



Ordinary Council Meeting

11 September 2019

Council Chamber, Town Hall, Sturt Street, Ballarat

AGENDA

Public Copy

NOTICE IS HEREBY GIVEN THAT A MEETING OF BALLARAT CITY COUNCIL WILL BE HELD IN THE COUNCIL CHAMBER, TOWN HALL, STURT STREET, BALLARAT ON WEDNESDAY 11 SEPTEMBER 2019 AT 7:00PM.

This meeting is being broadcast live on the internet and the recording of this meeting will be published on council's website www.ballarat.vic.gov.au after the meeting.

Members of the public attending this meeting may be filmed. By remaining in the public gallery once the meeting commences, members of the public give their consent to being filmed, and for the recording of them to be made publicly available and used by council.

Information about the broadcasting and publishing recordings of council meetings is available in council's broadcasting and publishing recordings of council meetings procedure is available on the council's website.

AGENDA

ORDER OF BUSINESS:

1. Opening Declaration.....	4
2. Apologies For Absence.....	4
3. Disclosure Of Interest	4
4. Confirmation Of Minutes.....	4
5. Matters Arising From The Minutes.....	4
6. Public Question Time	5
7. Reports From Committees/Councillors.....	6
8. Chief Executive Officer Report.....	6
9. Assemblies Of Councillors	9
9.1. Assemblies of Councillors.....	9
10. Officer Reports.....	16
10.1. Dowling Road - Sealing Request Following Petition.....	16
10.2. Heritage Report.....	73
10.3. Adoption of Annual Statements for 2018/19	79
10.4. Carryovers 2019/20	81
10.5. Outstanding Question Time Items	87
11. Notice Of Motion	88

12. Urgent Business88

13. Section 89 (In Camera)88

14. Close88

The next Ordinary Meeting of the Ballarat City Council will be held on Wednesday 2 October 2019.

1. OPENING DECLARATION

Councillors: *"We, the Councillors of the City of Ballarat, declare that we will carry out our duties in the best interests of the community, and through collective leadership will maintain the highest standards of good governance."*

Mayor: *"I respectfully acknowledge the Wadawurrung and Dja Dja Wurrung People, the traditional custodians of the land, and I would like to welcome members of the public in the gallery."*

2. APOLOGIES FOR ABSENCE

3. DISCLOSURE OF INTEREST

4. CONFIRMATION OF MINUTES

5. MATTERS ARISING FROM THE MINUTES

6. PUBLIC QUESTION TIME

Note – all public representations will be heard before each item on the agenda.

QUESTION TIME

- Question Time will be for a period of 30 minutes;
- Questions submitted must begin with the submitters name and suburb;
- No person may submit more than two questions at any one meeting;
- If two questions are submitted, the second question may be deferred until all other questions have been asked, or may not be asked if the time allotted for public question time has expired.
- A question may be disallowed if the chair determines that it:
 - Relates to a matter outside of Councils responsibility;
 - Is defamatory, indecent, abusive, offensive, irrelevant, trivial or objectionable in language or substance;
 - Deals with a subject matter already answered;
 - Is aimed at embarrassing a Councillor or a member of Council Staff;
 - Relates to personnel matters;
 - Relates to the personal hardship of any resident or rate payer;
 - Relates to industrial matters;
 - Relates to contractual matters;
 - Relates to proposed developments;
 - Relates to legal advice;
 - Relates to matters affecting the security of Council property: and/or
 - Relates to any other matter which Council considers would prejudice Council or any other person.
- A Councillor or the Chief Executive Officer may require a question to be put on notice. If a question is taken on notice, the answer to it must be incorporated in the minutes of Council and a written copy of the answer sent to the person who asked the question: and
- A Councillor or the Chief Executive Officer may advise Council that an answer should be given in a meeting closed to members of the public and why.

PUBLIC SUBMISSIONS

1. Representatives must register by 4:30pm on the day of a Council meeting by contacting the City of Ballarat on (03) 5320 5875. No unregistered public representative will be allowed to speak.
2. The Representative will be given three to five minutes to address the meeting, with extension of time at the discretion of the Chair.
3. Any Councillor can ask questions of the Representative.
4. The Chair may limit the number of representatives on any particular Agenda item.
5. All representations must relate to items on the Agenda and will be heard prior to each respective Agenda item.

7. REPORTS FROM COMMITTEES/COUNCILLORS**8. CHIEF EXECUTIVE OFFICER REPORT**

Division: Executive Unit
Director: Justine Linley
Author/Position: Justine Linley – Chief Executive Officer

OFFICER RECOMMENDATION**Council resolves to:**

- 1. Receive and note the CEO's Operational Report.**

EXECUTIVE SUMMARY

The CEO's Operational Report highlights issues and outcomes affecting the organisation's performance as it delivers services and implements the Council's strategies and policy decisions.

RATIONALE

The Council of the City of Ballarat is responsible for setting the municipality's strategic direction. The CEO of the City of Ballarat is the sole employee of the Council and is responsible for establishing the organisational structure and resource implementation to achieve the objectives set by the Council. This operational report provides a greater level of access to not only the organisation's achievements, but also the challenges and issues confronting staff and officers in the delivery of services.

Key achievements, projects and events delivered:Carols by Candlelight

Following an announcement that the Kardinia Church was unable to continue operations of the Ballarat Carols by Candlelight due to a range of factors including insufficient volunteer numbers, an official announcement occurred in August confirming that a new not-for-profit group will take over operations of the Ballarat Carols by Candlelight. The City of Ballarat Events Unit has been involved in facilitating the successful discussions between the old and new event operators. Ballarat Carols by Candlelight will be held on Sunday 22 December at the City Oval.

Start Up Ballarat meet ups

Ballarat's digital games developers had their third Start Up meet up in August and have now resolved to take over management of the series themselves. The meet up involved discussions about opportunities they could realise to develop their skills and the local industry. To demonstrate our support for this growing industry, Start Up Ballarat will be facilitating a dedicated business development workshop specifically for games development studios this month.

Ballarat Research Hub at Eureka

Ballarat Research Hub at Eureka (BRHAE) has been established as a one-stop-shop for heritage researchers. In July the Australiana Collection was relocated from the Ballarat Library to BRHAE. Beginning in August the service has been open from Monday to Thursday from 10am to 4.30pm. Public Record Office Victoria's Ballarat Archives Centre has been resident at BRHAE since June providing access to documents from the Victoria Government archives.

Cycling Action Plan Ballarat East Trail and Wendouree Upgrades completed

Works have now been completed at LT Fraser to connect the existing Canadian Creek Trail and Specimen Vale Trail. The works align with the recent installation of the Pedestrian Crossing at Barkley St as part of the Ballarat Safer Cycling Connections Project. Work has been completed on a new shared path along Gillies St at the Ring Road Reserve in Wendouree. The path provides a new link to the Wendouree Recreation Reserve and has been installed in conjunction with the Wendouree Tree Planting Program being delivered by City of Ballarat Parks and Gardens team.

Waste Collection Calendar 2019/2020

The City of Ballarat Waste Collection Calendar 2019/2020 has been improved this year with more information and a very detailed map and calendar. The brochure was mailed out to all residential properties in Ballarat with great feedback so far. The brochure is aimed at better engaging with residents about their entire waste management service.

Ongoing community consultation:**Latrobe Saleyards Precinct Urban Renewal Plan**

The City of Ballarat commenced phase two of community consultation in July to better understand the challenges and opportunities for the planning and future development of the Latrobe Street Saleyards Urban Renewal Precinct. A public information session was held in July at Sebastopol Community Centre. A Background Analysis Paper Information flyer and survey have been made available on the City of Ballarat MySay website and council officers have had one-on-one meetings with landowners in the Saleyards precinct.

Bakery Hill and Bridge Mall Urban Renewal Project

Stage two of the community engagement process has been completed, and officers are now working to prepare a draft of the Urban Renewal Plan. The draft of the Urban Renewal Plan and supporting documents will be available for public comment.

Dowling Forest Precinct Planning Controls Review

The Dowling Forest Precinct Planning Controls Review 2019 draft report was made available for public comment in July and August. The purpose of the report is to identify and understand the issues associated with the current town planning controls, and to explore possible planning scheme solutions. As part of the community consultation process for this project, a community meeting was held at the Miners Rest Community Hall in late July. One on one meetings were also held with landholders and stakeholders to discuss issues and options.

Ongoing projects, initiatives and works:**Launch of the 2019 Youth Awards nominations**

In July we launched the nomination period for the 2019 City of Ballarat Youth Awards. The awards provide the community with an opportunity to recognise and celebrate our city's young people who not only volunteer and contribute to our community but have stepped up to lead the way. The awards will be announced in October.

World Heritage listing of the Central Victorian Goldfields Bid

Thirteen local governments have formed a coalition to progress a World Heritage listing of the Central Victorian Goldfields to unlock the full potential of the region, bringing economic diversification, jobs, investment and tourism. The thirteen councils are seeking government funding to develop the bid. Recently the Mayor hosted a successful informal breakfast to discuss the bid with several Councillor representatives from the region. All have agreed to promote the project widely and are keen to see it progressed.

Emergency Management Leadership Forum

Municipal Emergency Resource Officers, Recovery Managers and Relief Centre Managers, who have an important role in coordinating council response emergency events, met in July. The forum was a chance to undertake a mid-year review, including outcomes from recent incidents and debrief reports, and look at possible challenges in the upcoming summer season. The group also took the opportunity to agree on improvements and process changes to improve how we operate as a group.

LEGISLATION, COUNCIL PLAN, STRATEGIES AND POLICY IMPACTS

- *Charter of Human Rights and Responsibilities Act 2006*
- City of Ballarat Council Plan 2017 – 2021

REPORTING AND COMPLIANCE STATEMENTS

Implications	Considered in Report?	Implications Identified?
Human Rights	Yes	No
Social/Cultural	No	No
Environmental/Sustainability	No	No
Economic	No	No
Financial/Resources	Yes	No
Risk Management	No	No
Implementation and Marketing	No	No
Evaluation and Review	No	No

Human Rights – It is considered that this report does not impact on any human rights identified in the *Charter of Human Rights and Responsibilities Act 2006*.

Financial/Resources – No additional financial implications have arisen from the preparation of a CEO Operational Report.

OFFICERS DECLARATIONS OF INTEREST

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this report.

REFERENCE DOCUMENTS

- Nil

ATTACHMENTS

- Nil

9. ASSEMBLIES OF COUNCILLORS

9.1. ASSEMBLIES OF COUNCILLORS

Division: Business Services
Director: Glenn Kallio
Author/Position: Ali Evans - Administration Officer Statutory Compliance

OFFICER RECOMMENDATION

Council resolves to approve the report on Assemblies of Councillors as listed:

- 26 June 2019 Strategic Briefing
- 14 August 2019 Strategic Briefing
- 14 August 2019 Infrastructure and Environment Portfolio Meeting No. 200

EXECUTIVE SUMMARY

The purpose of this report is to provide Council with copies of Assembly of Councillor Records as required under section 80A(2) of the *Local Government Act 1989*.

RATIONALE

Section 80A(2) of the *Local Government Act 1989* requires the record of an Assembly of Councillors to be reported at an Ordinary Council meeting. Assembly of Councillors Records are attached to this report.

LEGISLATION, COUNCIL PLAN, STRATEGIES AND POLICY IMPACTS

- *Charter of Human Rights and Responsibilities Act 2006*;
- *Local Government Act 1989*; and
- City of Ballarat Council Plan 2017-2021.

REPORTING AND COMPLIANCE STATEMENTS

Implications	Considered in Report?	Implications Identified?
Human Rights	Yes	No
Social/cultural	Yes	Yes
Environmental/Sustainability	No	No
Economic	No	No
Financial/Resources	No	No
Risk Management	Yes	Yes
Implementation and Marketing	No	No
Evaluation and Review	No	No

Human Rights - It is considered that this report does not impact on any human rights identified in the *Charter of Human Rights and Responsibilities Act 2006*.

Social/Cultural - The inclusion of the attached Assembly of Councillor Records in the Council Agenda and the availability to the community increase awareness of the activities of Council and could increase community involvement in decision making at Council level.

Risk Management - There are implications with regards to Council's compliance with the *Local Government Act 1989* if Assembly of Councillor Records are not reported to Council.

OFFICERS DECLARATIONS OF INTEREST

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this Report.

REFERENCE DOCUMENTS

- Nil

ATTACHMENTS

1. 26 June 2019 Strategic Briefing [9.1.1 - 2 pages]
2. 14 August 2019 Strategic Briefing [9.1.2 - 2 pages]
3. 14 August 2019 Infrastructure and Environment Portfolio Meeting No 200 [9.1.3 - 1 page]

ASSEMBLY OF COUNCILLORS RECORD

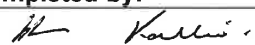
This record must be completed by the attending Council Officer and returned to the Statutory Compliance Unit within 48 hours after the meeting for recording in the register.

Description of meeting:	Strategic Briefing
Date of meeting:	26 June 2019
Start time:	6:00pm
Break time:	6.55pm
Recommencement time:	10.20pm
Finish time:	10.28pm

Councillors present: Cr Daniel Moloney Cr Ben Taylor Cr Grant Tillett Cr Jim Rinaldi Cr Amy Johnson Cr Mark Harris Cr Samantha McIntosh Cr Des Hudson Cr Belinda Coates
Apologies: Nil
Council staff present: Justine Linley – Chief Executive Officer Terry Demeo – Director Infrastructure and Environment Glenn Kallio – Director Business Services Neville Ivey – Director Community Development Angelique Lush – Director Development and Planning Cameron Cahill – Director Innovation and Organisational Improvement Jeff Johnson – Executive Manager Events and the Arts
Other attendees present: Helen Bartlett – Vice - Chancellor, Professor Darren Holland – Deputy Vice-Chancellor, Student Services & Support

Conflict of Interests:				
Pursuant to Sections 77, 78 and 79 of the <i>Local Government Act 1989</i> (as amended), if a Councillor has a conflict of interest in a matter which is to be considered or discussed at a meeting, the Councillor must, if he or she is attending the meeting, disclose the conflict of interest.				
A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.				
Name of person(s) declaring the conflict	Type & details declared	Left Meeting Yes/No	Time left	Time returned
Nil				

<p>Matters Considered:</p> <p>External Presentations</p> <ul style="list-style-type: none"> • Federation University Update on Development Plans <p>Portfolio Updates</p> <p>External Advocacy Request</p> <ul style="list-style-type: none"> • Committee for Ballarat • Draft letter regarding Ballarat Coalition Response <p>Strategic Briefing Reports</p> <ul style="list-style-type: none"> • MPavilion and VicPark Development • Local Government Act Review - Update
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Record completed by:	
Signed: 	Position: Director Business Services
Name: Glenn Kallio	Date: 1 July 2019

ASSEMBLY OF COUNCILLORS RECORD

This record must be completed by the attending Council Officer and returned to the Statutory Compliance Unit within 48 hours after the meeting for recording in the register.

Description of meeting:	Strategic Briefing
Date of meeting:	14 August 2019
Start time:	7:04pm
Finish time:	10.01pm

Councillors present: Cr Daniel Moloney Cr Ben Taylor Cr Grant Tillett Cr Jim Rinaldi Cr Amy Johnson (arrived at 8.00pm) Cr Mark Harris Cr Samantha McIntosh Cr Des Hudson Cr Belinda Coates
Apologies:
Council staff present: Justine Linley – Chief Executive Officer Terry Demeo – Director Infrastructure and Environment Glenn Kallio – Director Business Services Neville Ivey – Director Community Development Angelique Lush – Director Development and Planning Cameron Cahill – Director Innovation and Organisational Improvement
Other attendees present: Inspector Dan Davison – Victoria Police Mal Kersting - Regional Roads Victoria Angela Carey - Regional Roads Victoria Ben Anderson - Regional Roads Victoria

Conflict of Interests:				
Pursuant to Sections 77, 78 and 79 of the <i>Local Government Act 1989</i> (as amended), if a Councillor has a conflict of interest in a matter which is to be considered or discussed at a meeting, the Councillor must, if he or she is attending the meeting, disclose the conflict of interest.				
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Name of person(s) declaring the conflict	Type & details declared	Left Meeting Yes/No	Time left	Time returned
Nil				


Matters Considered:
External Presentations
<ul style="list-style-type: none"> • Crime and Policing Matters

- Regional Roads Victoria – Sturt Street Bike Path Briefing
- Portfolio Updates**
- Strategic Briefing Reports**
- Cardigan Village Maintenance Request/ Requirements
 - Airport Business Case
 - CEO Update to Councillors
 - BWEZ Update

Record completed by:	
Signed: 	Position: Director Business Services
Name: Glenn Kallio	Date: 15 August 2019

ASSEMBLY OF COUNCILLORS RECORD

This record must be completed by the attending Council Officer and returned to the Statutory Compliance Unit within 48 hours after the meeting for recording in the register.

Description of meeting:	Infrastructure and Environment Portfolio Meeting No 200		
Date of meeting:	Wednesday 14 August 2019		
Start time:	7.00am		
Finish time	8.26am		
Councillors present:			
Cr Ben Taylor, Cr Grant Tillett, Cr Mark Harris			
Apologies:			
Council staff present:			
Terry Demeo – Director Infrastructure and Environment (Minute Taker), Darren Sadler - Executive Manager Property Services and Facilities Management, Natalie Robertson – Executive Manager Development Facilitation, Louise Turner – Coordinator Environmental Services, Brenda Carey – Environmental Health			
Other attendees present:			
Nil			
Conflict of Interests:			
Pursuant to Sections 77, 78 and 79 of the <i>Local Government Act 1989</i> (as amended), if a Councillor has a conflict of interest in a matter which is to be considered or discussed at a meeting, the Councillor must, if he or she is attending the meeting, disclose the conflict of interest.			
A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.			
Nil			
Matters Considered: <i>*Provide dots points of matters discussed.</i>			
Updates			
<ul style="list-style-type: none"> • Recycling • Airport Business Case • Ballarat West Land Purchase - Delacombe Town Centre • Domestic Animal Management • Sebastopol Gun Club EPA Compliance • OPLE – EPA Officer to be collocated with City of Ballarat • Monthly Land Sales Update • Monthly Statutory Planning Update 			
Reports			
<ul style="list-style-type: none"> • Discuss Reports for Next Agenda Review in Business Calendar 			
Upcoming Tenders			
<ul style="list-style-type: none"> • Circulated to Councillors prior to meeting 			
Other Business			
<ul style="list-style-type: none"> • Pioneer Park – completion of the sheds and solar lights by Shae Enterprises • Elsternwick Heritage House 			
Record completed by:			
Signed: 	Position: Director Infrastructure and Environment		
Name: Terry Demeo	Date: 14 August 2019		

10. OFFICER REPORTS

10.1. DOWLING ROAD - SEALING REQUEST FOLLOWING PETITION

Division: Infrastructure and Environment
Director: Terry Demeo
Author/Position: Vaughn Notting – Executive Manager Infrastructure

OFFICER RECOMMENDATION

Council resolves to:

- 1. Advise the first named petitioner that the request for the sealing Dowling Road is not supported in this instance.**
- 2. Advise all petitioners that Council will pursue a design of Dowling Road inclusive of full pavement and sealing addressing the crest at the northern end and culvert at the southern end of the road.**
- 3. Pursue funding opportunities from federal and state Governments for the construction of Dowling Road.**
- 4. Continue to monitor traffic volumes, maintenance spend and risk profile to inform future capital program in respect to Dowling Road.**
- 5. Require a further report prior to the end of 2019 in relation to a review of the Sealing Gravel Roads Policy.**

EXECUTIVE SUMMARY

A petition by over 100 people in support of the sealing of Dowling Road has been received by Council, with Council resolving to require a full report.

Having investigated the matter in full, the traffic volumes currently experienced on the road are such that the thresholds for sealing a gravel road under Council's policy for "Sealing Gravel Roads" are not met and as such, it would be contrary to Council's adopted policy position to support the sealing of the road. That said, it is recommended that Council require the full design inclusive of sealing be undertaken, to inform immediate safety works and assist in future funding requests.

It is further recommended that Council require a report to review the Sealing Gravel Roads Policy position in accordance with the three year review mechanism.

RATIONALE

Dowling Road between Remembrance Drive and the Ararat-Ballarat Railway line is a sealed road in good condition. The section of road between the railway line and Western Highway is unsealed and is the subject of the specific petition which was accepted by Council at its ordinary meeting of 12 June 2019.

This petition specifically requested the following and was signed by over 100 petitioners.

“To ensure Dowling Road is given the highest possible ranking under the City of Ballarat Rural Roads Hierarchy for maintenance and upgrade works to pursue all possible sources of funding to contribute to the cost of sealing the entire road to a standard which would cater for the continued growth of the City including vehicle, cycling and foot traffic.”

Council resolved that the matter be formally investigated, and a full report be provided.

Background

Council resolved at its meeting on 22 June 2016 the following in respect to adopting the Rural Road Hierarchy and further specific policy in respect to sealing of gravel roads.

RESOLUTION:

Council resolves to:

1. Adopt the Review of the Council Rural Road Hierarchy February 2016 to inform future Capital and Recurrent expenditure commitments with the following amendments:

- a. Define Troups Road, Blowhard as a primary access road.
- b. Rewording of the recommendations of the document in respect to rural secondary access roads to read:
“4. The minimum set standard for rural secondary access roads should be a formed dry weather road only, providing farm access. These roads are still subject to maintenance by Council with discretion to be exercised to retain appropriate standards.”

2. Adopt the Sealing Gravel Road Policy March 2016.

A complete copy of both the Review of the Council Rural Road Hierarchy and Sealing Gravel Road Policy is attached for Councillors information (refer attachment).

In relation to the specific implications of these adopted policies in respect to the request from the petitioners, Dowling Road is shown in the adopted policy as a future collector road, recognising its north south alignment on the western edge of the urban area of Ballarat and its long-term strategic importance. Further, the specific hierarchy review recommendations are also relevant in determining a response to the petition.

5.4 RECOMMENDATIONS

- I. Review the performance of pavement materials to determine best value to Council and the community.
- II. Formalise the recording of maintenance activities and costs incurred by Council's operations staff.
- III. Adopt the 2016 policy on sealing of gravel roads (Refer Appendix A) to inform all future decisions in respect to sealing gravel roads.
- IV. Review the program after three years.
- V. Allocate funding for unsealed road condition inspections. Inspections to include:
 - Materials of construction.
 - Condition of pavement, shoulders, ancillary drainage.
 - Topography.
 - Vehicles per day.
 - Road classification.
 - Complaints received from the public.
 - Number of properties served, connectivity.
 - Dust.

In relation to the second of the policies adopted in 2016, that is, the Sealing of Gravel Road Policy, the specific policy statement details that Council should give consideration to sealing gravel roads when the vehicle numbers using the road approach 250 vehicle per day.

2 POLICY STATEMENT

Where an existing gravel road or segment of the existing gravel road is proven via traffic counts to be consistently carrying a traffic volume of 250 vehicles per day, Council should consider the sealing of the gravel road to reduce the maintenance burden of the gravel road and deliver an appropriate level of service for the relatively high traffic volume utilising the road.

Council's discretion in relation to consideration of sealing an existing gravel road should be exercised to have regard to the 250 vehicles per day criteria, and other criteria as detailed within this policy.

The ultimate responsibility for a decision in relation to sealing a gravel road rests with the Council of the City of Ballarat.

Intent:-

The intent of this policy is to provide clear direction for officers and Council in the consideration of sealing existing gravel roads, with the defined measures of traffic volumes, and other criteria to be taken into consideration in determining the merit and appropriateness of sealing an existing gravel road.

Objectives:

The objective of the policy is to provide defined criteria to determine the appropriateness of sealing a gravel road, to ultimately reduce the maintenance challenges of existing gravel roads.

Statement:

The City of Ballarat looks to achieve an appropriate balance between maintenance of existing gravel roads, and sealing of gravel roads when they become heavily utilised, and where the costs associated with sealing a gravel road outweigh the long-term maintenance costs associated with a highly trafficked gravel road. The policy is intended to help guide Council and officers to make informed decisions in relation to sealing of gravel roads across the municipality.

3 OWNER

The owner of this policy is the Chief Executive Officer.

All enquiries regarding this policy should be initially directed to the Infrastructure Development and Delivery unit – City Services.

Current status of Dowling Road

In relation to Dowling Road itself, it has been the subject of regular traffic counts in order to inform Council's maintenance regime and to assist in determination around potential longer-term sealing of the road.

The traffic counts undertaken some 12 months ago and in recent months are provided in full below for Councilor's information.

1. Dowling Road (Remembrance Drive – Blind Creek Road 2018)

Survey No.	9999	7 Day Total	1357
Road	Dowling Rd	% Heavies	10.76%
STAT	52270 LOC's 52270	Weekday Total	978
Direction	Combined N-S	% Heavies	12.58%
Location	Btw Remembrance Dve and Blind Creek Rd	Weekend Total	379
		% Heavies	6.07%
Period	Mon 07 May - Sun 13 May 18		

Day Date	Mon 7/05/2018	Tue 8/05/2018	Wed 9/05/2018	Thu 10/05/2018	Fri 11/05/2018	Sat 12/05/2018	Sun 13/05/2018	7 Day Average	Weekday Average	Weekend Average
AM Peak	07:00-17	07:00-17	07:00-16	08:00-14	07:00-10	10:00-21	10:00-16	11:00-12.6	07:00-13.4	10:00-18.5
PM Peak	17:00-33	17:00-29	16:00-23	17:00-25	17:00-20	12:00-30	12:00-24	17:00-21	17:00-25.2	12:00-27
00:00	0	0	1	3	2	4	1	1	1	2
01:00	1	0	0	1	0	1	3	0	0	2
02:00	1	0	1	1	0	1	5	1	1	3
03:00	0	1	1	1	1	1	1	1	1	1
04:00	2	2	2	2	3	1	1	2	2	1
05:00	4	2	2	1	1	1	2	2	2	2
06:00	8	7	6	8	4	2	2	5	7	2
07:00	17	17	16	7	10	2	1	10	13	2
08:00	12	12	16	14	9	10	5	11	13	8
09:00	10	14	15	11	9	12	12	12	12	12
10:00	14	5	15	6	8	21	16	12	10	19
11:00	10	15	15	6	10	18	14	13	11	16
12:00	20	11	12	10	16	30	24	18	14	27
13:00	10	8	12	7	13	17	11	11	10	14
14:00	9	9	13	9	15	13	16	12	11	15
15:00	11	7	22	12	11	14	15	13	13	15
16:00	14	26	23	21	10	13	22	18	19	18
17:00	33	29	19	25	20	15	6	21	25	11
18:00	20	18	15	4	7	11	4	11	13	8
19:00	8	10	4	5	17	5	15	9	9	10
20:00	6	7	7	6	3	5	1	5	6	3
21:00	3	2	3	2	2	4	2	3	2	3
22:00	2	1	3	7	4	1	1	2	2	1
23:00	0	3	1	2	1	1	3	1	1	2
Total	214	206	222	161	175	201	178	194	196	190
% Heavy	11.2%	16.5%	14.4%	13.0%	10.9%	8.0%	3.9%	10.8%	12.6%	6.1%

2. Dowling Road (McCartney's Road – Western Highway 2018)

Survey No.	9999	7 Day Total	1094
Road	Dowling Rd	% Heavies	14.26%
STAT	52271 LOC's 52271	Weekday Total	847
Direction	Combined N-S	% Heavies	16.06%
Location	Btw Macrtrneys Rd and Western Hwy	Weekend Total	247
		% Heavies	8.10%
Period	Mon 07 May - Sun 13 May 18		

Day Date	Mon 7/05/2018	Tue 8/05/2018	Wed 9/05/2018	Thu 10/05/2018	Fri 11/05/2018	Sat 12/05/2018	Sun 13/05/2018	7 Day Average	Weekday Average	Weekend Average
AM Peak	08:00-12	08:00-21	08:00-15	08:00-14	09:00-19	11:00-12	09:00-14	08:00-11.4	08:00-14.2	11:00-11
PM Peak	17:00-34	17:00-23	16:00-21	17:00-23	14:00-13	17:00-26	16:00-18	17:00-21	17:00-22.2	17:00-18
00:00	0	0	1	1	2	4	1	1	1	2
01:00	2	0	0	1	0	1	3	0	0	2
02:00	1	0	1	1	0	1	1	0	1	1
03:00	1	0	0	0	1	3	1	0	0	2
04:00	3	4	6	4	1	0	0	3	4	0
05:00	5	5	6	5	4	1	0	4	5	1
06:00	7	7	4	8	3	0	1	4	6	1
07:00	7	12	13	5	2	2	1	6	8	1
08:00	12	21	15	14	9	6	3	11	14	5
09:00	11	7	14	7	19	4	14	11	12	9
10:00	7	10	8	5	7	7	14	8	7	11
11:00	5	13	10	5	9	12	10	9	8	11
12:00	10	6	8	9	7	8	10	8	8	9
13:00	12	5	7	3	3	6	8	6	6	7
14:00	8	11	14	7	13	3	6	9	11	5
15:00	12	20	19	9	5	9	13	12	13	11
16:00	22	16	21	8	5	14	18	15	14	16
17:00	34	23	18	23	13	26	10	21	22	18
18:00	9	14	10	6	7	8	8	9	9	8
19:00	3	8	3	9	12	4	4	6	7	4
20:00	3	11	6	19	4	2	5	7	9	4
21:00	4	5	4	2	1	2	2	3	3	2
22:00	1	1	3	1	1	1	0	1	1	1
23:00	0	1	2	2	2	1	2	1	0	2
Total	178	199	190	150	130	118	129	156	169	124
% Heavy	21.3%	15.1%	16.3%	19.3%	11.5%	11.0%	5.4%	14.3%	16.1%	8.1%

3. Dowling Road (Western Highway – Pound Hill Road 2018)

Survey No.	9999	7 Day Total	530
Road	Dowling Rd	% Heavies	10.19%
STAT	52272 LOC's 52272	Weekday Total	394
Direction	Combined N-S	% Heavies	11.42%
Location	Btw Wester Hwy and Pound Hill Rd	Weekend Total	136
Period	Mon 07 May - Sun 13 May 18	% Heavies	6.62%

Day Date	Mon 7/05/2018	Tue 8/05/2018	Wed 9/05/2018	Thu 10/05/2018	Fri 11/05/2018	Sat 12/05/2018	Sun 13/05/2018	7 Day Average	Weekday Average	Weekend Average
AM Peak	10:00-10	09:00-15	08:00-9	08:00-10	08:00-12	08:00-7	08:00-5	08:00-9.3	08:00-10.6	08:00-6
PM Peak	17:00-13	12:00-10	15:00-12	21:00-12	16:00-9	12:00-17	15:00-7	12:00-7.7	15:00-8	12:00-9.5
00:00	0	0	1	0	1	1	1	0	0	1
01:00	1	0	0	1	0	1	3	1	0	2
02:00	1	0	1	1	0	1	0	1	1	1
03:00	0	0	1	0	0	3	1	0	0	2
04:00	0	0	1	0	1	0	0	0	0	0
05:00	2	1	1	1	2	1	0	1	1	1
06:00	4	3	1	2	1	1	2	2	2	2
07:00	4	5	7	8	5	3	2	5	6	3
08:00	8	14	9	10	12	7	5	9	11	6
09:00	2	15	5	4	1	4	5	3	2	5
10:00	10	6	4	4	3	7	4	5	5	6
11:00	8	5	3	5	7	5	4	5	6	5
12:00	8	10	8	5	4	17	2	8	7	10
13:00	4	3	7	3	3	3	1	3	4	2
14:00	8	3	4	7	4	5	4	5	5	5
15:00	9	7	12	9	3	5	7	7	8	6
16:00	8	7	9	5	9	3	6	7	8	5
17:00	13	4	3	8	4	5	2	6	6	4
18:00	4	2	5	2	3	7	6	4	3	7
19:00	1	1	4	2	3	3	3	2	2	3
20:00	1	5	1	5	1	6	2	1	1	1
21:00	3	0	1	12	5	3	2	1	1	1
22:00	1	1	3	7	4	1	0	0	0	1
23:00	0	1	2	2	1	2	4	0	0	1
Total	96	72	84	75	67	79	57	76	79	68
% Heavy	8.3%	9.7%	17.9%	20.0%	14.9%	7.6%	5.3%	10.2%	11.4%	6.6%

4. Dowling Road (Remembrance Drive – Blind Creek Road 2019)

Survey No.	9999							7 Day Total	1306		
Road	Dowling Rd							% Heavies	9.72%		
STAT	9999 LOC's 52345							Weekday Total	964		
Direction	Combined N-S							% Heavies	10.48%		
Location	Btw Remembrance Dr and Blind Creek Rd							Weekend Total	342		
								% Heavies	7.60%		
Period	Wed 01 May - Tue 07 May 19										
Day Date	Mon 6/05/2019	Tue 7/05/2019	Wed 1/05/2019	Thu 2/05/2019	Fri 3/05/2019	Sat 4/05/2019	Sun 5/05/2019	7 Day Average	Weekday Average	Weekend Average	
AM Peak	11:00-14	09:00-15	08:00-17	09:00-21	09:00-21	11:00-17	11:00-11	09:00-12.7	09:00-16.6	11:00-14	
PM Peak	16:00-23	18:00-19	16:00-20	18:00-24	18:00-23	12:00-31	15:00-21	18:00-17.4	18:00-20.4	12:00-24	
00:00	0	1	0	1	0	1	1	1	0	1	
01:00	1	0	2	0	1	3	4	2	1	4	
02:00	0	0	0	0	0	2	0	0	0	1	
03:00	0	0	1	0	0	0	0	0	0	0	
04:00	0	0	0	1	0	3	1	1	0	2	
05:00	2	2	2	0	2	0	1	1	2	1	
06:00	2	2	0	1	1	1	1	1	1	1	
07:00	7	7	7	12	6	7	2	7	8	5	
08:00	12	8	17	9	13	4	4	10	12	4	
09:00	11	15	15	21	21	3	3	13	17	3	
10:00	8	6	8	15	12	9	9	10	10	9	
11:00	14	11	12	7	7	17	11	11	10	14	
12:00	6	12	5	7	9	31	17	12	8	24	
13:00	10	9	7	9	12	10	11	10	9	11	
14:00	11	18	10	11	11	10	17	13	12	14	
15:00	10	14	11	8	15	16	21	14	12	19	
16:00	23	14	20	4	17	13	11	15	16	12	
17:00	13	17	20	15	21	14	15	16	17	15	
18:00	19	19	17	24	23	9	11	17	20	10	
19:00	11	9	16	10	16	15	9	12	12	12	
20:00	11	8	11	13	14	6	4	10	11	5	
21:00	2	12	4	6	8	3	1	5	6	2	
22:00	6	5	5	7	3	6	3	5	5	5	
23:00	3	3	2	3	2	1	1	2	3	1	
Total	182	192	192	184	214	184	158	187	193	171	
% Heavy	12.6%	12.5%	12.5%	4.9%	9.8%	7.1%	8.2%	9.7%	10.5%	7.6%	

5. Dowling Road (Blind Creek Road – McCartney’s Road 2019)

Survey No.	9999							7 Day Total	1309		
Road	Dowling Rd							% Heavies	13.22%		
STAT	9999 LOC's 52346							Weekday Total	997		
Direction	Combined N-S							% Heavies	13.24%		
Location	Btw Blind Creek Rd and McCartneys Rd							Weekend Total	312		
								% Heavies	13.14%		
Period	Wed 01 May - Tue 07 May 19										
Day Date	Mon 6/05/2019	Tue 7/05/2019	Wed 1/05/2019	Thu 2/05/2019	Fri 3/05/2019	Sat 4/05/2019	Sun 5/05/2019	7 Day Average	Weekday Average	Weekend Average	
AM Peak	09:00-11	09:00-16	08:00-19	09:00-20	09:00-22	10:00-11	11:00-9	09:00-13.3	09:00-17	11:00-10	
PM Peak	18:00-25	18:00-29	17:00-23	19:00-32	18:00-30	17:00-23	14:00-21	18:00-22.1	18:00-26.8	17:00-19	
00:00	0	1	0	2	0	3	0	1	1	2	
01:00	1	0	2	0	1	3	3	1	1	3	
02:00	0	0	0	0	0	2	3	1	0	3	
03:00	0	0	2	0	0	2	0	1	0	1	
04:00	0	0	1	1	0	2	1	1	0	2	
05:00	3	1	0	1	3	0	1	1	2	1	
06:00	5	2	5	3	4	1	1	3	4	1	
07:00	8	7	9	9	5	4	1	6	8	3	
08:00	6	4	19	5	10	2	4	7	9	3	
09:00	11	16	16	20	22	5	3	13	17	4	
10:00	7	7	8	7	10	11	5	8	8	8	
11:00	10	12	9	8	8	11	9	10	9	10	
12:00	6	12	4	2	6	13	7	7	6	10	
13:00	13	9	6	9	14	10	10	10	10	10	
14:00	11	15	8	18	11	11	21	14	13	16	
15:00	10	14	15	16	12	13	17	14	13	15	
16:00	14	17	16	10	24	16	18	16	16	17	
17:00	15	14	23	23	22	23	15	19	19	19	
18:00	25	29	23	27	30	9	12	22	27	11	
19:00	8	8	22	32	17	16	9	16	17	13	
20:00	9	8	10	8	11	3	2	7	9	3	
21:00	3	7	3	4	4	1	0	3	4	1	
22:00	5	5	3	4	2	5	2	4	4	4	
23:00	1	3	2	3	1	1	1	2	2	1	
Total	171	191	206	212	217	167	145	187	199	156	
% Heavy	15.2%	10.5%	16.0%	9.4%	15.2%	12.0%	14.5%	13.2%	13.2%	13.1%	

6. Dowling Road (McCartney's Road – Western Highway 2019)

Survey No.	9999	7 Day Total	1119
Road	Dowling Rd	% Heavies	21.98%
STAT	9999	Weekday Total	855
	LOC's 52347	% Heavies	22.57%
Direction	Combined N-S	Weekend Total	264
Location	Btw McCartneys Rd and Western Fwy	% Heavies	20.08%
Period	Wed 01 May - Tue 07 May 19		

Day Date	Mon 6/05/2019	Tue 7/05/2019	Wed 1/05/2019	Thu 2/05/2019	Fri 3/05/2019	Sat 4/05/2019	Sun 5/05/2019	7 Day Average	Weekday Average	Weekend Average
AM Peak 09:00-9 14:00-17	09:00-9 14:00-17	09:00-20 17:00-23	11:00-10 18:00-27	09:00-12 15:00-40	09:00-21 18:00-24	10:00-7 14:00-14	07:00-23 16:00-16	09:00-11.1 18:00-17.1	09:00-14 18:00-20.6	07:00-11.5 16:00-15
00:00	0	1	0	2	0	2	2	1	1	2
01:00	1	0	2	0	2	3	3	2	1	3
02:00	0	0	0	0	0	2	3	1	0	3
03:00	1	0	1	0	0	1	1	1	0	1
04:00	0	1	1	1	0	2	1	1	1	2
05:00	2	1	0	2	2	0	1	1	1	1
06:00	3	2	6	0	0	0	2	2	2	1
07:00	7	5	8	6	6	0	23	8	6	12
08:00	8	13	9	10	5	4	1	7	9	3
09:00	9	20	8	12	21	4	4	11	14	4
10:00	6	7	3	9	12	7	10	8	7	9
11:00	7	13	10	6	7	7	8	8	9	8
12:00	8	14	2	7	4	7	7	7	7	7
13:00	10	10	3	5	10	6	8	7	8	7
14:00	17	12	7	13	7	14	7	11	11	11
15:00	10	13	14	40	12	12	9	16	18	11
16:00	13	20	5	10	15	14	16	13	13	15
17:00	12	23	16	24	21	14	9	17	19	12
18:00	13	17	27	22	24	8	9	17	21	9
19:00	3	6	6	24	8	12	2	9	9	7
20:00	12	3	8	9	2	1	2	5	7	2
21:00	9	1	5	2	1	2	5	4	4	4
22:00	2	4	3	4	1	6	0	3	3	3
23:00	1	0	1	1	1	2	1	1	1	2
Total	154	186	145	209	161	130	134	160	171	132
% Heavy	28.6%	15.6%	26.2%	14.8%	31.7%	16.9%	23.1%	22.0%	22.6%	20.1%

As detailed within these traffic counts, the threshold of 250 vehicle per day has not been met and as such it is considered contrary to the currently adopted Council policy to recommend the sealing of Dowling Road at this point in time.

That said, there is a history of one fatal accident on this stretch of road and there is other evidence provided by submitters at the time the petition was received by Council of dangerous conditions on the road. Further, the maintenance history of this road is such that it does require significant investment with regular gradings over a calendar year.

In light of the unique nature of Dowling Road, whilst not meeting the thresholds for sealing, it is recommended that detailed design for the complete reconstruction inclusive of sealing be undertaken to inform immediate construction works to address the crest at the northern end of the road, widen the pavement at this point, and to also define the ultimate culvert location and design at the railway end of this stretch of Dowling Road.

Further the completion of this design will allow Council to pursue funding opportunities that may assist in augmenting Council's Capital Program given the quantum of money required to deliver a completely reconstructed and sealed Dowling Road.

Finally, as detailed within the Rural Road Hierarchy policy a review of the sealing of gravel roads policy to be undertaken and presented to Council during 2019.

LEGISLATION, COUNCIL PLAN, STRATEGIES AND POLICY IMPACTS

- *Charter of Human Rights and Responsibilities Act 2006*
- City of Ballarat Council Plan 2017 – 2021

REPORTING AND COMPLIANCE STATEMENTS

Implications	Considered in Report?	Implications Identified?
Human Rights	Yes	No
Social/Cultural	Yes	Yes
Environmental/Sustainability	Yes	Yes
Economic	Yes	Yes
Financial/Resources	Yes	Yes
Risk Management	Yes	Yes
Implementation and Marketing	Yes	Yes
Evaluation and Review	Yes	Yes

Human Rights – It is considered that this report does not impact on any human rights identified in the *Charter of Human Rights and Responsibilities Act 2006*.

Social/Cultural – Dowling Road is clearly a significant part of the community in this area immediately west of urban Ballarat and is recognised as such in Council’s adopted policy position as a future collector road.

Environmental/Sustainability – The recommended approach to undertake a design for the ultimate road will deliver a clear direction from an environmental perspective.

Economic – There is recognition of the benefits of the fully constructed Dowling Road and as a link between Remembrance Drive and the Western Highway may well assist in funding submissions based around jobs and economic development which initial advice from Regional Road Victoria are the likely criteria for further funding rounds.

Financial/Resources – As detailed within the body of the report it is not in accordance with Council’s adopted policy to support the sealing of the road at this point, however the review of maintenance spend ongoing will need to be undertaken to ensure that Council’s decisions are fully informed moving forward.

Risk Management – In recognition of the risk raised by submitters, it is recommended that the complete design be undertaken and initial works to address the key danger points of the crest in the northern end of the road and culvert at the southern end be undertaken as a priority.

Implementation and Marketing – Following a decision, the petitioners will be advised of Council’s resolution.

Evaluation and Review – As detailed within the body of the report the maintenance spend, traffic numbers and risk profile will continue to be monitored to determine further decisions in respect to this stretch of rural road.

CONSULTATION

There will be ongoing consultation with the submitter group.

OFFICERS DECLARATIONS OF INTEREST

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this Report.

REFERENCE DOCUMENTS

- Rural Road Hierarchy Review
- Sealing Gravel Roads Policy

ATTACHMENTS

1. 22 June 2016 Attachments Agenda [**10.1.1** - 47 pages]



Review of the Council Rural Road Hierarchy

February 2016



TABLE OF CONTENTS

Table of Contents.....	2
EXECUTIVE SUMMARY	1
1 INTRODUCTION	4
2 BACKGROUND	5
2.1 THE ROAD NETWORK.....	5
2.1.1 General.....	5
2.1.2 Urban Networks.....	5
2.1.3 Rural Networks.....	5
2.1.4 Victoria	6
2.1.5 Ballarat	6
2.2 ROAD MANAGEMENT ACT 2004	7
2.2.1 The Act	7
2.2.2 Council is a Road Authority	7
2.3 OPERATION OF THE ROAD MANAGEMENT ACT	8
2.3.1 Road Management Plan.....	8
2.3.2 Road Register	8
2.3.3 Road Hierarchy.....	8
2.3.4 Road Segments.....	9
2.3.5 Level of Service	9
2.3.6 Inspection and Intervention levels.....	9
2.3.7 Design Standards.....	10
3 ROAD HIERARCHY.....	10
3.1 REVIEW.....	10
3.2 'TRACKS'	15
3.2.1 General.....	15
3.2.2 Fire Access Tracks.....	15
3.3 PROPERTY DEVELOPMENT	16
3.4 CHANGING THE CLASSIFICATION OF A ROAD	16
4 DESIGN STANDARDS INCLUDING TYPE CROSS SECTIONS	17
4.1 DESIGN CONSIDERATIONS	17
4.2 BUS ROUTES.....	17
4.3 RECOMMENDATIONS.....	19
4.4 GENERAL	19
4.5 PAVEMENT	20
4.5.1 General.....	20
4.5.2 Pavement Depth	20

4.6 RECOMMENDATIONS..... 21

5 RECLASSIFICATION OF THE UNSEALED ROAD NETWORK 22

5.1 RECOMMENDATIONS..... 22

5.2 CONDITION SURVEY 23

5.3 COSTS 25

5.3.1 General.....**Error! Bookmark not defined.**

5.4 RECOMMENDATIONS..... 25

GLOSSARY..... 1

REFERENCES 1

VOLUME 2**Error! Bookmark not defined.**

APPENDIX A..... 2

APPENDIX B.....**Error! Bookmark not defined.**

EXECUTIVE SUMMARY

The City of Ballarat has prepared this report to review the rural road hierarchy.

The review deals with a number of elements including, but not limited to, local access classifications, unsealed roads and strategic routes.

It specifically includes;

- A list of revised definitions for local Access Roads for rural categories.
- Recommended design standards including typical cross sections for the revised definitions suitable for incorporation in the Infrastructure Design Manual.
- Recommended service levels for rural unsealed roads (for each of the defined classifications) expressed in terms of surface material depth and intervention levels to sustain those levels of service.
- A costed routine and periodic maintenance schedule (based on reviewed classifications) for the rural unsealed road network.
- A review of evolutionary changes impacting on the network including functionality, land development, strategic planning and any anomalies or policy misalignment detected in the current Rural Road Hierarchy.
- Recommended variations to the Rural Road Hierarchy for Council consideration.
- Recommended a staged capital improvement program, including costings, for identified road classification upgrades.
- Incorporate proposed changes in an updated Rural Road Hierarchy document suitable for public exhibition and council endorsement.
- An updated policy on sealing of unsealed roads

The review takes into consideration the Road Management Act 2004 which came into operation on 1 July 2004. The Act was developed to provide a more efficient and safer Victorian road network.

The Act is based on the following key principles:

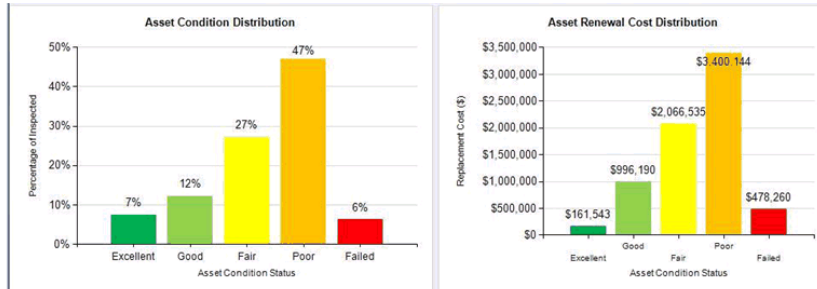
- Clear allocation of road asset ownership and management;
- Established processes and accountabilities for policy decisions and performance standards;
- Provision of operational powers to achieve targets and performance standards; and
- Clarification of civil liability laws for the management of roads.

Under the Act, Council is a Road Authority, and must

- Ensure that a safe and efficient network of roads is provided primarily for travel and transport and that road reserves are available for other appropriate uses.
- May determine the standard to which it will construct, inspect, maintain and repair roadways, pathways, road infrastructure and road related infrastructure.

The City of Ballarat is currently responsible for 356 km of unsealed roads of which 310 km are rural roads. A condition survey of pavement depth of 413 road segments totalling 302 km, shows 52 road segments totalling 19 km rated as 'Failed', and 189 road segments totalling 142 km are rated as 'Poor', all being Local Access Roads. This means that 51.9% of unsealed rural roads are in an unsatisfactory condition.

Feature Type	Total Length (km)	Asset Condition				
		Excellent	Good	Fair	Poor	Failed
RS-Unsealed	302 km	22 km (7%)	37 km (12%)	82 km (27%)	142 km (47%)	19 km (6%)
Total	302 km	22 km	37 km	82 km	142 km	19 km



Council currently provides a measurable Level of Service of its roads that is designed to meet community expectations within legislative requirements and available resources. The condition of unsealed roads needs to meet the Level of Service accepted by the community.

The Level of Service on a road within the network will depend on the function of that road. Roads that serve a transport and mobility function and carry high volumes of passenger and freight vehicles require a higher Level of Service than roads that provide a property access function only. The means of determining the Level of Service for each road is the Road Hierarchy which classifies each road dependent on its traffic and mobility function and its property access function. The road hierarchy was last updated in 2006, and this review recommends some changes to classifications and definitions. In addition, criteria to determine the classification of a road has been developed to make the process more objective. Out of the 310 km of unsealed rural roads, the review identified 70.5 km of roads that could be re-classified reflecting their current use in the hierarchy, leaving 239.5 km of roads classified as Primary Access (new classification) or higher classification.

Each classification within the road hierarchy will have its own design standard to enable the appropriate Level of Service to be delivered according to its function. The City of Ballarat is a member of the Infrastructure Design Manual (IDM) which provides design standards in the form of typical cross sections. In addition Council has some of its own typical cross sections. These design standards are applied to new developments and upgrades of existing roads. In line with the revised classifications and with reference to the IDM, typical cross sections have been developed.

Council’s Road Management Plan sets intervention levels for maintenance activities. For unsealed road pavements, potholes, corrugations and loss of pavement material are responsible for the bulk of maintenance resources. Maintenance is carried out primarily on a reactive basis, that is, when intervention levels are met.

Council’s current budget for capital maintenance (resheets) for the current financial is \$710,187. The current rate for resheeting is approximately \$33,600 per km, enabling approximately 21.1km of resheeting per annum. The 310 km of unsealed rural roads under the current road hierarchy could be resheeted on average every 14.7 years. The current hierarchy has been reviewed, and 70.5 km of unsealed rural roads have been identified which can be downgraded. At the current rate of resheeting 21.1 km per annum, the remaining 239.5 km could then be resheeted on

average every 11.3 years. The maintenance regime is recommended to be reactive to ensure higher order / higher use roads receive a requisite level of maintenance.

Under the existing hierarchy, 51.9%, or approximately 161 km, of unsealed rural roads have been assessed with a pavement depth condition of Poor or Failed. Under the proposed hierarchy changes recommended in this report, the percentage of Poor or Failed pavement depth condition remains almost unchanged at 51.8%, but the total length of road in this condition is reduced to approximately 124km. It is estimated that a capital injection of \$736,800 (indexed) per annum is required for the next seven years to restore the road network.

Council's budget for recurrent maintenance of unsealed pavements for the current financial year is \$775,717. It is calculated that the reclassification of 70.5 km of unsealed roads under the proposed hierarchy, can lead to an estimated saving of approximately \$176,413 per annum. This saving should be offset against the additional capital expenditure leaving a net additional expenditure of \$560,387 per annum. As the additional capital expenditure takes effect, there should be a considerable saving in patching and pothole maintenance.

	RURAL (km)
DOWNGRADE	
Primary Access to Secondary	70.5
UPGRADE	
Local Access to Collector	23.5

1 INTRODUCTION

The review deals with a number of elements including, but not limited to, local access classifications, unsealed roads and strategic routes.

It specifically includes;

- A list of revised definitions for Local Access Roads for rural categories.
- Recommended design standards including type cross sections for the revised definitions suitable for incorporation in the Infrastructure Design Manual.
- Recommended service levels for rural unsealed roads (for each of the defined classifications) expressed in terms of surface material depth and intervention levels to sustain those levels of service.
- Reclassification of the rural unsealed road network.
- A review of evolutionary changes impacting on the network including functionality, land development, strategic planning and any anomalies or policy misalignment detected in the current Road Hierarchy.
- Recommend variations to the Road Hierarchy for Council consideration.
- Incorporate proposed changes in an updated Rural Road Hierarchy document suitable for public exhibition.

2 BACKGROUND

The City of Ballarat is located approximately 80 kms west north west of Melbourne and covers an area of 740 km². The urban boundary of the city covers approximately 90 sq km or approximately 12% of the municipality. Ballarat is Victoria's fourth largest city, and fastest growing regional city. The population recorded in the 2011 census was 95,007. The forecast population for 2031 is 128,333, an increase of 35%, or 33,326 from 2011.

The Ballarat West Employment Zone and Urban Growth Zone to the west and south-west of Ballarat will accommodate this growth, along with the designated site for the approved saleyards to the north west of the city.

Western Freeway and Midland Highway pass through the City whilst Sunraysia Highway and Glenelg Highway start within the municipality.

Ballarat is served by Victoria's broad gauge rail network with passenger services to Melbourne, Maryborough and Ararat, and freight services to those locations plus Geelong and Mildura.

Major industries are manufacturing, health, retail, education and construction, comprising approximately 60% of all employment. The agriculture, forestry and fishing sector comprises 10% of total employment, forecast to reduce to 1.5% by 2026.

2.1 THE ROAD NETWORK

2.1.1 General

A road network is a system of roads that connect places to other places within a defined area, i.e. national, state, municipal, regional, urban or rural.

The road network is the primary infrastructure for the movement of people and goods. Most people need to travel to get to work or to conduct business, to attend education or leisure activities. Movement of goods includes both large freight consignments and lighter distribution loads, and the efficiency of their movement affects the cost of goods.

According to Austroads, road transport accounted for 95% of the urban passenger transport task (measured in passenger-kilometres of travel) in Australia in 2003, 74% of the non-urban task and 37% of the domestic freight task (measured in tonne-kilometres (Austroads 2005).

2.1.2 Urban Networks

The following is an extract from Austroads Guide To Traffic Management Part 4: Network Management.

Urban road networks are characterised by significantly higher traffic volumes than rural networks. Analysis of 2003 data (Austroads 2005) shows an urban/rural ratio of around 13:1 averaged across Australia. Further, in urban areas arterial roads comprise 18% of the urban road networks (measured in lane-km of road), but carry almost 72% of the travel. It is not surprising then that the focus of mobility issues in traffic management, particularly congestion management, lies with arterial roads.

2.1.3 Rural Networks

The following is an extract from Austroads Guide to Road Design Part 2

Rural road networks are characterised by lower traffic volumes than urban networks, higher operating speeds, longer average trip lengths, particularly on the arterial road component of the network, lower connectivity (the degree to which streets or areas are interconnected and easily accessible to one another) and lower abutting development density.

Analysis of 2003 data (Austroads 2005) shows that the proportions of travel occurring on rural arterial and rural local roads respectively are similar to those on urban roads, with rural arterials comprising around 16% of the road length but carrying 74% of the rural travel. The significant difference is that the rural traffic densities are, on average, only 8% of the urban densities.

2.1.4 Victoria

The road network in Victoria is comprised of the types of road set out in **Table 2.1.1**.

Type of Road	Responsible Authority / Organisation	Description
National highways	VicRoads.	The major road routes which connect the state capitals, and nominated major cities and jointly funded by the federal government and the respective state government.
Freeways and arterial roads	VicRoads	Provides a principal route for the movement of people and goods; between major regions, towns, major transport terminals and activity centres of the State, across or around cities; or Is a major route for public transport services; or Has State-wide economic or tourism significance or Provides necessary connections between arterial roads
Municipal roads	Council	Non-state roads that provide access from property to; the arterial network, towns and town centres, and other property connect towns to: other towns, and the arterial network
Non-arterial state roads	Government authorities such as DEPI	A state road that is not a freeway or arterial road.
Toll roads	Private operator	Freeways built and operated as public roads via specific legislation.

2.1.5 Ballarat

Ballarat has an extensive road network incorporating Council controlled / managed roads and major VicRoads managed highways.

Freeways and arterial roads managed by VicRoads within the City of Ballarat shown in **Table 2.1.1**.

TABLE 2.1.1 ARTERIAL ROADS WITHIN CITY OF BALLARAT

Freeways & Highways	Arterial Roads	
Western Fwy (M8)	Ballarat Maryborough Rd (C287)	Norman St (part)
Western Hwy (A8)	Delacombe Wendouree Rd (C307)	Barkly St (part)
Midland Hwy (A300)	Ballarat Burrumbeet Rd (C805)	Grant St
Sunraysia Hwy (B220)	Ballarat Carngham Rd (C296)	
Glenelg Hwy (B160)	Ballarat Daylesford Rd (C292)	
	Drummond St (C305)	
	Ballarat Buninyong Rd (C294)	
	Mt Clear Sebastopol Rd (C295)	

Note: Some arterial roads comprise a number of, and part of roads known by local road names. These are not identified here.

2.2 ROAD MANAGEMENT ACT 2004

2.2.1 The Act

The Road Management Act 2004 came into operation on 1 July 2004. The Act was developed to provide a more efficient and safer Victorian road network, and is the result of extensive stakeholder and community consultation.

The Act is based on the following key principles:

- clear allocation of road asset ownership and management;
- established processes and accountabilities for policy decisions and performance standards;
- provision of operational powers to achieve targets and performance standards; and
- clarification of civil liability laws for the management of roads.

2.2.2 Council is a Road Authority

Council, as a local government authority, is a Road Authority under the Act.

As a road authority, Council;

- Must ensure that a safe and efficient network of roads is provided primarily for travel and transport and that road reserves are available for other appropriate uses.
- May determine the standard to which it will construct, inspect, maintain and repair roadways, pathways, road infrastructure and road related infrastructure. The standard may be determined;
 - as a policy or policy decision, or
 - in a road management plan.

Council has a statutory duty to inspect, maintain and repair a public road for which it is the responsible authority, and must consider the following;

- the character of the road and the type of traffic that could reasonably be expected to use the road;
- the standard of maintenance and repair appropriate for a road of that character used by traffic of that type;
- the state of repair in which a reasonable person would have expected to find a road or infrastructure of that character.

2.3 OPERATION OF THE ROAD MANAGEMENT ACT

2.3.1 Road Management Plan

Council has determined that the standard to which it will construct, inspect, maintain and repair roadways, pathways, road infrastructure and road related infrastructure shall be in a road management plan. The current road management plan is Version 4, dated July 2013. To be reviewed in 2016.

The plan identifies a level of service that meets community expectations, and risk management based on requests, inspection, intervention levels and response.

2.3.2 Road Register

Under the Road Management Act, a road authority must keep a register of public roads specifying the roads in respect of which it is the coordinating road authority.

The register must contain a number of details including (but not limited to);

- the name of each public road or, if a road is unnamed, a description which enables the particular road to be easily identified;
- the classification, if any, of the public road;
- any ancillary areas.

It does not include roads that Council has made a decision that the road is no longer reasonably required for general public use.

Council's road register is a referenced document to the road management plan.

2.3.3 Road Hierarchy

A road network contains roads that provide differing functions, ranging from the primary connection between capital cities to unmade tracks, providing different combinations of mobility and access.

A road hierarchy is a classification system which identifies the function of each road. It provides a basis for establishing the policies which will guide the management of the road, by grouping roads together into categories according to their intended service or qualities. It allows a road authority to set standards, and allocate the resources to construct and maintain an efficient and safe road network.

Austroads Guide to Traffic Management Part 1 states:

"The mixture of functions met by roads across a network is usually expressed as a functional hierarchy. The basis of a traffic management plan for a road network is the development of an agreed road hierarchy by means of which roads can be classified according to their existing, or their intended, function. Road management to pursue operational, safety or other (e.g. amenity) benefits – by design, traffic management, and/or other remedial action – must take account of the functional hierarchy of roads within the network.

The function of a road is reflected in traffic characteristics such as volume, speed, and mix of vehicular and non-motorised traffic. The function should also be reflected in the physical characteristics of the road, such as formation width, number and width of lanes, proximity and protection of potential hazards.

Roads, generally, are classified on the basis of how they currently operate, but consideration should also be given as to how they are expected or desired to function in the future, in terms of

the relative significance of the traffic function versus the land access function for a particular road, and its desirable operating speeds and traffic volumes.”

Roads provide other functions including for bicycle and pedestrian use.

Within local government authorities, nationally and on a state-wide basis, there is a large variation in road hierarchy classification. Terminology, criteria and levels of hierarchy vary greatly.

2.3.4 Road Segments

A road may vary in its classification as traffic increases or decreases over its length. Changes in road function usually occur at an intersection as traffic enters or leaves one road, but may occur mid-block, at a major commercial traffic generator, or the last house along a road.

2.3.5 Level of Service

The Level of Service is the defined service quality for a particular activity, i.e. roads, footpaths etc., against which service performance may be measured. Roads of a higher classification will require a higher level of service which may be due to higher traffic volumes, higher vehicle speed, higher commercial traffic volume, or other factors, to reduce the risk to the road authority.

Service levels usually relate to quality, quantity, reliability, responsiveness, environmental acceptability and cost (IPWEA, 2006).

Council has identified and developed its Levels of Service in its Road Management Plan from:

- Acquired knowledge of key infrastructure issues;
- Customer expectations;
- Council’s Policies, Goals and Strategies;
- Legislative requirements and standards; and
- Available resources (funding levels, staffing, asset capacity).

The process of identifying the appropriate Levels of Service has been documented in Council’s Asset Management Strategy.

2.3.6 Inspection and Intervention levels

Council has developed a system set out in the Road Management Plan for assessing risk through a three step process as follows;

1. Inspect the asset.
2. Identify what is outside Intervention Level.
3. Implement the appropriate action within the required response time.

Inspections are classified into three types;

- Reactive Inspections, where council is notified of an incident or event.
- Programmed Defect Inspection, programmed to identify any defects or hazards outside the approved tolerances.
- Programmed Condition Inspections, programmed to identify any deficiencies in the structural integrity of the assets, which if untreated are likely to negatively affect the asset values.

The intervention level is a predetermined value for a foreseeable defect. The response time is based on the hierarchy of the road

The required response time is the maximum time from the time the defect is recorded to the completion of routine maintenance. For some defect types, the response time can be extended by implementing appropriate warnings.

2.3.7 Design Standards

Using the road hierarchy, Council can set design standards that allow each classification of road to fulfil its role in the road network in a safe and efficient manner and, deliver best value to the community.

Council has adopted some typical cross sections which show lane, shoulder, kerb and channel, and footpath widths which provide the basis to design a road. Engineering principles are applied to other elements of a road such as structures, pavement strength, drainage, lighting, signage etc. where conditions may vary from site to site.

3 ROAD HIERARCHY

3.1 REVIEW

It is recommended that the rural road classifications be based on revised definitions and a set of criteria to determine the function of each road.

The criteria to determine the classification of a road is based on:

- Definition of the function of the road
- Measured use - for example, road count and survey data;
- Strategic importance - for example, choosing a preferred route between roads that duplicate each other. In particular, the road categories reflect their usage by passenger vehicles, road freight transport and value in supporting towns, communities, tourism, and business.

The classifications and definitions for the rural road network are shown below in Table 3.1.1.

The criteria used to determine the function of a road are set out in Table 3.1.2.

The values or requirements of each criteria are set out in Table 3.1.3.

TABLE 3.1.1 DEFINITIONS TO BALLARAT RURAL ROAD HIERARCHY

Road Classification RURAL	Definition
Arterial Road	Not Applicable - These roads are the responsibility of other Road Authority and are not included in the hierarchy
Link Road	Roads other than arterial roads that link significant destinations ¹ and are designed for efficient movement of people and goods between and within regions. Also provide property access ² . Link Roads may consist of a number of roads which form a route.
Collector Road	Roads other than arterial or link roads that connect a substantial number of local roads and streets to higher order roads, or to significant destinations, and provide property access and movement of traffic within local areas.
Primary Access Road	Roads other than arterial, link or collector roads, that provide access to the street address of occupied properties ³ .
Secondary Access Rd	Roads other than arterial, link, collector or primary access roads that provide access to properties other than to the street address, or access to non-occupied/ abutting properties ⁴ .
Ancillary Area	An area of land owned or managed by the coordinating road authority to be maintained by a responsible road authority as ancillary to a public road; Includes shared pedestrian / vehicle access roads, car parks, rest areas, scenic lookouts and car parking areas, and indented bus stop on arterial road that are separated from the carriageway by a kerb.
Track (Unformed Road)	A road reserve that may have an unconstructed path created by occasional vehicles
Unused Road Reserve	Road reserve that is unmade and unused, but not declared.
Declared Unused	Road reserve that is declared unused. Responsibility reverts to DEPI (may be leased)

Notes:

1. Significant destinations include aerial roads, towns, major tourist attractions, and places of significance (usually significant traffic generators i.e. CBD's, universities, major hospitals).
2. Property means an area of land with its own title.
3. Occupied property means a property which is occupied for residential purposes or commercial purposes where workers attend for work on a number of days per week bases.
4. Non-occupied means a property which is not occupied for residential purposes or commercial purposes where workers attend for work on a number of days per week bases.

TABLE 3.1.2 ROAD HIERARCHY CRITERIA DEFINITIONS

Criteria	Definition
Primary Criteria: A road, or road section, must meet all of these criteria to qualify for the category.	
Degree of Connectivity	The strategic network importance of a road based on an assessment of the destination to destination capability of a road. Higher level destinations include high population centres (cities, large towns), CBD's, major facilities, and freeways and major arterial roads. Lower level destinations, include non-residential areas (farm paddocks, forest tracks, etc), no-through road residential streets etc.
Predominant Purpose	Whether the road serves a traffic movement or property access purpose. A road authority may determine that one of a group of similar roads serve a higher (or lower) traffic movement function and be funded accordingly.
Secondary Criteria Used as indicators of the likely characteristics of a road designated under a particular road type. Ideally, a road should have all of these characteristics, but it is recognised that is unlikely to occur in a number of instances, particularly for traffic volumes in rural areas.	
Traffic Volume	24 Hour traffic volume on a road
CVpd	Commercial traffic volume per day. Pavement design is based on "Equivalent Standard Axles" of 8.2 Tonne per axle.
Destination	Rural Destinations include towns with a minimum population of 200, major tourist attractions and places of significance.
All-weather surface	A sealed or unsealed granular pavement that is trafficable in all weather conditions
Bus Route	A road that is designated for use by public transport buses, including school buses
Intersecting Roads	The number of intersecting roads along a road or route, which indicates its ability to distribute traffic to other roads
Intersection Treatment	Generally sets out the priority of a road over another road of a different classification, and Statcon treatment (Stop/Give Way)
Higher Mass Limit or B-double route	A road that is a gazetted arterial and municipal roads suitable for Higher Mass Limits or, Class 2 B-Doubles and Class 3 B-doubles operating under Victoria's Livestock Loading Scheme, as shown on maps available from VicRoads. Also includes local roads that Council may issue a permit for the use of such a vehicle.
Availability of alternative route	The availability of to access an equivalent road in the event of a temporary road closure
Impact to community if road temporarily closed	A broad description of the impact on the community in the event of a road closure

TABLE 3.1.3 ROAD HIERARCHY CRITERIA VALUES

Criteria	Link	Collector	Primary Access ³	Secondary Access	Track	
Primary Criteria¹						
Degree of Connectivity	Roads linking significant destinations ⁴	Roads that connect local roads and streets to higher order roads.				
Predominant Purpose	Efficient movement of people and goods between and within regions.	Property access and movement of traffic within local areas.	Primary vehicle access to abutting occupied properties.	Access to abutting properties other than the primary access, or access to non-occupied abutting properties	Used by occasional vehicles.	
Secondary Criteria²						
Traffic Volume ⁵	Rural	> 800	80 – 800 ⁶	5 - 80 ⁶	2 - 5	≤ 1
CVpd	Rural	> 80	20 - 80	< 20	NA	NA
Destination ⁴	To and From Significant Destination	To Significant Destination	Not Required	Not Required	Not Required	
Through traffic	Always	Usually	Sometimes	Rarely	Never	
All weather surface	Always	Always	Always	Sometimes	Never	
Bus Route	Usually	Usually	Sometimes	Never	Never	
Intersecting Roads	Many	Many	Some	Few	NA	
Intersection Treatment	Controlled - priority route, allows commercial movements	Controlled - priority route	Controlled	Minor measures	Uncontrolled	
Higher Mass Limit or B-double route	Yes, where current road conditions permit	Possible, Commercial source to nearest link or arterial	Exceptional circumstances	Never	NA	
Availability of alternative route	Usually significant or complex detour.	Local detour usually available	Easy. If no through road, alternative access may not be available	Usually none	Not required	
Impact to community if road temporarily closed	Major	Moderate	Minor	Insignificant	None	

Notes to Table 3.1.3.

- The type designated to each road should represent the role that the road is intended to perform. It may not necessarily reflect the current conditions on the road.
- 'Unused Road Reserve' and 'Declared Unused' are not included as there are no selection criteria other than meeting the definition.
- 1. Primary Criteria: A road, or road section, must meet all of these criteria to qualify for the category.
- 2. Secondary Criteria: Criteria used as indicators of the likely characteristics of a road designated under a particular road type. Ideally, a road should have all of these characteristics, but it is recognised that is unlikely to occur in a number of instances, particularly for traffic volumes in rural areas.
- 3. A route of minimum Primary Access standard must be provided to all occupied residential and commercial premises that operate normal working hours, from a higher order road.
- 4. Destinations are significant destinations;
 - Rural Destinations include towns with a minimum population of 200, major tourist attractions and places of significance.
- 5. Traffic volumes are based on City of Ballarat traffic volumes and patterns. Note that the volumes differ to IDM classification volumes in part due to IDM applying to a design network with little or no consideration to a long established network.
- 6. Note Council's application of the adopted policy in respect to sealing gravel roads is not reliant on a collector road meeting maximum traffic volumes (i.e. 800 vehicles per day). Sealing of gravel roads will be determined based on specifics of the adopted policy.

3.2 'TRACKS'

3.2.1 General

Under the Local Government Act, Councils have the care and management of—

- all public highways vested in the Council,
- all roads subject of a Council declaration that the roads are reasonably required for public use to be open to public traffic.,
- all public highways on Crown land and roads vested in a Minister (other than freeways and arterial roads and public highways and roads vested in a public authority),
- all roads that the Council has agreed to have the care and management of.

Under the Road Management Act, a road authority must keep a register of public roads specifying the roads in respect of which it is the coordinating road authority.

In addition, under the Act, a road authority must remove a road from its register of public roads if the road authority has made a decision that the road is no longer reasonably required for general public use.

3.2.1.1 Public Road

A Public Road is a road which the road authority has made a decision that the road is reasonably required for general public use.

3.2.1.2 Public Highway

A Public Highway is any area of land that is a highway for the purposes of the common law. At common law, it is a way over which all members of the public have a right to pass and re-pass and therefore includes a footpath over which the public right of passage is on foot.

3.2.2 Fire Access Tracks

The road hierarchy classification 'Track' should not be confused with the use of the classification of 'Fire Access Track' by other road authorities. Council has no legal obligation to provide and maintain fire access tracks.

The Country Fire Authority website states;

"Fire access roads should be planned to overcome deficiencies in the permanent road network. They should facilitate a rapid and concentrated response to areas where the application of these two principles will be critical to early containment of an outbreak of fire, and where road access is limited and off road operation of two wheel drive firefighting vehicles would be difficult."

If Council elects to maintain roads for the purpose of fire fighting vehicle access as a community service, that particular function should be attached to that road in the road register, and not as a separate hierarchal class.

A definition for Fire Access Track should be included in Council's Road Management Plan. It should be noted that;

- all constructed roads should provide fire access, but some narrow Local Access Roads may not allow large vehicles past parked cars for example..
- DEPI is the responsible authority for providing fire-fighting access to Crown land.

Funding is available to municipalities under the Fire Access Road Subsidy Scheme Subsidies for the construction and maintenance of fire access roads or construction of static water supplies. The

scheme is a State Government funded subsidy scheme administered by CFA, and funding is provided annually.

3.3 PROPERTY DEVELOPMENT

Where a residence or commercial development is proposed resulting in the re-classification of a road, the developer should meet the cost of upgrading that road, if required, to a higher design standard.

In rural areas, it is common for a house located at the intersection of two roads to have the vehicle entrance from the side road. For existing properties, the status quo should remain, whilst for new developments, the developer should meet the cost of upgrading the road to Primary Access where required.

3.4 CHANGING THE CLASSIFICATION OF A ROAD

The classification of roads should be reviewed as circumstances changes and different criteria are met. This step should be applied equally to upgrading the status of a road, as well as downgrading. Review of road classifications will be undertaken on a 2 yearly basis.

A further review of rural roads may be required to upgrade / downgrade roads to provide a structured network, as opposed to 'shortest route' to provide the most cost effective, but service based, network.

It is important that road segments reflect the function of a road, and if necessary, a road segment may end mid-block.

Recommendations:

- i. Road hierarchy classifications be amended to Link, Collector, Primary Access, Secondary Access, Ancillary Area and Track.
- ii. The definitions for road hierarchy classifications shown in Tables 3.1.1 and 3.1.2 be adopted
- iii. 'Track' be included in Council's road hierarchy as a classification. Tracks are not recorded in the Road Register.
- iv. The selection criteria to determine a road's classification, shown in Table 3.1.3 be adopted.

4 DESIGN STANDARDS INCLUDING TYPE CROSS SECTIONS

4.1 DESIGN CONSIDERATIONS

Design standards provide the minimum criteria that allow a safe and efficient road network to be developed. Funding for road construction and maintenance is limited and it is imperative that the constructed form of the road reflects its classification under the road hierarchy. Therefore, the design of a road must address its function in regards to the traffic movement / mobility function and the access function.

Typical cross sections show lane, shoulder, kerb and channel, and footpath widths which provide the basis on which to design a road. Engineering principles, provided in a range of technical journals and texts, are applied to other elements of a road such as structures, pavement strength, drainage, lighting, signage etc. where conditions may vary from site to site.

TABLE 4.1.1 PROPOSED BCC CLASSIFICATIONS AND EQUIVALENT IDM CLASSIFICATIONS

	Proposed Ballarat Classification	IDM Classification
	Link Road	Rural Living Collector Road (<i>only if connecting significant destinations</i>)
RURAL ROADS	Collector Road	Rural Living Collector Road Low Density Residential Collector Road
	Primary Access Road	Rural Living Access Road Rural Living or Low Density Residential Low Density Residential Access Road Court Bowls Rural Access
	Secondary Access Road	<i>No classification</i>
	Ancillary Area	<i>No classification</i>
	Path	<i>No classification</i>
	Track	<i>No classification</i>

4.2 BUS ROUTES

In addition to IDM and BCC typical cross sections, the Department of Transport (DOT) publication "*Public Transport: Guidelines for Land Use and Development*" specifies lane widths for roads carrying buses as part of the public transport network.

Bus routes are independent of the local road network hierarchy. For example, the Ballarat bus network currently operates on Arterial, Link, Collector and Local Access Roads.

Where buses run on local roads, the DOT cross section should be adopted where practicable.

TABLE 4.3.2 PROPOSED TYPICAL CROSS SECTIONS - RURAL

Proposed Classification	Ballarat	IDM Classification	Sealed Width (m) ¹	Shoulder (no. x width) (m) ¹	Total Pavement Width (m) ¹	Reserve Width (m) ¹	Recommended IDM Typical Cross Section Dwg	Comments
Link Road		Rural Living Collector Road <i>(only if connecting significant destinations)</i>	2 x TL (3.5) ²	2 x 1.5	10.0	20.0	None	Develop new drawing
Collector Road		Rural Living Collector Road Low Density Residential Collector Road	2 x TL (3.1)	2 x 1.5	9.2	20.0	SD 620 Rural Living Collector	
RURAL ROADS	Primary Access Road	Rural Living Access Road	0-50 vpd 4.0m gravel	2 x 1.5	7.0	20.0	SD 615 Rural Access – Group A Councils	
		Rural Living or Low Density Residential	51-150 vpd 4.0m seal	2 x 1.5	7.0			
		Low Density Residential Access Road Court Bowls Rural Access	151 vpd + 6.2m seal	2 x 1.5	9.2			
	Secondary Access Road	<i>No classification</i>	NA	No new development	No new development			
	Ancillary Area	<i>No classification</i>	To suit function of area					
	Path	<i>No classification</i>						
	Track	<i>No classification</i>	NA	No new development				

1 Road design widths proposed are minimum widths.

2 3.5 m traffic lanes as Link Roads are freight routes

4.3 RECOMMENDATIONS

- i. Council continue to use the IDM with the following amendments.
 - For Rural Link Road, adopt proposed cross section as per drawing 'Rural Link Rd' in Appendix A

4.4 GENERAL

The level of service that Council provides to the community must address community expectations including quality, reliability, safety, responsiveness, quantity, accessibility and cost.

The Australian Road Research Board (ARRB) Unsealed Roads Manual: Guidelines to Good Practice is an excellent publication that provides a good technical basis for the design and maintenance of unsealed roads. The following extract explains in simple terms, the need for gravel roads.

*"In using the Manual, it is **essential** that the reader bear in mind that unsealed roads are, by definition, a compromise between resources, needs and quality. In a country as large and sparsely populated as Australia, and similarly in New Zealand, it is impossible to construct sealed roads wherever people wish to drive. Where the economic choice is between unsealed roads and nothing, the former is clearly preferable."*

Unsealed roads are subject to much greater wear and tear, and degradation than sealed roads. They are cheaper to construct and maintain for low traffic volumes than sealed roads however, maintenance costs increase as traffic volumes increase. Council's Unsealed Roads Policy sets out a procedure to rank the priority for sealing unsealed roads.

A number of factors will affect the performance of an unsealed road, including;

- Depth of material
- Type of material
- Soil type
- Drainage
- Traffic volume
- Type of traffic
- Vehicle speed
- Vertical alignment
- Horizontal alignment
- Level of maintenance
- Climatic conditions
- Bridges and bridge approaches

Council has adopted Sealing of Unsealed Roads Policy, to assist in determining if a road warrants sealing. Under the policy, a review will be carried out every 2 years. The current policy was last updated in August 2005.

This policy has been reviewed and is attached as Appendix B to this document. This policy recommends a revision of the traffic volumes for the consideration of sealing an unsealed road from 500 vehicles per day to 250 vehicles per day.

4.5 PAVEMENT

4.5.1 General

A variety of materials are used for gravel road construction within the municipality, including local gravels, granitic sands and crushed rock.

The level of service of an unsealed road is affected by a number of factors including rough and uneven surfaces such as corrugations and potholes, skid resistance, crossfall and dust creation etc.. Roads constructed of poor materials may be more prone to loss of shape, corrugations, rutting, or becoming slippery when wet. Dirt roads are typically suitable as dry weather roads only.

Four factors have the greatest effect on the performance of an unsealed road; traffic volume, vehicle speed, and number of commercial vehicles, and topography.

Unsealed rural roads with the same traffic volume as unsealed urban roads deteriorate faster due to higher vehicle speeds. As a consequence, maintenance of rural roads is more intensive than urban roads.

Link, Collector and Primary Access Roads must provide all weather access to property as described in **Table 3.1.3**. Rural Secondary Access Roads are typically farm access only, and can be dry weather roads only. This will vary depending on land use and climatic conditions.

Council is currently resheeting with a blend of locally available granitic sand and crushed rock which provides a hard wearing gravel surface, with a PI (plasticity index) that minimises dust generation. Crushed rock is expensive but it is considered the blend provides a good surface for unsealed roads.

4.5.2 Pavement Depth

The specified depth of pavement will vary depending on the function of the road, and the conditions, and the performance of different pavement materials will vary depending on factors identified in Section 5.1. Roads carrying a high volume of commercial or heavy traffic, typically Link and Collector Roads, require greater depth of pavement to provide the necessary strength. Those roads are also subject to faster degradation through the formation of corrugations and potholes.

Figure 3.2 (copied below) of the ARRB Unsealed Roads Manual provides a table that shows recommended pavement depths based on traffic volumes and CBR.

→ Industrial Standard – Depth of payment to meet use characteristics

4.6 RECOMMENDATIONS

- i. Adopt new standard.
- ii. The maximum and minimum pavement depths, and pavement condition criteria set industry best practice.
- iii.

TABLE 5.2.1 RECOMMENDED UNSEALED ROAD PAVEMENT DEPTHS

Road Hierarchy Classification	Maximum Pavement Depth ¹ (mm)	Minimum Pavement Depth ² (mm)	Excellent (mm)	Good (mm)	Fair (mm)	Poor (mm)	Failed (mm)	
RURAL ROADS	Link Road ³	225	100	200+	150 - 200	100 - 150	50 - 100	<50
	Collector Road	175	75	150+	125 - 150	75 - 125	50 - 75	<50
	Primary Access Road	150	75	125+	100 - 125	75 - 100	50 - 75	<50
	Secondary Access Road ⁴	0	0	50+	0 - 50	NA	NA	NA
	Ancillary Area	Varies according to function						
	Track	0	0	NA				

1. Determined from ARRB Unsealed Roads Manual Figure 3.2
2. Minimum depth where damage to subgrade will be minimal if intervention level is reached.
3. Rural Link Roads are subject to high speed, heavy traffic. Corners and steep gradients can be subject to severe corrugations.
4. The minimum standard for Rural Secondary Access Roads should be a formed, dry weather road only, providing farm access. These roads are still subject to maintenance by Council. Landowners requiring all weather Rural Secondary Access Roads should pay for construction (if not currently constructed) and maintenance, and resheeting.

5 RECLASSIFICATION OF THE UNSEALED ROAD NETWORK

A desktop review of the unsealed roads within the city was carried out and a comparison made between the existing hierarchy and proposed hierarchy, with reference to the selection criteria in Table 3.6.1.

For the purposes of the review, the roads with the current classifications have been assessed with the equivalent classification under the revised hierarchy as shown in **Table 6.1**

TABLE 6.1 EQUIVALENT CLASSIFICATION FOR PROPOSED HIERARCHY

Current Classification	Proposed Equivalent Classification
Arterial Road	Arterial Road
Link Road	Link Road
Collector Road	Collector Road
Access Road	Primary Access
Laneways	Secondary Access
Off Street Parking	Ancillary Area
Unmade Natural Surface	Track

The review reclassifies 188 road segments, with approximately 86 km of unsealed road currently classified as Local Access Road downgraded to the new classification of Secondary Access Road or Track.

The outcome for Council is to reduce costs by

- reducing the amount of maintenance grading required,
- extending the response time once intervention level is reached,
- reducing the need for resheets.

If the proposed hierarchy is adopted, the resultant cost savings can then be better directed to maintain and improve a smaller number of roads.

Due to the condition of, and the cost to restore the unsealed rural road network, it is extremely important that Council provide the most cost effective network possible. The re-classification of roads contributes significantly in achieving this aim.

5.1 RECOMMENDATIONS

That the proposed reclassification of approximately 86 km of unsealed road currently classified as Local Access Road to the new classification of Secondary Access Road or Track will be adopted.

5.2 CONDITION SURVEY

Council has carried out a condition survey of the unsealed rural road network. The survey has investigated the depth of pavement material and assessed each road segment as Excellent, Good, Fair, Poor or Failed. The results of the survey on rural unsealed roads are shown in **Table 7.6.1**, and **Figure 7.6.1**.

TABLE 7.6.1 PAVEMENT DEPTH CONDITION OF RURAL UNSEALED ROADS UNDER EXISTING ROAD HIERARCHY

Feature Type	Total Length (km)	Asset Condition				
		Excellent	Good	Fair	Poor	Failed
RS-Unsealed	302 km	22 km (7%)	37 km (12%)	82 km (27%)	142 km (47%)	19 km (6%)
Total	302 km	22 km	37 km	82 km	142 km	19 km

FIGURE 7.6.1 PAVEMENT DEPTH CONDITION OF RURAL UNSEALED ROADS UNDER EXISTING ROAD HIERARCHY



Note: The Pavement Depth condition is a measure of pavement depth only, and does not indicate the Level of Service provided. Level of Service is generally measured by ride quality. A road with Poor pavement depth can provide the required Level of Service, but it will require higher maintenance

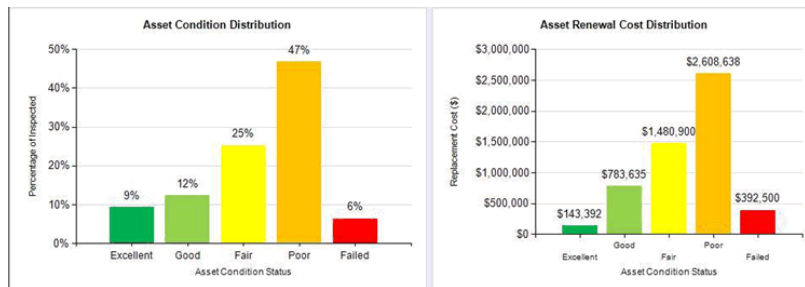
Under the existing hierarchy, 51.9%, or approximately 161 km, of assessed unsealed rural roads have a pavement depth condition of Poor or Failed as shown in Table 7.6.1 and Figure 7.6.1.

Table 7.6.2 and Figure 7.6.2 show the condition rating under the proposed hierarchy changes recommended in this report, where the percentage of Poor or Failed pavement depth condition remains almost unchanged at 51.8%, but the total length of road in this condition is reduced to approximately 124km.

TABLE 7.6.2 PAVEMENT DEPTH CONDITION OF RURAL UNSEALED ROADS AFTER HIERARCHY REVIEW

Feature Type	Total Length (km)	Asset Condition				
		Excellent	Good	Fair	Poor	Failed
RS-Unsealed	232 km	22 km (9%)	29 km (12%)	59 km (25%)	109 km (47%)	15 km (6%)
Total	232 km	22 km	29 km	59 km	109 km	15 km

FIGURE 7.6.2 PAVEMENT DEPTH CONDITION OF RURAL UNSEALED ROADS AFTER HIERARCHY REVIEW



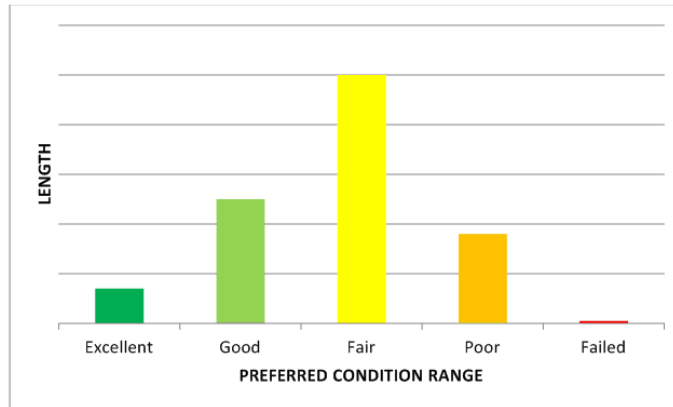
The amount of roads in Poor and Failed condition should not exceed the total length that can be resheeted or effectively maintained within, the following three years, otherwise subgrade damage can occur when the pavement reaches Failed condition greatly increasing costs. Figures 7.6.1 and 7.6.2 indicate a substantial problem with the pavement depth condition within the municipality.

Assuming pavement material loss is linear versus time, and the resheet cycle is 15 years, then a road will move into the next lowest rating on average every three years. Based on the proposed hierarchy, that means within three years, it can be expected that up to 54.5 km of road (half of 109 km) in 'Poor' condition will reach a 'Failed' condition, in addition to the 15 km already in 'Failed' condition. In seven years, it can be assumed that nearly all of the roads currently in Poor and Failed condition, plus half of the roads in 'Fair' condition, totalling 153.5 km, will have, or be reaching, a 'Failed' condition. This assumption excludes patching and potholing maintenance, but under current practices, patching and potholing costs will only escalate in an attempt to prevent the aforementioned roads reaching a 'Failed' condition.

These assumptions also exclude roads that have not been assessed. The inclusion of those roads will worsen the outcomes of these assumptions.

The preferred shape of a graph showing pavement depth condition is shown in **Table 7.6.3**

TABLE 7.6.3 PREFERRED CONDITION RANGE



The graph is based on;

- a small percentage having Excellent pavement depth, being roads that have been resheeted in say, the previous two years;

- a larger percentage having Good pavement depth, those roads being resheeted from in the previous two to six years;
- the biggest percentage having Fair pavement depth, those roads having been resheeted in the previous six to fourteen years, and well maintained;
- a small percentage having Poor pavement depth, those roads coming to the end of a resheet life, and where there is insufficient material to effectively maintain the road
- No roads with a Failed condition

To address the Poor and Failed condition roads under the revised hierarchy;

- 69.5 km of roads should be resheeted within the next three years, and
- 153.5 km of roads should be resheeted within the next seven years.

This means that 21.9 km of road should be resheeted per annum for the next seven years.

Whilst this addresses the Poor and Failed roads, it is important that Council maintain the remainder of the network to ensure that those roads do not become Poor or Failed.

It is recommended that the existing capital budget be retained to continue resheeting high traffic volume roads that are in Fair condition, and a program implemented to inject additional monies spent restoring roads that are in Poor or Failed condition. The additional monies required each year is 21.9 km x \$33,600 per km = \$735,800. It is also recommended that the additional monies be allocated for three years with the option to extend to seven years. A pavement depth condition survey should be carried out to evaluate the program after the initial three years.

5.3 COSTS

Over the last 3 years Council has increased its annual rural gravel road renewal (resheet) to \$710,000 from a low base of \$240,000 in 2012. With the proposed downgrades of road to secondary access Council will be able to meet its desired renewal schedule of each road every 10 years. Maintenance savings from these downgrades will enable a holistic maintenance program that will maintain the desired service level.

Annual condition inspections to analysis the effect of the hierarchy changes and assist with the prioritisation of the renewal program should be funded.

5.4 RECOMMENDATIONS

- I. Review the performance of pavement materials to determine best value to Council and the community.
- II. Formalise the recording of maintenance activities and costs incurred by Council's operations staff.
- III. Adopt the 2016 policy on sealing of gravel roads (Refer Appendix A) to inform all future decisions in respect to sealing gravel roads.
- IV. Review the program after three years.
- V. Allocate funding for unsealed road condition inspections. Inspections to include:
 - Materials of construction.
 - Condition of pavement, shoulders, ancillary drainage.
 - Topography.
 - Vehicles per day.
 - Road classification.
 - Complaints received from the public.
 - Number of properties served, connectivity.
 - Dust.

GLOSSARY

ADT	Average Daily Traffic volume
ARRB	Australian Road Research Board
AUSTROADS	An organisation representing the six state and two territory road transport and traffic authorities, the Commonwealth Department of Infrastructure, Transport, Regional Development and Local Government, the Australian Local Government Association, and New Zealand Transport Agency.
CBR	California Bearing Ratio. A test that measures the stiffness of a soil
CFA	Country fire Authority
CV	Commercial Vehicle
DEPI	Department of Environment and Primary Industries
ESA	Equivalent Standard Axle defined as a Dual Tyred Single Axle transmitting a load of 80kN (or 8.2 tonne) to the pavement.
LGA	Local Government Authority
NAASRA	National Association of Australian State Road Authorities
vpd	Vehicles per day

REFERENCES

Road Management Act 2004

Code of Practice for Road Management Plans

VicRoads Fact Sheet: The Road Management Act - at a glance for Local Government Authorities

Ballarat City Council

Infrastructure Design Manual

Department of Planning and Community Development – website

IPWEA

Austrroads

- Guide to Traffic Management Parts 1 & 4
- Guide to Road Design Part 2

Australian Road Research Board (ARRB) Unsealed Roads Manual: Guidelines to Good Practice

Ballarat Economic Strategy 2010 - 2014 (SGS Economics and Planning 2010)

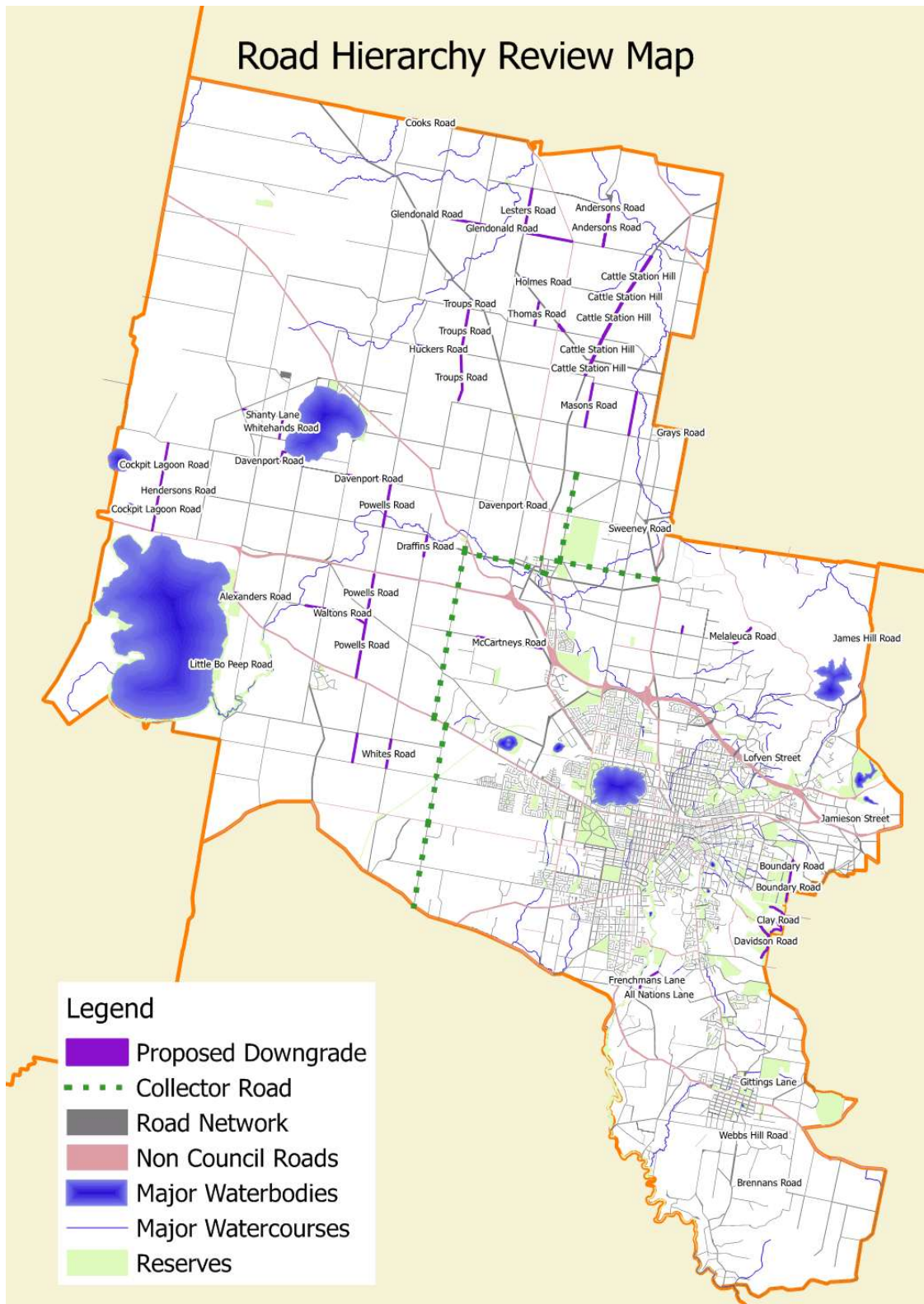
Ballarat West Local Structure Plan – Transport Infrastructure Planning Strategy (Grogan and Richards 2007)

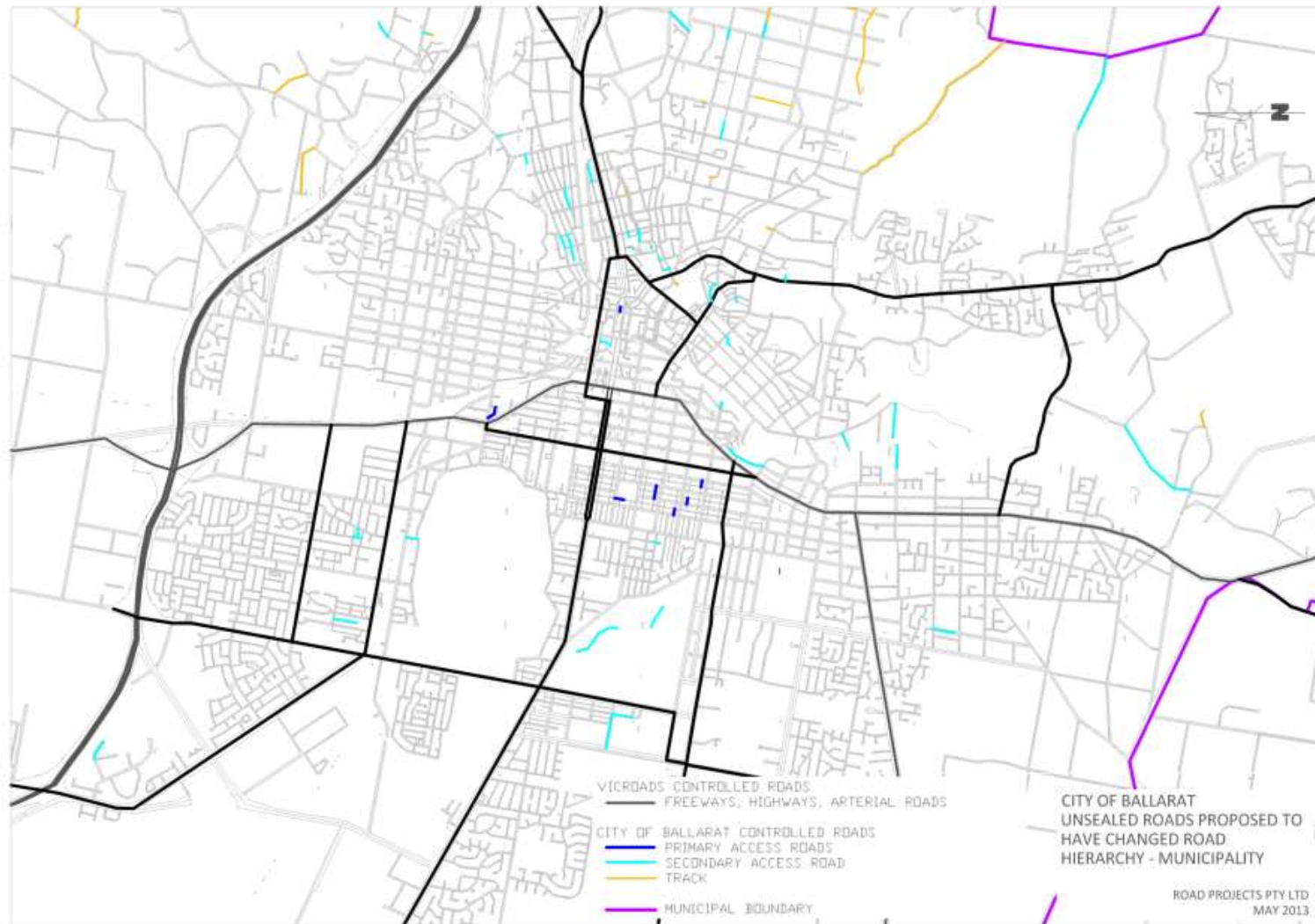
Alfredton West Precinct Structure Plan (Integra 2011)

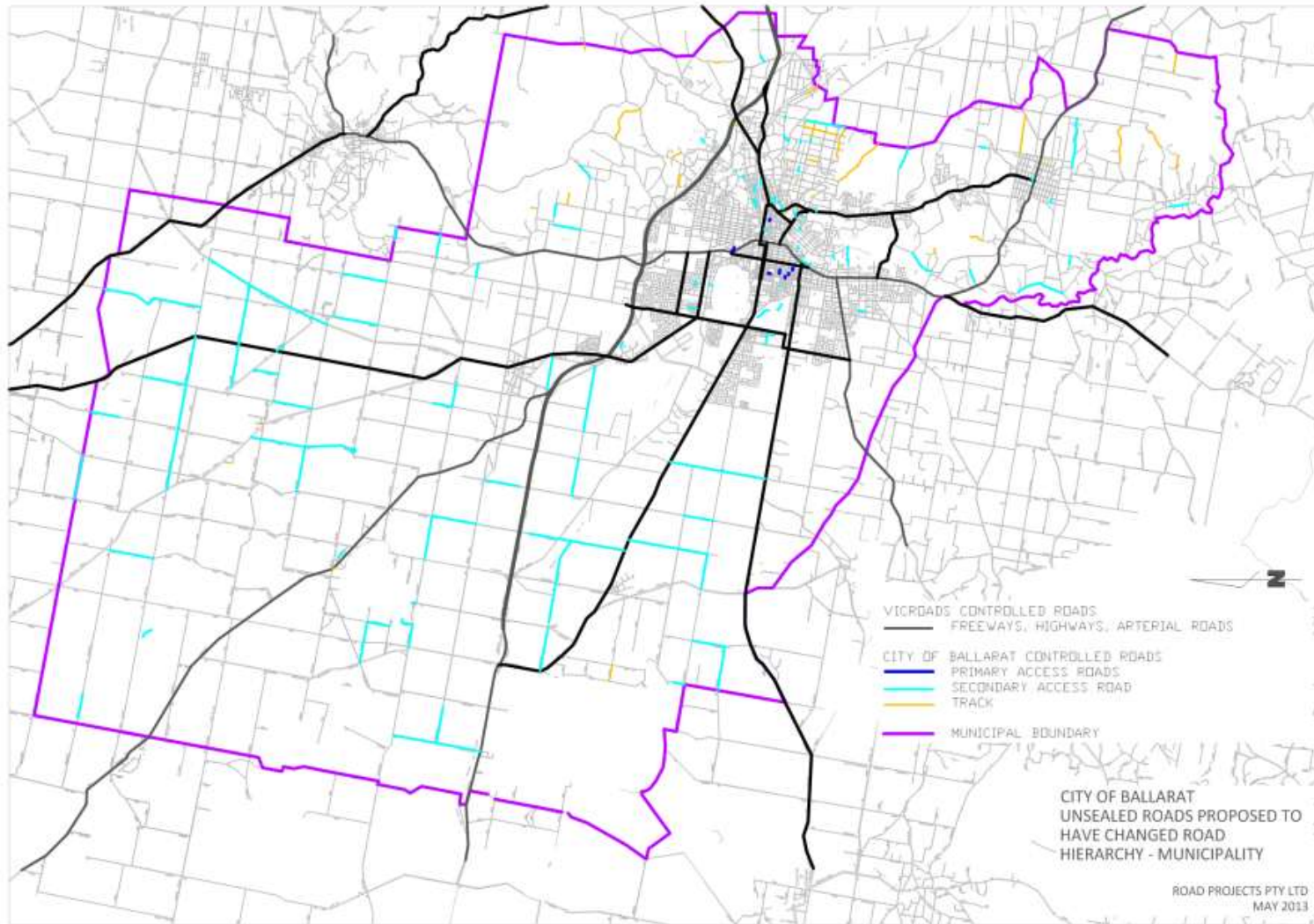
Ballarat Road Transport Strategy (Ratio Consultants 2007)

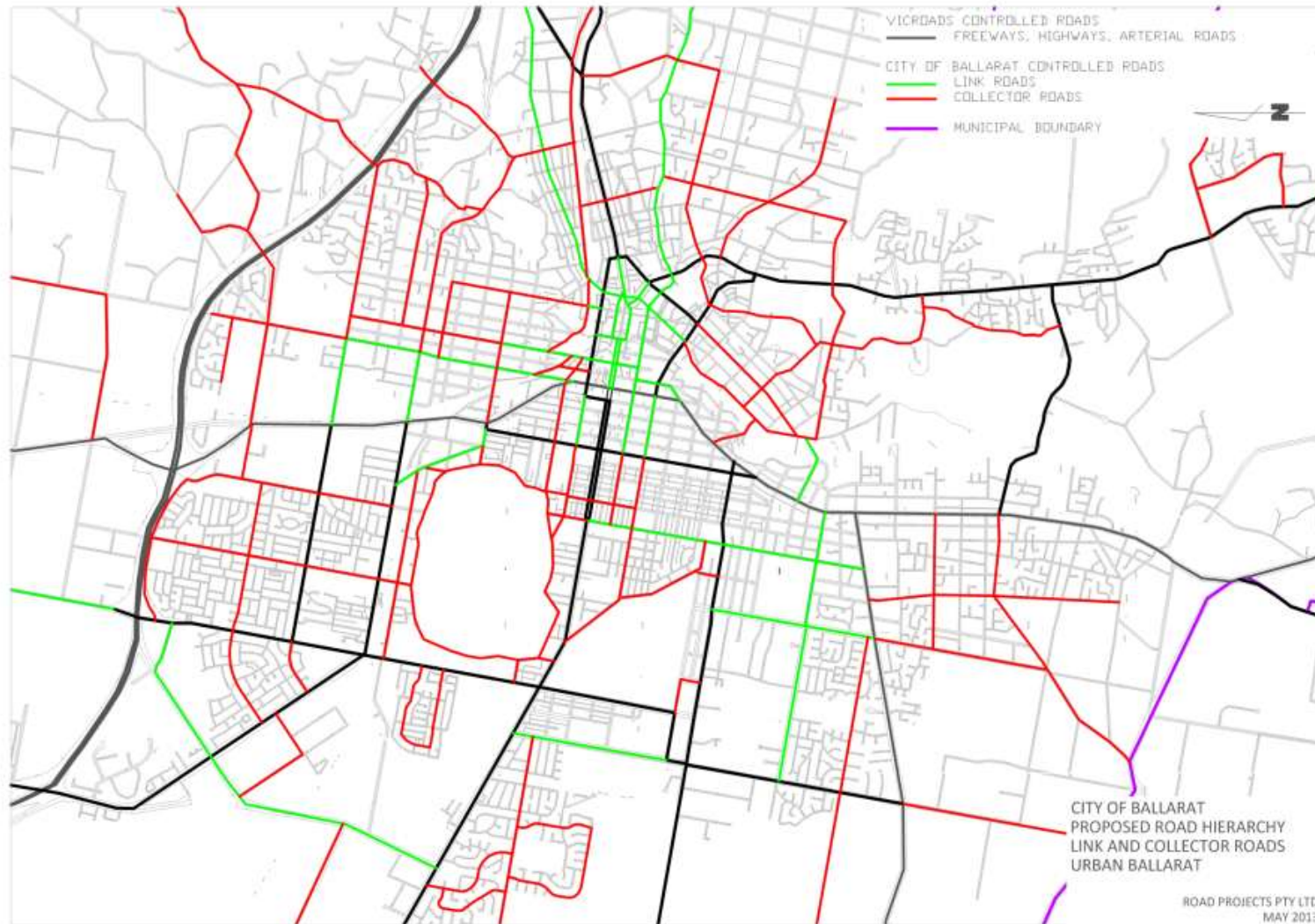
Ballarat Bicycle Strategy

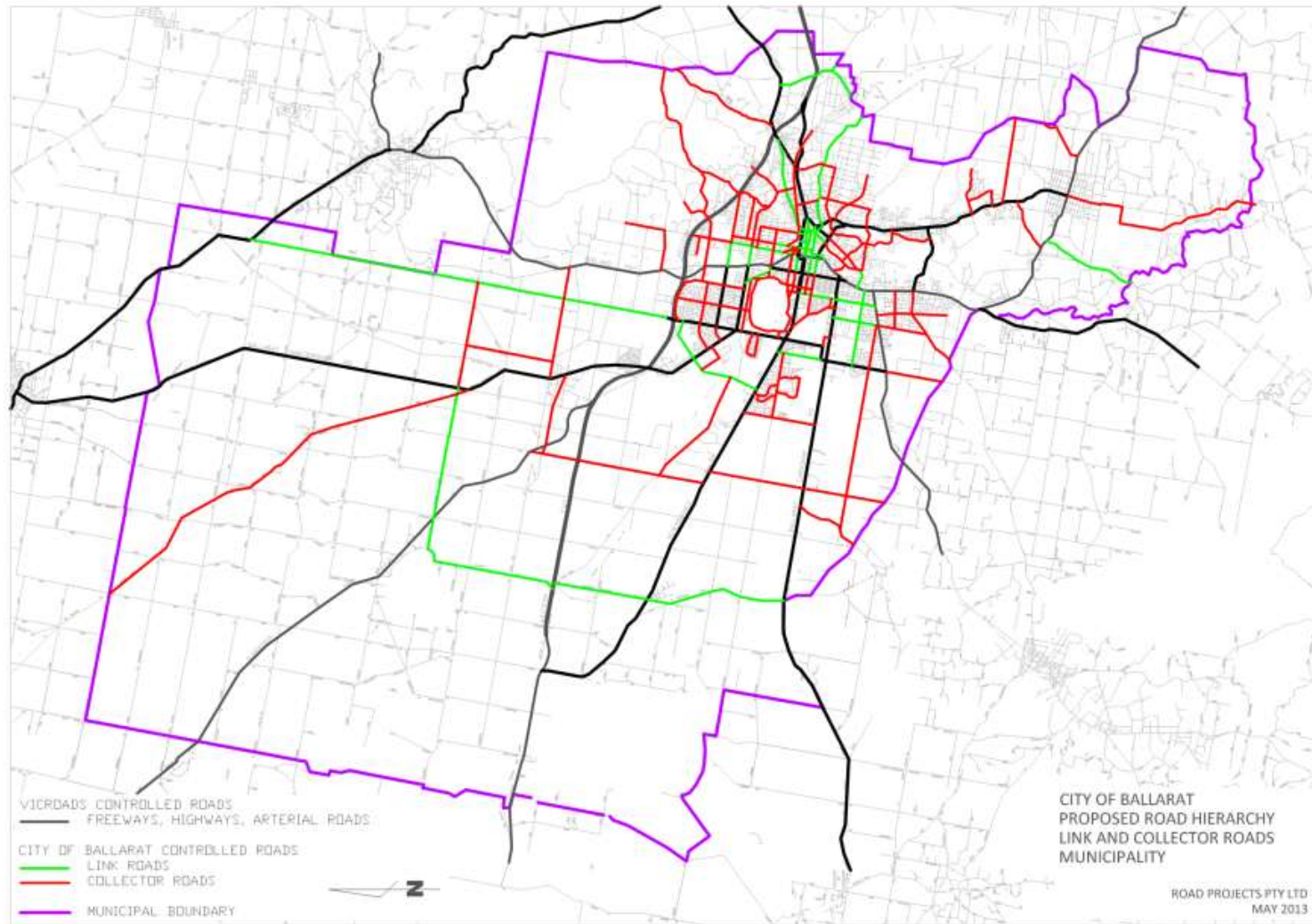
APPENDICES













Sealing of Gravel Roads

IS – CS – 01
City Services

BALLARAT CITY COUNCIL
Town Hall
Sturt St
Ballarat VIC 3350
Tel. 5320 5500



TABLE OF CONTENTS

1	DOCUMENT CONTROL INFORMATION.....	2
2	POLICY STATEMENT.....	3
3	OWNER.....	3
4	APPLICABILITY.....	3
5	DEFINITIONS.....	3
6	PROCEDURE AND GUIDANCE NOTES.....	4
7	COMPLIANCE RESPONSIBILITIES.....	5
8	CHARTER OF HUMAN RIGHTS COMPLIANCE.....	5
9	REFERENCES AND RELATED POLICIES.....	5



1 DOCUMENT CONTROL INFORMATION

DOCUMENT CONTROL

Policy Name	Sealing of gravel roads
Business Unit	City Services
File Location	To be saved on Trim
Document status	Draft
Version	1.00
Version Date	March 2016
Next Review date	This policy shall be reviewed within 3 years of the latest issue date.

DOCUMENT HISTORY

	Version	Date	Author
Initial Draft	1.0	March 2016	Terry Demeo
Final Draft			
Approved			
Review Draft			
Review Final			
Approved			

2 POLICY STATEMENT

Where an existing gravel road or segment of the existing gravel road is proven via traffic counts to be consistently carrying a traffic volume of 250 vehicles per day, Council should consider the sealing of the gravel road to reduce the maintenance burden of the gravel road and deliver an appropriate level of service for the relatively high traffic volume utilising the road.

Council's discretion in relation to consideration of sealing an existing gravel road should be exercised to have regard to the 250 vehicles per day criteria, and other criteria as detailed within this policy.

The ultimate responsibility for a decision in relation to sealing a gravel road rests with the Council of the City of Ballarat.

Intent:-

The intent of this policy is to provide clear direction for officers and Council in the consideration of sealing existing gravel roads, with the defined measures of traffic volumes, and other criteria to be taken into consideration in determining the merit and appropriateness of sealing an existing gravel road.

Objectives:

The objective of the policy is to provide defined criteria to determine the appropriateness of sealing a gravel road, to ultimately reduce the maintenance challenges of existing gravel roads.

Statement:

The City of Ballarat looks to achieve an appropriate balance between maintenance of existing gravel roads, and sealing of gravel roads when they become heavily utilised, and where the costs associated with sealing a gravel road outweigh the long-term maintenance costs associated with a highly trafficked gravel road. The policy is intended to help guide Council and officers to make informed decisions in relation to sealing of gravel roads across the municipality.

3 OWNER

The owner of this policy is the Chief Executive Officer.
All enquiries regarding this policy should be initially directed to the Infrastructure Development and Delivery unit – City Services.

4 APPLICABILITY

The policy applies to all Council decisions, and Officer decisions in respect to sealing gravel roads.

5 DEFINITIONS

TABLE 3.1.2 ROAD HIERARCHY CRITERIA DEFINITIONS

Criteria	Definition
Primary Criteria:	
A road, or road section, must meet all of these criteria to qualify for the category.	

Degree of Connectivity	The strategic network importance of a road based on an assessment of the destination to destination capability of a road. Higher level destinations include high population centres (cities, large towns), CBD's, major facilities, and freeways and major arterial roads. Lower level destinations, include non-residential areas (farm paddocks, forest tracks, etc), no-through road residential streets etc.
Predominant Purpose	Whether the road serves a traffic movement or property access purpose. A road authority may determine that one of a group of similar roads serve a higher (or lower) traffic movement function and be funded accordingly.
Secondary Criteria	
Used as indicators of the likely characteristics of a road designated under a particular road type. Ideally, a road should have all of these characteristics, but it is recognised that is unlikely to occur in a number of instances, particularly for traffic volumes in rural areas.	
Traffic Volume	24 Hour traffic volume on a road.
CVpd	Commercial traffic volume per day. Pavement design is based on "Equivalent Standard Axles" of 8.2 Tonne per axle.
Destination	Rural Destinations include towns with a minimum population of 200, major tourist attractions and places of significance.
All-weather surface	A sealed or unsealed granular pavement that is trafficable in all weather conditions.
Bus Route	A road that is designated for use by public transport buses, including school buses.
Intersecting Roads	The number of intersecting roads along a road or route, which indicates its ability to distribute traffic to other roads.
Intersection Treatment	Generally sets out the priority of a road over another road of a different classification, and Statcon treatment (Stop/Give Way).
Higher Mass Limit or B-double route	A road that is a gazetted arterial and municipal roads suitable for Higher Mass Limits or, Class 2 B-Doubles and Class 3 B-doubles operating under Victoria's Livestock Loading Scheme, as shown on maps available from VicRoads. Also includes local roads that Council may issue a permit for the use of such a vehicle.
Availability of alternative route	The availability of to access an equivalent road in the event of a temporary road closure.
Impact to community if road temporarily closed	A broad description of the impact on the community in the event of a road closure.

6 PROCEDURE AND GUIDANCE NOTES

In the two yearly review of the rural Road hierarchy any road or segment of road which is reaching the capacity as defined of 250 vehicles per day shall be considered for potential sealing.

In addition to the vehicles per day criteria which is applicable under this policy Council officers should also have regard to other matters including:

- Materials of construction.
- Conditional existing road.
- Topography of existing road.



- Commercial vehicles per day.
- The classification of the road under the Road hierarchy.
- Complaints received in relation to the road.
- Number of properties served.
- Strategic importance of the road.
- Connectivity delivered via the road or segment of road.
- Dust issues associated with the road.

7 COMPLIANCE RESPONSIBILITIES

General Manager City Services
 City Services Managers/Supervisors
 City Services Employees
 CEO

The General Manager City Services, managers and officers reporting through the General Manager shall ensure that appropriate traffic counts are undertaken, and road/condition assessments are carried out in advance of the two yearly review of the Road Hierarchy in order for informed decisions to be taken in relation to sealing of any existing gravel roads.

8 CHARTER OF HUMAN RIGHTS COMPLIANCE

It is considered that this policy does not impact on any human rights identified in the Charter of Human Rights Act 2007

9 REFERENCES AND RELATED POLICIES

This section should reflect all research used or other relevant information associated with this policy. Where possible you should quote the location of the information which may be a website location. If any of these section are not relevant input N/A in the second column.

	Include - Name, Reference and location of reference
Acts	Road Management Act 2004
Regulations	
Codes of Practice	Code of Practice for Road Management Plans
Guidance notes	<ul style="list-style-type: none"> • VicRoads Fact Sheet: The Road Management Act - at a glance for Local Government Authorities • Ballarat City Council • Infrastructure Design Manual • Department of Planning and Community Development – website • IPWEA • Austroads <ul style="list-style-type: none"> - Guide to Traffic Management Parts 1 & 4 - Guide to Road Design Part 2 • Australian Road Research Board (ARRB) Unsealed Roads Manual: Guidelines to Good Practice • Ballarat Economic Strategy 2010 - 2014 (SGS Economics and Planning 2010) • Ballarat West Local Structure Plan – Transport Infrastructure Planning Strategy (Grogan and Richards 2007)

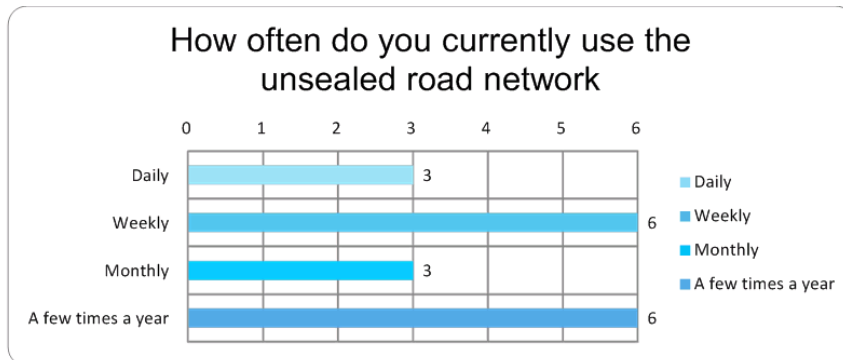
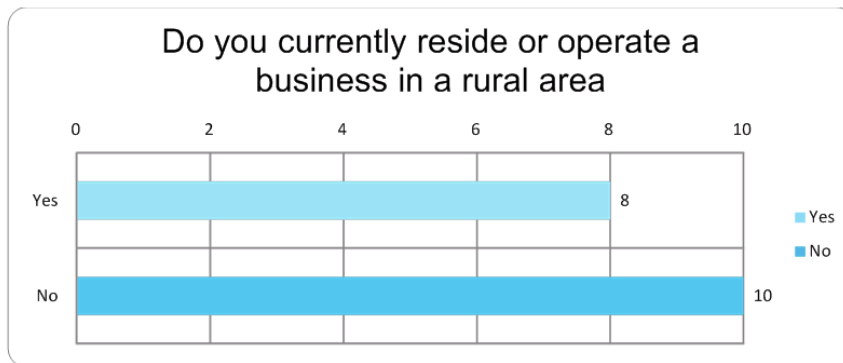


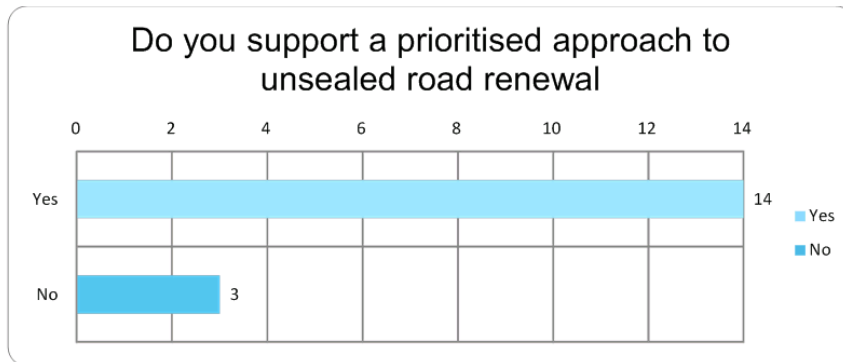
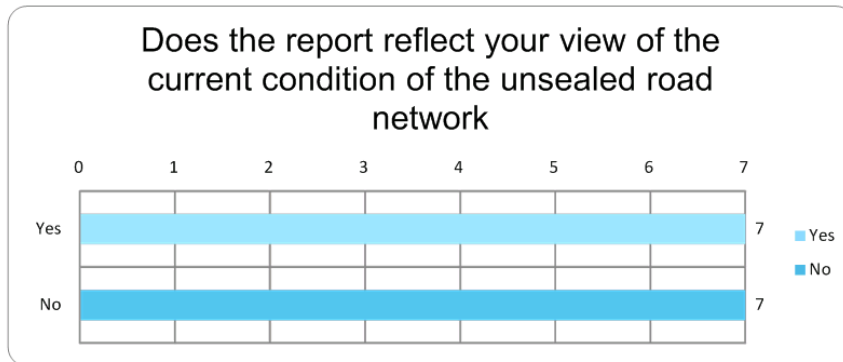
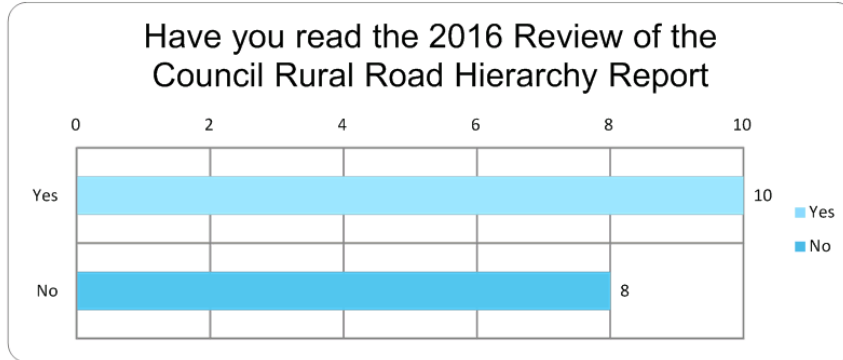
	<ul style="list-style-type: none">• Alfredton West Precinct Structure Plan (Integra 2011)• Ballarat Road Transport Strategy (Ratio Consultants 2007)• Ballarat Bicycle Strategy
Australian Standards	
Related Policies	

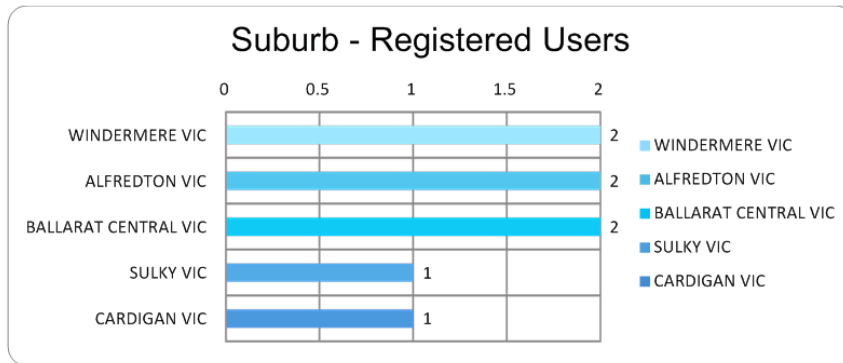
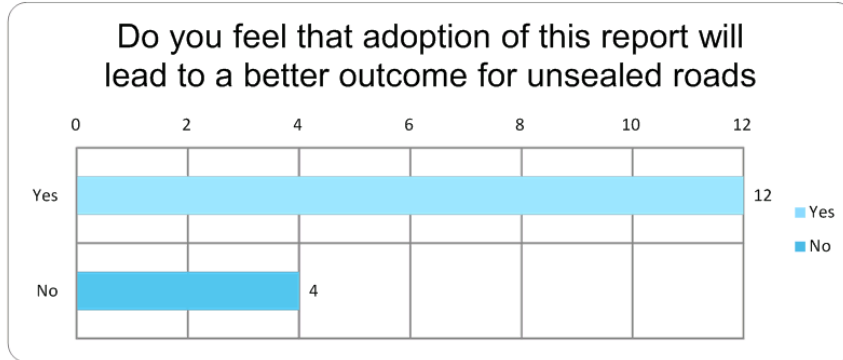


Council Rural Road Hierarchy Report

Visitors	CONTRIBUTORS	Registered	Unverified	Anonymous
76	18	18	0	0







What do you think the report is missing or requires for better outcomes?

every new road going forward needs to have a proper cycle lane, not just an unpredictable edge to the road.

I believe there are too many unsealed roads in our region for there to be satisfactory ongoing maintenance if they are improved.

I could not find the names or areas of roads that were due to be reclassified - perhaps there was a link?
Too long, and complex

Additional comments :
Unsealed roads continue to use funds by virtue of on going repairs ie. Dowling Rd at rail cross over. Seems that every month repairs are undertaken here, road should be sealed what is cost over period of time re repairs against sealing cost?
I mainly drive on unsealed roads as a tourist in Ballarat and surrounds, I'm a new resident, and whenever I'm on an unsealed road I'm concerned about tyre blowouts. My husband has had three punctured tyres since we moved to Ballarat in 2015.
every new road going forward needs to have a proper cycle lane, not just an unpredictable edge to the road.
Weather influence hasn't been addressed. A severe weather event can ruin everything without it being classed as a flood. A very dry year can do the same. Probably due to cost but the whole of the road doesn't seem to be managed - table drains full of silt don't drain. As the width of the road managed decreases, the road narrows without a drivable shoulder should vehicles need to pass. I'm very aware that any maintenance costs money, so am not asking for more - just better. Doing it properly must be better in the long run.
Doing a good job.

10.2. HERITAGE REPORT

Division: Development and Planning
Director: Angelique Lush
Author/Position: James Guy – Executive Manager Economic Partnerships

OFFICER RECOMMENDATION

Council resolves to:

Note the policies, procedures and methods used by City of Ballarat to protect history and heritage, particularly in relation to the Ballarat railway precinct and goods shed.

EXECUTIVE SUMMARY

At its meeting on 31 July 2019, Council requested an update on how the city protects its heritage, particularly related to the Ballarat Station Precinct and the current redevelopment underway.

Council resolved (R175/19):

- 1. Present a report that outlines policies and procedures and the efforts of the Council and methods used to protect history and heritage, particularly in relation to the railway precinct and goods shed.*

This report provides an update in relation to these matters and responds to the key questions around heritage management and the role of City of Ballarat and Heritage Victoria in protecting key heritage sites of significance.

RATIONALE

At the Council Meeting of Wednesday 31 July 2019, Council requested a report outlining policies, procedures and methods used by the City of Ballarat to protect local history and heritage, particularly in relation to the Ballarat railway precinct and goods shed (R175/19).

Ballarat is one of the world's great historic cities and City of Ballarat has a range of policies, procedures, strategies and management practices in place to not only protect our important history and heritage, but to help support its ongoing use, appreciation and understanding into the future. Ballarat is widely considered a world leader in heritage management, recognised and supported internationally as a board member of the League of Historic Cities, and as an invited participant as part of the UNESCO organisation of World Heritage Cities. In addition, over the last several years Ballarat has been a pilot city for implementing UNESCO's Historic Urban Landscape (HUL) approach to managing heritage places. This world leading approach has seen truly participatory planning undertaken for key projects, and residents more actively engaged than ever in understanding and appreciating the cultural landscape in which places exist.

Heritage Protection in Victoria: the role of State and local government

Heritage protection in Victoria is delivered at two levels with a separation of responsibilities between State and local government (information sourced from Heritage Victoria guidance - <https://www.heritage.vic.gov.au/about-heritage-in-victoria/heritage-in-victoria>)

State-level heritage

The role of the State Government, through the work of Heritage Victoria and the Heritage Council of Victoria, is to protect and conserve places and objects of State-level heritage significance.

Heritage Victoria is a business unit in the Department of Environment, Land, Water and Planning which is responsible for the administration of the *Heritage Act 2017* which establishes the Victorian Heritage Register.

The Victorian Heritage Register (the Heritage Register) includes places and objects of State-level heritage significance. There are around 2,358 places and objects included in the Heritage Register. This includes places like Flinders Street Railway Station, Parliament House, the Brighton Bathing Boxes, the Macedon Avenue of Honour, Her Majesty's Theatre in Ballarat and the Murtoa Stick Shed.

Heritage Victoria makes recommendations to the Heritage Council about whether or not places and objects should be included in the Heritage Register. It also considers permit applications for changes to places and objects that have been included in the Heritage Register.

The Heritage Council is an independent statutory authority which makes a final decision on what places and objects are included in the Heritage Register. The Heritage Council also promotes public understanding of Victoria's heritage and acts as the review body for permit decisions made by Heritage Victoria.

Local-level heritage

The protection of places of local heritage significance is the responsibility of Victoria's 79 local councils.

The *Planning and Environment Act 1987* obliges all of Victoria's councils to use their Planning Schemes to conserve and enhance buildings, areas or other places which are of significance within their municipalities. Planning Schemes set out objectives, policies and controls for the use, development and protection of land within a municipality.

Councils are responsible for ensuring their Planning Schemes protect places with local heritage significance through a Heritage Overlay. To introduce a Heritage Overlay for a place or precinct, a Planning Scheme Amendment is prepared by council with the final decision made by the Minister for Planning.

There are about 23,000 heritage places listed in Heritage Overlays in local government planning schemes. These places can include buildings, structures, farmhouses, gardens, mining and industrial sites, residential precincts and historic town centres, as well as many other types of heritage places of importance to local communities. Altogether, upwards of 180,000 properties in Victoria are included in heritage overlays. Tens of thousands of these properties include Victorian, Edwardian and other early twentieth century buildings, many in heritage precincts.

Councils are responsible for conducting heritage studies, investigating the merits of listing places in their Heritage Overlays and consulting with their communities.

If a Heritage Overlay does not apply to a place or precinct, and a council considers that it is worthy of protection, it is able to request the Minister for Planning to apply an Interim Heritage Overlay. This introduces a temporary heritage overlay to a place while it is being assessed by council for local heritage significance.

A request for an Interim Heritage Overlay may be prompted by a demolition request or planning application for redevelopment received by a council.

Councils have a safety-net under the *Building Act 1993* to prevent demolition of important buildings that have, for whatever reason, not yet been provided with protection until an assessment is made of their potential importance. The *Building Act 1993* requires a report and consent of council for a building permit for the major demolition of a building on land within its municipality. This provides the council with an opportunity to advise of the need for a planning permit or an opportunity to seek an Interim Heritage Overlay if one is considered warranted.

CITY OF BALLARAT AND HERITAGE MANAGEMENT

Ballarat's Heritage Strategy

Heritage is of critical importance to the Ballarat community and the city's future. In whole-of-city consultations, it was noted by the community that of all the things they value about Ballarat, they love its heritage the most and want to retain it. They also said they want Council to show leadership to achieve this vision. *Our People, Culture & Place: A plan to sustain Ballarat's heritage 2017-2030* is a plan of action for delivery and provides a best practice platform for making this happen. It commits the City of Ballarat and key stakeholders to stepping up their efforts to sustain the city's heritage and ensure it is vibrant and celebrated into the future. The plan was adopted in December 2017 and continues to be implemented across the City.

Role of City of Ballarat in heritage matters

City of Ballarat has in place a significant range of heritage protections and manages planning matters under one of the largest Heritage Overlay areas in Victoria.

Current policies, procedures and methods for local heritage protection includes:

- Educating and providing leadership regarding the importance of heritage considerations, and the benefits it brings to Ballarat and the wider region;
- Providing heritage advice to Council's Statutory Planning unit on planning applications in the local Heritage Overlay;
- Providing advisory comments to Heritage Victoria on permit applications concerning sites within the municipality listed on the Victorian Heritage Register, including the Ballarat railway precinct;
- Input into current strategic planning projects including Heritage Gaps Review, CBD Regeneration Program, Skyline and Strategic View Assessment, and Neighbourhood Character Study, which will provide further mechanisms for protecting and enhancing local heritage values;
- Responding to enquiries from local stakeholders on heritage matters;
- Advocacy to the State Government on heritage issues and for Ballarat's built, cultural and intangible heritage; and
- Advocating to the Federal Government and internationally on relevant heritage matters, including Federal legislation and global heritage issues.

HERITAGE VICTORIA AND HERITAGE MANAGEMENT IN BALLARAT

For the Victorian Heritage Register (VHR) sites within the municipality, the City of Ballarat liaise with Heritage Victoria in two ways.

1. Seeking preliminary advice through pre-application visits and discussion for any proposed works to City of Ballarat-owned VHR sites, including the Ballarat Botanical Gardens and Town Hall. This is followed by applications for permits or permit exemptions.
2. Responding to permit applications for VHR sites not owned by the City of Ballarat, particularly in relation to impacts on adjoining heritage places.

City of Ballarat also regularly liaise with staff from Heritage Victoria on relevant matters or opportunities for the city.

Ballarat Railway Complex is listed on the Victorian heritage Register

The Ballarat Railway Complex is one such site that is listed on the Victorian Heritage Register, making Heritage Victoria the responsible authority for protection of its heritage values.

The railway precinct redevelopment, therefore, has been overseen by Heritage Victoria (HV) and specific queries regarding heritage matters as part of that development should be directed to HV. However, City of Ballarat maintains a role in advocacy for these sites and in providing referral advice on relevant sites.

In accordance with s.100 of the *Heritage Act 2017* (the Act), Heritage Victoria referred three permit applications for works to the railway precinct to the City of Ballarat for comment during 2017 and 2018 relating to the redevelopment. The City of Ballarat provided comprehensive heritage advice on each application within the 14-day statutory timeframe, as follows:

- Permit application P23786 re; Development Plan for the Ballarat Railway Complex: Concerns raised included the negative impact of the new buildings on the neighbouring residential areas covered by HO170 as well as the setting of the extant historic buildings and potential impacts on the CBD skyline. Concerns were also raised over design details, the level of response to local heritage values and the lack of opportunities for genuine heritage interpretation.
- Permit application P27470 re; Works to Improve Safety of Ballarat Station and Rail Yard: Comments included the need to retain heritage listed items and those heritage features close to the main road crossing points as part of a wider interpretation of the Railway Precinct.
- Permit application P29083 re; Bus Interchange Proposals: Concerns raised included the potential impact of removing the unused platform on the integrity and immediate setting of the Station Building on platform 2 and the negative impact of locating the new bus shelters so close to the Station Building.

Whilst Heritage Victoria are required under the Act to consider comments on permit applications submitted by local government, they may not accept any or all areas of the advice that is given. The City of Ballarat has not received any correspondence as to whether our advice resulted in any changes or additions to permit conditions issued by Heritage Victoria.

SPECIFIC HERITAGE MATTERS AT THE BALLARAT RAILWAY PRECINCT

As part of the request for this report, there were specific questions asked regarding bluestone blocks at the Railway Station redevelopment site – and concern it could be lost to the area.

Following this request, Officers contacted the developer and have been advised the bluestone was recovered from the Heritage Victoria endorsed demolition of the platforms which were located external to the South East end of the goods shed. The recovered bluestone will be used in goods shed conservation works.

The stonemason whom they expect to appoint to undertake conservation of the goods shed bluestone walls has inspected the recovered bluestone. They have advised that once Heritage Victoria have approved commencement of conservation works, the stonemason will sort and categorise each stone prior to commencing conservation.

On behalf of the local community, City of Ballarat officers maintain a proactive advocacy role in the Station Precinct as the redevelopment progresses.

ONGOING HERITAGE PROGRAM

In line with the Historic Urban Landscape (HUL) approach, City of Ballarat consider heritage values to be much more wide-ranging than built heritage, although this is an important component. To determine how other, less recognised heritage values should be protected and enhanced – such as community attachment to neighbourhood character and important views and vistas – the heritage team are undertaking and assisting with further strategic work, including:

- **Heritage Gaps Review** (ref; Action 3.2 in A Plan to Sustain Ballarat's Heritage 2017-2030): addressing heritage protection gaps and delivering relevant new controls through local area planning scheme amendments. The protection of a mining heritage site in Nerrina is a recent case.
- **CBD Regeneration Program** (ref; Action 1.1 in A Plan to Sustain Ballarat's Heritage 2017-2030): delivering a conservation outreach program for private and commercial heritage property owners within the CBD core – including Bridge Mall – to assist them in progressing verandah and shopfront restoration.
- **Skyline and Strategic View Assessment** (ref; Action 3.5 in A Plan to Sustain Ballarat's Heritage 2017-2030): undertaking historic landscape and skyline appraisals and infill scenarios in the Ballarat CBD to inform policies and future development.
- **Neighbourhood Character Study**: identifying residential character across the city including heritage values and how they should be protected in the planning scheme.

These are in addition to the ongoing delivery of the core priorities of *Our People, Culture & Place: A plan to sustain Ballarat's heritage 2017-2030*.

LEGISLATION, COUNCIL PLAN, STRATEGIES AND POLICY IMPACTS

- *Charter of Human Rights and Responsibilities Act 2006*
- City of Ballarat Council Plan 2017-2021
- *Heritage Act 2017*
- *Building Act 1993*
- *Planning and Environment Act 1987*

REPORTING AND COMPLIANCE STATEMENTS

Implications	Considered in Report?	Implications Identified?
Human Rights	Yes	No
Social/Cultural	Yes	Yes
Environmental/Sustainability	No	No
Economic	No	Yes
Financial/Resources	No	No
Risk Management	No	No
Implementation and Marketing	No	No
Evaluation and Review	No	No

Human Rights – It is considered that this report does not impact on any human rights identified in the *Charter of Human Rights and Responsibilities Act 2006*.

Social/Cultural – Appropriate best practice management of heritage places is important for the current and future prosperity of Ballarat. Its impact is significant, and upholding Council's

statutory obligations and policy directions is considered a vital part of managing change in our historic city.

CONSULTATION

The report provides an update on current approaches to managing heritage cities – which are based on the extensive consultation undertaken in developing *Our People, Culture & Place: A plan to sustain Ballarat's heritage 2017-2030* and *Ballarat Strategy (2015)*.

Participatory Planning is a key feature of implementing the Historic Urban Landscape (HUL) approach to managing change in heritage landscapes and is implemented widely across relevant City of Ballarat projects.

OFFICERS DECLARATIONS OF INTEREST

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this Report.

ATTACHMENTS

Nil

10.3. ADOPTION OF ANNUAL STATEMENTS FOR 2018/19

Division: Business Services
Director: Glenn Kallio
Author/Position: Lorraine Sendall - Executive Assistant, Director Business Services

OFFICER RECOMMENDATION

Council resolves to:

1. Approve the 2018/19 Annual Financial Statements and Performance Statement in principle.
2. Nominate Cr McIntosh and Cr Tillett to certify the 2018/19 Annual Financial Statements and Performance Statement on behalf of Council, once amendments or changes requested by the Auditor General have been made.

EXECUTIVE SUMMARY

In accordance with the *Local Government Act 1989* (sections 126 and 126A) Council is required to approve a set of financial statements in principle and submit the resolution with the Financial Statements to the Auditor-General.

The Audit Advisory Committee considered the Annual Financial Accounts at its meeting held on 4 September 2019 and moved a recommendation that Council approve the Annual Financial Statements and Performance Statement in principle.

LEGISLATION, COUNCIL PLAN, STRATEGIES AND POLICY IMPACTS

- *Charter of Human Rights and Responsibilities Act 2006*
- City of Ballarat Council Plan 2017 – 2021
- *Local Government Act 1989* (sections 126 and 126A)

REPORTING AND COMPLIANCE STATEMENTS

Implications	Considered in Report?	Implications Identified?
Human Rights	No	No
Social/Cultural	No	No
Environmental/Sustainability	No	No
Economic	No	No
Financial/Resources	Yes	Yes
Risk Management	No	No
Implementation and Marketing	No	No
Evaluation and Review	No	No

Financial/Resources – As contained in the report.

CONSULTATION

Victorian Auditor General's Office.
Audit Advisory Committee

OFFICERS DECLARATIONS OF INTEREST

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this Report.

REFERENCE DOCUMENTS

- *Local Government Act 1989* (Sections 126 and 126A)

ATTACHMENTS

2018/19 Annual Financial Statements will be circulated prior to the meeting

10.4. CARRYOVERS 2019/20

Division: Business Services
Director: Glenn Kallio
Author/Position: Glenn Kallio - Director Business Services

OFFICER RECOMMENDATION

Council resolves to:

- 1. Approve the addition of \$36.141 million as a carryover to the 2019/20 Budget to fund existing projects and activities commenced in the 2018/19 financial year, as per the attached listing of projects.**

EXECUTIVE SUMMARY

This report sets out those items that are required to be carried forward to the 2019/20 Budget from the previous financial year due to grants being received in advance and/or unfinished projects as at 30 June 2019. The total funds being recommended to be carried forward equates to \$36,141,339. Of this amount to be carried forward, 12,580,572 are funds received from government in May and June 2019, this income relates to works and services that were programmed to be delivered in the 2019/20 financial year.

The table below provides a summary of funding sources:

	Council Funded (\$)	Govt Funded (\$)	Total
Capital Projects	21,308,984	1,692,297	23,001,281
Recurrent Projects	114,779	13,025,279	13,140,058
	21,423,763	14,717,576	36,141,339

In addition to the carryovers, Council achieved a surplus of funds totalling \$1.275 million.

RATIONALE

Each year following the completion of Council's annual statement, a process is commenced whereby the organisation is requested to provide information relating to:

1. Grants received during the 2018/19 financial year that relate to the 2019/20 financial year. The State and Federal Governments can prepay grants for various projects to be carried out by Council.

Under the current accounting standards, Local Government is required to recognise the income when received rather than the year that the income relates to. As such, it is required that funds that meet these criteria are carried forward to the correct financial year.

- Projects that continued to be works in progress as at 30 June 2019 and require funding to be carried forward to 2019/20 to complete those works. Several projects listed in the 2018/19 capital programs were scheduled to take more than one financial year to be completed. As such, it is requested that the outstanding funds for those projects are carried forward to enable the full completion of the projects.

The conditions associated with any requests for money to be carried over from the previous financial year and the current financial year is:

- The organisation must have a surplus of funds from the 2018/19 year before a carryover will be approved;
- Individual business units must have a surplus of funds from the 2018/19 year before a carryover will be approved;

One of these delays resulted in a surplus of funds amounting to \$5.084 million. The Developer Contribution Plan (DCP) funds formed part of previous Council borrowings.

OPTIONS

- Council can resolve to approve the carryovers and include the funding in the 2019/20 budget.
- Council can resolve to approve the carryovers with amendments.
- Council can resolve not to approve the carryovers.

LEGISLATION, COUNCIL PLAN, STRATEGIES AND POLICY IMPACTS

- Charter of Human Rights and Responsibilities Act 2006*
- City of Ballarat Council Plan 2017 – 2021

REPORTING AND COMPLIANCE STATEMENTS

Implications	Considered in Report?	Implications Identified?
Human Rights	Yes	No
Social/Cultural	No	No
Environmental/Sustainability	No	No
Economic	No	No
Financial/Resources	Yes	Yes
Risk Management	Yes	Yes
Implementation and Marketing	No	No
Evaluation and Review	No	No

Human Rights – It is considered that this report does not impact on any human rights identified in the *Charter of Human Rights and Responsibilities Act 2006*.

Financial/Resources – The total funds requested to be carried forward to the 2019/20 financial year will be sourced from the cash in excess of the forecast financial position contained within the Ballarat City Councils 2018/19 budget. The approval of the carryovers will be within the parameters of the Ballarat City Council's Long Term Financial Strategy.

The reconciliation of the cash position of the Ballarat City Council as at 30 June 2019 is:

	(\$'000's)
Cash Balance as at 30 June 2019	88,173
Forecast Cash Position	46,215
Additional Cash	41,958
- Provisions	-1,438
- Reserve Funds	-3,104
Cash Available for Carryovers	37,416
Carryovers	36,141
Remaining Funds	1,275

Risk Management – Should Council resolve not to approve all or part of the carryovers Council would need to review the 2019/20 budget in order to source funds to for expenditure that is committed, either for grant requirements or projects currently in progress.

OFFICERS DECLARATIONS OF INTEREST

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this Report.

REFERENCE DOCUMENTS

- City of Ballarat 2018/19 Budget

ATTACHMENTS

1. Carryover Listing [**10.4.1** - 3 pages]

Department	Business Unit	Budget Type	Project Description	Note	Carryover Amount	Grant Received in Advance	Funding Source
Buisness Services	ICT	Capital	IT System Development		2,173,590	No	Council
Buisness Services	ICT	Capital	IT Infrastructure Strategy		2,493,498	No	Council
Buisness Services	Whole of Organisation	Recurrent	New Yarrowee River Masterplan		28,000	Yes	State
Buisness Services	Whole of Organisation	Recurrent	Victorian Grants Commission		7,642,691	Yes	Federal
Buisness Services	Whole of Organisation	Recurrent	Rural Councils Transformation Program		4,500,000	Yes	State
Community Development	Community Development	Capital	Wendouree West Rec Reserve		11,668	No	Council
Community Development	Engaged Communities	Capital	Social Infrastructure Capital Program		298,235	No	Council
Community Development	Engaged Communities	Capital	White Flat Public Safety Upgrade		123,368	Yes	State
Community Development	Engaged Communities	Recurrent	Community Impact Grants Program		22,391	No	Council
Community Development	Engaged Communities	Recurrent	Mount Pleasant ECP		32,364	No	Council
Community Development	Engaged Communities	Recurrent	Sons of the West		18,670	Yes	Contribution
Community Development	Engaged Communities	Capital	White Flat Public Safety Upgrade		123,368	No	Council
Community Development	Family & Children's Services	Recurrent	3 YO Kindergarten Assessment		30,000	Yes	State
Community Development	Family & Children's Services	Recurrent	Central Kindergarten Enrolment		5,698	Yes	State
Community Development	Family & Children's Services	Recurrent	Supported Playgroups		249,278	No	State
Community Development	Family & Children's Services	Recurrent	Best Start		12,065	No	State
Community Development	Family & Children's Services	Recurrent	Enhanced MCH program		161,752	No	State
Community Development	Family & Children's Services	Recurrent	Graduate Clinical MCH grant		19,948	Yes	State
Community Development	Family & Children's Services	Recurrent	Wendouree Indigenous funding		238	Yes	State
Community Development	Family & Children's Services	Recurrent	Early Childhood Language Program Projects		5,724	Yes	State
Community Development	Family & Children's Services	Recurrent	Girrabanya Indigenous Funding		1,050	Yes	State
Community Development	Family & Children's Services	Capital	Girrabanya Equipment Grant		5,473	Yes	state
Community Development	Intercultural Services	Recurrent	Intercultural Employment Pathways		30,039	No	Council
Community Development	Recreation	Capital	Recreation Capital Improvement		4,672,147	No	Council
Community Development	Youth Services	Recurrent	Youth Skill Building and connection		21,612	No	State
Development and Planning	Creative Cities	Capital	Public Art Program		142,819	No	Council
Development and Planning	Creative Cities	Capital	Monument Renewal Program		97,296	No	Council
Development and Planning	Economic Partnerships	Recurrent	World Heritage Listing		29,985	No	Council
Development and Planning	Economic Partnerships	Capital	SSRIP Safer Cyclists & Pedestrian F		95,422	No	State
Development and Planning	Economic Partnerships	Capital	Bicycle Strategy Projects		115,903	No	Council
Development and Planning	Economic Partnerships	Capital	Art Aquisitions For AGB		8,655	No	Council

Department	Business Unit	Budget Type	Project Description	Note	Carryover Amount	Grant Received in Advance	Funding Source
Development and Planning	Major Projects	Capital	Wendouree sports and events centre	1	(2,968,579)	No	Council
Development and Planning	Major Projects	Capital	Girrabanya upgrade		97,696	No	Council
Development and Planning	Major Projects	Capital	HMT conservation works		1,719,197	No	Council
Development and Planning	Major Projects	Capital	Town Hall living heritage grant		173,500	Yes	State
Development and Planning	Major Projects	Capital	Pavilion Project		78,243	Yes	State
Development and Planning	Major Projects	Capital	Lake lighting and fitness		200,000	Yes	State
Development and Planning	Major Projects	Capital	Civic Hall Redevelopment Project	2	(44,507)	No	Council
Development and Planning	Strategic Planning	Recurrent	Latrobe Street Saleyards Precinct Plan		32,902	Yes	State
Development and Planning	Strategic Planning	Recurrent	Bakery Hill Precinct Urban Renewal Plan		10,390	Yes	State
Development and Planning	Strategic Planning	Recurrent	Ballarat Long Term Growth Options Project		25,000	Yes	State
Development and Planning	Strategic Planning	Recurrent	Flood Planning		109,302	Yes	State
Development and Planning	Strategic Planning	Recurrent	Enabling Affordable Housing in Ballarat		5,266	Yes	State
Infrastructure & Environment	Facilities	Capital	Safer Communities CCTV		18,926	No	Council
Infrastructure & Environment	Infrastructure	Capital	Major Infrastructure Renewal		3,293,015	No	Council
Infrastructure & Environment	Infrastructure	Capital	Gravel Road Renewal Program		448,086	No	Council
Infrastructure & Environment	Infrastructure	Capital	Fernery		955,586	No	Council
Infrastructure & Environment	Infrastructure	Capital	Bridge Rehabilitation		82,460	No	Council
Infrastructure & Environment	Infrastructure	Capital	All Waste Interchange		4,864,503	No	Council
Infrastructure & Environment	Infrastructure	Capital	Charlesworth St Retarding Basin		1,500,000	No	State/Council
Infrastructure & Environment	Infrastructure	Capital	Parking Meter Replacement Program		81,600	No	Council
Infrastructure & Environment	Infrastructure	Capital	Federal Blackspot Funding		334,854	Yes	Federal
Infrastructure & Environment	Infrastructure	Capital	NBN Reinstatement		316,612	No	Council
Infrastructure & Environment	Infrastructure	Capital	DCP Construction		354,325	No	Council
Infrastructure & Environment	Infrastructure	Capital	BALC Assets & Equipment		208,205	No	Council
Infrastructure & Environment	Infrastructure	Capital	Outdoor Swimming Pool Upgrade		130,968	No	Council
Infrastructure & Environment	Operations & Environment	Capital	Lake Wendouree Infrastructure Works		113,712	No	Council
Infrastructure & Environment	Regulatory Services	Capital	CBD Car Parking Action Plan		681,437	Yes	State
Innovation & Org Improvement	Business Improvement	Recurrent	Smart Cities and Suburbs Funding		139,743	Yes	Federal
Innovation & Org Improvement	Business Improvement	Recurrent	LaunchVic - Startup Ballarat		5,950	Yes	State
					36,141,339		

Department	Business Unit	Budget Type	Project Description	Note	Carryover Amount	Grant Received in Advance	Funding Source
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Notes

1. This amount represents expenditure Council has funded in advance for the new Basketball Complex. This advance payment will be offset by committed grants during the 2019/20 financial year. Bringing the negative amount forward will allow the budget to represent that a grant is to be received for this project and offset the income when received.

2. The Civic Hall project has been a multi year project. This amount represent expenditure that occurred during 2018/19 that is to be offset against the budget allocation in 2019/20.

10.5. OUTSTANDING QUESTION TIME ITEMS

Division: Business Services
Director: Glenn Kallio
Author/Position: Ali Evans -Administration Officer Statutory Compliance

OFFICER RECOMMENDATION

That Council endorses the Outstanding Question Time report.

EXECUTIVE SUMMARY

This report provides Council with an update of responses to questions taken on notice and outstanding unanswered questions from Council Question Time.

As of 21 August 2019 Council Meeting, there are no outstanding questions.

RATIONALE

The City of Ballarat Meeting Procedure Local Law calls for a standard agenda item at each Council Meeting that reflects unanswered questions from Public Question Time.

LEGISLATION, COUNCIL PLAN, STRATEGY AND POLICY IMPLICATIONS

- Meeting Procedure Local Law

OFFICERS DECLARATION OF INTERESTS

Council Officers affirm that no direct or indirect interests need to be declared in relation to the matter of this report.

ATTACHMENTS

Nil

11. NOTICE OF MOTION

Nil

12. URGENT BUSINESS

Nil

13. SECTION 89 (IN CAMERA)

13.1 LICENCE DEED - CARNGHAM ROAD BUNKERS HILL

Division: Infrastructure and Environment
Director: Terry Demeo
Author/Position: Darren Sadler – Executive Manager Property Services and Facilities Management

(contractual matters)

13.2 CRESWICK ROAD CARPARK

Division: Infrastructure and Environment
Director: Terry Demeo
Author/Position: Vaughn Notting – Executive Manager Infrastructure

(contractual matters)

13.3 CAR PARKING TECHNOLOGY

Division: Infrastructure and Environment
Director: Terry Demeo
Author/Position: Darren Sadler – Executive Manager Property Services and Facilities Management

(contractual matters)

14. CLOSE