol and name of the café contravenes signing guidelines for services signs</li> </ul>                                                      | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Eliminate unnecessary symbols</li> <li>• Drivers expect to find petrol, information and a cafe at a service centre</li> </ul>                                               |
|                                                                                                                                                   |                                                                                                                                                                     |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Overload of information</li> <li>• Two sign poles are close together</li> <li>• Can be simplified as generic sign for attractions and services</li> </ul> | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Use symbols for services and tourist attraction</li> <li>• Reduce to one pole</li> </ul>                                                                                    |
|                                                                                                                                                  |                                                                                                                                                                    |
| <p><b>Existing Condition</b></p> <ul style="list-style-type: none"> <li>• Town centre should be white on green background</li> </ul>                                                                                                | <p><b>Simplified Approach</b></p> <ul style="list-style-type: none"> <li>• Directional sign has prominence and sign clearance from ground level standardised</li> <li>• All services information directed to information bay in town centre</li> </ul> |

Tourist Signing Guidelines



## Part C Application Process and Administration





## 9. Eligibility for Tourist Signing

### 9.1 General

The following criteria enable a Road Authority to determine whether a tourist attraction or establishment is eligible for tourist signing. Applications for signs are assessed for eligibility under the Road Management Act 2004. **It should be noted that eligibility for tourist attraction signing does not determine entitlement to the placement of a sign on the road.** The sign must be assessed against the following criteria which have road safety and road efficiency implications.

### 9.2 Criteria for Tourist Attraction Signing

#### 9.2.1 Essential Criteria

In order to qualify for tourist attraction signing, as set out in sections 4.2 and 4.3, a tourist attraction (other than a natural feature) must satisfy all of the following essential criteria. The attraction must:

- (a) have tourism as a Core Business Activity (see Glossary of Terms—Appendix A);
- (b) provide a substantive tourism experience in addition to, or as part of, any commercial/retail activity (see Glossary of Terms—Appendix A);
- (c) have all relevant State and local government licences and approvals to operate as a tourist attraction, including health, planning and parking requirements;
- (d) be open to the public without prior booking during the attraction's normal opening hours;
- (e) be open on weekends and at least three other days of the week, plus public and school holidays;
- (f) be open for a minimum of 7 hours per day on the days the attraction is open;
- (g) be listed on the database of the nearest accredited Visitor Information Centre (with opening hours, admission prices, location and directions);
- (h) promote the location and clear directions to the attraction to visitors from outside the local area ;
- (i) be appropriately signed within the property line so that it is easily identifiable by passing motorists;
- (j) have appropriately trained visitor contact staff; and
- (k) maintain a record of visitor numbers and comments.

**9.2.2 Desirable Criteria**

It is also desirable that the attraction:

- be a member of a recognised Local, Regional or peak sector tourism organisation and/or be accredited under a scheme approved by the Tourism Accreditation Board of Victoria;
- provides parking for coaches and other large vehicles; and
- provides parking for disabled visitors.

**Specific Criteria****9.2.3 Nurseries and Garden Centres**

To be eligible for tourist signing, nurseries and garden centres must:

- meet all of the essential criteria.

**9.2.4 Art Galleries and Craft Outlets**

To be eligible for tourist signing, art and craft outlets must:

- meet all of the essential criteria; and
- fulfil any two of the following specific criteria:
  - (a) feature a resident artist/craftsperson;
  - (b) display a production process, together with associated explanatory information;
  - (c) provide exhibition space of more than 50 square metres; and
  - (d) more than 30% of the art/craft works on permanent display are from local and/or regional artists/craftspeople.

**9.2.5 Antique Galleries/Stores**

To be eligible for tourist signing, antique galleries or stores must:

- meet all of the essential criteria.

**9.2.6 Museums and Historic Properties**

To be eligible for tourist signing, museums and historic properties must:

- meet all of the essential criteria except item (e);
- be open on weekends, public holidays and school holidays;
- provide supporting literature and interpretive materials for visitors.

Desirably, heritage properties should be registered with Heritage Victoria, and Museums should be accredited under Museums Australia (Victoria), Museums Accreditation Program.

## Tourist Signing Guidelines

**9.2.7 Primary and Secondary Industry Based Attractions**

To be eligible for tourist signing, factories, manufacturing plants and agricultural operations must:

- meet all of the essential criteria except item (e);
- open during normal business hours 5 days per week, and preferably on weekends;
- provide guided tours to the general public at advertised times;
- display high quality interpretative material of the relevant agricultural or industrial process; and
- where appropriate, provide sampling of the product available as part of the visitor experience.

**9.2.8 Wineries**

To be eligible for tourist signing, wineries must:

- meet all of the essential criteria;
- hold a Vignerons Licence or a licence which permits sales direct to the public; and
- have a purpose-built facility for wine tasting (cellar door).

Wineries meeting all requirements other than 9.2.1 (e) that are open on weekends, public and school holidays may apply for temporary signing in accordance with section 4.3.7.

**9.2.9 Seasonal Attractions**

Attractions that close for part of the year may be eligible for tourist signing where they meet the following conditions:

- a significant tourism experience is provided to visitors, such as fruit picking, tours, etc;
- must be open for a minimum nine months of the year to gain permanent signing; however, such signing must include the period of closure, for example, Desert Trail Rides (closed Jan–March);
- attractions operating for less than nine months but for more than three months of the year may make limited use of temporary signing. Examples of such signing are featured in section 4.3.7;
- attractions open to the public for less than three months of the year are not eligible for tourist attraction signing; and
- the attraction communicates its location and opening hours to the nearest Visitor Information Centres, through brochures and local advertising.



### 9.3 Criteria for Tourist Accommodation Signing

Wherever possible, signing to accommodation establishments will make use of the Australian Standard symbols (see Appendix C), either on their own or combined with word legends (for example, Motel, B&B). Signing to accommodation establishments from freeways will only be permitted by way of symbols, which are often combined with direction signs.

Facilities located on declared arterial roads, with adequate sight distances for traffic and with the ability to erect property signs, will not be eligible for signing.

#### 9.3.1 Tourist Accommodation Signing in Urban Areas

Signing to accommodation establishments within major urban areas or within the urban limits of rural towns is generally in the form of a streetblade from the nearest declared arterial road, subject to the following conditions:

- the establishment must be located within two kilometres of the intersection;
- reassurance signs will be considered only in cases of extreme directional hardship; and
- special provisions may apply for establishments located off divided roads.

Accommodation establishments with an entrance directly from a declared arterial road are not eligible for signing. However, if the entrance is from a service road, a position sign may be required at the point at which vehicles leave the through carriageway.

#### 9.3.2 Tourist Accommodation Signing in Rural Areas

Signing to accommodation establishments in rural areas is generally by way of chevron-ended signs, the size of which should be determined by the prevailing traffic speed (see Table 5.1).

Chevron-ended signs are normally positioned at the intersection or entrance to the property, but can be placed up to 100 metres in advance of the intersection to give adequate notice of the impending turn. When located well in advance of the intersection (180 to 320 m), square-ended advance signs should be used.

Facilities located more than 10 kilometres from a declared arterial road are not eligible for signing, except in remote areas of the State.

## Tourist Signing Guidelines

**9.3.3 Criteria for Tourist Accommodation Signing**

To be eligible for tourist accommodation signing, accommodation facilities must:

**Essential:**

- (a) hold all relevant State and Local Government licences and any other appropriate consents;
- (b) be open daily;
- (c) be available for casual accommodation (prior booking not required);
- (d) be open to the general public (i.e. not exclusively for coach tours or other organised groups);
- (e) be listed on the database of the nearest accredited Visitor Information Centre (with opening hours, admission prices, location and directions);
- (f) promote the location and clear directions to the facility to visitors from outside the local area;
- (g) be appropriately signed within the property line so that the facility is easily identifiable by passing motorists; and
- (h) have appropriately trained visitor contact staff.

**Desirable:**

- (i) be a member of a recognised Local, Regional or peak sector tourism organisation and/or be accredited under a scheme approved by the Tourism Accreditation Board of Victoria.

**9.3.4 Specific Criteria**

In addition to the general criteria listed in 9.3.3, the following accommodation facilities must satisfy the criteria set out below.

**Caravan Parks**

Caravan parks must:

- provide a mixture of accommodation, powered caravan sites and camping sites; and
- be operated and maintained by an on-site manager 7 days per week.

**Camping Areas**

Camping areas must be serviced by fresh water for drinking purposes and toilets.

**Bed and Breakfast Establishments**

Bed and breakfast establishments:

- must provide on-site management;
- to avoid signing proliferation in areas featuring a high number of B&Bs, if two or more B&Bs are to be signed in the same direction, a generic sign should be used. This would comprise the bed symbol and 'B&Bs';
- B&B operators no longer operating or closing for more than three months must remove all signing to the property.

**Farmstays/Host Farms**

Farmstays and host farms must provide a legitimate farm experience for visitors.

**Resorts**

The terminology 'resort' will only be used on services signs when the following conditions are met:

- a variety of accommodation options is provided;
- dining or self contained cooking facilities are provided;
- essential guest services are provided on-site;
- a reception area is staffed for a minimum of 14 hours per day;
- a range of recreational facilities is provided; and
- a range of activities conducted by suitably experienced staff is provided in order to enhance the holiday experience.

**Holiday Houses**

Tourist signing is not permitted to provide direction to holiday homes, even if they are used for commercial purposes.

**Self-Contained Accommodation**

Self-contained accommodation facilities must be operated and maintained by an on-site manager 7 days a week.

**9.4 Criteria for Restaurants**

To be eligible for signing, restaurants must:

- be located outside the built up area;
- meet essential criteria (a) & (d) of section 9.3.3;
- provide full table service;
- be open at least 6 days per week; and
- offer regional and/or local produce as part of the visitor experience.

## 10. How to Apply for a Sign Permit

### 10.1 General

Applicants seeking approval to place tourist attraction and/or services signs within road reserves should lodge an application with the officer in charge of tourist signing at the relevant Municipal Council.

A permit for a tourist sign is issued pursuant to sections 63 and 66 of the Road Management Act 2004.

The relevant road authority will, within 14 days, notify the applicant whether:

- the application has been approved;
- the application has been rejected;
- the application has been referred to other authorities for consideration;
- additional information is required; or
- a co-operative signing scheme should be considered.

The application and approval process for tourist attraction and services signs is set out below.

### 10.2 Preparation of Application

All applications should be on the standard form which is available:

- on the VicRoads website ([www.roads.vic.gov.au](http://www.roads.vic.gov.au)); or
- from a VicRoads Regional Signing Officer; or
- from the offices of a Municipal Council.

Applicants should first discuss their proposal with the Tourism Manager and with the road authority signing officer (*contact details are also available in the VicRoads Website*) to discuss entitlement, design, wording and, where appropriate, the possibility of including 'like attractions' in a co-operative scheme.

### 10.3 Lodgement of Application

Applications should be submitted to the officer in charge of signing at the relevant Council. Some Councils charge an administrative fee for processing applications.

#### **10.4 Consideration of Application**

The relevant road authority will assess each application, taking consideration of the following factors:

- the eligibility criteria;
- road safety issues;
- extent of signing; and
- appropriate sign design and location.

The road authority may also seek input from, and consult with, the Tourism Manager and any other relevant person.

#### **10.5 Approval or Refusal of an Application**

Written consent or approval of an application for a tourist or services sign will take the form of a sign permit. The permit contains general conditions that must be met by the applicant, including the technical and physical standards of the design, installation standards and maintenance requirements. In addition, the relevant road authority may impose special conditions on a permit. A sample permit is shown in Appendix E.

#### **10.6 Sign Installation**

Where signs are located on arterial roads, VicRoads will specify conditions relating to the installation of the signs, as well as those services which can be provided by VicRoads or by a VicRoads approved contractor.

Councils may provide an in-house sign manufacturing/installation service, with full cost recovery from applicants, or they may outsource some or all elements of the work. Council signing officers will be able to provide details of their Council's process and cost recovery policy.

#### **10.7 Ongoing Responsibilities**

The applicant must comply with the conditions of the permit in relation to maintenance of the sign, and any special conditions contained in the permit.

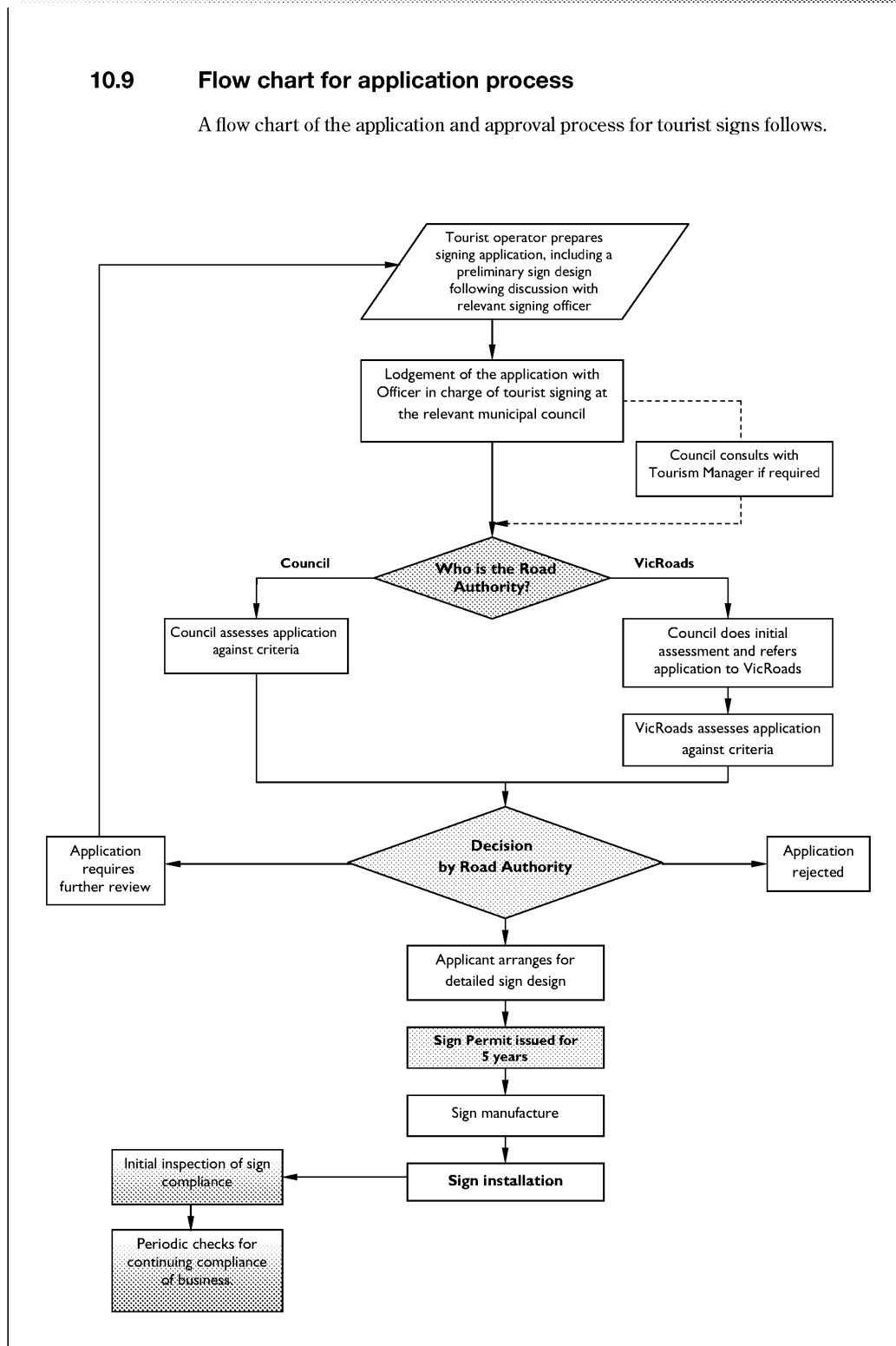
#### **10.8 Non-compliance**

The relevant road authority periodically checks for compliance with the sign approval permit. Failure to comply with any condition of the permit is an offence under section 66 of the Road Management Act 2004 and may result in the termination of the permit and the removal of the sign by the relevant road authority.

Tourist Signing Guidelines

**10.9 Flow chart for application process**

A flow chart of the application and approval process for tourist signs follows.





## 11 Administrative Arrangements

### 11.1 Costs

The financial responsibility for all tourist attraction and services signing rests with the applicant, subject to the following qualifications:

- signing of road authority assets, such as rest areas, are funded by the relevant road authority;
- public facility signs (e.g. toilets, emergency medical services, etc) are funded by the relevant road authority.

Special situations, such as the signing required because of the bypassing of towns, are subject to separate negotiation at the time of occurrence.

### 11.2 Ownership of Signs

The applicant who has paid for the provision of a tourist attraction or services sign remains responsible for the maintenance and upkeep of the sign, subject to, and in accordance with, the sign permit.

A sign permit will detail a number of conditions, including:

- standards and specifications relating to sign construction, installation and maintenance;
- responsibilities in relation to cost, maintenance and removal;
- conditions under which the road authority may remove any sign; and
- conditions relating to the continuing operation of the tourist or services establishment.

It is the applicant's responsibility to immediately notify the relevant road authority to arrange for the removal of all road signing to the property in the event of the business closing or if it is no longer an eligible tourism business. Costs for undertaking this work will be charged to the business owner.

### 11.3 Permit Period

The sign permit issued by the relevant road authority grants to the applicant the right to place a sign in the roadside reserve for a period of **5 years**, after which time the appropriateness and efficacy of the sign may be reassessed. However, the road authority maintains the right to replace or remove any signs installed on roads under its control when any of the following occurs:

- the applicant no longer conforms to the conditions of the sign permit;
- there is a demonstrated need for aggregating signs in a particular location; or
- the road authority needs to resume the land.

Costs for removing the signs in the first instance above will be charged to the business owner.

### 11.4 Alterations to Signs

A sign permit is granted for the original sign face design. The sign face must not be altered unless written consent has been obtained from the relevant road authority. Any alteration to a sign design is subject to a new application and may require a new sign permit.

An unauthorised alteration to a VicRoads sign to include commercial information or the unauthorised addition of private/commercial signing to a VicRoads' structure is strictly prohibited.

### 11.5 Maintenance/Installation of Signs

The need for sign repairs or replacement, for any reason, shall be at the discretion of the relevant road authority. The cost for maintaining signs—including due to damage or vandalism—replacement and reinstatement is the responsibility of the applicant.

Only approved VicRoads' contractors are permitted to install, maintain, replace or re-erect signs on VicRoads road reserve.

Council's approved contractors who install or maintain signs on municipal roads should be pre-qualified and also should have required public liability insurance. Written consent from the Council must be obtained before any sign installation or maintenance works are undertaken.



## Appendices

## Appendix A – Glossary of Terms

### Arterial Road

A road which is declared to be an arterial road under Section 14 of the Road Management Act 2004.

### 'M' Roads

'M' Roads (duplicated roadways) are the primary road links and connect Melbourne and other capital cities and major provincial centres. They link major centres and production and manufacturing with Victoria's ports.

### 'A' Roads

'A' roads serve the same role as 'M' roads but carry less traffic. These roads are primary road links with single carriageways.

### 'B' Roads

'B' roads are the primary links between significant tourist regions and major regions not served by 'A' roads

### 'C' Roads

'C' roads are the more important links between other centres and between these centres and primary road networks.

### Australian Standards (AS)

Australian Standards are prepared by committees made up of experts from industry, governments, user groups and other sectors. The requirements or recommendations contained in published Standards are the consensus of the views of representative interests and also take account of comments received from other sources. They reflect latest scientific and industry experience. Australian Standards are kept under continuous review after publication and are updated regularly to take account of changing technology.

### Better Business Tourism Accreditation Program

The Better Business Tourism Accreditation Program (BBTAP) is a generic accreditation program that caters to Victorian accommodation providers, tour operators, attractions, visitor information centres, wineries, restaurants, transport operators, retail outlets, booking services and tourism associations. BBTAP establishes industry standards for operating a tourism business and provides a framework for the continuous improvement of tourism businesses.

### Built-up Area

An area with substantial development, generally defined by the limits of a speed limit other than the relevant open road limit (100 or 110 km/h), except where such a limit may be imposed for road safety reasons other than abutting development.

**Community Facilities**

Facilities which are essentially community-based and operated, even though they may be used by visitors and, in some cases, may attract visitors in their own right. These include public golf courses, swimming pools and aerodromes.

**Coordinating Road Authority**

The coordinating road authority in relation to a road means the road authority which has coordination function as determined in accordance with Section 36 of the Road Management Act 2004. This is:

- (a) if the road is a freeway or arterial road, VicRoads;
- (b) if the road is a non-arterial State road, the relevant responsible road authority;
- (c) if the road is a municipal road, the municipal council of the municipal district in which the road or part of the road is situated.

**Core Business Activity (Tourism)**

Refers to a business operation where the principal motivation, or one of the major motivations, is the provision of an experience and/or service to meet the needs of tourists (i.e. the business earns more than 50% of its annual revenue from tourism activities). A demonstrated commitment to high standards of customer service should be central to the business philosophy. Membership of, and active participation in, the marketing programs of local and regional tourism organisations may also be taken into consideration when assessing the 'core' business of a tourism operation in order to determine its eligibility for tourist signing.

**Declared Road**

An arterial road or freeway.

**Freeway**

A road declared to be a freeway under Section 14 of the Road Management Act 2004.

**Information Bay**

A facility provided for the free use of travellers and containing tourist information on display boards provided and maintained by the council or local tourism association.

**Interpretative Centre/Shelter**

A purpose built building, shelter or display board generally located on tourist routes/drives of significant cultural, geographic or heritage appeal which succinctly explains and/or interprets pertinent information about the site or vista.

**Marketing/Promotional Material**

Any material, including maps, guides and promotional brochures, which provides visitor information in relation to tourist attractions and facilities on a state, regional, local or individual basis.

*Tourist Signing Guidelines***Municipal Road**

A road under the care and management of a municipal council, - ie a road other than a freeway, declared arterial road or a road under the responsibility of a state authority.

**Natural Feature**

A geographic or other natural feature of interest to the tourist, for example, lookouts, waterfalls, lakes, wetlands, waterways, national and State parks.

**Planning Scheme**

A statutory document provided for by the Planning and Environment Act 1987 (Clause 36.04 Road Zone & Clause 52.05 Advertising signs) which sets out policies and provisions for the use, development, protection or conservation of any land in an area.

**Roadside Establishment**

A commercially operated facility catering for travellers in terms of meals, refreshments, fuel, toilets or accommodation.

**Roadside and Public Facilities**

Facilities other than roadside establishments, including rest areas or truck stop areas and associated facilities (picnic, fire place, toilets, etc), or other facilities such as telephone or emergency medical services.

**Remote Area**

An area of Victoria where the distance from the nearest M or A class road is more than 100 km.

**Services Sign**

A sign of the type described in section 4.4 of the Guidelines and covered by the services sign provisions of AS 1742.6.

Services signs can be used to sign visitor information centres, information bays, roadside establishments and roadside and public facilities in accordance with the guidelines.

**Signing Officer**

A person employed by a Council or by VicRoads who has the role of ensuring high standards of sign design, manufacture and installation throughout the region, including the management of applications from businesses. VicRoads employs a signing officer in each of its seven regions throughout Victoria. Councils may combine the role of signing officer with other tasks. Typically, a Council may nominate a member of its traffic engineering, statutory planning, economic development or tourism departments to provide the initial point of contact for tourist signing applications.

**Substantive Tourism Experience**

In some cases it may be difficult to decide whether a particular establishment is primarily a tourist attraction or a retail outlet (for example, craft workshops and potteries). Consideration is given to the following:

- the experience must be for the purpose of education, or demonstration of the manufacture of goods, or demonstration of crafts, as distinct from retail sales or other major use of the premises (e.g. if the public can watch a demonstration or display without necessarily making any purchases of the products or goods on offer);
- the experience must be available on a regular basis so as to enable advertising of the experience on brochures without risk of disappointment to visitors; and
- the experience must be available during school holidays, public holidays and weekends.

**Statewide Route Numbering Scheme (SRNS)**

Victoria's route numbering system for rural arterial roads. Each road is given a letter (M, A, B or C) to reflect the quality and function of the route and an identifying number (M31, B500, etc). This allows drivers to anticipate the driving conditions they are likely to encounter and to plan their trip in advance.

**Tourism Manager/Officer**

A professional officer typically employed by a Council or Regional Tourism Association to co-ordinate tourism planning and marketing for a Council or region.

**Tourism Victoria**

The organisation through which the State Government seeks to be an active participant in the tourism and travel sectors to optimise the economic benefit to Victoria.

**Tourist Attraction Sign**

A sign of the type described in section 4.2 of the Guidelines and covered by the tourist sign provisions of AS 1742.6. Tourist Attraction signs can be used to sign tourist regions and areas, tourist attractions, natural attractions, tourist routes and tourist drives in accordance with the guidelines.

*Tourist Signing Guidelines***Tourist Attraction**

A commercial or non-commercial attraction or establishment, or an attraction which is actively managed by a government agency or committee of management, catering primarily for tourists and for which a charge may or may not be made (criteria in section 9.2 also apply).

**Tourist Drive**

A tourist drive may be:

- geographically based;
- tourist attraction based, for example, 'Family Fun Trail';
- theme based, for example, 'Wine Trail'; or
- a combination of geographic and thematic.

**VicRoads Traffic Engineering Manual Vol. 2**

A source document which provides detailed treatment of technical aspects associated with road signs and markings. A copy of this manual is available on VicRoads website.

**Visitor Information Centre**

An information centre for visitors carrying a level of accreditation from the Better Business Tourism Accreditation Program (BBTAP).

## Appendix B – References and Specifications

### References:

Australian Standard – AS 1742.6 Manual of Uniform Traffic Control Devices Part 6: Tourist and Services Signs

Australian Standard – AS 1742.15 Manual of Uniform Traffic Control Devices Part 15: Direction signs, information signs and route numbering

Australian Standard – AS 1743 Road Signs Specifications

Australian Standard – AS 1744 Standard Alphabets for Road Signs

Australian Standard – AS 2342 Development, Testing and Implementation of Information and Safety Symbols and Symbolic Signs

### VicRoads' Standard Specifications for Roadworks

Worksite Safety Traffic Management Code of Practice (WSTM)

VicRoads' Traffic Engineering Manual (TEM) Volume 2 – Signs and Markings

### General Specifications:























Any tourist or services sign needs to conform strictly with the following standards:

- colour, type, size and legend – AS 1743 & AS 1744;
- symbols – AS 1742.6, AS 2342;
- placement, supports and fittings – TEM Vol 2, Sections 6 and 7;
- erection of signs – VicRoads standard specifications, Section 714, WSTM; and
- manufacture of road signs – VicRoads standard specifications, Section 860.

Tourist Signing Guidelines

## Appendix C – Approved Symbols for Services Signs

Extract from AS1742.6-2004 and National Tourism Signing Reference Group Approved Symbols.

| No | Symbol                                                                                                                          | No                   | Symbol                                                                                                    | No                   | Symbol                                                                                                                         |
|----|---------------------------------------------------------------------------------------------------------------------------------|----------------------|-----------------------------------------------------------------------------------------------------------|----------------------|--------------------------------------------------------------------------------------------------------------------------------|
| S1 | <br>First aid, casualty service, hospital      | S9                   | <br>Caravan park or site | S19 has been deleted |                                                                                                                                |
|    |                                                                                                                                 |                      |                                                                                                           | S20                  | <br>Drinking water                          |
| S2 | <br>Public phone                               | S10 has been deleted |                                                                                                           | S21                  | <br>Boat ramp                               |
|    |                                                                                                                                 | S11                  | <br>Airport              |                      |                                                                                                                                |
| S3 | <br>Motor fuel                                 | S12                  | <br>Rest area            | S22                  | <br>Symbol of access                        |
| S4 | <br>Information                               | S13                  | <br>Truck parking area  | S23                  | <br>Unsuitable for trucks                  |
| S5 | <br>Restaurant, licensed restaurant          | S14                  | <br>Parking area       | S24                  | <br>Police station                        |
| S6 | <br>Accommodation, hotel, motel, guest house | S15 has been deleted |                                                                                                           | S25                  | <br>Help phone                            |
|    |                                                                                                                                 | S16                  | <br>Toilets            |                      |                                                                                                                                |
| S7 | <br>Refreshments                             | S16A                 | <br>Accessible toilets | SV120                | <br>Public golf course                    |
| S8 | <br>Camping area                             | S17 has been deleted |                                                                                                           | SV124                | <br>Caravan/motorhome effluent dump point |
|    |                                                                                                                                 | S18                  | <br>Fireplace          |                      |                                                                                                                                |

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## Appendix D – Tourist Attraction Symbols



### Heritage

Denotes the location of attractions, display/interpretive centres, sites, monuments and other objects of historical interest.

This symbol is not used to denote towns of historic interest as the words 'historic town' or 'historic village' are considered more appropriate on road signs.



### Museum

Denotes a building used as a museum regularly open to the public, which displays items of a general or thematic nature and features a high level of interpretation.

It does not include small historical centres or interpretive displays attached to visitor information outlets, in which case the heritage symbol may be more appropriate.

Use of this symbol will generally be subject to the approval of and/or accreditation by Museums Australia.

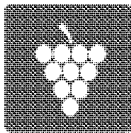


### Whales

Denotes an area designated for the seasonal viewing of whale migratory activity, although it may also feature other marine life.

The area must incorporate adequate car parking, and safe viewing areas that meet State and Local Government requirements.

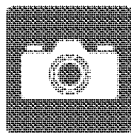
The area should feature high level interpretive information, which will be of interest to the public during periods when whales are not visible.



### Winery

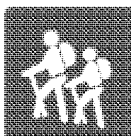
Denotes a winery that holds a Vignerons Licence or a licence which permits direct sales to the general public and which features a purpose-built facility (cellar door) for the tasting and interpretation of wine.

Note: this symbol denotes all variations of wine production and sales, including fruit wines.



### Lookout point

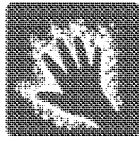
Denotes a lookout point readily accessible to vehicular traffic and which complies with all safety and traffic management requirements of State and Local Government authorities.



### Walking trail

Denotes a trail designed for the safe passage of pedestrians and which complies with all safety requirements of State and Local Government authorities. Generally trails using this symbol will also provide some level of interpretation.

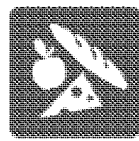
## Tourist Signing Guidelines

**Aboriginal heritage**

Denotes an attraction, cultural centre or a site of Aboriginal significance, which has been approved for general visitation by relevant traditional owners and/or other authorised authority.

Such sites should feature interpretative material, unless for cultural reasons this is not appropriate.

It is not to be used to denote purely retail attractions, nor for commercial galleries.

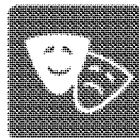
**Specialist food**

Denotes a tourist establishment or precinct providing a gourmet and/or specialist food experience where produce tastings, sales and facilities for consumption are provided.

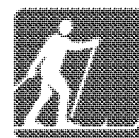
Not to be used to denote a restaurant.

**Art gallery**

Denotes public and commercial art galleries which meet the eligibility criteria.

**Performing arts**

Denotes a permanent public entertainment venues, or festivals that have operated for more than 2 years, and which use targeted marketing activities to attract audiences.

**Cross country skiing**

Denotes places where cross country skiing is available to tourists.

**Down hill skiing**

Denotes places where downhill skiing is available to tourists.

## Appendix E Sample Sign Permit

### Sign Permit example

Permit No.

Date

The coordinating road authority, pursuant to sections 66 and 63 of the Road Management Act 2004, consents to the applicant named below to supply, install and maintain a sign or signs at the location(s) specified in this permit, for a period of 5 years from the date of this permit, in accordance with the conditions of this permit.

Applicant:

Brief Description of Sign(s) (attach sign design):

Location of Sign(s):

### General Conditions

- All signs must comply with VicRoads standard specification sections 714 and 860 for construction and installation and must satisfy VicRoads technical requirements for legend style and size and other signface elements.
- Signs must be installed at the above location(s) in accordance with VicRoads Worksite Traffic Management Code of Practice and normal safe working practices having regard at all times for the safety of road users and property.
- The applicant must bear all costs for the design, manufacture, installation and maintenance of the signs.
- The applicant must maintain the sign(s) in a safe and clean condition to the satisfaction of the coordinating road authority.
- The coordinating road authority reserves the right to cancel this permit, and remove without compensation, the sign(s) authorised under this permit if:
  - o any sign is not installed or maintained to the coordinating road authority's satisfaction; or
  - o any sign is considered by the coordinating road authority to be a safety hazard; or
  - o any condition of this permit is breached; or
  - o there is a demonstrated need for rationalising or aggregating signs at a particular location; or
  - o the tourist attraction or service for which this permit was granted closes or changes in character or operation significantly from the time of approval of this permit.
- The applicant must not alter the approved signface design, without the written approval of the authorised officer of the coordinating road authority.
- The applicant must immediately notify the relevant road authority to arrange for the removal of the signs, at the sign owners expense, if the tourist attraction or service closes or ceases to be involved in the tourism industry.
- Failure to install any sign to the coordinating road authority's satisfaction within 90 days of the date of this permit shall cause the approval to lapse.

*Tourist Signing Guidelines***Special Conditions****Consent for Works on a Road****Applicant Agreement**

Applicant to complete, sign and forward this application to the relevant tourist signing officer listed below.

I agree to the conditions listed above and all other conditions outlined in the Tourist Signing Guidelines.

I understand that this permit is valid for 5 years from the date above and that, at the expiration of that time, the sign design and/or location may be reassessed to determine its suitability and the ongoing eligibility/compliance of this business. I also understand that at any time the coordinating road authority reserves the right to replace or remove the sign when any of the following occurs:

- the applicant no longer conforms with the conditions of the sign approval;
- the sign is in a poor state of repair;
- the business no longer operates as an eligible tourist attraction;
- the business ceases to operate;
- there is a demonstrated need for aggregating signs in a particular location; or
- the road authority needs to resume the land.

Applicant to sign:

Date:

Please note, this permit is not valid until signed by the applicant and returned to the contact below:

Signing Officer:

Organisation:

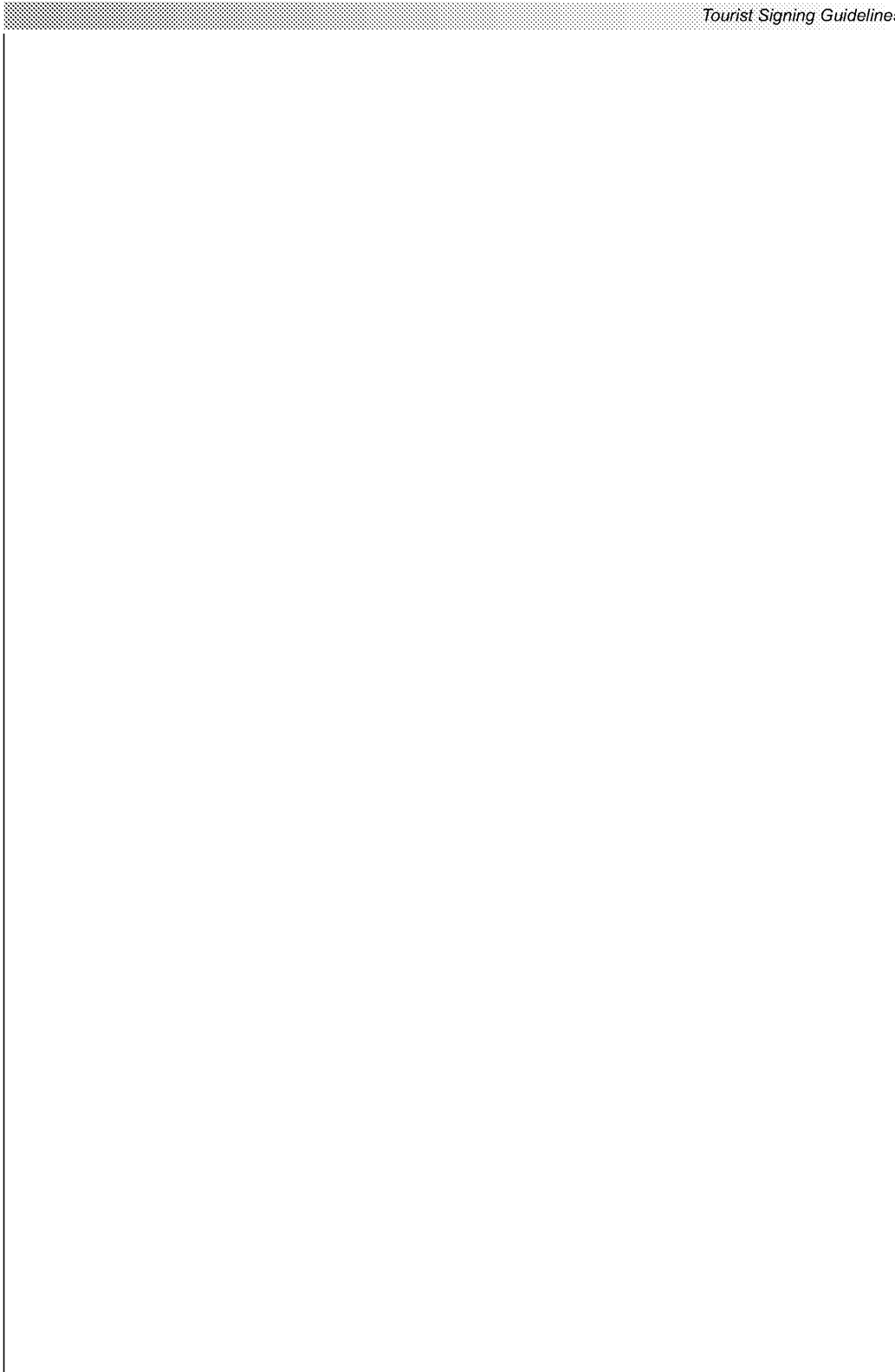
Postal address:

Postcode:

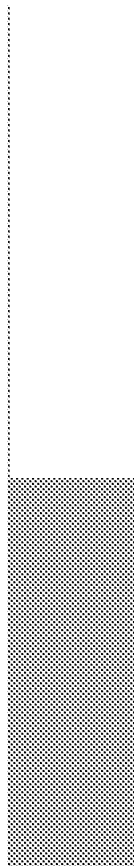
Telephone number:

Fax number:

*Tourist Signing Guidelines*



79



VRP/N00003/2 8.08



**OM092309-16      REVIEWED GELLIBRAND RIVER TOWNSHIP MASTER PLAN PRIORITIES**

|             |                                    |           |            |
|-------------|------------------------------------|-----------|------------|
| AUTHOR:     | Michael Cosgriff                   | ENDORSED: | Jack Green |
| DEPARTMENT: | Sustainable Planning & Development | FILE REF: | GEN01662   |

**Purpose**

This report has been prepared for Council to adopt the revised Gellibrand River Township Master Plan priorities endorsed by the Gellibrand Kawarren Progress Association as an amendment to the 2005 Gellibrand River Township Master Plan.

**Declaration of Interests**

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

**Background**

In March 2003, Council appointed THA Landscape Architects to undertake a Township Master Plan for Gellibrand River. During the process of developing the master plan, the Gellibrand community were invited to attend public meetings and were given the opportunity to comment on the draft master plan. The final master plan was endorsed by the Gellibrand Kawarren Progress Association and by Council in October 2005.

In July 2008, the Gellibrand Kawarren Progress Association approached Council to assist in undertaking a review of the 2005 Gellibrand River Township Master Plan Priorities. The Gellibrand Kawarren Progress Association identified that many of the 2005 Township Master Plan priorities had been completed and as such were not a true reflection of the current community's view for future public land development. With this in mind the community were keen to develop a new list of priorities for the next five years.

The process to review the 2005 priorities and develop new priorities was coordinated by Council's Economic Development Unit in conjunction with the Gellibrand Kawarren Progress Association. It was decided that a model similar to the one utilised in developing the 2005 Gellibrand River Township Master Plan would be followed in reviewing the town's priorities. This included:

- A public community meeting.
- The opportunity for the community to rank community priorities via the distribution of 2 surveys. One was for the overall ranking of priorities and one was to rank the community's preference on trees to be planted around the township.
- Collation of survey results to form a ranked list of community priorities and preferred tree species.
- Endorsement from the Progress Association

The community meeting was held on 21 July 2008 when the community undertook a review of the existing priorities and:

- deleted those priorities that had been completed,
- deleted those priorities which were no longer a priority,
- amended priorities at the direction of the community,
- suggested new community priorities.

Following that meeting, the Economic Development Unit devised a new priority list (in no particular order) which was distributed to over 320 residents and ratepayers of the Gellibrand and Kawarren community, offering them the opportunity to rank the community priorities in their order of preference.

The Economic Development Unit summarised the 79 responses and devised a ranked list of priorities. Please note, a further 11 responses were also received however these were incorrectly filled in or not at all and therefore not able to be considered in the count. This list was then forwarded to the progress association for ratification, which lead to the formation of the new priority listing.

### Gellibrand/Kawarren Community Priority Listing

| Ranking | Description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|---------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1       | <ul style="list-style-type: none"> <li>Council to lobby Telstra and Government to improve mobile phone and internet coverage.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| 2       | <ul style="list-style-type: none"> <li>Improvements to the roadside drainage throughout the town – in particular along both sides of Colac Lavers Hill Road. Installation of underground drainage throughout the town. Investigate the possible treatment solutions to the stormwater/grey water prior to it entering the Gellibrand River</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| 3       | <ul style="list-style-type: none"> <li>Develop a streetscape planting theme which includes assessment and removal of inappropriate / aging vegetation and replacement with clumped plantings throughout the town, at town entries, back of the COS Depot and along the Beechy Rail Trail.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| 4       | <ul style="list-style-type: none"> <li>Gellibrand Recreation Reserve development includes new toilets, skate pad, improved car parking / vehicle entry and exits and assessment of existing trees within car park and around the oval.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| 5       | <ul style="list-style-type: none"> <li>Proposed construction of a 1500mm wide multipurpose footpath along Colac – Lavers Hill Road and the Carlisle River Road, including a pedestrian crossing over near the General Store and linking the path through the Rex Norman Park and to the Beechy Line on the south side of the Otway Tourist Park. Drainage must be addressed when new footpaths are installed. New footpath works are listed below in priority order: <ul style="list-style-type: none"> <li>Hall to hotel - concrete</li> <li>Top crossing to Carlisle River Road</li> <li>Footpath linking Carlisle River Road</li> <li>Top crossing to Carlisle River Road</li> <li>Improve pathway across Carlisle River Road</li> <li>Link Road to Caravan Park entrance (concrete) including kerb and channel and defined parking.</li> </ul> </li> </ul> |
| 6       | <ul style="list-style-type: none"> <li>Consideration of relocating the Gellibrand Neighbourhood House facilities closer into town to the unused school.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| 7       | <ul style="list-style-type: none"> <li>Improved lighting throughout the town on Heritage Poles</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| 8       | <ul style="list-style-type: none"> <li>Increase public toilets and provide better signage to it.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| 9       | <ul style="list-style-type: none"> <li>Advocate for public transport to and from Gellibrand to Colac</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| 10      | <ul style="list-style-type: none"> <li>Manage vegetation along the Beechy Line to preserve screening opportunities to adjoining roads / houses, for safety reasons and to maximise floral biodiversity.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| 11      | <ul style="list-style-type: none"> <li>Upgrade outside of Hall</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| 12      | <ul style="list-style-type: none"> <li>Provision of permanent Table and Seating in the BBQ shelter in Rex Norman Park.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |



| Ranking | Description                                                                                                                                                                                                        |
|---------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 13      | <ul style="list-style-type: none"> <li>Install bike racks within the park, in front of the General Store and in front of the pub</li> </ul>                                                                        |
| 14      | <ul style="list-style-type: none"> <li>Provide new equipment for playground – with the project to involve the Colac Otway Shire 4Cs community consultation process.</li> </ul>                                     |
| 15      | <ul style="list-style-type: none"> <li>Revegetate the existing top crossing site.</li> </ul>                                                                                                                       |
| 16      | <ul style="list-style-type: none"> <li>Construct BMX Track between Netball court and Carlisle River Road</li> </ul>                                                                                                |
| 17      | <ul style="list-style-type: none"> <li>Install plaque to commemorate Rex Norman in Rex Norman Park.</li> </ul>                                                                                                     |
| 18      | <ul style="list-style-type: none"> <li>Development of an Icon Statue and / or Archway entrance into the township ensuring that it relates to the heritage of the township – for example a timber train.</li> </ul> |
| 19      | <ul style="list-style-type: none"> <li>Wood Fired Pizza Oven in Rex Norman Park</li> </ul>                                                                                                                         |

The reviewed Gellibrand Township Master Plan Priorities have been officially endorsed by the Gellibrand Kwarren Progress Association. In presenting the new table of priorities it was explained that Council's role was to assist the community with funding infrastructure projects through the Small Towns Improvement Project (STIP) and where possible with matching State or Federal Government funds. Council would also assist the community in facilitating the delivery of other priorities through networks and relationships with other organisations and Government departments.

#### **Council Plan / Other Strategies / Policy**

This project aligns with the Council Plan's objective to "*Continue implementation of Small Town Improvement Program in partnership with community groups*".

#### **Issues / Options**

There are two options to consider:

1. That Council adopt the reviewed Gellibrand River Township Master Plan Priorities.
2. That Council does not adopt the reviewed Gellibrand River Township Master Plan Priorities.

Option one is preferred as the process of reviewing the existing Gellibrand River Township Master Plan Priorities involved significant community consultation and will assist in the community being able to prioritise future public land development for the next five years.

#### **Proposal**

It is proposed that Council adopt the reviewed Gellibrand River Township Master Plan Priorities which will assist in guiding future development of public land in the township of Gellibrand River.

#### **Financial and Other Resource Implications**

Priority projects may be completed using various competitive Council Programs such as the Small Town Improvement Program, the Capital Works program or through other Council funding streams. Some projects will be completed in stages through a number of successive applications and the Economic Development Unit will actively seek support for matching external funds from appropriate State and Federal Government funding bodies. Council may be required to allocate resources for maintenance.

#### **Risk Management & Compliance Issues**

All priority projects to be completed will follow Council's risk management process.

**Environmental and Climate Change Considerations**

There are no environmental issues in relation to this recommendation being put to Council.

**Communication Strategy / Consultation**

The Gellibrand Kawarren Progress Association has been involved in all aspects throughout the process and will be notified of Council's adoption of the reviewed Township Master Plan priorities via mail.

**Implementation**

The priorities of this plan will be implemented when funding is identified and sourced through a successful STIP application from the Gellibrand Kawarren Progress Association or through other Council funding and when applicable external funding becomes available.

**Conclusion**

The review process that has been undertaken clearly demonstrates the success that has been achieved in implementing the identified priorities of the Gellibrand Township Master Plan 2005 through a partnership between Council and the Gellibrand Kawarren community.

With the community's updated vision for the future of public land infrastructure in Gellibrand documented in the process of reviewing the 2005 Gellibrand River Township Master Plan Priorities, it is recommended that Council adopt the reviewed Gellibrand River Township Master Plan Priorities to guide future development of public land in Beeac.

**Attachments**

1. 2005 Gellibrand River Township Master Plan
2. Letter from Gellibrand Kawarren Progress Association

**Recommendation(s)*****That Council:***

- 1. Adopts the reviewed Gellibrand River Township Master Plan Priorities in principle as a project initiated by the Gellibrand Kawarren community to develop a strategic plan for the future development of public land infrastructure in their township.***
- 2. Notes that significant community consultation has occurred in the development of the reviewed Gellibrand River Township Master Plan Priorities including a public community meeting and the opportunity for community comment.***
- 3. Considers future funding applications to complete priorities identified in the reviewed Gellibrand River Township Master Plan Priorities via STIP applications, Capital Works budget bids and through ongoing consultation with the Gellibrand and Kawarren community.***

~~~~~\) ~~~~~

Gellibrand River Township Master Plan Report

Prepared for the Colac Otway Shire
on behalf of the Gellibrand River Community

October 2005

Administered by:



Prepared by:



THA Landscape Architects

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Colac Otway Shire

Gellibrand River Township Master Plan (October 2005)

Page 1

THA Landscape Architects

1.0 Background

In September 2003, the Colac Otway Shire engaged THA Landscape Architects to prepare a Township Master Plan for the township of Gellibrand River.

Design proposals and development strategies prepared for the township are based on the project brief prepared by the Colac Otway Shire, combined with community and steering committee meetings, discussions with community members, a comprehensive township site analysis, a review of available literature, use of aerial photography for analysis purposes and our professional response to the visual character and community needs of the township.

This report and associated plans have been prepared as a basis for:

- identifying the existing character of the township;
- establishing a framework for the future direction of urban design development in the township.
- recommended design concepts and actions to be undertaken in the short, medium and long term.

The Township Master Plan has been developed to provide short, medium and long term development opportunities for Gellibrand River and is an important tool for sourcing funds for implementation of specific actions. The level of design detailing provided at this stage is low – with concepts and development strategies proposed in a generalised manner only. Further detailing & documentation of design concepts is required to more accurately estimate the cost of works and enable tendering and construction.

The Steering Committee met three times during the study period and was comprised of the following representatives:

Councillor Stephen Hart
Councillor Stuart Hart
Cressi Golding (Business & Community Development Officer - Colac Otway Shire)
Kaz Paton (Arts & Culture Co-ordinator – Colac Otway Shire)
Paula Gardiner (Engineering Department – Colac Otway Shire)

1.1 Project Scope

The following points provide a list of key issues that required specific attention as stated in the project brief developed by the Colac Otway Shire:

- Provision for a clear strategic direction for the development of the town in respect to streetscape and public land issues;
- Consideration of the physical and natural environment of the town;
- Recognition and appropriate treatment of heritage assets / heritage character throughout the town;
- Initiative to improve the township environment.

The Township Master Plan for each town should provide and identify:

- A plan indicating the concepts to be developed and actions to be taken; and
- A series of cost effective and sustainable options for action by the community and Council.

Colac Otway Shire

Gellibrand River Township Master Plan (October 2005)

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THA Landscape Architects

2.0 Community Consultation

To achieve a clear understanding of the specific needs of the community, the project brief required a high level of community consultation from the commencement of the project and in particular during the analysis stage of the project and the community design assessment and review stage.

A summary of the community consultation methodology undertaken for the town follows:

- Placement of advertisements in local newsletters and postage of flyers to each household advising of the master planning process etc.
- Preliminary steering committee meeting with the specific aim of this meeting being to collect available base information and to be briefed by Council officers in relation to the history, current initiatives, current topics and key community requirements & expectations.
- An initial site inspection / analysis to gain a preliminary understanding of the town prior to attending the public meeting.
- Attendance at a public meeting (October 1, 2003) held at the Gellibrand River hall. The primary aim of the initial public meetings was to receive feedback from the community with regard to the way the community felt about their community, the community aims for the future development of their township, likes and dislikes about the township, visions for the future development of the township and specific issues local relating to the community / township development plans. This meeting was attended by Cressi Golding and chaired by Cr. Stuart Hart.
- The secondary aim of the initial public meeting was to explain the project to the community, and present an outline of the design and consultation process and timelines for the project.
- Display of the preliminary Township Concept Plans for a minimum period of 14 days to enable the community to become fully familiar with all recommendations.
- The second public meeting was held at the hall on December 4, 2003. The format of this meeting included an introduction by Cr. Stuart Hart, a short presentation by the consultants to outline the key features of the Township Concept Plan, with the majority of the meeting dedicated to feedback from the community and associated discussion. This approach enabled direct discussion of key issues by the community in the forum of a public meeting. Project resolution and outcomes for the development of public land for Gellibrand River were discussed in association with the community.
- A community survey sheet was developed to obtain specific feedback regarding the preliminary Township Concept Plan. Survey sheets were made available at the start of the concept plan review stage to enable the consultants to obtain a clear indication of the community's perceptions in relation to the Township Concept Plan. The survey response sheets also provided an opportunity for individuals to respond to the township master plan by a method other than a public meeting. The feedback obtained from the survey response sheets and the public meetings was considered and assessed by the consultants, in association with the steering committee. This feedback formed the basis for all modifications / developments made to the Township Master Plan (February 2004). The community response sheets and associated results prepared for Gellibrand River are tabled later in this report.
- Based on the survey results, the key projects proposed for Gellibrand River were rated based on community feedback to determine the highest to lowest priority.
- Rating of each project into an order of priority provides important information for the Colac Otway Shire for long-term capital works budgeting, and sourcing of funds from external organisations.

Colac Otway Shire

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3.0 Summary of Gellibrand River Township Master Plan Recommendations

The following points provide a summary of the key Township Master Plan recommendations for Gellibrand River. Refer to the attached plan (Drawing No. 03087 – MO1 & MO2) for full framework details.

The following recommendations have been based on community feedback, detailed site analysis and the professional response to Gellibrand River by THA Landscape Architects. The consultation process has provided a review opportunity for the Gellibrand River community with community responses reflected in the final master plan.

Gellibrand River Recreation Reserve

In consultation with the Gellibrand River community and the Colac Otway Shire (incorporating the Sustaining Recreation Reserve Development Planning Study currently being undertaken for the Shire), develop a site specific, detailed master plan for the Gellibrand River Recreation Reserve to guide the future development of this important site. The master plan should be used to practically and functionally develop the internal / external facilities of the reserve to maximise the multi-use opportunities between the football, cricket, tennis, netball and other sporting clubs including potential use by the Gellibrand River Primary campus students.

Proposed site development to include:

- *new (shared) clubroom facilities (shown with a grey roof - indicative only);*
- *new nets behind goal posts to improve carparking capacity;*
- *new toilets (long term) short term option to improve drainage works;*
- *new training facilities (i.e. cricket nets);*
- *rationalised carparking / vehicle movement (including upgrade of track around oval) and removal of trees near the proposed clubrooms;*
- *rationalised entry / exit points;*
- *vegetation assessment by arborist and ongoing management.*
- *new concrete slab for a skateboard facility.*
- *street lighting along one side of the access road from Carlisle River Road to Reserve*

Beechy Line Rail Trail

At the northern end of the town, the proposed alignment of the Beechy line pathway to follow former road alignment. The proposed pedestrian bridge over the Gellibrand River to provide a safe river crossing point and allow the continuation of the Beechy Line Rail Trail. If possible / practical use the existing former bridge footings for the new swing bridge. Track to be developed to allow vehicle access to the River (fishing / maintenance access etc.) with a small carpark near the river. Additional works within this area to include weed removal / grass maintenance and willow removal.

Manage vegetation along the Beechy Line Rail Trail route to:

- *maintain the enclosure created by the existing vegetation to improve the users' amenity / experience by screening adjoining roads / houses.*
- *manage vegetation to preserve sight lines for user safety.*
- *encourage the diversity of indigenous vegetation within the reserve.*

COSWorks Gravel Stockpile (Top Crossing)

Relocate the stockpile at the Top Crossing to the former gravel pit site down Lardners Track. Revegetate the existing top crossing site.

Traffic Speed

Liaise with the Colac Otway Shire to lobby VICROADS to reduce the traffic speed through the town, in particular in the vicinity of the Primary School and along the Colac-Lavers Hill Road to a maximum of 50 km/hour.

Liaise with VICROADS to relocate the 60 km/hour signs (or a lesser speed if possible) to more relevant and visually prominent locations within the towns.

Colac Otway Shire

Gellibrand River Township Master Plan (October 2005)

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| |
|--|
| <p>Proposed Streetscape Improvements</p> <p>Pedestrian Footpath:
Proposed 1.50 metre wide asphalt pathway. Incorporation of the Beechy Line Rail Trail path into the town's footpaths to encourage safe, direct links throughout the town and maximise pedestrian access opportunities to commercial businesses in the town. Drainage must be addressed when new footpath are installed. New footpath works are listed below in priority order:</p> <ul style="list-style-type: none"> • School to general store • General store to hotel • Top crossing to Carlisle River Road <p>Lighting:
Liaise with the Colac Otway Shire to install additional street light(s) mounted to existing poles where required. Within the area between the Hall and Carlisle River Road replace existing street lights with new heritage themed lights as required.</p> <p>Signage:
Install selected signs throughout the township and the Beechy Line providing interpretative heritage information including descriptive text and photos.</p> <p>Streetscape Planting:
Informal clumped planting of selected native trees (e.g. <i>Pittosporum bicolor</i>) throughout selected road reserves throughout townships to provide a striking visual feature in the town. Mass planting of indigenous species along Old Beech Forest Road and road reserve between the Hotel and the river.</p> |
| <p>Gellibrand River Community House</p> <p>Colac Otway Shire Council to further investigate the relocation of the Neighbourhood House closer to the town centre.</p> |
| <p>Gellibrand River General Store</p> <p>Resolve and manage pedestrian and traffic access and associated car parking for various user groups around the Gellibrand River General Store with the following developments:</p> <ul style="list-style-type: none"> • Formalise and seal road shoulders and install kerbing along edge to address drainage issues. • Pave area outside store to address levels and access issues. • Relocate bins off road to northern end of paved area for safety. • Provide steel bollards around existing petrol bowser. • Investigate opportunity of providing three car spaces in the road reserve for access to the General Store. Realign intersection and seal shoulder and install kerbing to improve road side drainage. Carparking and intersection proposals are subject to freehold boundary locations. • Request Vicroads investigate a installing a pedestrian crossing in front of the general store |
| <p>Proposed Recommendations for the Rex Norman Park</p> <p>The following points provide a summary of various streetscape recommendations developed in association with the community for the development of the Rex Norman Park:</p> <ul style="list-style-type: none"> • Site the proposed entry, paths, shelters and associated facilities in the vicinity of, and with reference to the Maternal Health Centre and Information Centre to maximise use of facilities and improve pedestrian access opportunities throughout the park. • Proposed formalised carpark to accommodate 16 spaces. Path to be installed adjoining the carpark to connect to the proposed shelters and across the park to the Colac-Lavers Hill Road. The pathway entry at carpark to be framed either side with a timber post and rail fence and hardwood bollards (to match those in front of the hall). • Install railway trolley and interpretive signage outlining the history of forestry in the region, tree sizes, timber volumes etc. • Retain and improve the existing long vehicle carpark with paved link to toilets, picnic & information shelter. • Install timber bollards adjoining high traffic areas to define park extent and park entry points. • Construct a picnic shelter building from local hardwood with colorbond roofing include BBQ, tables and seats. Area to be set on raised ground to assist with site drainage. |

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- Certain trees within the Reserve have been planted to commemorate several local community members who have made contributions to the Gellibrand River community. Ensure all these trees are preserved and highlighted with plaques, where required.

Miscellaneous Streetscape / Public Land Proposals

The following points provide a summary of various streetscape recommendations developed in association with the community for the Gellibrand River township.

- Proposed alignment of Beechy line pathway to follow former road alignment.
- Proposed pedestrian bridge over the Gellibrand River to provide a safe river crossing point and allow the continuation of the Beechy Line Rail Trail. If possible / practical use the existing former road bridge footings for a new swing bridge over the Gellibrand River. Walking track to be developed to allow vehicle access to the River (fishing / maintenance access etc.) with a small carpark near the river. Additional works within this area are to include weed removal / grass maintenance and willow removal.
- Informal indigenous tree planting to provide a stronger link between the Gellibrand River and the town. Plant vegetation at a density to suppress grass within the road reserve.
- Proposed mass planting of indigenous species to screen depot from Old Beech Forest Road.
- Provide basic public / fishing facilities on public land along the river including a BBQ (wood), picnic tables and fish cleaning table. All facilities to be able to withstand a variety of conditions (including minor flooding). Use Beechy Line Rail Trail to access the river from the Gellibrand River Hotel.
- Proposed Beechy Line link track to provide access around the Tourist Park and Council Depot.
- Enhance the wetland area adjoining the Carlisle River Road intersection with indigenous planting and interpretative signage.
- Between the general store and the Carlisle River Road re-align the existing footpath to the property boundary and undertake drainage works as required. The re-aligned footpath location will provide additional distance between the road and the path and assist with parking and drainage improvements.
- Retain the paddock on the north side of the tennis courts (adjoining the Carlisle River Road) for community uses including parking for special events / sporting events. Investigate the opportunity of providing a pedestrian link between the parking area and the oval.
- Upgrading the existing footpath on the western side of the Colac – Lavers Hill Road to match the proposed path material and width for the remainder of the town. This completes a walking circuit within the town, incorporating the Beechy Line Rail Trail.
- Proposed additional clumped planting of indigenous species as required along the Beechy Line.

Maintenance

In association with the Gellibrand River Progress Association and the Colac Otway Shire Council, prepare a maintenance program for the town to address mowing regimes / public rubbish collection / treatment of stormwater drains / toilet cleaning and general township maintenance.

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4.0 Gellibrand River Community Development Priorities

The following table provides a summary of the Gellibrand River township development priorities based on feedback from the community response sheets (18 survey sheets returned), completed by the Gellibrand River community during the public consultation and review stage of the Township Master Plan, and from feedback from a Gellibrand/Kawarren Progress Association meeting held in June 2004.

Key elements have been listed in alphabetical order. This project list will assist the Colac Otway Shire in understanding the Gellibrand River community's expectations for the implementation of the streetscape works, assist in budgeting for capital works and for applying for capital works funding to assist in the implementation of the streetscape plan.

| Key Master Plan Element |
|---|
| Consideration of relocating the Gellibrand Neighbourhood House closer into town. |
| Develop a streetscape planting theme which includes assessment and removal of inappropriate / aging vegetation and replacement with clumped indigenous plantings throughout the town, around the Rex Norman Park, at town entries and along the Beechy Rail Trail. |
| Develop basic facilities within the public land at the Gellibrand River incorporating Beechy Rail Trail infrastructure including a pedestrian bridge on the former bridge footings. Facilities to include an informal link path / road, small car park, picnic table and seat, fish cleaning table and interpretive signage. |
| Develop the Rex Norman Park to allow this public open space to better cater for a range of groups including families and Beechy Rail Trail users. Improvements include earthworks to improve drainage issues, formalised carparking, new playground, picnic shelters, feature planting, visitor information board and interpretive artwork / icon relating to the history of the Gellibrand district. |
| Gellibrand Recreation Reserve development includes new shared clubroom and social facilities, new nets behind goals, new toilets, skate pad, rationalised car parking / vehicle entry and exits and assessment of existing trees within car park and around the oval, streetlight along access road to reserve. |
| Improved lighting throughout the town. |
| Improvements to the roadside drainage throughout the town – in particular along both sides of Colac Lavers Hill Road. |
| Liaise with VIC Roads to reduce traffic speed through town, particularly in the vicinity of the Primary School. |
| Manage vegetation along the Beechy Line to preserve screening opportunities to adjoining roads / houses, for safety reasons and to maximise floral biodiversity. |
| Other (refer to Colac Otway Shire for survey information). |
| Proposed construction of a 1500mm wide multipurpose footpath along Colac – Lavers Hill Road and the Carlisle River Road, including a pedestrian crossing over near the General Store and linking the path through the Rex Norman Park and to the Beechy Line on the south side of the Otway Tourist Park. Drainage must be addressed when new footpaths are installed.

New footpath works are listed below in priority order: <ul style="list-style-type: none"> • School to general store • General store to hotel • Top crossing to Carlisle River Road |
| Proposed roadside treatment along the Colac – Lavers Hill Road at the Gellibrand Store to include formalised road shoulders on both sides of the road and defined car parking facilities, pavement and kerbing along the front of the shop which allows access for all user groups, relocation of garbage bins. |
| Relocate the stockpile at the Top Crossing to the former gravel pit site down Lardners Track. Revegetate the existing top crossing site. |

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5.0 Implementation - The 'Next Step' in the Project

Whilst community interest in the township master plan has been strong, implementation works should commence as soon as possible to harness this community interest / enthusiasm including labour, materials and equipment resources.

The Colac Otway Shire should be fully informed of all intended projects to maximise potential greater outcomes from funds contributed by the Shire or external funding organisations and project management by the Shire be costed into projects.

The implementation of each project will need to be 'driven' by the community. Council will not force communities to implement projects, however they will provide significant support to communities who demonstrate they want, and are willing to contribute to streetscape projects.

The level of detail provided in the Township Master Plan is not suitable for construction purposes. As part of the planning for the project an allowance should be made for further design development and project documentation to ensure suitable detail is available for contractors to quote and build from.

6.0 Funding Opportunities

The proposed recommendations for the development of the Township Master Plan for Gellibrand River are diverse and will require a diverse range of skills to complete.

The advantages of having a diverse range of implementation strategies include:

- Allowing a greater number of people with a broader range of skills to be involved in the project;
- The opportunity of funding the project from a broader funding base;
- Allowing separate community groups the opportunity of working on quite separate projects with the common aim of implementing the plan – thus creating a greater sense of community ownership of both the plan and the on-ground works.

It is important that community understands that the successful implementation of the masterplan will be based on a partnership between:

- The community including individuals and community groups;
- The Colac Otway Shire;
- External funding organisations including State and Federal Government Departments; and
- LandCare and Catchment Management Authorities.

Organisations that may fund parts of the Urban Design Framework Plans include:

- Natural Heritage Trust
- Greening Australia
- Colac Otway Shire
- VICROADS
- Corporate sponsorship
- Federation Community Projects Program
- Sports and Recreation Victoria
- Department of Infrastructure – Pride of Place Funding
- Tourism Victoria
- Regional Infrastructure Development Fund - Department of State and Regional Development) contact Rob Jones - telephone: (03) 5320 5999

For LandCare related funding applications the Colac Otway Shire should contact the Corangamite Catchment Management Authority to ensure the proposed projects are linked to projects with regional priorities, thus ensuring a higher project priority and improving funding opportunity.

Colac Otway Shire

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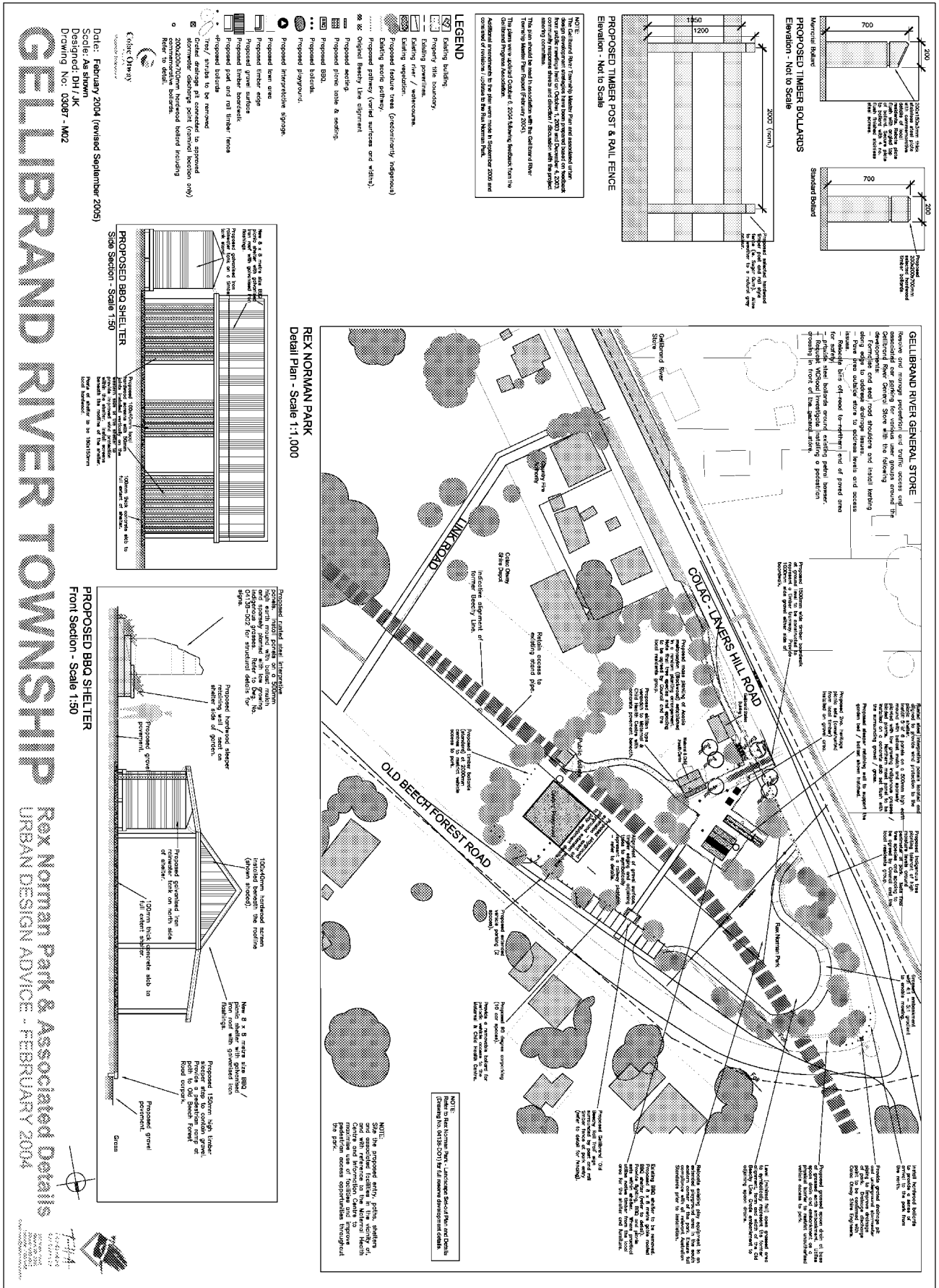
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Appendix One – Gellibrand River Township Master Plan

Colac Otway Shire

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GELLIBRAND RIVER TOWNSHIP

Rex Norman Park & Associated Details

URBAN DESIGN ADVICE - FEBRUARY 2004

Date: February 2004 (revised September 2005)
Scale: As Shown
Designed: DJK
Drawing No: 03007 - M02



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Appendix Two – Gellibrand River Community Response Sheets:

Colac Otway Shire

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Gellibrand Concept Plan Community Response Sheet

The Gellibrand Township Concept Plan is in the community review stage.

**A public meeting will be held at the
Gellibrand Hall at
7.30pm on Thursday December 4, 2003**

The purpose of the public meeting will be to receive responses from the community in relation to the draft preliminary streetscape / public land proposals for Gellibrand.

For those people that cannot attend the public meeting this Community Response Sheet allows you to formally respond to the proposed development strategies and also assist as a community in prioritising the key elements of the plan. All comments will be considered and assessed by the Steering Committee and the plans modified as required to reflect community consensus.

Positive Aspects of the Gellibrand Township Concept Plan:

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Negative Aspects of the Gellibrand Township Concept Plan:

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Any other Suggestions or Changes That Should be made to the Plan?

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.....
.....
.....

PTO.....

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Priorities for the Development of the Gellibrand Township Concept Plan:

Please insert a number from highest (1) to lowest (13) priority for the implementation of key elements of the plan:

- Improvements to the roadside drainage throughout the town – in particular along both sides of Colac Lavers Hill Road.
- Improved lighting throughout the town.
- Develop basic facilities within the public land at the Gellibrand River incorporating Beechy Rail Trail infrastructure including a pedestrian bridge on the former bridge footings. Facilities to include an informal link path / road, small car park, picnic table and seat, fish cleaning table and interpretive signage.
- Develop a streetscape planting theme which includes assessment and removal of inappropriate / aging vegetation and replacement with clumped indigenous plantings throughout the town, around the Rex Norman Park, at town entries and along the Beechy Rail Trail.
- Gellibrand Recreation Reserve development includes new shared clubroom and social facilities, new nets behind goals, new toilets, rationalised car parking / vehicle entry and exits and assessment of existing trees within car park and around the oval.
- Treatment of the existing COS Works gravel stockpile on the Beechy Line in the short term to consist of minimising and screening. Long term plan is to relocate to a site to be determined.
- Develop the Rex Norman Park to allow this public open space to better cater for a range of groups including families and Beechy Rail Trail users. Improvements include earthworks to improve drainage issues, formalised carparking, new playground, picnic shelters, feature planting, visitor information board and interpretive artwork / icon relating to the history of the Gellibrand district.
- Liaise with VIC Roads to reduce traffic speed through town, particularly in the vicinity of the Primary School.
- Proposed roadside treatment along the Colac – Lavers Hill Road at the Gellibrand Store to include formalised road shoulders on both sides of the road and defined car parking facilities, pavement and kerbing along the front of the shop which allows access for all user groups, relocation of garbage bins.
- Consideration of relocating the Gellibrand Neighbourhood House closer into town.
- Proposed construction of a 1500mm wide multipurpose footpath along Colac – Lavers Hill Road and the Carlisle River Road, including a pedestrian crossing over near the General Store and linking the path through the Rex Norman Park and to the Beechy Line on the south side of the Otway Tourist Park.
- Manage vegetation along the Beechy Line to preserve screening opportunities to adjoining roads / houses, for safety reasons and to maximise floral biodiversity.
- Investigate car parking opportunities in the Link Road to access the Gellibrand Store.
- (Other)
- (Other)

We thank you for your valued input in completing this form.

For further information regarding this plan please contact Cressi Golding at the Colac Otway Shire (Tel 5232 9450) or David Hay or Jennifer Kelynack at THA Landscape Architects – Ballarat (Tel 5333 5942).

Please return this sheet and any other comments by: *December 3, 2003*

To: *The Gellibrand General Store or bring this form to the public meeting.*

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**Appendix Three – Community Survey Responses
(Summary Responses)**

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Gellibrand River Community Survey Responses

Number of response sheets returned: 18

The community response sheets were designed to provide THA Landscape Architects, the Colac Otway Shire and the Gellibrand River community with a summary of the opinions expressed by individuals in relation to the proposals developed for the Gellibrand River Township Master Plan. It is important to note that the following comments are reflective of individuals and do not necessarily reflect the views of the entire community or the Colac Otway Shire. All comments provided by the community on the response sheets are listed to provide an accurate record of community views in relation to the proposals.

Modifications to the plans have been made following community feedback at the public review meeting (December 10, 2003) and from feedback from the community response sheets. Modifications to the plans are based on community consensus, rather than individual responses.

The following provides a summary of the notes provided by the Gellibrand River community from the Gellibrand River Streetscape Concept Plan Community Response Sheet. Repetition of some notes occurs – this has intentionally been retained to provide an accurate indication of community responses. Community responses are generally tabled below as they have been submitted.

Positive Aspects

Drainage- put through the whole town not just each end.
Love the fishing idea
Park wood icon feature
The chance to improve recreation & sporting reserves.
Design good – park development also.
All suggestions good in theory – what about putting them into practice. x3
Major considerations safe roads and traffic control to compliment tourist attractions within the area (a dead tourist becomes news)
Safety
The draft of the master plan is very well planned – not too over done.
The fact that something could happen in Gellibrand.
Upgrade of Rec Reserve & park & Community house relocation to town.
That something positive is happening in Gellibrand concerning community well being and safety

Negative Aspects

No white pickets in the fence. X 2
Over-development of Rex Norman Park, already cluttered by ad hoc development of progress association.
Trying to impose urbanising features (trendy lighting, bollards)
Name is Gellibrand River not Gellibrand.
None, only that it can not happen quickly enough.

Other Suggestions or changes that should be made to the Plan

Would love a water feature in the park.
Love the idea of wooden tractors & play equipment.
Gellibrand's best feature is its underdeveloped country town flavour. Retain it!
Stop us becoming trendy-tourist-trap.
Good ideas – just hope the ideas will be implemented.
Reduce speed. X 2
VIC Roads to count traffic flow and type through township
WE ARE GELLIBRAND RIVER 3239 NOT GELLIBRAND x 2
Vic Roads to complete roadworks between Kwarren & Colac re drop offs to shoulderings. Danger to visiting traffic to the area. Deterrent for visitors 50 km from top crossing to other side of Gellibrand River bridge.
Re: Improved Lighting – Rex Norman park for toilet users, Pub entrances and signage
Rex Norman Park – fencing
Speed reduction – 50 km as in Geelong, Colac and other built up areas.
Activities for children mid age years for biking and skateboarding
Leave the township as it is! I and others I have talked to like the town in its present form. To change it to conform to the ideas of a person who doesn't live here would be a disaster.
Yes, more public meetings could be held to discuss things, as the progress association does not do enough.
Information to be open daily with captions on all photos.
Shade cloth eg for play equipment in park

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VIC Roads to look at shoulder problem re danger/safety /inexperienced country drivers.

Other 1 & 2 on reverse side of form

Lower traffic speed at school/bus stop/ town post office.

Sewerage through the town

Better TV reception

School bus safety.

Skateboard ramp in park

Traffic flow through town and speed of 40kpm.

Maintenance of Rex Norman Park,

Roads all (shoulder Problems). X2

Shoulder on Colac- Lavers Hill Road

Maintenance on facilities in park (weekly)

Maintenance of park BBQ, toilets etc.

Remove all Spanish Heath & environmental weeds on roadside reserves.

Information centre open daily – captions on all photos on display.

Shade cloth over play equipment

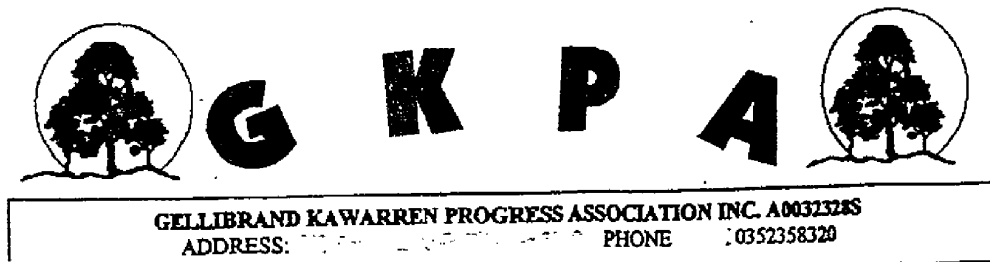
Vic Roads to count traffic flow through Gellibrand

Signage of log trucks operating in the area.

8 Entrance archway into Gellibrand Gateway to the Otways

#11 Information signage re Joseph Gellibrand explorer after whom the township was named.

Question 1 = Improved lighting – Themed lighting (Ceres)



Michael Cosgriff,
Colac Otway Shire,
Rac Street,
Colac.

Dear Michael,

The Gellibrand Kawarren Progress Assoc. agrees in principle with the outcome of the survey that was conducted re the Small Town Improvement Plan for Gellibrand, however the Assoc. would like to inform you of the amendments to this plan after the Assoc consulted with the Community with regard to the plan.

Item 1 has nothing to do with the Small Town Improvement Plan.

Item 2 is Capital Works and was brought up at the previous Small Town Improvement Plan list approximately 5 years ago and still nothing has been done about this.

Items 3 & 10 have been combined with Item 5.

Item 5 needs only to improve the pathway across Carlisle River Road as all the rest have been done or are not necessary.

Item 9 has nothing to do with the Small town Improvement Plan.

Item 10 should have "on Heritage Poles" deleted.

Item 12 there is adequate seating already in the BBQ shelter and a table would impede disabled access.

Item 14 has already been done.

Item 17 should already have been done when Joel Kimber was in charge of the Small Town Improvement Plan.

The Gellibrand Kawarren Progress Assoc. would also like to advise you of the priorities for the Gellibrand Small Town Improvement Plan after consultation with the Local community.

Priority 1 is Items 3,5 & 10.

Priority 2 is Item 4.

Priority 3 is Item 13.

Priority 4 is Item 15.

Priority 5 is Item 16.

Priority 6 is Item 19.

Priority 7 is Item 8.

Priority 8 is Item 11.

Priority 9 is Item 6.

Priority 10 is Item 7.

Priority 11 is Item 18.

The Gellibrand Kawarren Progress Assoc. look forward to hearing from you with regard to the Councils response to the above and the progress that will be made to the Gellibrand Small Town Improvement Plan.

Yours sincerely,



W.Latta,

Secretary.

**OM092309-17 PLANNING SCHEME AMENDMENT TO INTRODUCE A
SALINITY MANAGEMENT OVERLAY**

| | | | |
|-------------|---------------------------------------|-----------|--|
| AUTHOR: | Doug McNeill | ENDORSED: | Jack Green |
| DEPARTMENT: | Sustainable Planning
& Development | FILE REF: | GEN00451/Salinity
Management
Overlay |

Purpose

This report proposes that Council proceed with the preparation and exhibition of a planning scheme amendment to introduce a Salinity Management Overlay (SMO) to areas of the Shire that have been mapped as salinity affected by the Corangamite Catchment Management Authority (CCMA) through a regional salinity mapping project.

Declaration of Interests

No officer declared an interest under the *Local Government Act 1989* in the preparation of this report.

Background

What is salinity and how does salinity impact upon infrastructure?

Salinity usually refers to a significant concentration of mineral salts in soil or water as a result of hydrological processes, and accumulates through salinisation, the process by which land or water becomes affected by salt. Land salinisation occurs through the accumulation of salts in the root zone and on the soil surface, usually by the evaporation of saline ground water from shallow water tables.

In some landscapes, the processes that cause salinity have been present for many hundreds or thousands of years, resulting in the formation of salt lakes and salt pans that are considered primary salinity sites. However in many landscapes, salinity processes have been induced as a result of changed land use or water use, resulting in the emergence of secondary salinity. The distinction between primary and secondary salinity is important. Primary salinity sites may include semi-permanent or permanent saline wetlands, many of which are highly valued ecosystems or environmental assets and are already recognised through planning controls such as the Environmental Significance Overlay (ESO). By contrast, secondary salinity is rarely regarded as an asset and is generally seen as a threatening process.

Both primary and secondary salinity can be a threat to a variety of assets. Salinity can restrict the growth of plants in agricultural production and parks and gardens; it can destroy building foundations, sewer pipes and road materials; and salinity can corrode water pipes and telecommunication cables. The quality of urban water supplies can be degraded by salinity and remediation requires expensive treatment. Environmental and recreational values of waterways, lakes and native vegetation can also be lost through salinisation.

Council's local policy at Clause 21.04 of the Planning Scheme relating to 'Environment' acknowledges that at present over 20,000 hectares of salinity are mapped in the Corangamite CMA region including both primary and secondary salting, and that water quality in rivers and streams as well as lakes and wetlands has declined since European settlement due to increasing salinity and reduced flow regimes.

It notes that the Corangamite Salinity Action Plan (2003 – 2008) identifies salinity as a significant threat to agricultural production and biodiversity, especially in the lakes and plains area north of Colac, and that salinity is a significant threat, particularly in the northern half of the Shire, to water quality and urban infrastructure. There are 539 mapped salinity sites in the Colac Otway Shire, ranging in size from 658 hectares to areas as small as 85m², with an average size of 19 hectares. In particular, high risk areas include land to the south of Colac which is experiencing urban development.

How is infrastructure protected from salinity?

The mechanism used to minimise the risk of damage to buildings and infrastructure from salinity in the Victorian Planning Provisions is the Salinity Management Overlay (SMO), at Clause 42.02. This overlay has been designed specifically to apply in areas of high salinity for protection of infrastructure, and contains the following objectives:

- *“To identify areas subject to saline ground water discharge or high ground water recharge.*
- *To facilitate the stabilisation of areas affected by salinity.*
- *To encourage revegetation of areas which contribute to salinity.*
- *To encourage development to be undertaken in a manner which brings about a reduction in salinity recharge.*
- *To ensure development is compatible with site capability and the retention of vegetation, and complies with the objectives of any salinity management plan for the area.*
- *To prevent damage to buildings and infrastructure from saline discharge and high watertable.”*

A copy of the overlay is attached to this report as **Attachment 2**. The overlay triggers permits for buildings and works, lopping, destruction or removal of vegetation, and subdivision, with provision for a Schedule that can specify exemptions from these requirements.

Subdivision and development in mapped salinity areas would be discouraged as a first preference, but if development of buildings within these areas was to proceed, there is a range of ways in which risk of damage to the structural integrity of buildings could be reduced, including:

- Minimising moisture contact to building materials (ie use of sand and a damp proof membrane beneath the slab)
- Increasing slab strength and resistance
- Increasing the resistance of masonry units beneath the damp proof course

Landscaping of areas around new structures is also encouraged through planning permit conditions in many instances to minimise rises in the water table.

CCMA Regional Salinity Mapping Project

The Colac Otway Shire is one of four municipalities which signed up to a funding agreement with the CCMA in 2004 for \$40,000 per Council under the Regional Catchment Investment Plan (RCIP) to undertake mapping of salinity areas and implement a Salinity Management Overlay (SMO) in the Planning Scheme to the mapped areas. The other three participating Councils were Surf Coast Shire, Golden Plains Shire and the Corangamite Shire. The funding was made available through the Federal Government’s National Action Plan for Salinity and Water Quality. A further four municipalities in the Corangamite catchment later signed up to a similar project.

The CCMA engaged consultants in conjunction with the Department of Primary Industries (DPI) to prepare the mapping jointly across the four Councils, and this involved both modelling of at risk areas using various data sets, and on-ground field work to test these results. The resultant mapping was completed in 2006, and was made available to Council. The maps are shown at Attachment 1. Draft amendment document specific to each municipality was provided, along with explanatory information, permit application requirements and standards that may be applied to buildings in salinity areas. The work was paid for directly by the CCMA using the grant money.

Current Status

During the course of this process, different views emerged within Council about the merits of introducing an SMO into the Colac Otway Planning Scheme, and whether this was the most effective and least resource intensive option for Council. It was considered there was potential for building related legislation to achieve the outcome without requiring planning permits. The project was effectively suspended at that time due to a lack of capacity to consider the matter having regard to other priorities in the strategic planning work program (including the Colac and Apollo Bay Structure Plans), and a desire to investigate the options more thoroughly. Subsequent investigation of the potential to address the salinity issue through building legislation has shown that this is not the solution for Council (as discussed later in the report), and that proceeding with a planning scheme amendment is recommended as the most effective mechanism for Council to introduce appropriate protection for the Colac Otway community against the problem caused by salinity.

The CCMA has expressed concern at the delay of Council in exhibiting a planning scheme amendment to implement the SMO and complete the project, and at the prospect of Council deciding not to proceed with the amendment at all, given the funding committed to the project and priority of the project within the Regional Catchment Strategy. There has been a series of meetings throughout 2009 with CCMA in an attempt to resolve the issue, resulting in this report which aims to clarify Council's position.

It is noted that the other three municipalities are more advanced in the process of planning scheme amendments to introduce the SMO, with the planning processes proceeding without any major community concerns or anticipated problems.

Council Plan / Other Strategies / Policy

State Planning Policy as expressed in the Colac Otway Planning Scheme has an objective at Clause 15.03-1 to: *"To minimise the impact of salinity and rising water tables on land uses, buildings and infrastructure in rural and urban areas and areas of environmental significance and reduce salt loads in rivers."* It states that Planning and responsible authorities should use zoning, overlay controls and permit conditions to:

- Promote vegetation retention and replanting in aquifer recharge areas contributing to groundwater salinity problems.
- Prevent inappropriate development in areas affected by groundwater salinity.

Council's local policy at Clause 21.06 of the Planning Scheme relating to 'Implementation' supports the introduction of an SMO in the municipality, stating that Council will *"consider applying the Salinity Management Overlay to areas recommended by the Corangamite Catchment Management Authority."*

The Council Plan 2009-2013 contains a strategy that Council will:

"Ensure that environmental risks are adequately addressed for new development and land use".

The Plan contains an action under this Strategy to:

“Appropriately respond to salinity risks through the Planning Scheme, Building legislation or other mechanisms”.

This report provides advice to Council on the various options for addressing salinity risk.

Issues / Options

The key issues for consideration by Council include:

1. State and local planning policies support the application of a Salinity Management Overlay in the Planning Scheme to salinity areas to ensure that land use change does not alter water balance or hydrology of areas which exacerbates existing saline areas or contributes to the emergence of new saline areas, as well as to protect built assets from structural damage caused by salt. There is therefore a strong planning basis for proceeding with an amendment to introduce the SMO to mapped areas.
2. There has been a concern that introducing another overlay control within the Shire will increase the resource requirements on Council in the Planning area (ie generating additional planning permit applications), and add to the complexity of planning scheme controls which already result in several overlays with different permit requirements and objectives in different parts of the Shire.

Analysis has revealed however that the large majority of the mapped salinity areas are in the northern parts of the Shire, and cover areas of land that are flood prone and already located in a Land Subject to Inundation Overlay, or the Environmental Significance Overlay – Schedule 1 relating to the Warrion Groundwater Area, which already trigger a permit for buildings and works, and for vegetation removal in some cases.

The area which would be included in the SMO is not large by comparison with other overlays such as the Wildfire Management Overlay or the Erosion Management Overlay (landslip) which have blanket application, and it is anticipated there would be opportunities in many cases for land owners to site a building outside of the saline areas affected by the overlay. It is the experience of Golden Plains Shire that this generally occurs, minimising the number of permit applications triggered by the overlay (ie the SMO acts as a deterrent to construct buildings in these areas to avoid a planning process, thereby achieving the objective of minimising damage to buildings). Attachment 3 compares the coverage of the proposed SMO with existing zones and overlays.

The SMO provides an opportunity to list permit exemptions in a schedule, and this would be considered an important opportunity to minimise the need for unnecessary permit applications. The conclusions of the recent Panel for the Surf Coast Shire amendment would be useful in framing these exemptions. Should Council adopt the recommendation to proceed with an amendment, officers would undertake consultation with the CCMA, DPI and others to determine what exemptions are appropriate, and these could be tested through the amendment process.

3. Preferably, the issue of protecting buildings from salt damage should be addressed through the Building Code, with appropriate conditions applied to building permits as they are issued. This would be consistent with the way that building surveyors are required to address building standards associated with flooding and fire risk. A map could be introduced into the MSS of the Planning Scheme to ensure that salinity areas were recognised in decisions on subdivision and land use.

Officers had initially thought this might be a preferable option for Council, however it is clear that current building regulations do not require salinity risks to be addressed at the building permit stage, and there is no pending proposal by the regulatory authorities to introduce such provisions in the foreseeable future.

4. Whilst Council could attempt to educate land owners outside of the Planning Scheme to minimise the risk of damage to buildings from salinity, effective and on-going communication would be difficult and expensive, and there would be no statutory mechanisms to ensure appropriate development in salinity affected areas. The identification of saline areas through the Planning Scheme is widely recognised as the most effective way of flagging potential development issues to prospective purchasers of property.

Based on these conclusions, officers are of the opinion that Council should fulfil its role as a Planning Authority under the Planning and Environment Act by appropriately recognising salinity areas in the Planning Scheme through an SMO and appropriate references in the MSS. This will minimise the risk to Council of future liability (see later discussion under Risk Management), and meet the Council's obligations under the funding agreement with the CCMA.

Proposal

It is proposed that Council proceed with the preparation and exhibition of a planning scheme amendment to introduce a Salinity Management Overlay (SMO) to areas of the Shire that have been mapped as salinity affected by the Corangamite Catchment Management Authority (CCMA).

Financial and Other Resource Implications

The original funding agreement between Council and the CCMA was for a grant of \$40,000, which was to cover the cost of mapping salinity affected areas, development of planning scheme amendment documentation, and costs associated with consideration of submissions including a Panel hearing. The CCMA continues to hold \$10,000, to be paid to Council if it proceeds with the amendment. The cost of undertaking an amendment process is approximately \$20-30,000 depending on the number of submissions received and the length of any subsequent panel hearing. With the CCMA funding, this reduces Council's costs to approximately \$10-20,000. These costs can be accommodated within the recurrent budget for Strategic Planning over the 2009/10 and 2010/11 budget years relating to Planning Scheme Amendments.

The introduction of a Salinity Management Overlay (SMO) may increase the number of planning permit applications processed by the Shire, although it is unclear to what extent this may occur. Unlike other controls in the Planning Scheme such as the Wildfire Management Overlay (WMO) and Erosion Management Overlay (EMO) which are quite widespread across large swathes of the Shire, the SMO is more targeted and would not cover significant areas of land. It would also generally apply to areas already affected by overlay controls that trigger permits including the Land Subject to Inundation Overlay (LSIO) and Environmental Significance Overlay (ESO1). Whilst every effort would be made to introduce appropriate exemptions to limit the number of additional permit applications generated, it is important that the potential resource impact for the Statutory Planning Unit is recognised.

Risk Management & Compliance Issues

The Council received grant funding from the CCMA in 2004 under the federally funded National Action Plan for Salinity and Water Quality and agreed as part of the project to undertake a planning scheme amendment to implement a Salinity Management Overlay. Council has an obligation to uphold this agreement, and whilst it could resolve not to

proceed, Council would risk damaging its relationship with the CCMA and the potential for future funding from that agency.

There is a concern that there may be a risk to Council that if it chooses not to introduce a Salinity Management Overlay, there is potential that Council could be held liable in the future if built structures such as dwellings are damaged by salinity, and it is found by a court that Council had knowledge of the land being salinity affected and didn't introduce a planning control to appropriately recognise this risk, and ensure that appropriate measures are undertaken to address the issue. There has been an instance in a nearby municipality where residential development has been permitted in an area affected by salinity, raising questions by land owners of why they were not advised of the risk to future buildings on that land. The longer that Council is in possession of salinity mapping that sits outside of the Planning Scheme, the risk of later actions being brought against Council is increased.

As noted earlier, whilst Council could attempt to educate land owners outside of the Planning Scheme to minimise its risk, effective and on-going communication would be difficult and expensive, and there would be no statutory mechanisms to ensure appropriate development in salinity affected areas.

There is a risk of adverse reaction from the community to increased planning controls over their land. Whilst this is understood, it is important that Council appropriately manages its risks as noted above and fulfils its responsibility as a Planning Authority.

Environmental and Climate Change Considerations

The introduction of an SMO would have positive effects on the environment by discouraging development in salinity affected areas, and encouraging the planting of vegetation and other measures associated with development applications that would aim to minimise environmental damage from salt rising to the ground surface.

There are already indications that climate change is changing ground water levels through prolonged periods of dry weather, and it is unclear how this will impact on salinity of the soil in the long term if these trends continue.

Communication Strategy / Consultation

It would be important that Council undertakes effective engagement of the affected community to explain the nature of the proposed controls and their implications. Public notice of the amendment would be undertaken in accordance with the requirements of the Planning and Environment Act. Whilst the minimum exhibition period under the Act is one month, it would be appropriate to extend this period to six weeks given the need to adequately explain the proposed controls, and given Council's clear intent to undertake public consultation for an extended period of six weeks where possible. It is anticipated that hand outs would be developed for the public, and information sessions would be held in the affected communities to communicate the issues. Affected parties can lodge submissions which would be considered by Council in accordance with the Act requirements, including possible consideration of submissions by an independent panel prior to a final decision on the amendment.

Implementation

Should Council support the recommendation to proceed with an amendment, the CCMA would engage the consultant who originally prepared the salinity mapping to update the maps using more recent LiDAR (Light Detection and Ranging) mapping (ie. topographical mapping) that is more accurate in its definition of saline areas. Officers would seek authorisation from the Planning Minister to exhibit the amendment, and finalise detailed amendment documents including a detailed Schedule that clearly sets out the proposed

permit exemptions. The amendment would not be exhibited prior to early 2010. Officers would report any submissions to Council for consideration following exhibition.

Conclusion

Council has a long standing agreement with the CCMA as a funding agency to implement a Salinity Management Overlay to complete its obligations as part of a regional salinity mapping project, and is at some risk of being held liable in the future if mapping of known salinity affected areas is not identified in the Planning Scheme to mitigate the impacts of salt on future structures. It is for this reason that despite potential for increased planning permit applications to be generated which has an on-going resource impact on Council, it is recommended that Council proceed with an amendment to introduce the overlay, with a Schedule that includes appropriate exemptions to minimise unnecessary planning permit applications.

Attachments

1. Draft maps of the proposed salinity management overlay
2. Copy of salinity management overlay provision
3. Maps of Shire comparing proposed SMO to existing controls

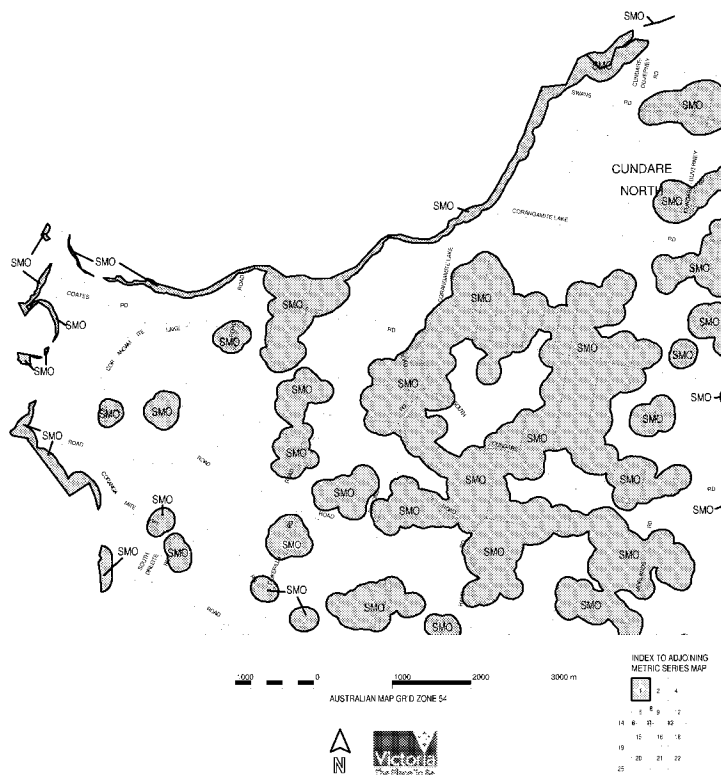
Recommendation(s)

That Council:

1. ***Proceed with the preparation and exhibition of a planning scheme amendment to introduce a Salinity Management Overlay over salinity affected areas mapped through the regional salinity mapping project, with a Schedule that specifies appropriate exemptions from planning permit requirements, and with relevant updates to policy in the Municipal Strategic Statement.***
2. ***Request the Planning Minister to authorise the preparation of the amendment.***
3. ***Advise the Corangamite Catchment Management Authority of its intention to honour the conditions of its funding agreement concerning the Salinity Mapping Project, subject to receipt of more accurate mapping being provided based on more recent LiDAR (Light Detection and Ranging) data, and to accept funding to offset costs associated with the amendment in accordance with that agreement.***

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**COLAC OTWAY PLANNING SCHEME - LOCAL PROVISION**



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Overlays  
Salinity Management Overlay

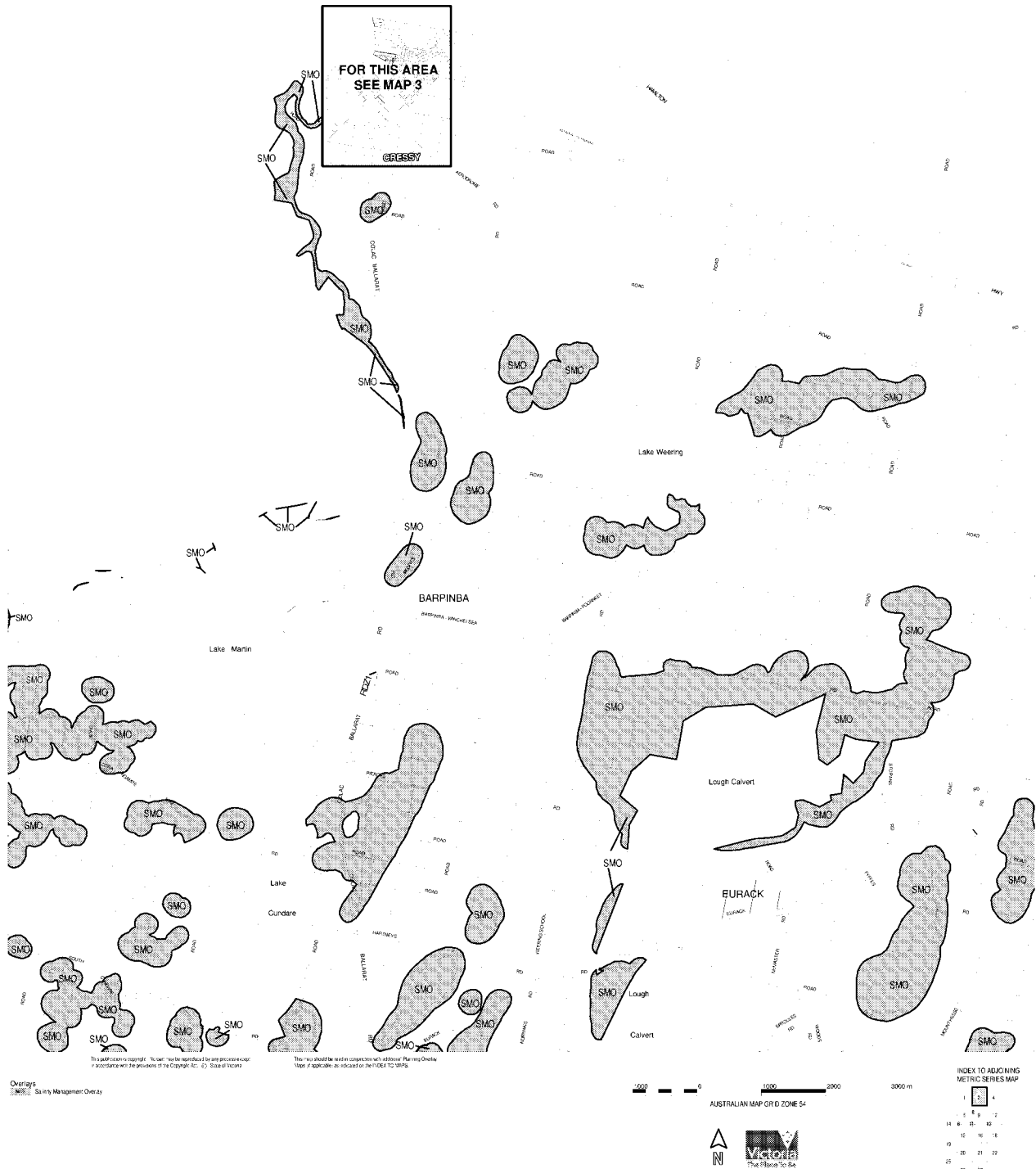
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**AMENDMENT C48**

MAP No 1SMO

SALINITY MANAGEMENT OVERLAY

**COLAC OTWAY PLANNING SCHEME - LOCAL PROVISION**



Overlays  
200000 Salinity Management Overlay

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**AMENDMENT C48**

SALINITY MANAGEMENT OVERLAY

MAP No 2SMO

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Overlays  
330000 Salinity Management Overlay



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**AMENDMENT C48**

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**SALINITY MANAGEMENT OVERLAY**

**MAP No 3SMO**



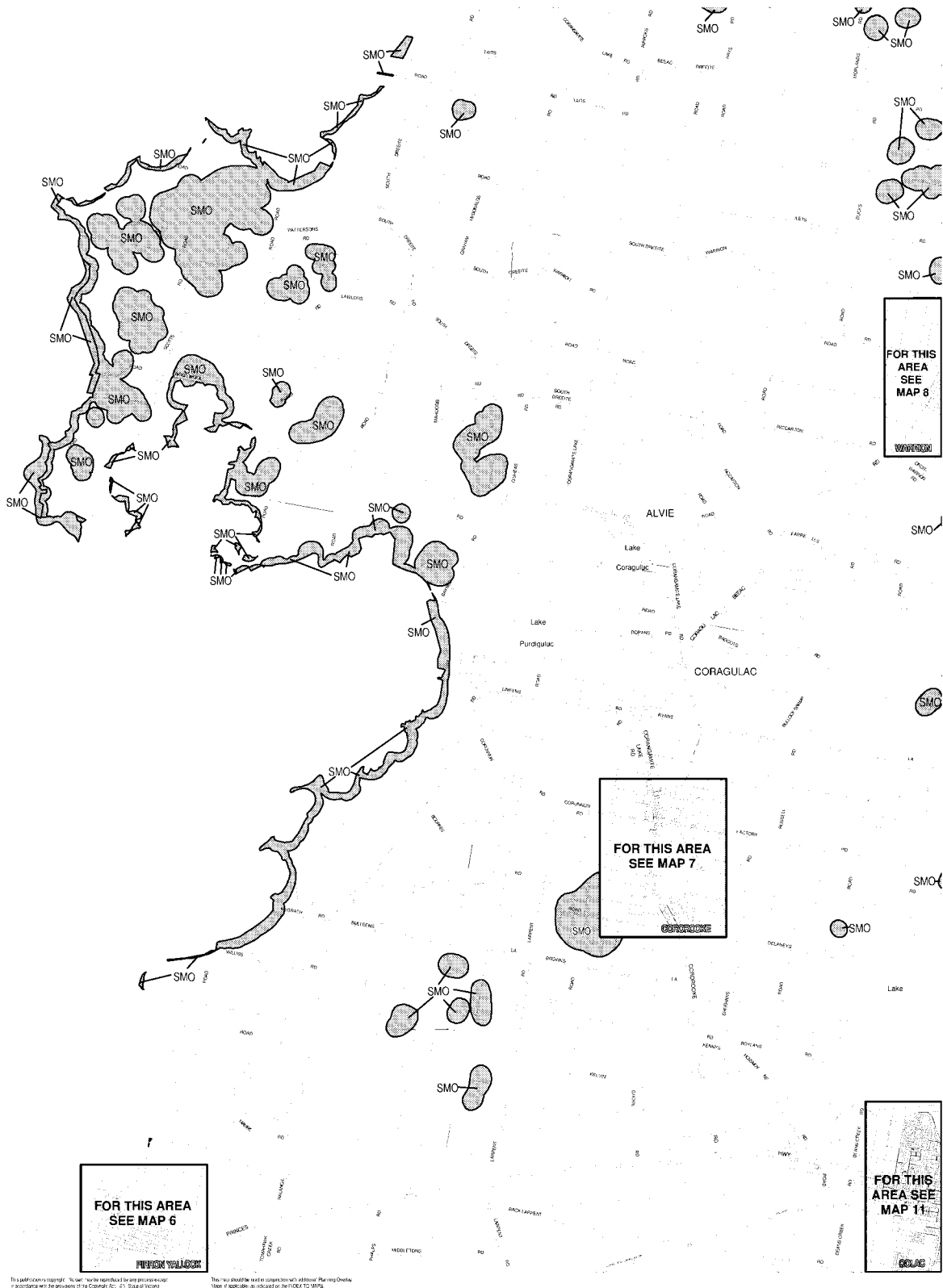
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**SALINITY MANAGEMENT OVERLAY**

**MAP No 4SMO**

**COLAC OTWAY PLANNING SCHEME - LOCAL PROVISION**



**FOR THIS AREA  
SEE MAP 6**  
PIPERS VILLAGE

**FOR THIS AREA  
SEE MAP 7**  
CORAGULAC

**FOR THIS AREA  
SEE MAP 8**  
WARRACK

**FOR THIS AREA  
SEE MAP 11**  
COLAC

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Overlays  
Salinity Management Overlay

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**SALINITY MANAGEMENT OVERLAY**

**MAP No 5SMO**

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Overlays  
66000 Salinity Management Overlay



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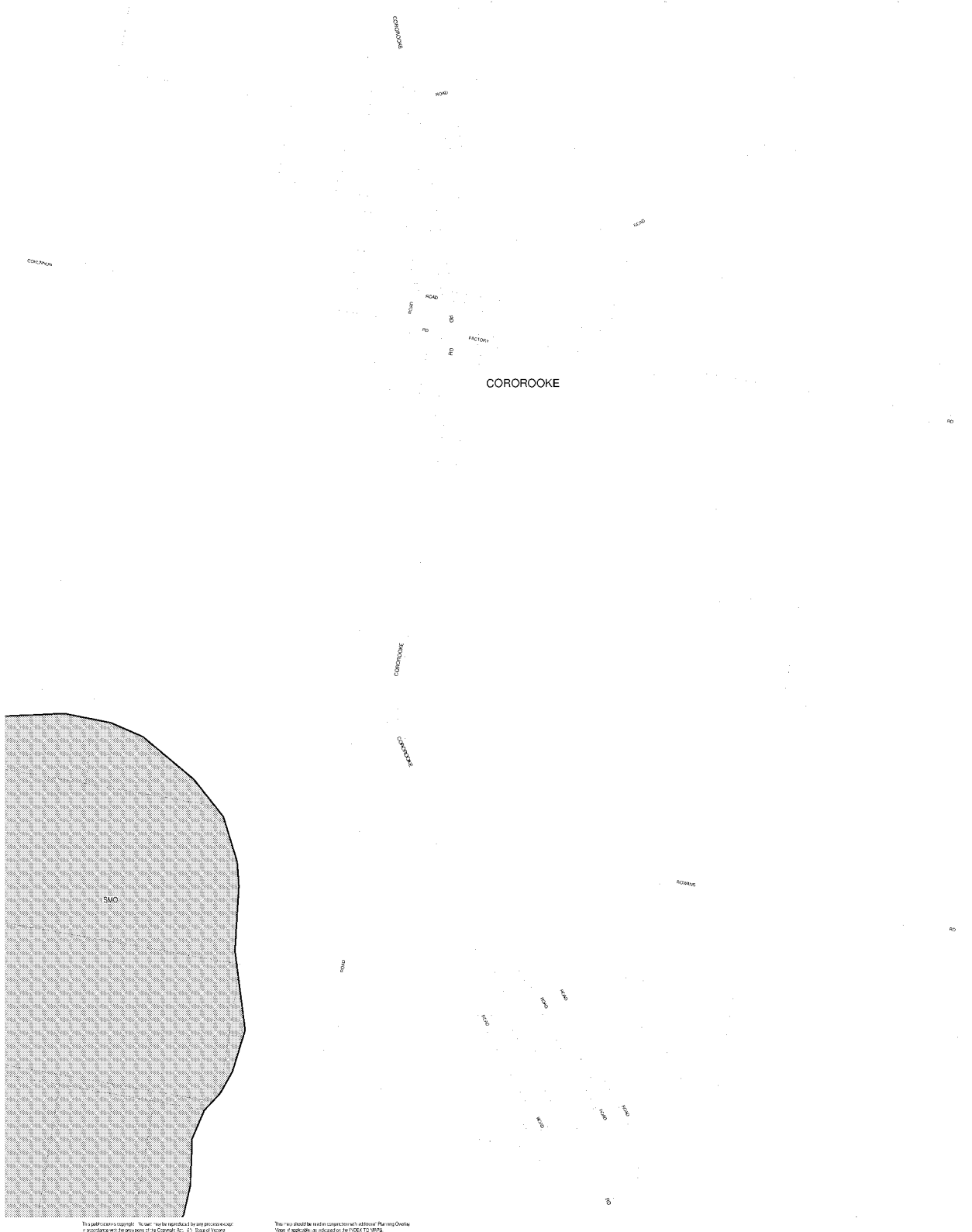
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**SALINITY MANAGEMENT OVERLAY**

**MAP No 6SMO**

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Overlays  
 SAIO Salinity Management Overlay

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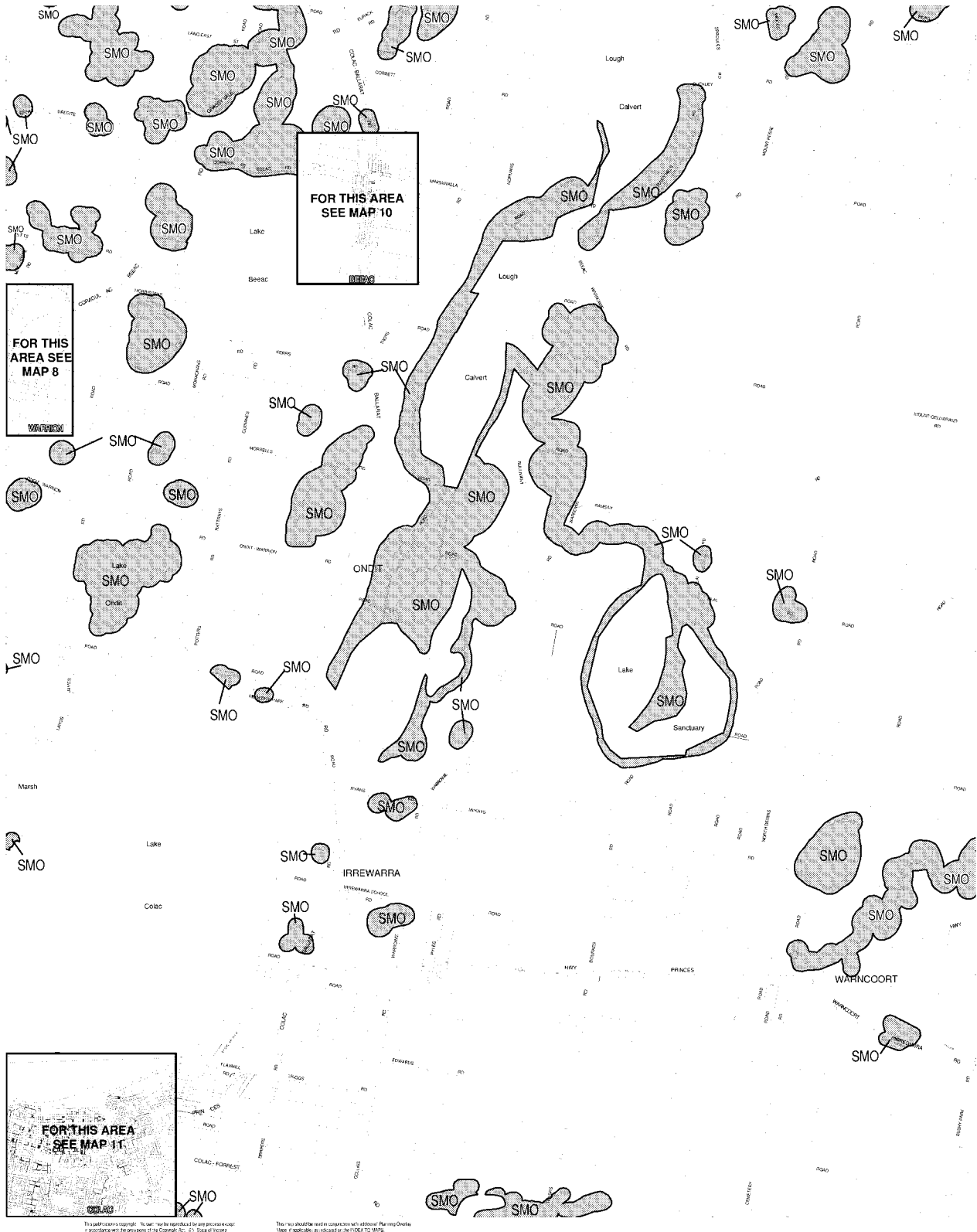
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**SALINITY MANAGEMENT OVERLAY**

**MAP No 7SMO**

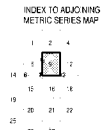
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Overlays  
SMO Salinity Management Overlay

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**SALINITY MANAGEMENT OVERLAY**

**MAP No 9SMO**

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Overlays  
 10SMO Salinity Management Overlay

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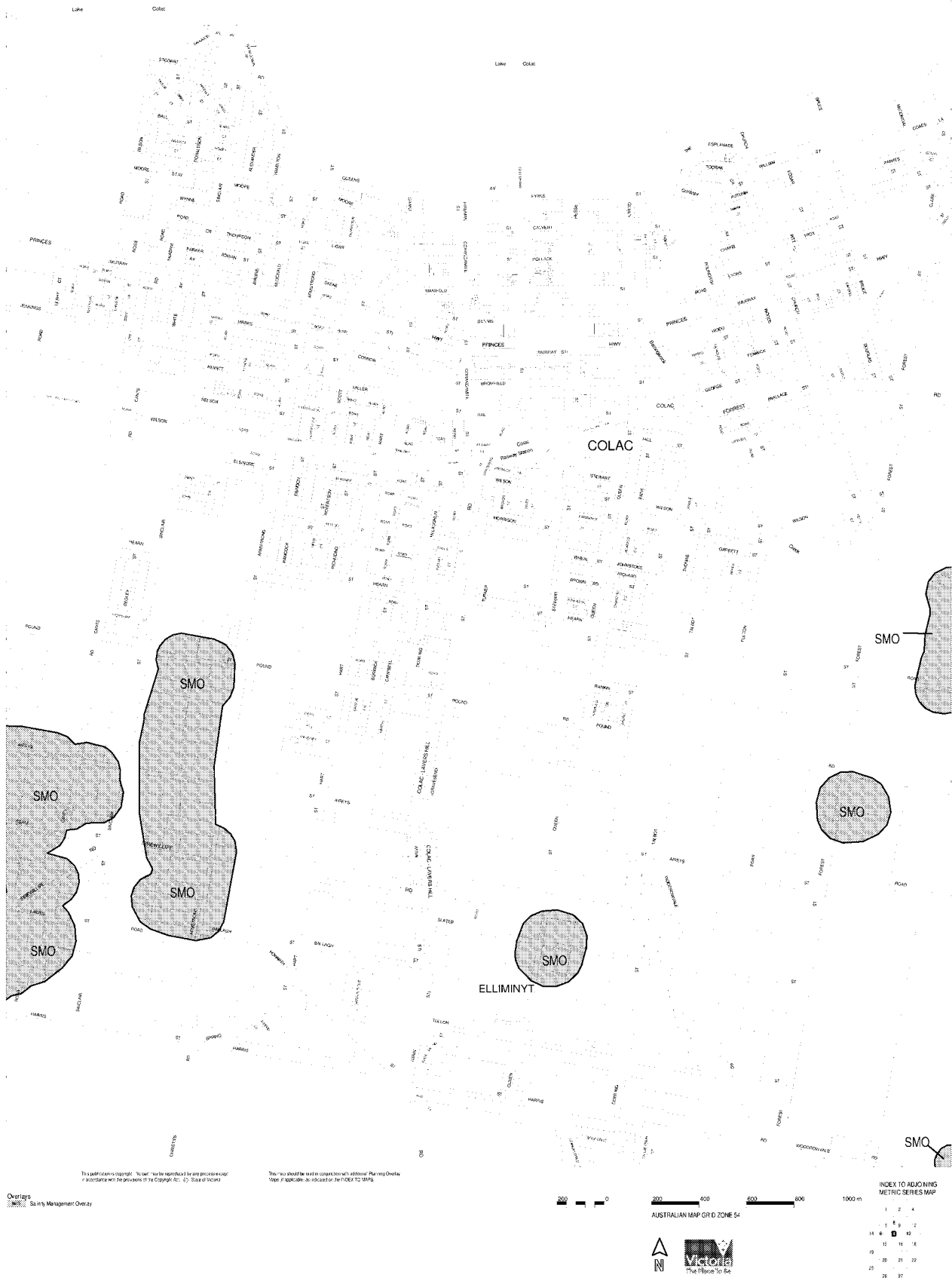
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AMENDMENT C48

MAP No 10SMO

SALINITY MANAGEMENT OVERLAY

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Overlays  
38000 Salinity Management Overlay

200 0 200 400 600 800 1000 m  
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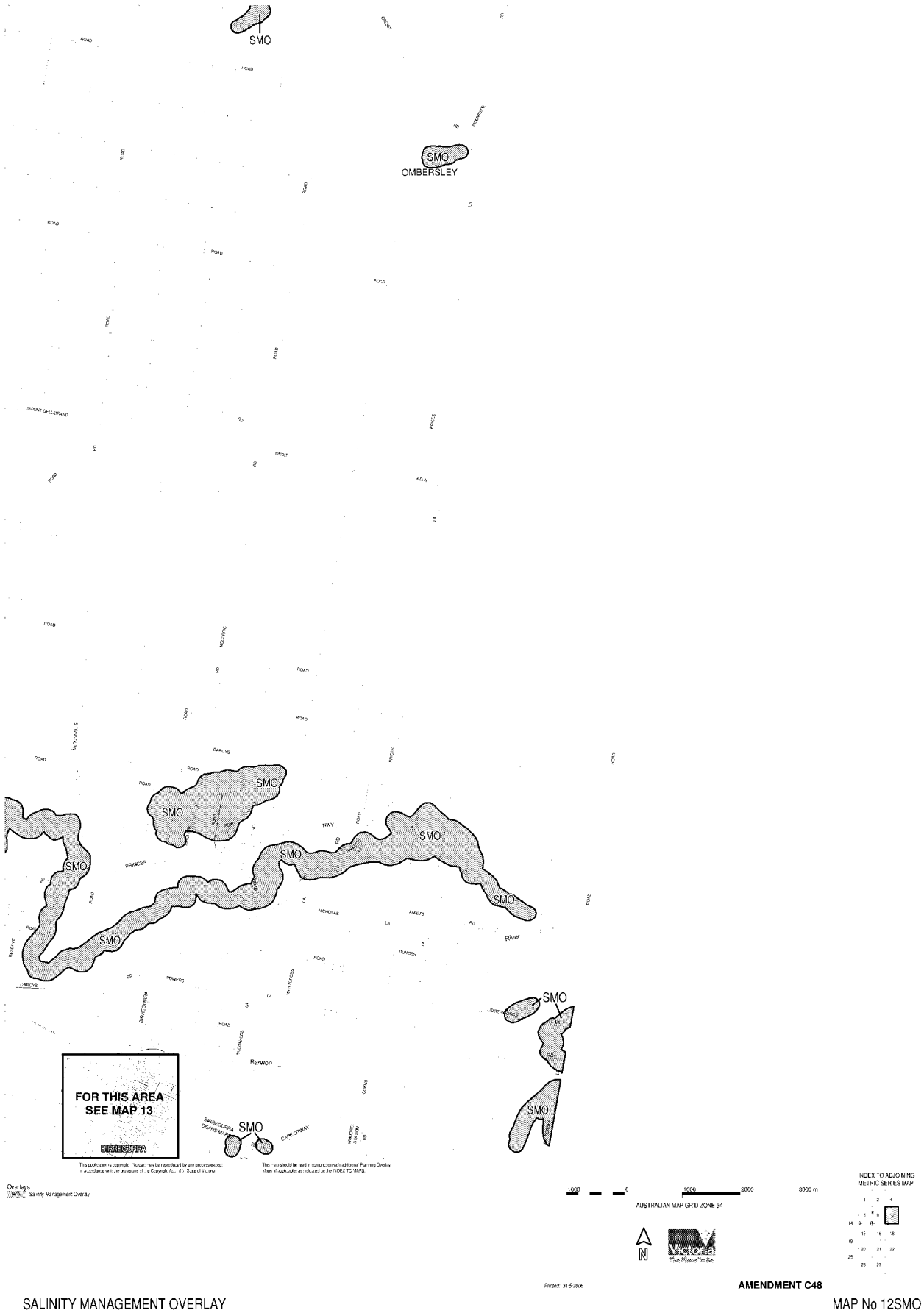
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**AMENDMENT C48**

MAP No 11SMO

**SALINITY MANAGEMENT OVERLAY**

**COLAC OTWAY PLANNING SCHEME - LOCAL PROVISION**





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SALINITY MANAGEMENT OVERLAY

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MAP No 15SMO

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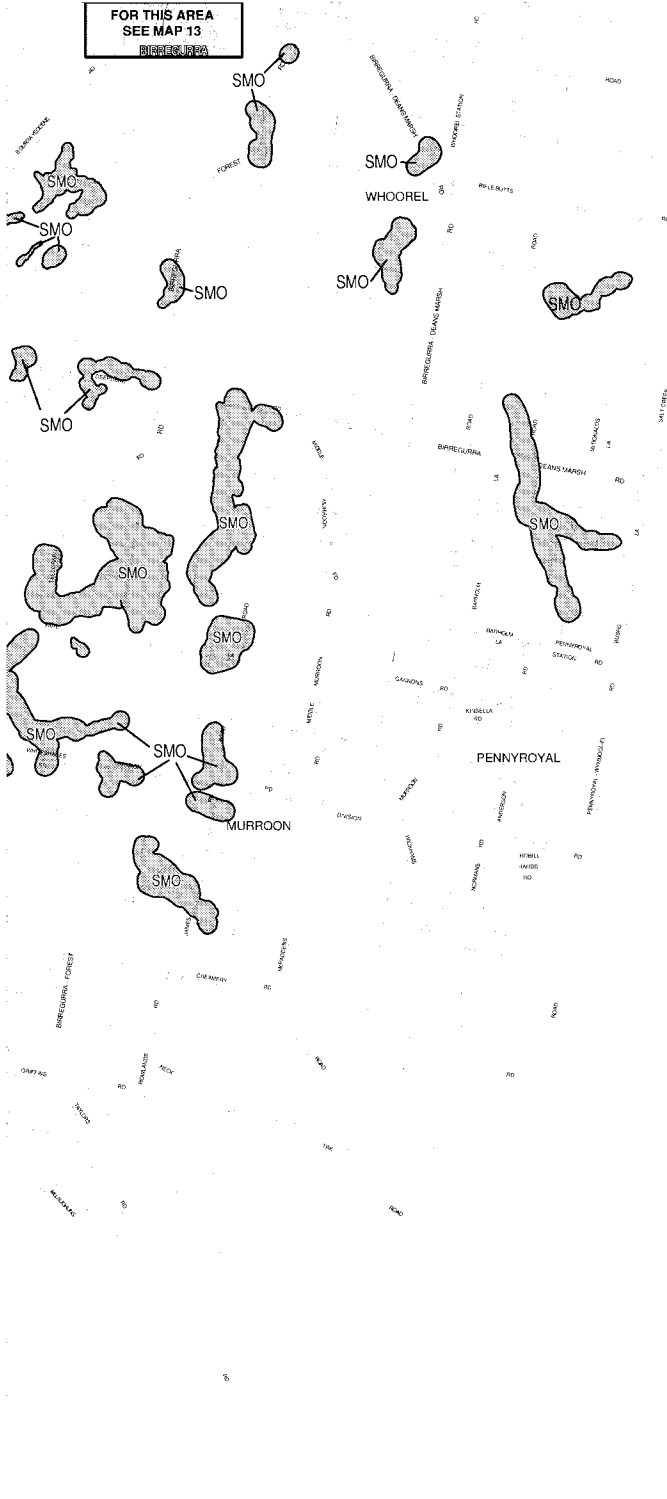


SALINITY MANAGEMENT OVERLAY

AMENDMENT C48

MAP No 16SMO

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Overlays  
18SMO Salinity Management Overlay



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**SALINITY MANAGEMENT OVERLAY**

**MAP No 18SMO**

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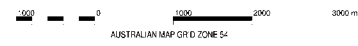
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Overlays  
266000 Salinity Management Overlay

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MAP No 26SMO

SALINITY MANAGEMENT OVERLAY

**44.02 SALINITY MANAGEMENT OVERLAY**

15/12/2008  
VC50

Shown on the planning scheme map as **SMO** with a number (if shown).

**Purpose**

To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.

To identify areas subject to saline ground water discharge or high ground water recharge.

To facilitate the stabilisation of areas affected by salinity.

To encourage revegetation of areas which contribute to salinity.

To encourage development to be undertaken in a manner which brings about a reduction in salinity recharge.

To ensure development is compatible with site capability and the retention of vegetation, and complies with the objectives of any salinity management plan for the area.

To prevent damage to buildings and infrastructure from saline discharge and high watertable.

**44.02-1 Buildings and works**

31/10/2006  
VC43

A permit is required to construct a building or construct or carry out works. This does not apply:

- If a schedule to this overlay specifically states that a permit is not required.
- To salinity management works carried out in accordance with any Regional Catchment Strategy and associated plan applying to the land.
- To an alteration to an existing building where there is no increase in floor area and no increase in waste water disposal. This exemption does not apply to alterations required as part of remedial works for salt or high water table damage.
- To a building used for agriculture with a floor area of less than 100 square metres where there is no increase in waste water disposal.

**44.02-2 Subdivision**

31/10/2006  
VC43

A permit is required to subdivide land.

**44.02-3 Removal of vegetation**

15/09/2008  
VC49

A permit is required to remove, destroy or lop any vegetation. This does not apply:

- If a schedule to this overlay specifically states that a permit is not required.
- If the table to Clause 44.02-4 specifically states that a permit is not required.
- To the removal, destruction or lopping of native vegetation in accordance with a native vegetation precinct plan specified in the schedule to Clause 52.16.

44.02-4 Table of exemptions

15/12/2008  
 VC50

**No permit is required to remove, destroy or lop vegetation to the minimum extent necessary if any of the following apply:**

|                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|--------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Regrowth</b>                | <ul style="list-style-type: none"> <li>▪ The vegetation is regrowth which has naturally established or regenerated on land lawfully cleared of naturally established vegetation and is within the boundary of a timber production plantation, as indicated on a Plantation Development Notice or other documented record, and has established after the plantation.</li> </ul> <p>This exemption does not apply to land on which vegetation has been cleared or otherwise destroyed or damaged as a result of flood, fire or other natural disaster.</p> |
| <b>Bracken</b>                 | <ul style="list-style-type: none"> <li>▪ The vegetation is bracken (<i>Pteridium esculentum</i>) which has naturally established or regenerated on land lawfully cleared of naturally established vegetation.</li> </ul> <p>This exemption does not apply to land on which vegetation has been cleared or otherwise destroyed or damaged as a result of flood, fire or other natural disaster.</p>                                                                                                                                                       |
| <b>Noxious weeds</b>           | <ul style="list-style-type: none"> <li>▪ The vegetation is a noxious weed the subject of a declaration under section 58 or section 58A of the Catchment and Land Protection Act 1994. This exemption does not apply to Australian Dodder (<i>Cuscuta australis</i>).</li> </ul>                                                                                                                                                                                                                                                                          |
| <b>Pest animal burrows</b>     | <ul style="list-style-type: none"> <li>▪ The vegetation is to be removed, destroyed or lopped to enable the removal of pest animal burrows.</li> </ul> <p>In the case of native vegetation the written agreement of an officer of the Department responsible for administering the Flora and Fauna Guarantee Act 1988 is required before the vegetation can be removed, destroyed or lopped.</p>                                                                                                                                                         |
| <b>Land use conditions</b>     | <ul style="list-style-type: none"> <li>▪ The vegetation is to be removed, destroyed or lopped to comply with a land use condition served under the Catchment and Land Protection Act 1994.</li> </ul>                                                                                                                                                                                                                                                                                                                                                    |
| <b>Land management notices</b> | <ul style="list-style-type: none"> <li>▪ The vegetation is to be removed, destroyed or lopped to comply with land management notice issued under the Catchment and Land Protection Act 1994.</li> </ul>                                                                                                                                                                                                                                                                                                                                                  |
| <b>Planted vegetation</b>      | <ul style="list-style-type: none"> <li>▪ The vegetation has been planted or grown as a result of direct seeding for Crop raising or Extensive animal husbandry.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                               |
| <b>Emergency works</b>         | <ul style="list-style-type: none"> <li>▪ The vegetation presents an immediate risk of personal injury or damage to property and only that part of vegetation which presents the immediate risk is removed, destroyed or lopped.</li> <li>▪ The vegetation is to be removed, destroyed or lopped by a public authority or municipal council to create an emergency access or to enable emergency works.</li> </ul>                                                                                                                                        |



**No permit is required to remove, destroy or lop vegetation to the minimum extent necessary if any of the following apply:**

- 
- Fire protection**
- The vegetation is to be removed, destroyed or lopped for the making of a fuelbreak by or on behalf of a public authority in accordance with a strategic fuelbreak plan approved by the Secretary of the Department of Sustainability and Environment. The maximum width of a fuelbreak must not exceed 40 metres.
  - The vegetation is to be removed, destroyed or lopped for fire fighting measures, periodic fuel reduction burning, or the making of a fuel break up to 6 metres wide.
  - The vegetation is ground fuel within 30 metres of a building.
  - The vegetation is to be removed, destroyed or lopped in accordance with a fire prevention notice under:
    - Section 65 of the Forests Act 1958.
    - Section 41 of the Country Fire Authority Act 1958.
    - Section 8 of the Local Government Act 1989.
  - The vegetation is to be removed, destroyed or lopped to keep the whole or any part of any vegetation clear of an electric line in accordance with a code of practice prepared under Part 8 of the Electricity Safety Act 1998.
  - The vegetation is to be removed, destroyed or lopped in accordance with any code of practice prepared in accordance with Part 8 of the Electricity Safety Act 1998 in order to minimise the risk of bushfire ignition in the proximity of electricity lines.
- 
- Surveying**
- The vegetation is to be removed, destroyed or lopped for establishing sight-lines for the measurement of land by surveyors in the exercise of their profession, and if using hand-held tools.
- 
- Public roads**
- The vegetation is to be removed, destroyed or lopped to maintain the safe and efficient function of an existing public road managed by the relevant responsible road authority (as defined by the Road Management Act 2004) in accordance with the written agreement of the Secretary of the Department of Sustainability and Environment.
- 
- Railways**
- The vegetation is to be removed, destroyed or lopped to maintain the safe and efficient function of an existing railway or railway access road, in accordance with the written agreement of the Secretary of the Department of Sustainability and Environment.
- 
- Extractive industry**
- The vegetation is to be removed, destroyed or lopped to enable the carrying out of Extractive industry in accordance with a work plan approved under the Extractive Industries Development Act 1995 and authorised by a work authority granted under that Act.
-

**No permit is required to remove, destroy or lop vegetation to the minimum extent necessary if any of the following apply:**

|                                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|-----------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Search for stone</b>                             | <ul style="list-style-type: none"> <li>▪ The vegetation is to be removed, destroyed or lopped to enable the carrying out of the Search for stone.</li> </ul> <p>The maximum extent of vegetation removed, destroyed or lopped under this exemption on contiguous land in the same ownership in a five year period must not exceed any of the following:</p> <ul style="list-style-type: none"> <li>• 1 hectare of vegetation which does not include a tree.</li> <li>• 15 trees if each tree has a trunk diameter of less than 40 centimetres at a height of 1.3 metres above ground level.</li> <li>• 5 trees if each tree has a trunk diameter of 40 centimetres or more at a height of 1.3 metres above ground level.</li> </ul> <p>This exemption does not apply to vegetation to be removed, destroyed or lopped to enable costeaning and bulk sampling activities.</p> |
| <b>Mining</b>                                       | <ul style="list-style-type: none"> <li>▪ The vegetation is to be removed, destroyed or lopped to enable the carrying out of Mining in accordance with a work plan approved under the Mineral Resources (Sustainable Development) Act 1990 and authorised by a work authority granted under that Act.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <b>Mineral Exploration</b>                          | <ul style="list-style-type: none"> <li>▪ The vegetation is to be removed, destroyed or lopped to enable the carrying out of Mineral exploration.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <b>Geothermal energy exploration and extraction</b> | <ul style="list-style-type: none"> <li>▪ The vegetation is to be removed, destroyed or lopped to enable the carrying out of geothermal energy exploration or extraction in accordance with the Geothermal Energy Resources Act 2005.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |

**44.02-5**

15/09/2008  
VC49

**Application requirements**

An application must be accompanied by the following information, as appropriate:

- The source of water supply.
- Water use requirements and effluent or water disposal provision.
- Any existing vegetation proposed to be removed.
- Details of the species, location and density of any proposed landscaping.
- The water balance under the current land use and any proposed land use.
- Title and ownership details.
- Topographic information including natural contours of the land, highlighting significant ridges, hill tops and crests, slopes in excess of 25 percent (1:4), low lying areas, drainage lines, waterways, springs, dams, lakes, wetlands and other environmental features on or in close proximity to the subject area.
- Geology types.
- Location and area of outcropping bedrock.

- Soil types.
- Size and location of high recharge areas and discharge areas from the site inspection, soil types, soil depth, and soil percolation rates/infiltration.
- Size and location of discharge areas and areas of high salinity risk from the site inspection, including the identification of shallow watertable within 3 metres of the surface (depth to watertable), and soil salinity from soil tests or vegetative indicators.
- Area of land and the proportion of the development site identified as high recharge or discharge areas.
- Location, species and condition of existing vegetation (both native and exotic species).
- Existing degraded areas and recommendations for land management practices and remedial works required to overcome any existing or potential land degradation.

**44.02-6**

15/09/2008  
VC49

**Exemption from notice and review**

An application under this overlay is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.

**44.02-7**

15/09/2008  
VC49

**Referral of applications**

Before deciding on any application, the responsible authority must refer the application and any site capability report to the Department of Sustainability and Environment under Section 55 of the Planning and Environment Act, 1987 unless in the opinion of the responsible authority the proposal satisfies requirements or conditions previously agreed in writing between the responsible authority and the Department of Sustainability and Environment.

**44.02-8**

15/09/2008  
VC49

**Decision guidelines**

Before deciding on an application, in addition to the decision guidelines in Clause 65, the responsible authority must consider, as appropriate:

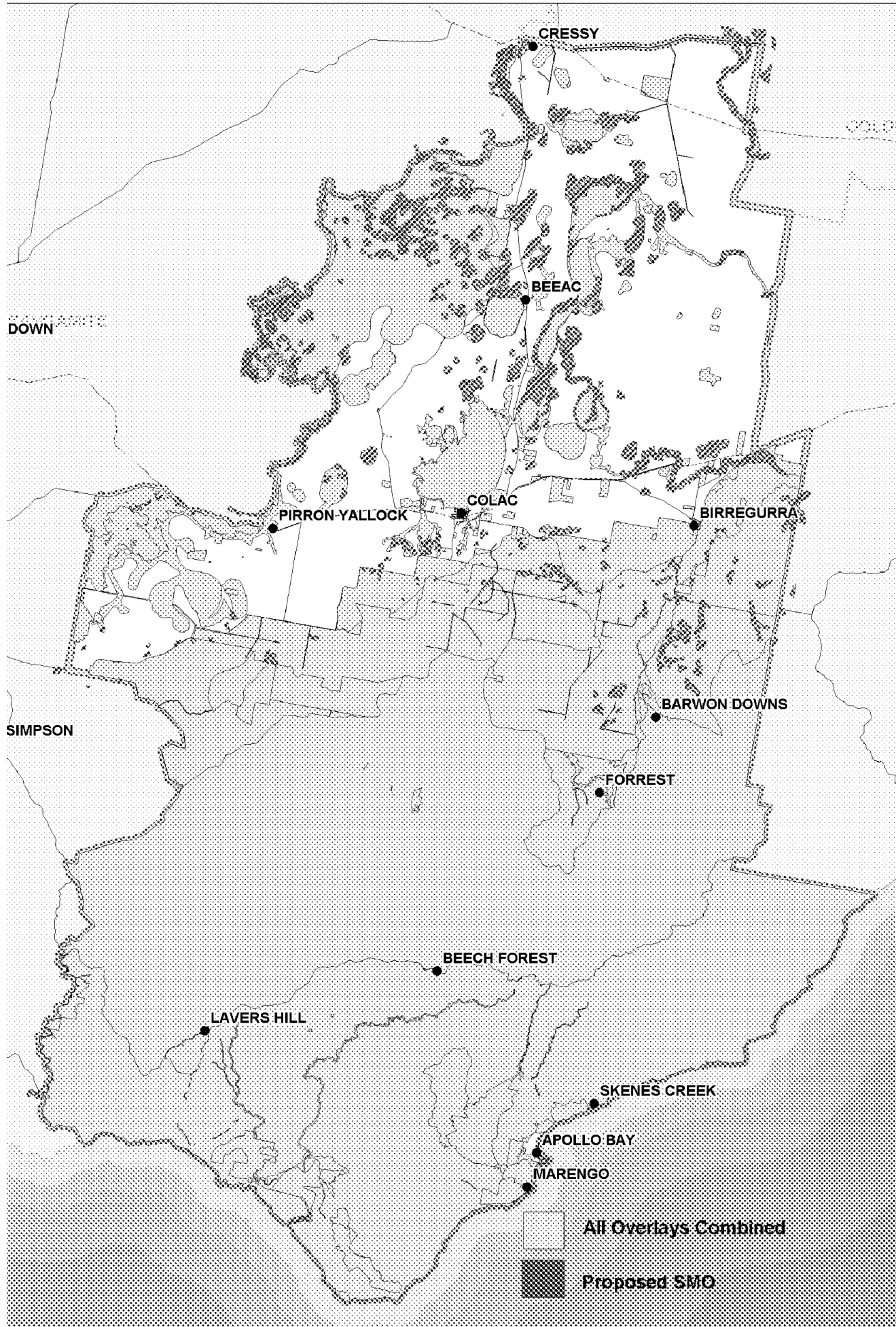
- The State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- The State Environmental Protection Policy, (Waters of Victoria).
- The Regional Landcare Plan applicable to the catchment.
- The Catchment Salinity Management Plan to the particular catchment.
- A Local Government Planning Guide for Dry Land Salinity - Department Conservation and Natural Resources, 1995.
- The need to augment tree planting and the establishment of deep-rooted, high water-use pasture species to reduce rainfall accessions to the watertable in high recharge areas.
- The need for planting of salt-tolerant species to stabilise and lower ground water levels in discharge areas.
- The need for stock-proof fencing of discharge and high discharge areas to enable effective stock management for site stabilisation.
- Any proposed landscaping and the need to preserve existing vegetation, particularly in high recharge and high discharge areas.
- Any land management plan, works program, or farm plan applicable to the land.
- The design, siting and servicing of the development and the extent of earthworks.

- The appropriateness of the proposed use or development having regard to the sensitivity and constraints of the land and the capability of the land to accommodate the use or development.

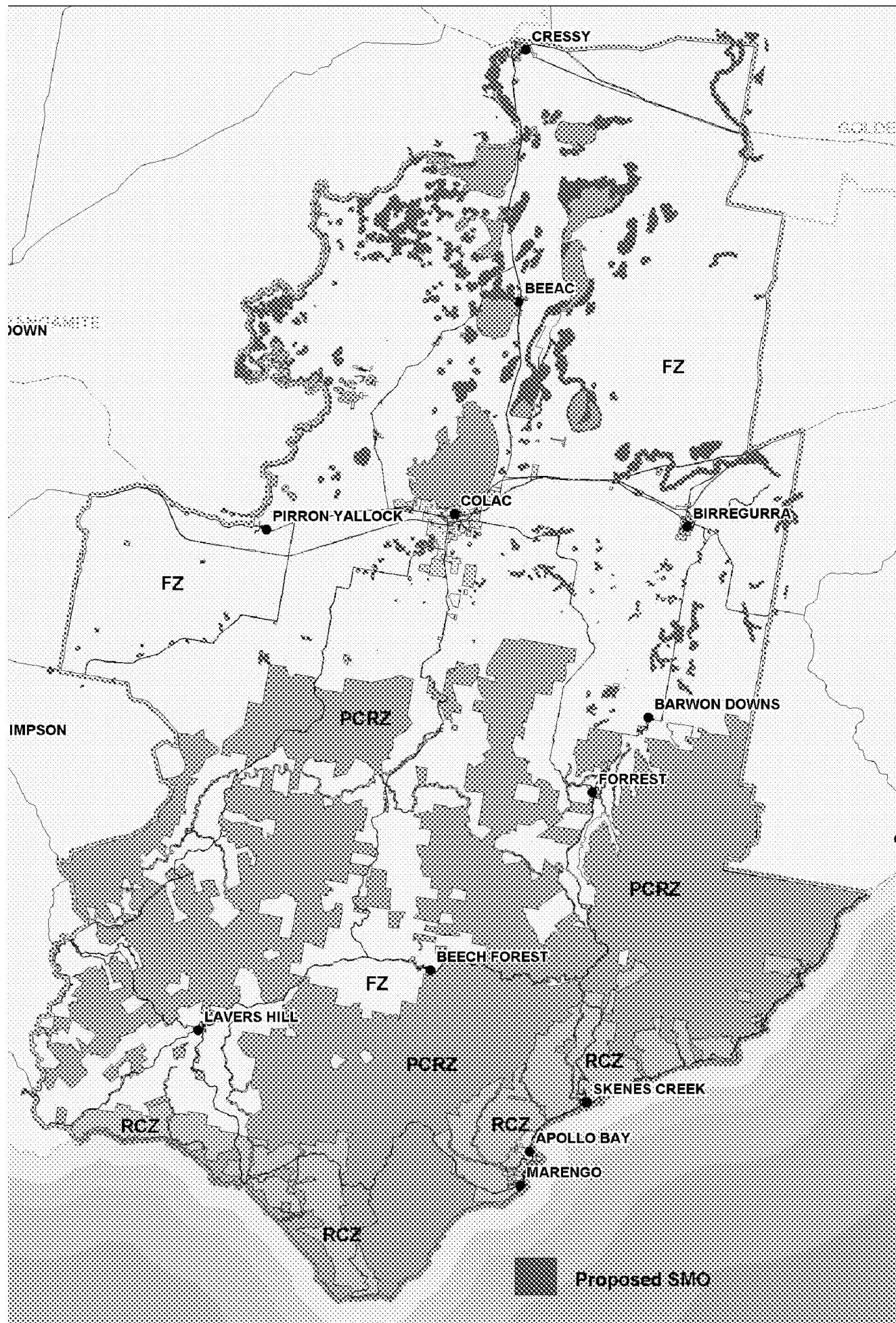
*Notes:* Refer to the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement, for strategies and policies which may affect the use and development of land.

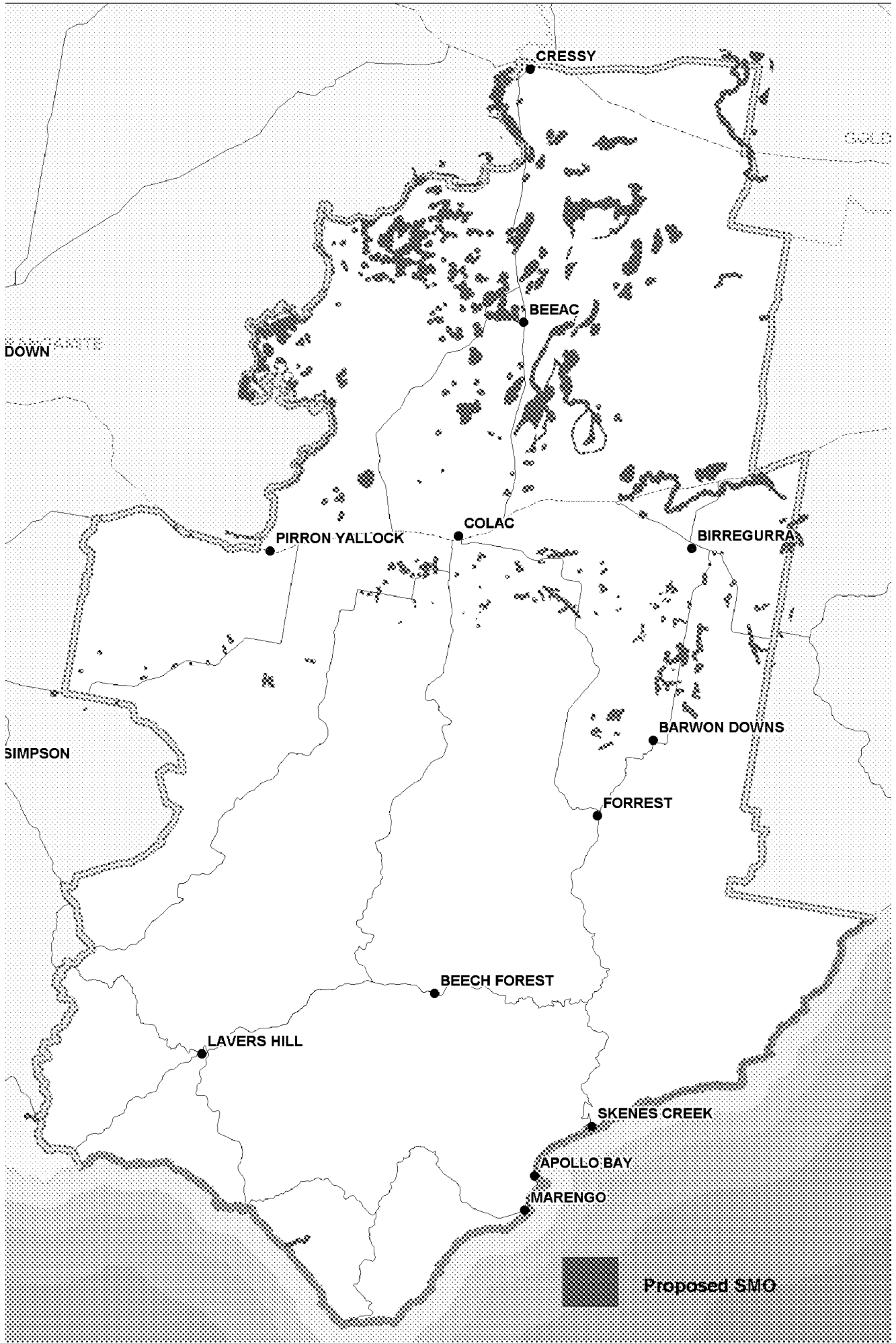
*Check whether an overlay also applies to the land.*

*Other requirements may also apply. These can be found at Particular Provisions.*













**CONSENT CALENDAR**

**OFFICERS' REPORT**

D = Discussion

W = Withdrawal

| ITEM                                                                                                                                                                                                                                                                                                                                                                                                                  | D | W |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|---|
| <p><b><u>GENERAL BUSINESS</u></b></p> <p><b><u>OM092309-18 ITEMS FOR SIGNING &amp; SEALING - CATTLE UNDERPASS - SEXTON'S ROAD, SWAN MARSH</u></b></p> <p>Department: General Business</p> <p><b><u>Recommendation(s)</u></b></p> <p><i>That Council sign and seal the Cattle Underpass Agreement between Colac Otway Shire and B F &amp; R M Whytcross for a cattle underpass under Sextons Road, Swan Marsh.</i></p> |   |   |
| <p><b><u>OM092309-19 ITEM FOR SIGNING &amp; SEALING - BIRREGURRA SKATE PARK CONSTRUCTION</u></b></p> <p>Department: General Business</p> <p><b><u>Recommendation(s)</u></b></p> <p><i>That Council sign and seal the Instrument of Agreement between the Colac Otway Shire and Independent Concrete Constructions.</i></p>                                                                                            |   |   |

**Recommendation**

*That recommendations to items listed in the Consent Calendar, with the exception of items ....., be adopted.*

**MOVED** .....

**SECONDED** .....

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**OM092309-18      ITEMS FOR SIGNING & SEALING - CATTLE UNDERPASS - SEXTON'S ROAD, SWAN MARSH**

|             |               |           |                              |
|-------------|---------------|-----------|------------------------------|
| AUTHOR:     | Rhonda Deigan | ENDORSED: | Rob Small                    |
| DEPARTMENT: | Executive     | FILE REF: | Sexton's Road,<br>Swan Marsh |

Cattle Underpass Agreement between Colac Otway Shire and B F & R M Whytcross of 45 Sextons Road, Swan Marsh.

A 173 Agreement between Colac Otway Shire and Bernard Francis & Roslyn Mary Whytcross is presented for signing and sealing. The agreement relates to a cattle underpass constructed by the Whytcross's under Sextons Road, Swan Marsh, and the two connecting parcels of land at either end of the underpass for the duration of the agreement.

**Attachments**

- 1. 173 Agreement - 45 Sextons Road, Swan Marsh

**Recommendation(s)**

***That Council sign and seal the Cattle Underpass Agreement between Colac Otway Shire and B F & R M Whytcross for a cattle underpass under Sextons Road, Swan Marsh.***

~~~~~\ ~~~~~

FORMAL STANDARD AGREEMENT
(Section 173 of the Planning and Environment Act)



THIS DEED OF AGREEMENT is made the 20th day of August 2009 BETWEEN

COLAC-OTWAY SHIRE COUNCIL of 2-6 Rae Street, Colac in the State of Victoria
(hereinafter called "Council")

AND

Bernard Francis Whytcross and Roslyn Mary Whytcross of 45 Sextons Road, Swan Marsh

Dairy Farmers (herein after called "the User")

RECITALS:

A **Bernard Francis Whytcross and Roslyn Mary Whytcross** are the owners of certain land abutting both sides of the Road being the land more particularly described as **Lot 2 TP573430, Parish of Pirron Yaloak and Lot 3 TP392235, Parish of Pirron Yaloak** (hereinafter called "the Land") and desires to construct a cattle underpass under **Sextons Road, Swan Marsh** to enable cattle to cross under that road.

B Council, will consent to the construction of the cattle underpass subject to the following conditions:

In consideration of Councils' approval to the User causing a cattle underpass to be built under **Sextons Road** and permitting the User to use the cattle underpass the User agrees that:

- I. The cattle underpass (the works) shall be constructed in accordance with plans submitted by **Colac Cement Products Pty Ltd** being Drawing Reference sheet **Maunsells Aecom SD4083** as amended to accord with Councils' requirements and which, as amended shall have met the approval of Council.
- II. The materials and works required to fully construct the cattle underpass shall be supplied and carried out by a contractor approved by Councils' General Manager - Infrastructure and Services at the User's expense, subject to any agreed contribution by Council, and shall be maintained by the contractor at the User's expense for a period of four months after completion.
- III. The User shall obtain all relevant approvals and/or permits and ensure the Works, including the fenced approaches and walkways, are constructed in accordance with the plans and to the satisfaction of Council.
- IV. The User shall be responsible for the maintenance, repair and drainage of the cattle underpass and shall reimburse to Council within one month of receiving a demand to do so to do any reasonable costs and expenses Council may incur in repairing or maintaining the cattle underpass and drainage should the User fail to do so. Council will accept liability for the cost of repairs attributable to a specially authorised overloaded vehicle travelling over the underpass, prior notification that will be given by Council to the User. The User shall notify Council of any such known damage within 28 days.
- V. The User shall advise any future purchaser of the Land of any part thereof in writing of the existence and contents of this agreement. The User shall advise Council in

writing of any such change in tenure of ownership of the Land or any part thereof within 28 days of such change.

- VI. The User shall;
- A. wholly indemnify and hold harmless Council against any and all demands actions and claims or suits for damages brought against Council by any body or party in respect of the construction, existence and/or use of the cattle underpass; and
 - B. protect itself and Council against any legal action which may result from the design construction and/or usage of the cattle underpass or its approaches by obtaining an adequate insurance cover by a reputable insurer for an amount agreed to by Council and in default of such an agreement for an insured amount nominated by an independent broker agreed to by the parties, or in default of such agreement an amount nominated by the President for the time being of the Law /Institute of Victoria.
- VII. If Council is of the opinion that the cattle underpass is in need of Cleaning or repair for those matters for which the User is responsible a notice may be served on the User directing that such cleaning and/or repairs as specified in the notice shall be carried out by the User within a period of 28 days after service of the notice.

In default of compliance by the User with such notice Council may carry out the repairs and charge the cost thereof to the user. Such cost may be recoverable in a court of competent jurisdiction.

- VIII. The cattle Underpass shall:
- A. only be used for the passage of stock and by persons authorised by the User to assist with the passage of stock for which sole purpose this permission is granted;
 - B. not be used for the housing of animals, vehicles or farm machinery, or for the storage of produce or material at any time.
- IX. No attachments shall be made to any part of the cattle underpass without prior approval in writing from Council.
- X. The User acknowledges that its continued use of the cattle underpass is subject at all times to compliance by the User with terms of this Agreement. In the event of structural failure or evidence of structural weakness of the underpass, the User shall be responsible for rectifying the faults or removing the underpass and reinstating the road to proper condition. In the event of the road being widened and/or realigned in the future, Council would bear the cost of extending or relocating the underpass.
- XI. No compensation shall be claimed from or paid by Council upon termination of the usage of the cattle underpass in accordance with the terms of this agreement by mutual consent of Council and the User.
- XII. The User's rights to use the cattle underpass as set out in this agreement shall pass on to its successors in title subject to the provisions of this agreement.
- XIII. This agreement shall be for a period of five years commencing on **1 May 2009** and terminating, subject to any clause contained herein on **30 April 2014**.
- XIV. "Provided the User is not in breach of this Agreement, the User may elect by notice in writing to be delivered to Council no less than three months prior to the expiration of the initial term of Agreement and any extension(s) of the term thereof extend the period of this Agreement for a further five years. The length of the Agreement shall therefore be five years with three further option periods of five years each, ie

5x5x5x5. Extension of this agreement pursuant to the exercise of an option period shall be deleted, so that at the end of the first period, there is only a further 5x5x5 years to run, after ten years then a further 5x5, and so forth".

- XV. "A notice (including, without limitation a document) shall be deemed to have been given when it is received by the person to whom it is addressed or is delivered to the address of that person stated in the Agreement or last communicated in writing by that person to the person giving the notice, whichever is the earlier".
- XVI. This Agreement supersedes any and all prior arrangements, agreements or undertakings and shall be binding notwithstanding any prior arrangements, agreements or undertakings made which may conflict with or be at variance with this agreement or any correspondence or document relating to the subject matter of this agreement which may have passed between parties hereto.
- XVII. Continued use of the underpass after the term of agreement will be subject to further agreement at that time. If there is no renewal of the agreement, the User will be responsible for removing the underpass and reinstating the road to proper condition.

IN WITNESS whereof the parties hereto have hereunto set their hands and seals the day and year first set herein before written.

COLAC-OTWAY SHIRE COUNCIL

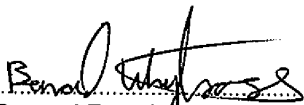
The Common Seal of the Colac-Otway Shire Council was hereto affixed in accordance with its Local Law No. 4.

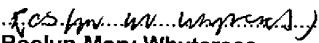
.....
Councillor

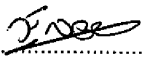
.....
Councillor

.....
Chief Executive Officer

SIGNED SEALED AND DELIVERED
by the said Users in the presence of


.....
Bernard Francis Whytcross


.....
Roslyn Mary Whytcross


.....
Witness

View Certificate

Page 1 of 1

Certificate type: titles Matter: proprietor

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REGISTER SEARCH STATEMENT (Title Search) Transfer of Land Act 1958

VOLUME 06962 FOLIO 338

Security no : 124029825993V

Produced 22/05/2009 02:33 pm

LAND DESCRIPTION

Lots 1 and 2 on Title Plan 573430M (formerly known as part of Lot 65 on Plan of
Subdivision 004909, Lot 66 on Plan of Subdivision 004909).
PARENT TITLE Volume 05561 Folio 038
Created by instrument 2051965 17/01/1947

REGISTERED PROPRIETOR

Estate Fee Simple

Joint Proprietors

BERNARD FRANCIS WHYTCROSS

ROSLYN MARY WHYTCROSS both of SEXTONS RD SWAN MARSH

R835458D 24/03/1992

ENCUMBRANCES, CAVEATS AND NOTICES

MORTGAGE S053913S 06/08/1992

COMMONWEALTH BANK OF AUSTRALIA

Any encumbrances created by Section 98 Transfer of Land Act 1958 or Section
24 Subdivision Act 1988 and any other encumbrances shown or entered on the
plan set out under DIAGRAM LOCATION below.

DIAGRAM LOCATION

SEE TP573430M FOR FURTHER DETAILS AND BOUNDARIES

ACTIVITY IN THE LAST 125 DAYS

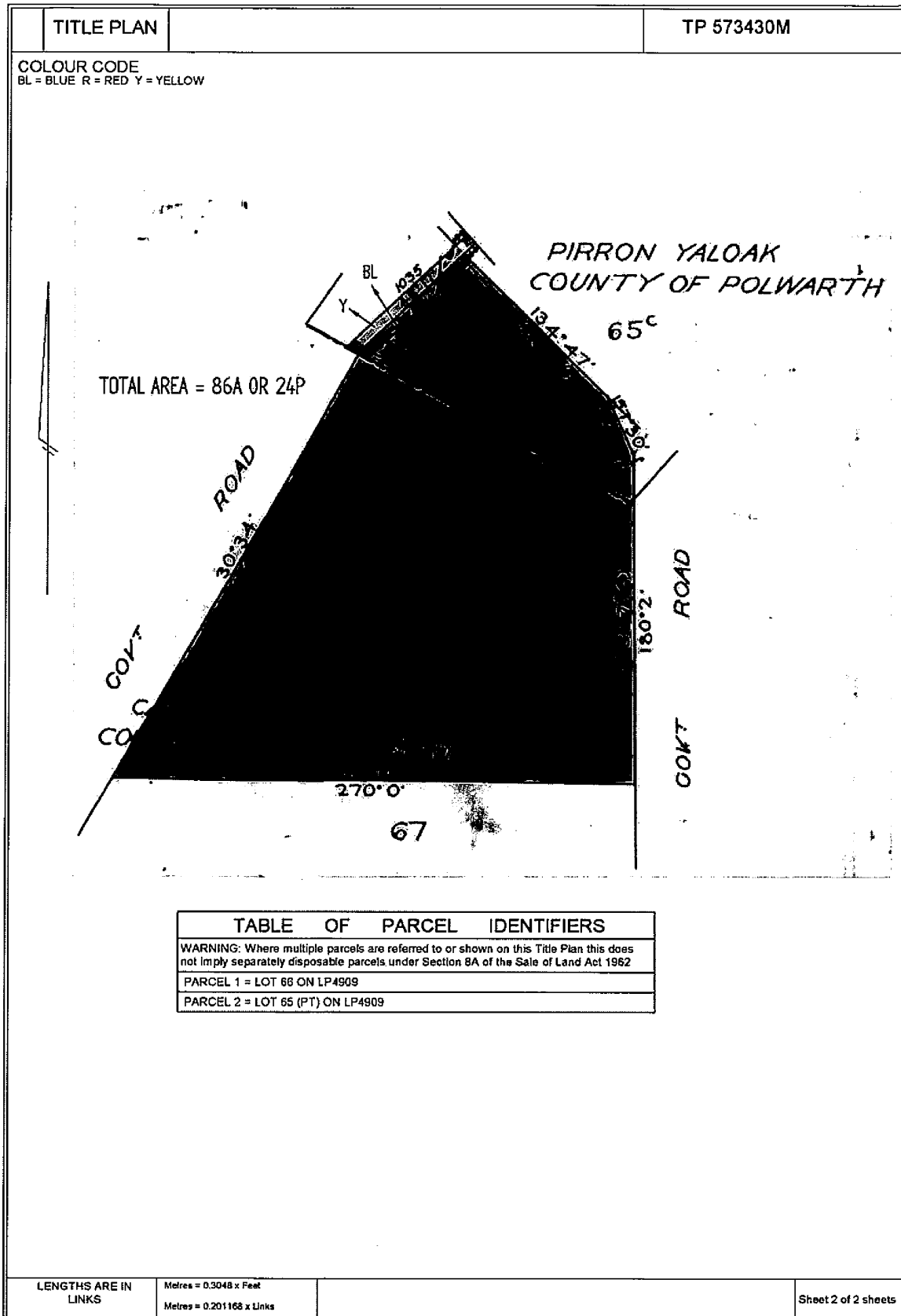
NIL

DOCUMENT END

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| | | | |
|--|---|--|-------------------|
| TITLE PLAN | | EDITION 1 | TP 573430M |
| Location of Land
Parish: CARPENDEIT PIRRON YALOOK
Township:
Section:
Crown Allotment: B4 (PT) 1J (PT)
Crown Portion:
Last Plan Reference: LP4909
Derived From: VOL 6962 FOL 335
Depth Limitation: NIL | | Notations
ANY REFERENCE TO MAP IN THE TEXT MEANS THE DIAGRAM SHOWN ON THIS TITLE PLAN | |
| Description of Land / Easement Information
<p style="text-align: center;"><i>All that piece of Land, delineated and coloured red and blue on the map in the margin containing Eighty-six acres and Twenty-four perches or thereabouts being Lot 66 and part of Lot 65 on Plan of Subdivision No.4909 lodged in the Office of Titles and being part of Crown Allotment Eighty-four Parish of Carpendeit County of Heytesbury and part of Crown Allotment One^J Parish of Pirron Yalook County of Polwarth - Together with a right to drain water into and through the land coloured yellow on the said map with liberty to cross and recross over the said land coloured yellow by means of bridges and crossings as set out in Instrument of Transfer No.600557 in the Register Book</i></p> <p>ENCUMBRANCES REFERRED TO.</p> <p>As to the land coloured blue ---
 THE EASEMENT as to Drain or Channel Reserves reserved by Instrument of Transfer No.600557 in the Register Book</p> <p style="text-align: center;">SEE SHEET 2 FOR DIAGRAM</p> | | THIS PLAN HAS BEEN PREPARED FOR THE LAND REGISTRY, LAND VICTORIA, FOR TITLE DIAGRAM PURPOSES AS PART OF THE LAND TITLES AUTOMATION PROJECT
COMPILED: 19/07/2000
VERIFIED: MP | |
| LENGTHS ARE IN LINKS | Metres = 0.3048 x Feet
Metres = 0.201168 x Links | Sheet 1 of 2 sheets | |

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View Certificate

Page 1 of 1

Certificate type: titles Matter: proprietor

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REGISTER SEARCH STATEMENT (Title Search) Transfer of Land Act 1958

VOLUME 10770 FOLIO 565 Security no : 124029826087T
Produced 22/05/2009 02:36 pm

LAND DESCRIPTION

Lot 3 on Title Plan 392235S (formerly known as part of Crown Allotment 1H
Parish of Pirron Yaloak).
PARENT TITLE Volume 06612 Folio 210
Created by instrument AC529162K 08/12/2003

REGISTERED PROPRIETOR

Estate Fee Simple
Joint Proprietors
BERNARD FRANCIS WHYTCROSS
ROSLYN MARY WHYTCROSS both of 45 SEXTONS ROAD SWAN MARSH VIC 3249
AE740972A 21/11/2006

ENCUMBRANCES, CAVEATS AND NOTICES

COVENANT 0624809

Any encumbrances created by Section 98 Transfer of Land Act 1958 or Section
24 Subdivision Act 1988 and any other encumbrances shown or entered on the
plan set out under DIAGRAM LOCATION below.

DIAGRAM LOCATION

SEE TP392235S FOR FURTHER DETAILS AND BOUNDARIES

ACTIVITY IN THE LAST 125 DAYS

NIL

-----END OF REGISTER SEARCH STATEMENT-----

Additional information: (not part of the Register Search Statement)

Street Address: 140 SEXTONS ROAD SWAN MARSH VIC 3249

DOCUMENT END

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| | | | |
|---|---|--|-------------------|
| TITLE PLAN | | EDITION 1 | TP 392235S |
| Location of Land
Parish: POMBORNEIT PIRRON YALOAK
Township:
Section:
Crown Allotment: 44C(PT) 1E(PT) 1H(PT) 20D(PT) 20E(PT)
Crown Portion:

Last Plan Reference:
Derived From: VOL 6612 FOL 210
Depth Limitation: NIL | | Notations

THE RESERVE IS NOT INCLUDED IN THE FEE OF THE TITLE

ANY REFERENCE TO MAP IN THE TEXT MEANS THE DIAGRAM SHOWN ON THIS TITLE PLAN | |
| Description of Land / Easement Information

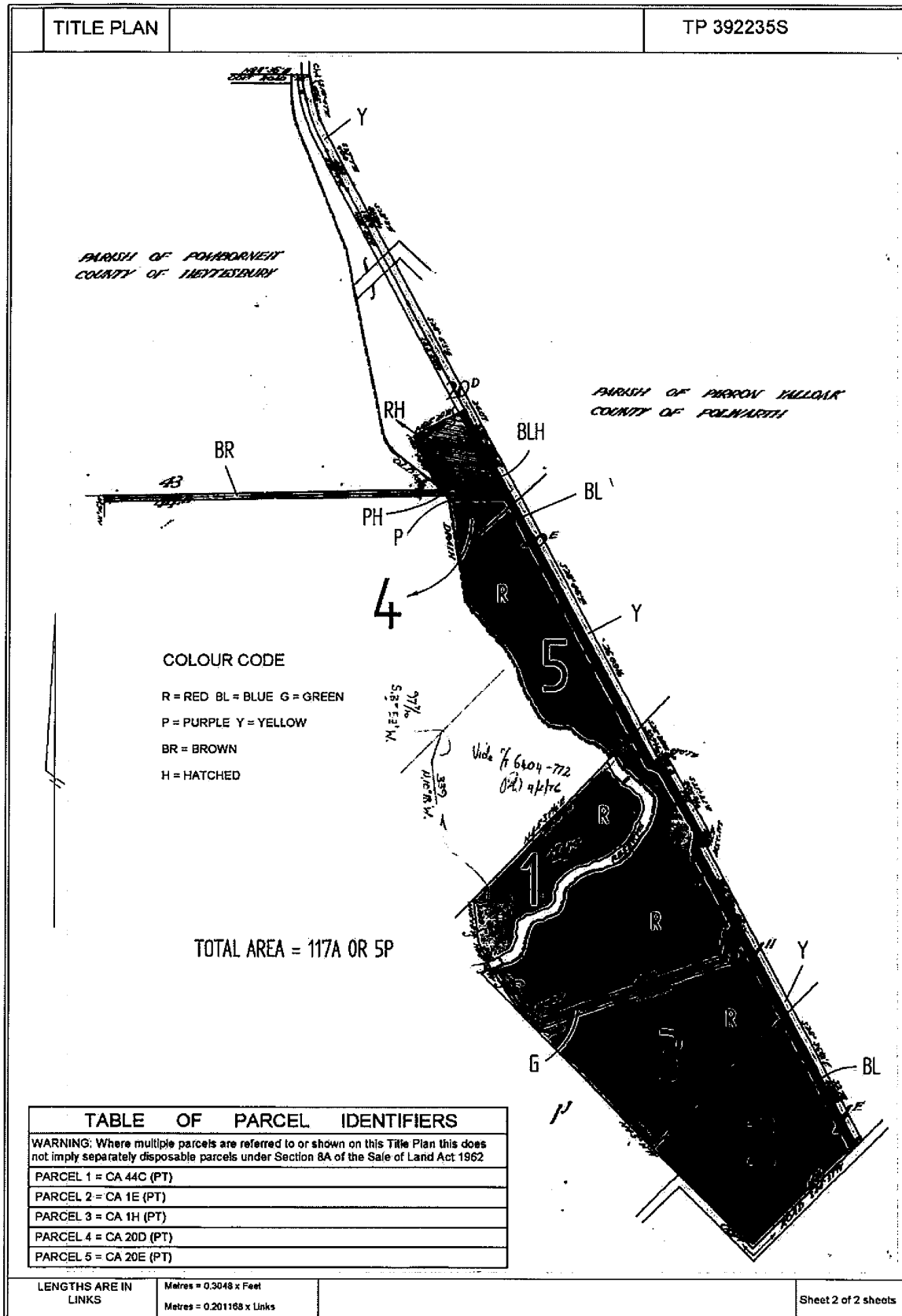
<p style="text-align: center;"><i>All these pieces of Land, delineated and coloured -</i>
 red, red-hatched, blue, blue-hatched, green, purple and purple-hatched on the map
 containing One hundred and seventeen acres and Five perches
 or thereabouts being part of Crown Allotment Forty-four^C Parish of Pomborneit-----
 County of Heytesbury and part of Crown Allotments One^E, One^H, Twenty^D and Twenty^E---
 Parish of Pirron Yaloak County of Polwarth - Together with a right of drainage over
 the land colored yellow on the said map - As to the land colored red, blue, green---
 and purple Together with a right of carriage way over the road colored brown on the
 said map-----</p> <p style="text-align: center;">ENCUMBRANCES REFERRED TO.</p> As to the land colored blue and -
blue-hatched ---
<u>ANY EASEMENTS</u> affecting the same -----

As to the land colored green ---
<u>THE DRAINAGE EASEMENT</u> and Right of Entry in --
connection therewith reserved by Instrument of
Transfer No.624809 in the Register Book -----

As to the land colored purple ---
<u>THE CARRIAGE WAY EASEMENT</u> created by Instrument
No.1509646 in the Register Book -----

As to the land colored purple-hatched ---
<u>THE CARRIAGE WAY EASEMENT</u> reserved by Instrument
of Transfer No.1523632 in the Register Book ----- | | THIS PLAN HAS BEEN PREPARED FOR THE LAND REGISTRY, LAND VICTORIA, FOR TITLE DIAGRAM PURPOSES AS PART OF THE LAND TITLES AUTOMATION PROJECT
COMPILED: 07/04/2000
VERIFIED: BH | |
| SEE SHEET 2 FOR DIAGRAM | | | |
| LENGTHS ARE IN LINKS | Metres = 0.3048 x Feet
Metres = 0.201168 x Links | Sheet 1 of 2 sheets | |

Delivered by LANDATA®. Land Victoria timestamp 22/05/2009 14:36 Page 2 of 2



OM092309-19 ITEM FOR SIGNING & SEALING - BIRREGURRA SKATE PARK CONSTRUCTION

| | | | |
|-------------|---------------|-----------|-----------------------|
| AUTHOR: | Rhonda Deigan | ENDORSED: | Rob Small |
| DEPARTMENT: | Executive | FILE REF: | Birregurra Skate Park |

Instrument of Agreement - Contract 0815 – Birregurra Skate Park Construction

The Chief Executive Officer by delegated authority of Council awarded *Contract 0815 - Birregurra Skate Park Construction* to Independent Concrete Contractors. The contract sum is \$130,400 (excluding GST).

An *Instrument of Agreement* is now required to be signed and sealed.

Attachments

1. Contract 0815 - Birregurra Skate Park Construction

Recommendation(s)

That Council sign and seal the Instrument of Agreement between the Colac Otway Shire and Independent Concrete Constructions.

~~~~~\ ~~~~~

19

Colac Otway Shire

Contract No. 0815

SCANNED

Instrument of Agreement

This INSTRUMENT OF AGREEMENT was made the 26th day of August, 2009

between Colac Otway Shire (ABN 32430819755) (the Council)

and Independent Concrete Constructions (ABN 88917575791) (the Contractor)

Whereas the Council intends to cause to be carried out or provided the following services namely:

BIRREGURRA SKATE PARK CONSTRUCTION

for the sum of One Hundred & Thirty Thousand and Four Hundred Dollars (excluding GST)

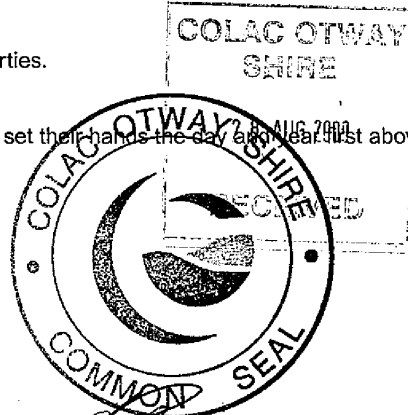
It is AGREED that the annexed documents marked as follows form part of this AGREEMENT:

- 1. Letter of Award of Contract dated 17 August, 2009;
2. Form of Tender & Tender Submission dated 27 March, 2009;
3. Revised tender price dated 30 July, 2009;
4. Schedules 1 to 5;
5. General Conditions of Contract AS4000 plus Annexure;
6. Specifications;
7. Drawings.

and shall together comprise the Contract between the parties.

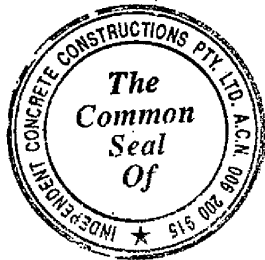
IN WITNESS whereof the parties hereto have hereunder set their hands the day and year first above written.

THE COMMON SEAL of the COLAC OTWAY SHIRE COUNCIL was hereto affixed



Chief Executive Officer

THE COMMON SEAL of Independent Concrete Constructions was affixed hereto in the presence of



Contractor
Witness

## IN COMMITTEE

### Recommendation

*That pursuant to the provisions of Section 89(2) of the Local Government Act, the meeting be closed to the public and Council move "In-Committee" in order to deal with:*

| <b>SUBJECT</b>                                     | <b>REASON</b>                                                                                                                                                   | <b>SECTION OF ACT</b>                    |
|----------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------|
| <b><i>Audit Committee</i></b>                      | <b><i>this matter deals with personnel matters; AND this matter deals with contractual matters; AND this matter may prejudice the Council or any person</i></b> | <b><i>Section 89 (2) (a) (d) (h)</i></b> |
| <b><i>Confidential Items for Consideration</i></b> | <b><i>this matter may prejudice the Council or any person</i></b>                                                                                               | <b><i>Section 89 (2) (h)</i></b>         |