INVERELL
SHIRE COUNCIL

BUSINESS PAPER

Civil and Environmental Services Committee Meeting

Wednesday, 12 June 2019

INVERELL SHIRE COUNCIL

NOTICE OF CIVIL AND ENVIRONMENTAL SERVICES COMMITTEE MEETING

7 June, 2019

A Civil and Environmental Services Committee Meeting will be held in the Committee Room, Administrative Centre, 144 Otho Street, Inverell on Wednesday, 12 June, 2019, commencing at **9.00 AM**.

Your attendance at this Civil and Environmental Services Committee Meeting would be appreciated.

P J HENRY PSM

GENERAL MANAGER

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Ethical Decision Making and Conflicts of Interest

A guiding checklist for Councillors, officers and community committees

Ethical decision making

- Is the decision or conduct legal?
- Is it consistent with Government policy, Council's objectives and Code of Conduct?
- What will the outcome be for you, your colleagues, the Council, anyone else?
- Does it raise a conflict of interest?
- Do you stand to gain personally at public expense?
- Can the decision be justified in terms of public interest?
- Would it withstand public scrutiny?

Conflict of interest

A conflict of interest is a clash between private interest and public duty. There are two types of conflict:

- ***Pecuniary*** – regulated by the *Local Government Act 1993* and Office of Local Government
- ***Non-pecuniary*** – regulated by Codes of Conduct and policy. ICAC, Ombudsman, Office of Local Government (advice only). If declaring a Non-Pecuniary Conflict of Interest, Councillors can choose to either disclose and vote, disclose and not vote or leave the Chamber.

The test for conflict of interest

- Is it likely I could be influenced by personal interest in carrying out my public duty?
- Would a fair and reasonable person believe I could be so influenced?
- Conflict of interest is closely tied to the layperson's definition of 'corruption' – using public office for private gain.
- Important to consider public perceptions of whether you have a conflict of interest.

Identifying problems

1st Do I have private interests affected by a matter I am officially involved in?
2nd Is my official role one of influence or perceived influence over the matter?
3rd Do my private interests conflict with my official role?

Local Government Act 1993 and Model Code of Conduct

For more detailed definitions refer to Sections 442, 448 and 459 or the *Local Government Act 1993* and Model Code of Conduct, Part 4 – conflictions of interest.

Disclosure of pecuniary interests / non-pecuniary interests

Under the provisions of Section 451(1) of the *Local Government Act 1993* (pecuniary interests) and Part 4 of the Model Code of Conduct prescribed by the Local Government (Discipline) Regulation (conflict of interests) it is necessary for you to disclose the nature of the interest when making a disclosure of a pecuniary interest or a non-pecuniary conflict of interest at a meeting.

A Declaration form should be completed and handed to the General Manager as soon as practible once the interest is identified. Declarations are made at Item 3 of the Agenda: Declarations - Pecuniary, Non-Pecuniary and Political Donation Disclosures, and prior to each Item being discussed: The Declaration Form can be downloaded at Declaration Form

Quick Reference Guide

Below is a legend that is common between the:

- Inverell Shire Council Strategic Plan;
- Inverell Shire Council Delivery Plan; and
- Inverell Shire Council Operational Plan.

1 APOLOGIES

2 CONFIRMATION OF MINUTES

RECOMMENDATION:

That the Minutes of the Civil and Environmental Services Committee Meeting held on 8 May, 2019, as circulated to members, be confirmed as a true and correct record of that meeting.

MINUTES OF INVERELL SHIRE COUNCIL
CIVIL AND ENVIRONMENTAL SERVICES COMMITTEE MEETING
HELD AT THE COUNCIL CHAMBERS, ADMINISTRATIVE CENTRE, 144 OTHO STREET, INVERELL
ON WEDNESDAY, 8 MAY 2019 AT 9.00 AM

PRESENT: Cr D F Baker (Chairperson), Crs A A Michael, M J Peters, S J Berryman and J N McCosker.

IN ATTENDANCE: Crs J A Watts, C M Dight and P A King.

Paul Henry (General Manager), Brett McInnes (Director Civil and Environmental Services), Scott Norman (Director Corporate and Economic Services), Justin Pay (Manager Civil Engineering) and Chris Faley (Development Planner).

1 APOLOGIES

Apologies were received from Cr P J Harmon.

RES*OLVED (Berryman/Michael) that the apology from Cr Harmon be noted*.

2 CONFIRMATION OF MINUTES

RESOLVED (Berryman/Michael) that the Minutes of the Civil and Environmental Services Committee Meeting held on 10 April, 2019, as circulated to members, be confirmed as a true and correct record of that meeting.

3 BUSINESS ARISING FROM PREVIOUS MINUTES

1. PUBLIC FORUM S13.5.6/12

At this juncture, the time being 9.02 am, the Chair welcomed the members of the public and opened the Public Forum Session by inviting members of the public to speak:

Noel Daley DA 26/2019 — Noel Daley spoke about the removal of vegetation and erection of a Colorbond fence at the RSM Clay Target Club. He was concerned that it would increase noise from the Gun Club at his residence. In particular he would prefer that a timber fence be erected.

Miriam Daley DA - 26/2019 — Miriam Daley is also concerned about increased noise from the Clay Target Club. She asked that advanced trees be planted to screen the fence and Council consider restricting the days and hours the Club can shoot.

At this juncture, the time being 9.05 am, the Public Forum Session closed and the Committee resumed the balance of the Agenda.

2. BUSINESS ARISING FROM PREVIOUS MINUTES

Nil

SECTION B
ADVOCACY REPORTS

Nil

SECTION D
DESTINATION REPORTS

1. DA-23/2019 – DEMOLITION, CONSTRUCTION OF DUAL OCCUPANCY (ATTACHED), CONSTRUCTION OF DWELLING AND SUBDIVISION – 63 GRANVILLE STREET, INVERELL DA-23/2019

RESOLVED (Berryman/Michael) that the Committee recommend to Council:

1. *Inverell Shire Council issues its consent, subject to conditions stated hereunder, in accordance with Section 80A of the Environmental Planning and Assessment Act 1979.*

Consent is granted for:

- Demolition of all structures;
- One (1) into Two (2) Lot Subdivision, being;
  - Lot 1 – 504.2m2 rectangular lot;
  - Lot 2 – 507.7m2 battle-axe lot;
- Construction of Dual Occupancy (Attached) on the rectangular lot; and
- Construction of a dwelling on the battle-axe lot.

To confirm and clarify the terms of consent, the development must be carried out in accordance with the stamped and approved plans and accompanying documentation, unless modified by any following condition. Any deviation will require the consent of Council.

2. The applicant must comply with all relevant prescribed conditions as contained in Division 8A of the *Environmental Planning & Assessment Regulation 2000* (as detailed at the end of this consent).

CONDITIONS RELATING TO DEMOLITION

3. All demolition work is to be carried out in accordance with Australian Standard 2601 The demolition of structures.

4. At all times during demolition a competent person shall directly supervise work. It is the responsibility of the person to ensure that:
   - The structure to be demolished and all its components shall be maintained in a stable and safe condition at all stages of the demolition work;
   - Precautions are to be taken to ensure that the stability of all parts of the structure and the safety of persons on and outside the site are maintained particularly in the event of sudden and severe weather changes; and
   - The site shall be sealed off at all times against the unauthorised entry of persons or vehicles.

5. All utilities are to be disconnected from the dwelling and capped to the satisfaction of the relevant authority.

6. If the development is found to contain asbestos the applicant/builder must investigate, and carry out, their obligations as specified under WorkCover, the Work Health and Safety Regulation 2011 and the Protection of the Environment Operations (Waste) Regulation 1996.

DP-A 7. To safeguard the local amenity, reduce noise nuisance and to prevent environmental pollution during the demolition period:

- Works on site are to be carried out in accordance with the *Protection of the Environment Operations Act 1997* in relation to noise, dust and associated nuisances from the site. The carrying out of works shall not interfere with the quiet enjoyment of the surrounding neighbourhood;
- Demolition may only be carried out between 7.00am and 5.00pm, Monday to Saturday, and no demolition is to be carried out at any time on a Sunday or Public Holiday. Council may consent to vary these hours in particular circumstances where it can be demonstrated that it is unavoidable;
- Stockpiles of topsoil, sand, aggregate, spoil or other material shall be stored clear of any drainage path of easement, natural watercourse, footpath, kerb or road surface and shall implement measures to prevent the movement of such material off site;
- Operations such as brick cutting, washing tools, concreting and bricklaying shall be undertaken on the building block. The pollutants from these building operations shall be contained on site;
- Demolition waste must not be burnt or buried on site. All waste (including felled trees) must be contained and removed to a waste disposal depot;
- Sediment and erosion control measures are to be implemented onsite and maintained until the site is fully stabilised, in accordance with Council's Erosion and Sedimentation Control Policy 2004; and
- Where the proposed development involves the disturbance of any existing survey monuments, those monuments affected will need to be relocated by a registered surveyor under the *Surveying and Spatial Information Act 2002*. A plan showing the relocated monuments will then be required to be lodged as a matter of public record at the NSW Land Registry Services.

CONDITIONS RELATING TO THE ONE (1) INTO TWO (2) LOT SUBDIVISION

8. A Subdivision Certificate must be obtained from Council in accordance with Section 109C (1)(d) of the *Environmental Planning and Assessment Act 1979*. The applicant must submit a completed Subdivision Certificate application form (with applicable fee), four (4) copies of the survey plan, two (2) copies of any 88b instrument and documentary evidence demonstrating compliance with the conditions of this development consent.

9. Prior to the issue of a Subdivision Certificate, a Construction Certificate must be issued for both the dwelling and the dual occupancy (attached) approved under this consent.

CONDITIONS RELATING TO THE CONSTRUCTION OF THE DWELLING

Prior to Commencement of Works

10. Prior to the commencement of any works (including earthworks) on the site a Construction Certificate must be issued in accordance with Section 109C (1)(b) and 81A (2) of the *Environmental Planning and Assessment Act 1979*. The application for a Construction Certificate shall include plans and specifications demonstrating full compliance with the Building Code of Australia and associated standards.

11. Prior to issue of a Construction Certificate, approval under Section 68 of the *Local Government Act 1993* is to be obtained for sewerage work, water supply

work and stormwater drainage work.

12. Prior to issue of a Construction Certificate, approval under Section 138 of the *Roads Act 1993* is to be obtained for the construction of the concrete access crossing in Granville Street.

13. New water and sewer connections are to be provided for the dwelling. Prior to issue of a Construction Certificate, the following is to be paid to Council:
- A water connection fee in accordance with Council's fees and charges; and
- A sewer junction fee in accordance with Council's fees and charges.

14. Prior to issue of a Construction Certificate, stormwater drainage plans, prepared by a suitably qualified engineer, are to be submitted to and approved by Council. These plans are to show:
- Inter-allotment drainage along the common boundary between the dwelling and the dual occupancy (attached);
- Drainage of the concrete driveway; and
- Roof water drainage.

During Construction

15. To safeguard the local amenity, reduce noise nuisance and to prevent environmental pollution during the construction period:
- Works on site are to be carried out in accordance with the *Protection of the Environment Operations Act 1997* in relation to noise, dust and associated nuisances from the site. The carrying out of works shall not interfere with the quiet enjoyment of the surrounding neighbourhood;
- Construction may only be carried out between 7.00am and 5.00pm, Monday to Saturday, and no construction is to be carried out at any time on a Sunday or Public Holiday. Council may consent to vary these hours in particular circumstances where it can be demonstrated that it is unavoidable;
- Stockpiles of topsoil, sand, aggregate, spoil or other material shall be stored clear of any drainage path of easement, natural watercourse, footpath, kerb or road surface and shall implement measures to prevent the movement of such material off site;
- Building operations such as brick cutting, washing tools, concreting and bricklaying shall be undertaken on the building block. The pollutants from these building operations shall be contained on site;
- Builders waste must not be burnt or buried on site. All waste (including felled trees) must be contained and removed to a waste disposal depot;
- Sediment and erosion control measures are to be implemented onsite and maintained until the site is fully stabilised, in accordance with Council's Erosion and Sedimentation Control Policy 2004; and
- Where the proposed development involves the disturbance of any existing survey monuments, those monuments affected will need to be relocated by a registered surveyor under the *Surveying and Spatial Information Act 2002*. A plan showing the relocated monuments will then be required to be lodged as a matter of public record at the NSW Land Registry Services.

16. A survey report is required to ensure that the proposed development is located on the correct allotment and at the approved distance from the boundary. The survey report is to be prepared by a registered land surveyor and be provided to the Principal Certifying Authority prior to works proceeding past floor level. This report is to be verified:

- by the pegging of the site prior to the commencement of work; and
- on completion of footings.

Prior to Occupation

17. Prior to occupation of the premises, an Occupation Certificate must be issued in accordance with Section 109M of the *Environmental Planning and Assessment Act 1979*.

Note: Prior to issue of the Occupation Certificate, the Principal Certifying Authority is required to be satisfied, amongst other things, that:
- all required inspections (including each applicable mandatory critical stage inspection) have been carried out; and
- any preconditions to the issue of the certificate required by a development consent have been met.

18. Prior to issue of an Occupation Certificate, where applicable, the following works are to be completed:
- All adjacent public and private land must be cleared of obstructions such as stockpiles of topsoil, building material, waste and other material associated with construction; and
- The applicant will repair/restore, or pay the full costs associated with repairing/restoring, any footpath, public reserve and infrastructure that is damaged by the development.

19. Prior to issue of an Occupation Certificate, the plan of subdivision relating to the one (1) into two (2) lot subdivision approved under this consent, must be registered with the NSW Land Registry Services.

20. Prior to issue of an Occupation Certificate, all stormwater including inter-allotment drainage and driveway drainage shall be drained in accordance with the approved engineering and Australian Standard 3500.3 Plumbing and drainage.

21. Prior to issue of an Occupation Certificate, the concrete access crossing, concrete access handle and turning areas are to be constructed in accordance with the approved plans and approval under Section 138 of the *Roads Act 1993*.

22. Prior to issue of an Occupation Certificate, all landscaping is to be completed as per the approved plan.

Ongoing Use

23. A vehicle access door (e.g. roller door or similar) must not be installed within the garage wall facing Granville Lane.

24. All landscaping must be maintained in perpetuity in a reasonable manner.

CONDITIONS RELATING TO THE CONSTRUCTION OF THE DUAL OCCUPANCY (ATTACHED)

Prior to Commencement of Works

25. Prior to the commencement of any works (including earthworks) on the site a Construction Certificate must be issued in accordance with Section 109C (1)(b) and 81A (2) of the *Environmental Planning and Assessment Act 1979*.

The application for a Construction Certificate shall include plans and specifications demonstrating full compliance with the Building Code of Australia and associated standards.

26. Prior to issue of a Construction Certificate, approval under Section 68 of the *Local Government Act 1993* is to be obtained for sewerage work, water supply work and stormwater drainage work.

27. Prior to issue of a Construction Certificate, approval under Section 138 of the *Roads Act 1993* is to be obtained for the construction of the concrete access crossings.

28. Prior to the issue of a Construction Certificate, two Community Services Contributions must be paid to Council pursuant to Section 7.11 (formerly Section 94) of the *Environmental Planning and Assessment Act 1979*.

29. Separate sewer connections are to be provided to each dwelling within the dual occupancy (attached). Prior to the issue of a Construction Certificate, contributions/fees must be paid to Council for sewer supply and separate sewer connections. This will require payment to Council of:
- A Contribution under Council's Development Servicing Plan No. 1 for 2 equivalent tenements; and
- A sewer junction fee (Unit B) in accordance with Council's fees and charges.

Note: Unit A will utilise the existing sewer junction.

30. Separate water connections are to be provided to each dwelling within the dual occupancy (attached). Prior to the issue of a Construction Certificate, contributions/fees must be paid to Council for water supply and water connections. This will require payment to Council of:
- A Contribution per lot under Council's Development Servicing Plan No. 1 for 1.6 equivalent tenements; and
- Water connection fees in accordance with Council's fees and charges

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31. Prior to issue of a Construction Certificate, plans of the inter-allotment drainage along the common boundary between the dwelling and the dual occupancy (attached), prepared by a suitably qualified engineer, are to be submitted to and approved by Council.

During Construction

32. To safeguard the local amenity, reduce noise nuisance and to prevent environmental pollution during the construction period:
- Works on site are to be carried out in accordance with the Protection of the *Environment Operations Act 1997* in relation to noise, dust and associated nuisances from the site. The carrying out of works shall not interfere with the quiet enjoyment of the surrounding neighbourhood;
- Construction may only be carried out between 7.00am and 5.00pm, Monday to Saturday, and no construction is to be carried out at any time on a Sunday or Public Holiday. Council may consent to vary these hours in particular circumstances where it can be demonstrated that it is unavoidable;
- Stockpiles of topsoil, sand, aggregate, spoil or other material shall be stored clear of any drainage path of easement, natural watercourse, footpath, kerb or road surface and shall implement measures to prevent the movement of such material off site;

- Building operations such as brick cutting, washing tools, concreting and bricklaying shall be undertaken on the building block. The pollutants from these building operations shall be contained on site;
- Builders waste must not be burnt or buried on site. All waste (including felled trees) must be contained and removed to a waste disposal depot;
- Sediment and erosion control measures are to be implemented onsite and maintained until the site is fully stabilised, in accordance with Council's Erosion and Sedimentation Control Policy 2004; and
- Where the proposed development involves the disturbance of any existing survey monuments, those monuments affected will need to be relocated by a registered surveyor under the *Surveying and Spatial Information Act 2002*. A plan showing the relocated monuments will then be required to be lodged as a matter of public record at the NSW Land Registry Services.

33. A survey report is required to ensure that the proposed development is located on the correct allotment and at the approved distance from the boundary. The survey report is to be prepared by a registered land surveyor and be provided to the Principal Certifying Authority prior to works proceeding past floor level. This report is to be verified:
- by the pegging of the site prior to the commencement of work; and
- on completion of footings.

Prior to Occupation

34. Prior to occupation of the premises, an Occupation Certificate must be issued in accordance with Section 109M of the *Environmental Planning and Assessment Act 1979*.

Note: Prior to issue of the Occupation Certificate, the Principal Certifying Authority is required to be satisfied, amongst other things, that:
- all required inspections (including each applicable mandatory critical stage inspection) have been carried out; and
- any preconditions to the issue of the certificate required by a development consent have been met.

35. Prior to issue of an Occupation Certificate, where applicable, the following works are to be completed:
- All adjacent public and private land must be cleared of obstructions such as stockpiles of topsoil, building material, waste and other material associated with construction; and
- The applicant will repair/restore, or pay the full costs associated with repairing/restoring, any footpath, public reserve and infrastructure that is damaged by the development.

36. Prior to issue of an Occupation Certificate, the plan of subdivision relating to the one (1) into two (2) lot subdivision approved under this consent, must be registered with the NSW Land Registry Services.

37. Prior to issue of an Occupation Certificate, all stormwater including inter-allotment drainage shall be drained in accordance with the approved engineering and Australian Standard 3500.3 Plumbing and drainage.

38. Prior to issue of Occupation Certificate, a concrete access crossing and driveway is to be constructed from Granville Street to the garage of each unit in accordance with the approved under Section 138 of the *Roads Act 1993*.

39. Any other condition deemed appropriate by the Director Civil and Environmental Services.

S375A Record of Voting	Councillors For:	Councillors Against:
Cr D F Baker	✓	
Cr A A Michael	✓	
Cr S J Berryman	✓	
Cr M J Peters		✓
Cr J N McCosker	✓	

PO-A 2. DA-29/2019 – SINGLE DWELLING USE – 124 TRAFALGAR LANE, GUM FLAT – VARIATION TO MINIMUM LOT SIZE DEVELOPMENT STANDARD DA-29/2019

RESOLVED (McCosker/Michael) that the Committee recommend to Council, subject to concurrence being received from the NSW Department of Planning and Environment, DA-29/2019 be approved subject to the following conditions:

Preliminary

1. Inverell Shire Council issues its consent, subject to conditions stated hereunder, in accordance with Section 80A of the *Environmental Planning and Assessment Act 1979.*

   Consent is granted for a single dwelling use only on Lot 308 DP 754840.

Advice Only

2. The following matters are not conditions of consent, but will require consideration in the design of any proposed dwelling:
   - A separate application is to be approved for the actual construction of a dwelling.
   - Any new dwelling is to comply with the provisions of Planning for Bush Fire Protection 2006.
   - Approval is required under Sec. 68 of the *Local Government Act 1993* for the installation and operation of an onsite sewage management system.
   - No native vegetation should be removed as a result of the construction of a dwelling without the approval of Council.
   - The external colours of the dwelling should be sympathetic with the surrounding rural landscape.

3. Any other condition deemed appropriate by the Director Civil and Environmental Services.

S375A Record of Voting	Councillors For:	Councillors Against:
Cr D F Baker	✓	
Cr A A Michael	✓	
Cr S J Berryman	✓	
Cr M J Peters	✓	
Cr J N McCosker	✓	

DP-A 3. DA-26/2019 – NEW COLORBOND FENCE – 6375 GWYDIR HIGHWAY, INVERELL DA-26/2019

RESOLVED (Michael/McCosker) that additional information regarding the proposed fence be presented in a report to the May 2019 Council meeting.

SECTION E
INFORMATION REPORTS

MCE-N 1. WORKS UPDATE S28.21.1/12

RESOLVED (Michael/Berryman) that the items contained in the Information Reports to the Civil & Environmental Services Committee Meeting held on Wednesday, 8 May, 2019, be received and noted.

SECTION F
GENERAL BUSINESS

Cr McCosker Swan Vale Road S28.9.12/12

Cr McCosker raised the poor condition of the Elsmore Road and reported that there are large rocks exposed in the pavement.

The Manager Civil Engineering responded the road was in poor condition with some course material on the surface, however grading it in the current dry conditions would only make it worse. Unfortunately sufficient water cannot be sourced in the area.

CR D F BAKER

CHAIRPERSON

The Meeting closed at 9.45 am.

The minutes of this meeting were confirmed at the Civil and Environmental Services Committee held on 12 June 2019.

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CHAIRPERSON

3 DISCLOSURE OF CONFLICT OF INTERESTS/PECUNIARY AND NON-PECUNIARY INTERESTS

PUBLIC FORUM

4 DESTINATION REPORTS

4.1 PURCHASE OF VARIABLE MESSAGE SIGN BOARDS

File Number: **S28.9.18 / 19/17617**

Author: **Justin Pay, Manager Civil Engineering**

SUMMARY:

At the November 2018 meeting of the Economic and Community Sustainability Committee Mayor Harmon posed a question without notice regarding electronic sign boards. It was noted that Council currently hire these items frequently and that purchasing these boards should be investigated. The investigation is now complete and the Committee is requested to consider purchasing two (2) new electronic sign boards, also known as Variable Message Signs (VMS).

RECOMMENDATION:

That the Committee recommend to Council that two (2) Variable Message Sign boards be purchased with funding sourced from Council's Internally Restricted Plant Replacement Reserve.

COMMENTARY:

Variable Message Sign (VMS) boards are an approved and widely used device for traffic control and providing information to the public. In recent years Council have used these devices in increasing frequency for a number of reasons. Roads and Maritime Services (RMS) have had a shift in policy in recent times, with their focus being on providing good customer service. As such, they now require the use of VMS boards whenever construction or major maintenance works are being undertaken on the highway in urban areas. They also require the use of the boards when Council close roads due to special events e.g. The Sapphire City Festival or the Festival of Christmas.

Council does not have any VMS boards in our fleet and in order to comply with RMS requirements the items have been hired. The average hire rate for a pair of these boards is $90 per day and there is a delivery fee of $750 charged on both delivery and pick up of the units. Generally the minimum timeframe that the units would be used is two (2) weeks; the total cost of hire (Including delivery/pick up fees) is $2,760.

Over the past five (5) years Council has hired VMS boards on average ten (10) weeks per year. Given RMS policy shift it is likely that we will be required to use these devices more in the future. Also, if these boards were available on fleet they would be utilised far more frequently on Council construction sites. Use of VMS boards on construction sites, particularly on high traffic roads, improves safety by slowing traffic and giving clear direction to road users traversing the job site.

There are a wide variety of VMS boards on the market with varying sizes, functionalities and options. After investigating the market a specification was compiled to meet Council's needs and quotations were obtained from four (4) companies. Prices ranged from $38,300 to $46,200 per pair.

The most cost effective unit, based on functionality, robust construction and ease of set up was quoted at $42,190 per pair.

Given the proposed purchase price of $42,190 and considering Council's previous average usage (5 x two weeks periods – 5 x $2,760 = $13,800) the payback period for purchase of the units would be approximately three (3) years. It is anticipated that the useful life of the units will be six (6) years.

From the above analysis it has been determined that purchasing a pair of VMS boards is a sound decision. This will also enable improved safety on Council construction sites with the VMS units being more widely used.

There are sufficient funds in Council's Internally Restricted Plant Replacement Reserve to fund these units. It is recommended that Council purchase a pair of VMS boards.

RISK ASSESSMENT:

Inclusion of a pair of VMS boards onto Council's fleet would bring improved safety on road construction sites through improved traffic management.

POLICY IMPLICATIONS:

Nil

CHIEF FINANCIAL OFFICERS COMMENT:

Council's payback period on these VMS boards is approximately three (3) years. The Net present value (NPV) is positive over (six) 6 years at approximately $34K. There are sufficient funds in Council's Internally Restricted Plant Replacement Reserve to fund these units.

LEGAL IMPLICATIONS:

Nil

ATTACHMENTS:

Nil

4.2 LAKE INVERELL OFF ROAD RECREATION CIRCUIT

File Number: **S28.7.18/63 / 19/18413**

Author: **Brett McInnes, Director Civil and Environmental Services**

SUMMARY:

This report has been provided to update the Committee regarding the progression of the Lake Inverell Off Road Recreation Circuit. It is proposed that an interim opening of the facility to the general public occur during June 2019.

RECOMMENDATION:

That the Committee recommend to Council that the information provided regarding the proposed interim opening of the Off Road Recreational Circuit be noted and endorsed.

COMMENTARY:

Project Description

The Lake Inverell Off Road Recreational Circuit is a facility dedicated for the use of cyclists, walkers, runners and related athletic pursuits. The circuit consists of three interconnected loops with a total track length of approximately 1590 metres. The facility located on Lake Inverell Drive incorporates formalised car parking and is linked to Council's existing cycleway network.

The circuit will provide a venue for competition activities such as cycle racing, duathlons, triathlons, fun runs and school cross country. However, the overwhelming majority of the time the facility will be available to the general public for recreational use providing a safe environment off the public road network.

The circuit is 6 metres in width including a marked area around the external perimeter of the track for runners and walkers. The track widens to 8 metres in proximity of the start finish line to comply with Cycling NSW racing requirements. A formed spectator mound has also been created in the centre of the track adjacent to the start finish line.

Construction Progress

Work commenced on the circuit in early March 2019 and has progressed well being ahead of schedule and below projected budget for this point in time. All earthworks, drainage, pavement construction and ancillary areas such as car parking have now been completed. A primer seal was applied to the circuit on Friday, 31 May, 2019. The primer seal forms part of the surface preparation for the proposed asphalt layer and will protect the pavement until the asphalt is in place. Due to current temperatures it is not appropriate to lay asphalt and this final stage is scheduled for October this year. An overhead photo of the track taken from a drone just prior to sealing has been included in attachment 1.

Works are now focused on completing link ups, foot paths, signage, fencing, temporary road markings and ancillary components such as bike racking. It is anticipated the majority of these works will be completed by mid June 2019.

Interim Opening

Upon completion of the works described above the circuit would then be suitable for interim opening to the general public subject to having appropriate controls in place. This will enable the track to be utilised prior to placement of the asphalt surfacing in October. Facilitating use during this 'trial' period will also be beneficial for Council to determine if any modifications to controls or pavement levels are necessary prior to the final asphalt layer and markings being put in place.

Formal racing during this period would not be permitted due to the nature of the temporary surface finish. However, low key local club events could be trialled to test protocols associated with exclusive use of the facility and to enable feedback from key stakeholder groups.

Hire and Exclusive Use

Like many other Council sporting and recreational facilities the circuit will be available for hire for exclusive use. This would be utilised by sporting bodies and the like who hold the appropriate insurances for the conduct of competition events. It is also important during such events that the general public are excluded from non spectator areas to ensure their safety.

Council has an adopted $100 (2019/20) user fee per daily event for non-member (of sporting council) organisations for the use of a single recreational facility or park space. It would be intended in the first instance to apply this fee for the use of the circuit. Evaluation would be undertaken over time of the maintenance burden associated with exclusive use of the facility and the fee can be varied if considered necessary.

Like numerous other Council sporting facilities the circuit would be available free of charge for schools within the shire to utilise. Activities such as school sport would not generally require the general public to be excluded from the facility during this period.

It is not proposed to charge for exclusive use of the facility until completion of the asphalt surfacing and official opening.

Risk Management Controls

During the design phase of this facility Council investigated a number of similar facilities and their operation methods. Council also sought advice from a well credentialed consultant experienced in the design and functioning of such facilities. These steps combined with a formal site specific risk assessment were used to develop controls for the site to appropriately manage identified risks.

The controls provided fall within the prescribed hierarchy and include the following examples:

i) **Elimination**: ensuring no physical hazards existed on or in the run off area adjacent to the track.

ii) **Physical & Isolation**: the use of barriers to restrict access and the separation of user groups.

iii) **Administrative**: A range of operating rules and signage to warn users.

iv) **Personal Protective Equipment**: Requirement to wear helmets and high visibility during low light conditions.

Attachment 2 depicts the range of signage and operating protocols that will be in place at the circuit.

Again, during the interim opening period these measures will be monitored and any necessary changes implemented prior to completion of asphalt surfacing.

Project Completion and Opening

As indicated, it is proposed to lay the final asphalt surface in October. This work will be completed under contract and Council is currently finalising design and contract specifications for the procurement process. Upon completion of the asphalt layer contractors will also be utilised for final road marking.

Once finally completed it would then be appropriate to conduct a formal opening function. This could involve a come and try day with activities for the general public and a regional level racing event. Further information regarding such will be provided to Councillors closer to the time.

RISK ASSESSMENT:

Details regarding risk assessment have been provided in the commentary above.

POLICY IMPLICATIONS:

The policy for use and hire of the Off Road Recreation Circuit will be consistent with other similar Council sporting facilities.

CHIEF FINANCIAL OFFICERS COMMENT:

The total estimated cost of this project is $1.415M. It has been funded with a grant from the State Government of $1M under the Stronger Country Communities Fund and the residual from Council's Strategic Capital Infrastructure Internal Reserve.

LEGAL IMPLICATIONS:

Nil.

ATTACHMENTS:

1. **Overhead photo of the track**
2. **Range of signage and operation protocols**


INVERELL SHIRE COUNCIL
LAKE INVERELL
OFF-ROAD RECREATION CIRCUIT
WARNING
Use of this facility may be hazardous.
Please take care for your safety and those under your supervision.
SHARED PATH
NO GLASS OR ALCOHOL
NO PETS
NO CARS OR MOTORBIKES
UNEVEN GROUND
TRACK RULES: CYCLISTS
• All cyclists must wear a helmet
• All tracks to be ridden in an anti-clockwise direction
• Give way to cyclists on Track 1 (outside track)
• Slower riders keep left
• Always overtake on the right
• Care should be taken when overtaking children or inexperienced riders
• Be aware of joggers/walkers using the facility
• Please ensure high visibility during low light conditions
TRACK RULES: WALKERS/JOGGERS
• Remain within the designated lane on the outside of the track
• Proceed in a clockwise direction
• Must give way to cyclists and use extreme caution crossing tracks
• Please ensure high visibility during low light conditions
FACILITY RULES:
• No skateboards or scooters permitted
• No motorised vehicles permitted
• No dogs allowed
• Keep children under active supervion at all times
• Restricted entry only when track is closed for special events
• No smoking
WARNING
High speed users of this circuit regularly exceed speeds over 50kph
PLEASE TAKE CARE
In an Emergency call 000
Your location is
Lake Inverell Drive, Inverell NSW 2360
Should any part of the facility be damaged or unsafe, please phone Inverell Shire Council 02 6728 8288
TRACK IS OPEN TO THE PUBLIC
CLOSED x2/3

LAKE INVERELL
OFF-ROAD RECREATION CIRCUIT

A joint initiative of Inverell Shire Council
and the New South Wales Government

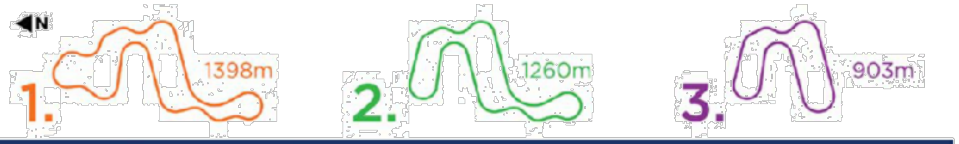
INVERELL SHIRE COUNCIL

NSW GOVERNMENT

INVERELL SHIRE COUNCIL

NSW GOVERNMENT

LAKE INVERELL
OFF-ROAD RECREATION CIRCUIT



Facility may be closed to the public during special events
Public amenities are located in Lake Inverell Parklands
Available for hire (exclusive use) contact Council 02 6728 8288


INVERELL SHIRE COUNCIL
LAKE INVERELL OFF-ROAD
RECREATION CIRCUIT
SPECIAL EVENT
IN PROGRESS
TRACK NOT OPEN
TO THE PUBLIC


CAUTION
ENTERING TRACK
GIVEWAY
TO ALL USERS
CYCLISTS
TURN RIGHT
PEDESTRIANS
TURN LEFT
AND REMAIN WITHIN
DESIGNATED AREA


CAUTION
INTERIM SEAL
IN PLACE
BEWARE POSSIBLE
LOOSE SURFACE


EMERGENCY VEHICLE AND SPECIAL EVENT
ACCESS ONLY

4.3 INFILL DEVELOPMENT

File Number: **S18.6.11 / 19/18621**

Author: **Anthony Alliston, Manager Development Services**

SUMMARY:

The Committee has previously indicated a desire to have a discussion regarding the potential impacts of infill development in the township of Inverell.

The purpose of this report is to provide the Committee with information in respect to aspects of infill development and commentary around some of the perceived negative views of infill development. The report examines relevant government policies and trends that are currently occurring across New South Wales.

Acknowledging the significant planning reform agenda currently being pursued by the state government and a limited strategic justification it is not recommended that Council make any changes to their current planning controls at this point in time.

RECOMMENDATION:

That the Committee recommend to Council that:

1. *The information regarding infill development in the township of Inverell be received and noted;*
2. *Further information be provided to the committee regarding state government planning reforms, in particular local character overlays as the matters progress; and*
3. *Given limited strategic justification, Council not seek to progress any changes in regards to planning controls for infill development at this point in time.*

COMMENTARY:

Background

A broad literary review indicates that the definitions and views of infill development vary significantly, depending on the geographical and demographic context.

For the purpose of this report and in the context of Inverell, infill development is considered simply to be "the more intensive use of land for residential development in urban areas". Types of infill development include dual occupancy development (attached and detached), townhouses, multi dwelling housing (medium density), residential flat buildings, small lot housing, battle-axe subdivisions, demolition and rebuild of single dwellings, granny flats (secondary dwellings), detached studios and the like.

A review of development approvals in Inverell over the past ten (10) years shows that attached and detached dual occupancy developments make up the bulk of the infill development. It is also considered that Inverell has not, and is unlikely to, experience high density (multi-storey residential flat buildings) development that would commonly occur in coastal and metropolitan areas.

Advantages and Disadvantages of Infill Development

Depending on a range of complex and interrelated factors such as population growth, employment, demographics, environmental constraints and government policy there will be differing social, environmental and economic views on the advantages and disadvantages of infill development.

The following provides some of the pros and cons of infill development which have been derived from a variety of sources including Council experience, State Government documents, research papers and planning publications.

Advantages - There are many well researched benefits of infill development including:

- Better meet the needs of our changing population by providing a broader range of housing options to suit different lifestyle needs;
- Lower costs in providing infrastructure such as water, sewer and roads;
- People are closer to jobs and community services;
- Utilise existing infrastructure;
- Efficiency of public transport;
- Increasing the supply of housing which will help improve housing affordability;
- Provision of variety in housing choice; and
- Reduced contribution to Greenhouse gas emissions.

Disadvantages - Some of the potential concerns related to infill development include:

- The changing character of a locality/neighbourhood;
- Density impacts such as traffic congestion on existing streets;
- Perceived impacts on property values;
- Justification - why it is necessary when there is enough greenfield land available;
- Historic cultural values (the quarter acre block perspective); and
- Increased air pollution – high density infill (not particularly relevant to Inverell).

It is reasonable to suggest the advantages and disadvantages of infill development will be viewed and balanced differently by various stakeholder groups depending on their individual circumstance.

Infill Development Statistics in Inverell

To provide an understanding of the proportion of infill construction undertaken within Inverell (e.g. dual occupancies, unit development and the like), **Table 1** below provides a comparison of the number of dwellings and units constructed within the R1 General Residential and R5 Large Lot Residential zones of the Inverell township and surrounds, between 2012/2013 and 2017/2018.

Table 1 has been compiled based on the number of dwellings and units for which a Construction Certificate or Complying Development Certificate has been issued.

	R5 Large Lot Residential	R1 General Residential			**Total R1 & R5**
	Dwellings	Dwellings	Units	Total R1	
2012/2013	15	11	8	19	**34**
2013/2014	11	9	5	14	**25**
2014/2015	22	25	6	31	**53**
2015/2016	13	8	3	11	**24**
2016/2017	24	9	6	15	**39**
2017/2018	20	11	7	18	**38**
Yearly Average	*18*	*12*	*6*	*18*	***36***

Based on **Table 1** above:

- On average a total of 36 dwellings/units are constructed per year within the R1 General Residential and R5 Large Lot Residential zones on Inverell. Of these 36 dwellings/units, approximately 17% is comprised of unit development (6 units on average per year);

- When considering development solely within the R1 General Residential zone, approximately 18 dwellings/units are constructed per year, with units representing 33% residential development within Inverell.
- When comparing the figures contained in **Table 1** with the data contained in the Inverell *Living Lands Strategy 2009* (pp. 44) between 2000 and 2008 there has been a reduction in the number of units approved. During the nine (9) years 2000-2008 there was an average of 16 units approved per year. Therefore since the transition from the *Inverell Local Environmental Plan 1988* to the *Inverell Local Environmental Plan 2012* there has been a noticeable reduction in infill/unit development.

Census data collected by the Australian Bureau of Statistics also provides statistics on the 'Dwelling Structure' (e.g. dwelling, flats, etc.) within the State Suburb of Inverell (the state suburb generally being the township and surrounding R5 Large Lot Residential zoned land). A comparison of the 2011 Census and 2016 Census 'Dwelling Structure' statistics has been provided in **Table 2** below.

These 'Dwelling Structure' census statistics represent 'occupied' private dwellings only. It does not include unoccupied dwellings, tourist or visitor accommodation or other non-classifiable households as determined by the Australian Bureau of Statistics.

Table 2 – Comparison of 'Dwelling Structure' of Occupied Private Dwellings within the Inverell State Suburb – 2011 Census and 2016 Census

	2011 Census		2016 Census	
Dwelling Structure	No.	%	No.	%
Separate house	3,804	86.9	3,854	86.0
Semi-detached, row or terrace house, townhouse etc.	71	1.6	167	3.7
Flat, unit or apartment	453	10.4	**350	7.8
Other dwelling	47	1.1	50	1.1
Dwelling Structure Not Stated	0	0	60	-

Based on **Table 2** above:

- Whilst the number of occupied separate houses increased from 2011 to 2016 (3804 to 3854), their actual percentage of accommodation decreased between 2011 and 2016, from 86.9% to 86%;
- When considered together, 'Semi-detached, row or terrace house, townhouse etc.' and 'Flat, unit or apartment' have remained consistent, at approximately 12%. This percentage is consistent with figures contained in the New England and North West Regional Plan 2036 which references a 90% and 10% split across the region for separate dwellings versus flats, units and apartments;
- **It appears that there is an anomaly in the 2016 census statistics. Anecdotal evidence suggests that there were a number of issues with data collection for the 2016 census

> arising from the use of computer software for data collection. This is evident in the 60 non-responses for 'dwelling structure' during 2016 and the reduction from 453 flat, unit or apartment (2011) to 350 flat unit or apartment (2016).

On average, it is considered that urban infill development in Inverell comprised of units (dual occupancies, multi-dwelling housing and the like) represents a sustainable and healthy proportion of residential development, which if reduced, would likely to negatively impact the growth of Inverell.

Key Planning Policies

State Policy, Guidelines and Codes

Over the past few years the NSW State Government has released a number of strategies and policies in relation to the issue of housing in general and infill development. These include:

- *Diverse and Affordable Housing;*
- *Low Rise Medium Density Housing Code;*
- *Local Housing Strategy Guideline and Template;*
- *Greenfield Housing Code;*
- *Inland Code; and*
- *Better apartments.*

While primarily focussed towards high growth areas such as coastal and metropolitan centres, the overarching themes support appropriate infill development across NSW. Of most relevance to Inverell, the *Low Rise Medium Density Housing Code* allows for "complying development" to be undertaken for medium density housing within the R1 General Residential Zone. This is Inverell's principle residential zone.

Specifically it is the NSW Government's position that:

> *"low rise medium density housing helps housing affordability by providing smaller homes on smaller lots that still provide all the amenities of a single dwelling and can accommodate a wide variety of lifestyles and needs, including growing families or empty nesters"*.

Standard Instrument LEP

The *Standard Instrument (Local Environmental Plan) Order 2006* was gazetted to provide mandatory provisions within Local Environmental Plans across NSW. In reviewing the *Standard Instrument – Principle Local Environmental Plan* it is noted that it is mandatory for Multi Dwelling Housing, Residential Flat Buildings and Semi-detached Dwellings to be permitted with consent in the R1 General Residential Zone. *Inverell Local Environmental Plan 2012* adopted the R1 Zone and the above development types are all legitimate forms of infill development subject to going through the development assessment process.

In addition it is also noted that a mandatory objective of the R1 General Residential Zone within the *Standard Instrument – Principle Local Environmental Plan* is *"to provide for a variety of housing types and densities".*

Inverell Living Lands Strategy 2009

The Inverell Living Lands Strategy 2009 was adopted by Council in 2009 and was a pre-requisite to the preparation and justification for Inverell's comprehensive Local Environmental Plan for the Shire, known as *Standard Instrument LEP* (as described above).

Below is an extract from the *Inverell Living Lands Strategy 2009* (pp. 43 & 44) which provides discussion and a position on infill development:

> *"Infill residential development is an important consideration in all existing urban areas. Although there is still a market preference for conventional housing on the town fringes, these outer locations have a range of implications in terms of poorer accessibility, potential environmental impacts and higher service provision costs. Infill development within the existing urban area of Inverell may provide advantages to a growing proportion of the*

housing market, in line with the changing structure of households and the continuing reduction in the number of persons living in each household.

Due to the age of the buildings and the advantages of convenience to services, redevelopment of residential land into higher density residential development usually occurs nearer to the established commercial areas and transport nodes. However, in rural towns there is traditionally less interest in closer living in the form of dual occupancies, residential flat development and shop-top housing.

Given the age of the houses surrounding the commercial area, it can be assumed that these residences will gradually be replaced with new residential development. However, it is considered that this older housing stock is more likely to be replaced with larger single residences or possibly duplex development rather than the more dense residential flat buildings. Council's statistics indicate that in 2006 and 2007, 11 approvals for multiple dwelling developments (duplex, multiple units and shop-top housing) resulted in 33 new medium density dwellings per year in Inverell. The statistics also indicate that the number of units in each application is low (average 3 units per application) suggesting only small scale multiple unit development is occurring.

It is difficult to estimate the likely yield to come from redevelopment within the existing urban area of Inverell. It is evident from the statistics that there is only limited demand for closer forms of living in the town and that it is not likely to contribute significantly to future housing stock. For the purposes of providing a figure for future growth in the form of duplex and residential flat development, it has been assumed that the most recent trends will continue.

Encouragement of the redevelopment of existing urban areas should be a priority as an alternative to "greenfield development" outside of the urban area. It provides a low maintenance, services accessible, alternative housing choice particularly suitable for an aging population. Key considerations relating to infill residential development includes: quality urban design, streetscape treatment, impacts on heritage, appropriate development sale, servicing capacity, accessibility and water sensitive urban design".

It can be seen that this position in respect to infill development has remained consistent since 2009 (ten years) and as discussed in this report is supported by subsequent NSW Government policy.

Inverell Local Environmental Plan 2012

The *Inverell Local Environmental Plan 2012* (ILEP 2012) was gazetted on 7 December, 2012. As recommended by the Department of Planning, consultants and Council staff, Council adopted the R1 General Residential Zone as its principle residential (urban) zone. The R1 zone was basically a transition of the existing Residential 2(a) zone of the 1988 Local Environmental Plan.

As mandated by the *Standard Instrument (Local Environmental Plan) Order 2006*, the LEP allows for infill development types such as Multi Dwelling Housing, Residential Flat Buildings and Semi-detached Dwellings subject to development consent.

A key objective of the R1 General Residential Zone within the ILEP is *"to provide for a variety of housing types and densities".*

Another key aspect of the ILEP 2012 was the adoption of a minimum 450sqm lot size across the R1 General Residential Zone. While many residential areas in Inverell would have an average lot size of closer to 1000sqm, the adoption of a 450sqm lot size clearly allows for appropriately designed and considered infill developments, utilising existing infrastructure, being close to schools, jobs and shops and providing for *"a variety of housing types and densities".*

After the gazettal of the ILEP 2012 Council adopted ILEP (Amendment No. 1) which supported a collective request by local developers and real estate agents to allow the minimum lot size for dual occupancy and unit development to be reduced from 450sqm to 300sqm to be consistent with the provisions contained within the ILEP 1988 and related DCP's. *Inverell Local Environmental Plan (Amendment No. 1)* was gazetted 28 February, 2014.

Inverell Local Environmental Plan 1988 v Inverell Local Environmental Plan 2012

The *Inverell Local Environmental Plan 1988* (ILEP 1988) was repealed and replaced by the *Inverell Local Environmental Plan 2012* (ILEP 2012).

The ILEP 2012 was largely a conversion of the ILEP 1988 zones to the equivalent zones mandated by the *Standard Instrument LEP*. That is, the 2(a) Urban Residential Zone was converted into the R1 General Residential Zone. The same development types were also converted. All forms of residential accommodation were permitted in the 2(a) Zone and the objectives of the zone were similar to that of the R1 General Residential Zone of ILEP 2012.

In the 1988 LEP there was no requirement to stipulate a minimum lot size; this was controlled and guided by the *Development Control Plans* (DCP's) at the time which was *DCP 3 – Code for the Control of Residential Flat Buildings* and *Dual Occupancy Development and DCP 7 – Code for the Control of Subdivision in the Inverell Shire.*

Under these controls Dual Occupancies could be undertaken on 400sqm lots and subdivided down to 200sqm. Under the ILEP 2012 Dual Occupancies can be undertaken on 450sqm lots, however can only be subdivided down to 300sqm. The shift to lower density requirements under the ILEP 2012 was to provide for better design responses.

Under the ILEP 1988 DCP 3 had controls for high, medium and low density development zones. These controls, however, specifically only related to the location of the higher density *"residential flat buildings"*. Dual Occupancy and other forms of medium density development were not constrained by their location within the 2(a) Residential Zone. It should be noted that since the LEP 2012 Inverell Council has not received any applications for "residential flat buildings".

On balance the development controls for infill development including provisions for density are fairly uniform across both LEPs and as such the level of infill unit type development versus traditional single dwellings has remained constant and in keeping with regional trends and targets.

Inverell Development Control Plan 2013

Subsequent to the *Inverell Local Environmental Plan 2012*, the *Inverell Development Control Plan 2013* (IDCP 2013) was adopted by Council on 19 July 2013. The IDCP 2013 contains additional provisions and development controls that support the broad objectives contained in the ILEP.

Chapter 3 – Residential Development of IDCP 2013 provides controls on residential development including development that would be considered infill development. In summary the controls, considerations and limitations on residential development relate to:

- Site Analysis;
- Neighbourhood Character;
- Streetscape;
- Density;
- Building height;
- Setbacks;
- Private Open Space;
- Privacy and Amenity;
- Solar Access;
- Access and Parking;
- Utilities;
- Stormwater Drainage;
- Landscaping;
- Site Facilities;
- Earthworks;

- Security; and
- Ancillary Development.

Any Development Application received and assessed by Council must consider the above matters as part of a merit based assessment in accordance with the *Environmental Planning and Assessment Act 1979.*

The aim of the controls contained in the IDCP 2013 is to ensure that residential development (including infill development) is undertaken to minimise the possible adverse affects relating to the vast array of considerations listed above. It should be noted that the above IDCP 2013 considerations for development are generally consistent with the "*Code/Complying Development SEPP*".

The other point to note is that a Development Application will not always be required for medium density development. As described above the *Low Rise Medium Density Housing Code* allows for "complying development" to be undertaken for medium density housing within the R1 General Residential Zone. Complying Development Certificates can either be issued by Council or a Private Certifier.

New England and Northwest Regional Plan 2036

The New England North West Regional Plan 2036 is a 20-year blueprint for the future of the region. The NSW Government's vision for the New England North West Region is: Nationally valued landscapes and strong, successful communities from the Great Dividing Range to the rich black soil plains.

To achieve this vision the NSW Government has acknowledged the opportunities provided by the region's rich natural resources and strong communities and has set the following regionally focused goals:

- A strong and dynamic regional economy;
- A healthy environment with pristine waterways;
- Strong infrastructure and transport networks for a connected future; and
- Attractive and thriving communities.

Direction 20 of the New England North West Regional Plan 2036 to *"Deliver greater housing diversity to suit changing needs"*, states:

> *"Greater housing diversity will address projected demand for smaller housing types, changing household needs and different household budgets. With 90 per cent of current dwellings single-detached, opportunities exist to establish targeted planning and development incentives that promote a more diverse range of housing within new and existing urban areas.*
>
> *Local growth management strategies must consider local housing needs based on household and demographic changes, and plan for a range of housing choices.*
>
> *Regional cities and centres will accommodate most new housing. Encouraging a wider range of housing in appropriate locations, including shop-top housing, townhouses and small-lot homes, will take advantage of established services and infrastructure while also supporting the vitality of business areas. In other centres, planning provisions and incentives can also support a wider range of lot sizes and building forms such as secondary dwellings and dual occupancies".*

If Inverell Shire Council sought to inhibit and or reduce the ability for infill development, this would be in conflict with the goals of the *New England North West Regional Plan 2036.*

Local Character Overlays

In March 2019 the Department of Planning released a Discussion Paper on *Local Character Overlays.* As part of the information the NSW Government have said:

> *"Local character is a key consideration in strategic planning for councils across NSW.*

The NSW Government has heard that communities would like local character consideration to be elevated in NSW planning decision making. The NSW Government is actively seeking to encourage neighbourhoods' people are proud to live in, where the community collaborates with local and state governments to share what they value about their area.

The Guideline aims to support councils and communities to consider and nurture the unique identity of a place, while at the same time meeting the needs of a changing NSW. This Guideline provides tools to help define existing character and set a desired future character that aligns with the strategic direction for an area".

The findings of the Discussion Paper have not yet been released by the NSW Department of Planning. In reviewing the information it would appear that there may be future opportunity for Councils (including Inverell) to develop map layers to be included in *Local Environmental Plans* that identify areas as having unique character. The map layer would be linked to statements on why and how an area's character is unique. Specific development controls would then be applied to these areas to ensure that the desired character of an area is maintained with new (infill) developments.

Council's Manager Development Services made contact with the Department of Planning in April 2019 to discuss *Local Character Overlays*. It was advised that the Department would provide further clarification to Councils once the findings of the Discussion Paper were available.

Local Character Overlays are a future initiative that may assist Councils in applying greater controls on infill development in circumstances where the local character of a precinct is considered unique.

Regional Context

To provide context to the permissibility of Infill Residential Development throughout the New England area, **Table 3** provides a comparison of the residential zones used by surrounding Councils. It must be noted that all other Councils in the region are also subject to the mandatory provisions contained in the *Standard Instrument – Principle Local Environmental Plan*.

Table 3 – New England Council Local Environmental Plans – Residential Zones used by each Council

	R1 General Residential	R2 Low Density	R3 Medium Density	R4 High Density	R5 Large Lot Residential
Inverell	Yes	-	-	-	Yes
Armidale	Yes	Yes	-	-	Yes
Glen Innes	Yes	Yes	-	-	Yes
Gunnedah	-	Yes	Yes	-	Yes
Gwydir*	-	-	-	-	Yes
Moree	Yes	Yes	-	-	Yes
Narrabri	Yes	-	-	-	Yes
Tamworth	Yes	Yes	-	-	Yes
Uralla	Yes	Yes	-	-	Yes

***Gwydir Shire Council utilise the RU5 Village zone for its townships.**

Following a review of the Local Environmental Plans for other Councils in the New England area, it is noted:

- The majority of Councils utilise the R1 General Residential zone for urban residential areas, which permit most forms of residential accommodation (dual occupancies, multi-dwelling housing).
- On the outskirts of the townships, most Councils have areas zoned either R2 Low Density Residential and/or R5 Large Lot Residential;

- No Council use the R4 High Density zone and only Gunnedah uses the R3 Medium Density zone.

Overall, the residential zones and permissible developments of the *Inverell Local Environmental Plan 2012* are largely consistent with the approach undertaken through the New England area. Whilst Inverell does not utilise the R2 Low Density zone, if it were to be used similar to other Councils, it would be through re-zoning existing R5 Large Lot Residential on the urban fringes to R2 Low Residential zone to differentiate between 1 hectare and greater un-serviced lots and 2000sqm lots serviced by reticulated sewer. R1 General Residential zoned land would not be re-zoned to R2 Low Density.

In addition to the above regional context, any strategic planning or policy changes undertaken by Inverell (or other New England Councils) must have consideration for the *New England North West Regional Plan 2036.*

Outcome analysis

In reviewing current policies, legislation and strategic directions relating to infill development, consideration should also be given to the physical outcomes within the Inverell. For example, is infill development adversely impacting on traffic, neighbourhood amenity, streetscapes and the efficient and economic provision of services?

Quite often in the approvals phase (Development Application) of an infill development project objections from neighbours are received. In a high proportion of these cases it occurs generally in what is regarded as the higher (land) value areas of Inverell where there is a perceived issue surrounding impacts on property values, issues relating to amenity including impact on views, excess traffic and sometimes issues relating to the character of a locality. It is also more common in Heritage Conservation zones.

Like most towns, Inverell has and will continue to evolve and change over time to reflect the aspirations of modern society. This commonly creates polarised views when considering impacts on existing character.

Once an infill development is constructed, landscaped and occupied it is rare that Council receives ongoing complaints relating specifically to the matters raised as being issues during the approvals phase of the infill development.

The above trend coupled with the relatively few infill developments per year (average six) would raise the question *"is there a real issue with the current situation of infill development in Inverell?"*

Discussion

As outlined in this report there are strong policy directions from the NSW Government that support appropriate infill development. For Inverell Shire Council to significantly change or inhibit infill development there would need to be strong strategic justifications to change the situation that is inconsistent with current policy settings. Such an approach would be unlikely to proceed or gain any traction with the Department of Planning particularly when there is little in the way of negative on-ground outcomes to support the argument.

Notwithstanding any philosophical objections by certain stakeholders to infill development, Council still needs to acknowledge the role of the development assessment process to ensure infill development outcomes have positive community benefits and meet minimum prescribed standards.

In addition, consideration needs to be given to "complying development" which can be undertaken in the R1 General Residential Zone pursuant to State Policy. These policies override local council policy and therefore there is limited ability for local Councils to impose higher or restrictive development standards.

In March 2019 an information report was presented to the Civil and Environmental Services Committee. The report related to NSW Department of Planning – Legislative Updates. The report outlined new provisions which are yet to be implemented including:

- Local Strategic Planning Statements;

- Standard Development Control Plans; and
- Community Consultation Plans.

The report concluded that *"Given the reforms still expected over the next two years, it is considered that Council should not embark on any significant local planning reforms, which may be superseded by state-wide changes".*

Since the report in March 2019 the Department of Planning are progressively providing advice and direction (including workshops) to Councils for the implementation of the new provisions, which will be rolled out over the next two (2) years.

In addition to the above initiatives by the Department of Planning, *Local Character Overlays* are a possible initiative that may assist Councils (in some areas) in balancing growth of infill development while supporting the local character.

Conclusion

It can be seen that the issues surrounding infill development encompass a vast array of complex and interrelated factors such as population growth, employment, demographics, environmental constraints and government policy.

Depending on the circumstances of community participants there will be differing social, environmental and economic views on both the benefits and negative impacts of infill development.

In summary:

- Infill Development is an economical, practical and well established form of development that supports the growth and economy of rural towns;
- New England and North West Regional Plan 2036 references a 90% and 10% split across the region for separate dwellings versus flats, units and apartments, and Inverell is consistent with this;
- The overarching position contained within NSW Government planning policies and directions support appropriate infill development across NSW.
- The types of infill development permitted pursuant to Inverell's *Local Environmental Plan 2012* and *Development Control Plan 2013* is consistent with NSW Government direction;
- *The Inverell Living Lands Strategy 2009* maintains that *"encouragement of the redevelopment of existing urban areas should be a priority as an alternative to "greenfield development" outside of the urban area";*
- Evidence suggests that with current population trends including an ageing population there is a higher demand for smaller houses in close proximity to jobs and services. This view is supported by the *Inverell Living Lands Strategy 2009* and the *New England and North West Regional Plan 2036*;
- Any future changes to *Environmental Planning Instruments*, including the *Inverell Local Environmental Plan 2012* must be consistent with State and Regional policy and direction;
- The unjustified restriction of infill development would likely impact negatively on Inverell's housing market and economy; and inhibit Inverell's ability to achieve the goals contained within the *New England and North West Regional Pan 2036*.

Based on the findings of this report it is not recommended that Council embark on any significant local planning reforms, including reforms that relate to infill development which may be superseded by state-wide changes that are expected over the next two (2) years.

RISK ASSESSMENT:

Nil

POLICY IMPLICATIONS:

Council's current planning controls for infill development are consistent with local, regional and state policy positions.

CHIEF FINANCIAL OFFICERS COMMENT:

Nil

LEGAL IMPLICATIONS:

Nil

ATTACHMENTS:

Nil

4.4 ASSESSMENT AND FUNDING ASSOCIATED WITH THE PROVISION OF BUS STOPS AND SHELTERS

File Number: **S30.17.4 / 19/18875**

Author: **Scott Hamilton, Project Engineer**

SUMMARY:

This report is intended to provide an outline to Council on the review process for bus routes, bus stops and bus shelters in the Inverell local government area. The report also deals with a specific request regarding the Mclean Care Complex in Killean Street, Inverell.

RECOMMENDATION:

That the Committee recommend to Council that:

1. *The information regarding assessment and funding associated with the provision of bus stops and shelters be noted by the Committee; and*
2. *The actions relating to the bus shelter request for the Mclean Care Complex be endorsed.*

COMMENTARY:

Council have adopted a management policy for assessing bus routes. The document titled '*Guidelines for Assessing Rural School Bus Routes and Bus Stops'* has been the primary document utilised for assessing bus routes, bus stops and bus shelters in the Inverell local government area (LGA). A copy of this document has been included in attachment 1 for the information of the Committee.

This document is predominantly used for rural school bus stops however; the same principles are adopted in the urban and village areas for both school students and the wider community.

There are also a significant number of informal school bus stops within the Inverell LGA. Informal school bus stops are used for picking up or setting down school children on rural school bus routes. They are generally agreed upon between bus operators and parents and are not sign posted or developed as formal bus stops. A typical informal bus stop would be a property access on a rural road. Council have no responsibility in the management of informal bus stops however, Council does provide advice to bus operators and the community as required. The Centre for Road Safety NSW released a document in 2016 titled '*Advice for choosing locations of Informal Bus Stops'* after a number of fatalities were occurring at school bus stops across the state. A copy of this document is contained in attachment 2.

Council occasionally receive correspondence from members of the community and bus operators requesting consideration for the extension of existing bus routes, new bus stops, new bus shelters and the relocation of existing bus stops and existing bus shelters. These requests are dealt with on an individual basis and are subject to technical assessment, input from the relevant bus operator and available funding.

Council have an annual maintenance budget to maintain urban bus stops and bus shelters within the Inverell Township however, this budget does not extend to the installation of new shelters or the relocation and refurbishment of existing shelters. Council have in the past been successful in making application to the Country Passenger Transport Infrastructure Grants Scheme (CPTIGS) to seek additional funding for the installation of new shelters or the relocation and refurbishment of existing shelters.

The scheme has been in existence for quite a number of years with Council having been successful on several occasions in obtaining funding for new shelters. Applications open each financial year with the following allocations granted to date:

- 2011-2012 - Unsuccessful

- 2012-2013 - $17K
- 2013-2014 - $17K
- 2014-2015 - $53K
- 2017-2019 - $40K

The funding allocations above have been spent on the installation of new shelters within the urban area of Inverell and the current allocation earmarked for new shelters at the intersection of Bukkulla Street and David Street, Ashford, the intersection of Duff Street and Albury Street Ashford, the intersection of Gwydir Highway and Mt Russell Road, Little Plain and the intersection of Inverell Street and Gunnee Street, Delungra.

Council's workshop has designed two (2) types of shelters that are able to be manufactured in-house. The first is a relocatable shelter suitable for rural areas that can be easily relocated as required and the second a more detailed shelter for permanent sites that is consistent with the existing urban shelters and urban streetscape.

Bus Shelter Request Associated with Mclean Care Complex

Council has received a petition from the independent residents of the Killean Units (McLean Care) requesting Council support for a shelter over an existing bench seat at the southern entrance of the Mclean Care Complex, Killean Street, Inverell. A copy of their correspondence has been included in attachment 3 for the information of the Committee.

The residents have an existing bench seat adjacent to the southern entry to the Complex and have requested Council consider a shelter over this seat, one similar to the existing shelter at the intersection of Killean Street and Brissett Street, Inverell. The residents claim this shelter is never used.

After discussions with the relevant stakeholders it was determined that the existing shelter at the intersection of Killean Street and Brissett Street is utilised by the Mclean Care residents and the wider community and that it shall remain in its current location. In consultation with the independent residents of the Killean Units and the Mclean Care CEO, Council staff has agreed to relocate an existing shelter offered by Mclean Care. This shelter is from within the property and will be relocated by Council staff to the existing, above mentioned bench seat. This relocation will be undertaken in due course.

A request is also forthcoming from Mclean Care requesting Council seek funding through the CPTIGS for a new shelter to be installed within the property at a suitable location to be determined.

Currently there is one (1) existing bus shelter located between the Goodwood Villas and the Beresford-Coward Hostel. Mclean Care will seek Council support for the manufacture and installation of a second shelter in the vicinity of the Killean Units, in close proximity to the main entrance.

Once received Council will make an assessment, consult with the appropriate bus operators and commence preparations for a CPTIGS application.

The next round of CPTIGS applications are yet to be advised however, it is envisaged applications will open in the coming months.

RISK ASSESSMENT:

Nil

POLICY IMPLICATIONS:

Nil

CHIEF FINANCIAL OFFICERS COMMENT:

Nil

LEGAL IMPLICATIONS:

NIL

ATTACHMENTS:

1. **Guideline for Assessing Rural School Bus Routes and Bus Stops**
2. **Advice for Choosing locations of Informal School Bus Stops**
3. **Letter from Residents of Killean Units Requesting Council Support for Bus Shelter**

INVERELL
SHIRE COUNCIL

MANAGEMENT POLICY:	SCHOOL BUS ROUTES ASSESSMENT- RURAL
Ref:	

Contact Officer	Director Civil and Environmental Services
Approval Date	27 June 2006
Approval Authority	Council
Reviewed	September 2009
Date of Next Review	September 2012

GUIDELINES FOR ASSESSING

RURAL SCHOOL BUS ROUTES AND BUS STOPS

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1 Part One – Introduction

1.1 General

These Guidelines have been prepared to assist Inverell Shire Council with the location, design and operation of school bus routes and stops in rural areas.

A rural area for the purposes of these Guidelines is any location outside of a built-up area.

The Guidelines have been prepared in conjunction with the RTA and wherever possible existing RTA standards have been incorporated in the document. Where an RTA standard is not available the appropriate Australian Standard has been utilised.

The information contained in this document is a guide only and should be used together with established risk management techniques to ensure that all the factors of each rural school bus route and/or bus stop location are considered appropriately.

1.2 Scope

These Guidelines are intended to address the bus journey only. It is the parents' or guardians' responsibility to ensure that their child gets to and from the bus stop safely.

1.3 Assessment & Approval

1.3.1 Rural School Bus Routes

The assessment and approval of a new rural school bus route or the extension of an existing route is the responsibility of the Inverell Shire Council and in most cases assessment will be dealt with by this local road authority.

Once the Inverell Shire Council and/or any other road authority assesses and approves a route, the Ministry of Transport then makes a decision as to whether the route will be approved for funding.

All requests for a new rural school bus route, or an extension of any existing route should be lodged with the Inverell Shire Council either by the bus operator or the funding authority. (*See section 3.6 Standard Application Form)*.

Once the request is lodged, it is sometimes appropriate to refer the matter to Council's Traffic/Development Committee to discuss and make recommendations. Where the road is a classified road, the request must be referred to the Traffic/Development Committee.

In determining the suitability of the route, Inverell Shire Council will consider the route's proposed use, the ability of the bus to manoeuvre and where required to turn around. It is recommended that approval be given for the largest bus that can be used on the route, rather than just the bus proposed by the applicant, this will allow the operator greater flexibility in the determination of the vehicle to be used on any particular day.

If approval is given for a route that includes a road that is not all-weather, it should be noted on the approval conditions. Wherever possible an alternative route should also be identified.

Where the proposed route is not an all-weather road, the onus is on the bus operator to determine whether the road surface is safe for use depending on conditions at the time.

After the assessment is finalised, advice on the matter should be conveyed to the NSW Ministry of Transport (with copies forwarded to the bus operator where necessary). This will enable the Ministry to decide the best option for a proposed service.

1.3.2 Rural School Bus Stops

In NSW, the approval of bus stop locations is regulated by the *Passenger Transport (Bus Services) Regulation 2000*, Section 51(1) and (2). The Regulation states:

> *(1) The Director-General may appoint bus stops, to be indicated by signs erected or displayed with the approval of the roads authority* for the road concerned and on which the words "BUS STOP", "BUS STAND" or 'BUS ZONE", or some suitable pictorial representation, appear.*
>
> *(2) An operator of a bus service may appoint bus stops, but only in accordance with a prior written approval of the roads authority* for the road concerned.*

**as defined in the NSW Roads Act (1993), Section 7*

The road authority, that being Inverell Shire Council, is therefore the sole approval body for the location of all school bus stops, rural or otherwise, within their local government area. All requests for new rural school bus stops must be directed to the Inverell Shire Council; with the request being referred to the Traffic/Development Committee where appropriate. *(See section 3.6 Standard Application Form)*.

Similar to the requirements for bus routes, it is sometimes considered appropriate to refer the matter to the Traffic/Development Committee to discuss and make recommendations. Where the road is a classified road the request must be referred to the Traffic/Development Committee.

Bus operators may not designate new bus stops, without the approval of the Inverell Shire Council. Operators should note that stopping at unapproved locations is a breach of the operator's contract conditions.

After the assessment is finalised, advice on the matter should be conveyed to the NSW Ministry of Transport (with copies forwarded to the bus operator where necessary). This will enable the Ministry to decide the best option for a proposed service.

1.4 Responsibilities

1.4.1 Road Authority Responsibilities

It is the responsibility of the Inverell Shire Council and its Traffic/Development Committee to assess all rural school bus routes and bus stops and where appropriate approve those routes and stops for use.

Applications for approval may come from a bus operator or directly from the funding authority.

1.4.2 Bus Operator Responsibilities

Bus operators must ensure that they obtain approval for all routes and stops from the Inverell Shire Council prior to lodging an application for funding with the Ministry of Transport.

Bus operators must only operate on approved bus routes and approved bus stops using a bus of approved size. The operation of a bus on a non-approved route or to a non-approved stop may be a breach of the contract conditions the operator has with the Ministry of Transport.

Where the approved route is not an all-weather road, the onus is on the bus operator to determine whether the road surface is safe for use on any particular day or at any particular time.

Bus operators are responsible for ensuring that users and their parents/guardians are aware of the approved bus route and bus stop and that they adhere to the conditions of the approval when using the bus stop.

1.4.3 Parental Responsibilities

It is the parents' or guardians' responsibility to ensure that their child gets to and from the bus stop safely.

At a rural school bus stop parents are responsible for their child prior to boarding and directly after disembarking the bus. While on the bus, the child is the responsibility of the bus operator.

Parents should familiarize themselves with the bus stop to ensure that they understand where the child should and should not walk, wait, board and disembark from the bus and where any designated car parking area is located.

1.4.4 Ministry of Transport Responsibilities

The Ministry of Transport is responsible for the funding of the school bus system. The Ministry contracts individual bus operators to provide services in both rural and non-rural locations for the purpose of school transport.

The Ministry of Transport only contracts bus operators on receiving proof of an approved route and/or stop/s from Inverell Shire Council.

Once that evidence has been noted, the Ministry will determine whether or not it will fund the proposed service.

If the Ministry is funding the proposed service, then the route and all the bus stops on the route that have been approved by the Inverell Shire Council must be included in the service contract with the bus operator.

2 Part Two – Assessment of Rural School Bus Routes

2.1 General

It is the parents' or guardians responsibility to ensure that their child gets to and from the bus stop safely. The bus route should be safe for the operation of the school bus that the operator has nominated for use on the route.

In assessing any potential site for a rural school bus stop, Inverell Shire Council will always apply sound risk management assessment techniques and procedures.

2.2 Determining the Suitability of a School Bus Route

When determining the suitability of a proposed school bus route, the following factors should be taken into account:

- Road geometry
- Pavement width
- Pavement surface
- Carrying capacity of the route (bus size)
- Grade
- Climatic conditions e.g. fog
- If the route is used by more than two school bus services, in either the same direction or opposing directions at the same time of day
- If the route is highly used by heavy vehicles, tourist vehicles etc
- General traffic volumes

Assessment should determine the maximum sized bus that can be used on the route (the route's carrying capacity). This should be advised to the operator who will then have the flexibility to run any size bus up to the advised carrying capacity of the route.

Inverell Shire Council will inform the operator that the use of a vehicle in excess of the advised carrying capacity will impact on the route's approval.

2.3 Signage

Where guidelines have been met, signage is not required on rural school bus routes. It is not intended that Rural School Bus warning signs be used to justify unsafe school bus routes.

2.4 Bus Turning Areas

The school bus turnaround area should be in a location where the safety of the bus occupants and other road users are not compromised.

The road in the vicinity of the turnaround area should provide sufficient visibility to approaching drivers and should be in good condition. It is best practice that a bus turn be located separate from a bus stop. This is so that children are not waiting on the ground when buses are turning around or manoeuvring.

A school bus turnaround area along a school bus route may be signed, where for safety reasons, it is necessary to warn motorists of the possible presence/operation of the school bus on the road. The school bus turnaround sign should not be used to justify an unsafe school bus turnaround location.

Where bus turnaround areas cannot be achieved within the road reserve the bus operator must seek approval from the Ministry of Transport Services for an alternative turnaround area such as on private property.

3 Part Three – Assessment of Rural School Bus Stops

3.1 General

The locations of rural school bus stops should be carefully evaluated to optimize the safety of school children using the facility as well as for other road users.

Generally, rural school bus stops should be located and designed to:
a) maximise the safety of school children and other road users; and
b) minimise the interference to traffic flow on the road system.

In assessing a site for its suitability as a bus stop the assessment should be undertaken from both sides of the road. This will ensure that in situations where the child may be required to cross the road either coming home or going to school, all factors are taken into consideration.

In assessing any potential site for a rural school bus stop, Inverell Shire Council will always apply sound risk management assessment techniques and procedures.

3.2 Categories for Rural School Bus Stops

In rural areas the usage levels of individual sites can vary greatly, therefore it is impossible and impractical to have a "one size fits all" approach. For this reason three categories of sites have been identified, each utilizing a different set of assessment criteria. The categories are as follows:

- ***Single User Site:*** A location that picks up and sets down only the members of a single family. Single user sites are likely to be transient in nature, meeting the needs of a single family, possibly for a short amount of time.
- ***Multi-User Site:*** A location where the stop caters for the needs of more than one family. Multi-user sites are more permanent locations, which enable groups of families to meet in a common location to access either one or a number of different bus services.
- ***Transfer Point Site:*** A bus interchange area where two or more buses meet to exchange students. A transfer point may also be a multi-user site.

  A transfer point is an off-road facility. It would normally be a permanent location that enables the safe exchange of students from one bus operator to another. It is also likely to be the permanent disembarkation point for a number of students; therefore it will also need to cater for those students whose journey terminates at that location.

3.3 Assessing a Rural School Bus Stop

3.3.1 Fixed Criteria

This Guideline has identified a set of criteria for each category of site that should be considered in the assessment process. The criteria appear in the individual Assessment Matrices in section 3.5 on pages 14, 15 and 16 of this guide. The criteria are as follows:

- Sight distance;
- Provision of a Lay-By (access and egress for buses)
- Car parking
- Waiting area (for students)
- Safe pedestrian movement

Each of the criteria is to be assessed against the volume of traffic on the road and the speed of that traffic. The Matrices also includes an allowance for Heavy Vehicles. Where an appropriate standard applies, this has been included in the Matrices.

3.3.2 Heavy Vehicles

The number of Heavy Vehicles utilising this route will also impact on the site's suitability. This impact could occur in the following ways:

3.3.2.1 Frequency of usage

The number of vehicles using the route will impact on the safety of bus movements and on the safety of the stop itself. Heavy vehicle movements may occur on a regular basis or may be seasonally based e.g. harvest related. In assessing frequency of movement it is recommended that the determination should be based on the highest level of frequency. Observation studies may assist in determining frequency of movements.

3.3.2.2 Size of the vehicles

Along with frequency the size of the heavy vehicles utilising the route should also be considered in making the assessment.

3.3.2.3 Heavy Vehicle Allowance

The Assessment Matrix suggests the use of a Heavy Vehicle Allowance during the assessment process. The allowance is a provision to increase a sight distance in order to provide sufficient distance for a heavy vehicle driver on an approach with priority to observe a vehicle entering the road, decelerate and stop prior to a point of conflict.

3.3.3 Variable Criteria

This guideline recognises that there are variable criteria that apply to each site and that each has the potential to impact on the appropriateness of the site for use as a rural bus stop. The level of impact of these variable factors will determine the response to be made by Inverell Shire Council with regard to the appropriateness of a proposed site.

The variable criteria should be taken into account in the risk assessment and should be assessed against speed and traffic volumes. The criteria are as follows:

- Road geometry
- Pavement and road reserve width
- Pavement surface
- Size of the bus using the road
- Grade
- Climatic conditions e.g. fog

3.3.4 Bus Stops at intersections

From the bus passenger and pedestrian safety viewpoint, a bus stop located on the departure side of the intersection is safer than one located on the approach side. In this position the bus does not block the view of traffic controls and other intersection traffic.

Other advantages of the departure side bus stop include:

- Reduced bus conflicts with vehicles turning left from the through road
- Less restriction to sight distances; and

- Shorter length requirements for bus stop approaches;

On very low volume roads a bus stop on an intersection may be appropriate subject to the outcome of a risk assessment.

3.3.5 Frequency of Stops

The number of times a bus has to stop along a section of road should also be considered. It is not a safe practice for a bus to pull on and off the road too frequently. It is therefore recommended that where there are a number of single sites within a reasonable distance of each other, that Inverell Shire Council should consider amalgamating the single sites into one multi-user site to be located at the safest point along the route.

3.4 Suggested Standards and Definitions for Rural School Bus Stops

In determining the assessment criteria for rural school bus stops, this Guideline utilises wherever possible, established NSW RTA standards. Where this is not possible an appropriate Australian Standard has been utilised.

3.4.1 Traffic Volumes

Traffic volumes stated in the Assessment Matrices are based on the total number of vehicle movements per day in both directions.

3.4.2 Speed

The Assessment Matrices assess on the basis of Low Speed and High Speed usage. These terms are defined below, this guideline uses 85th percentile speeds:

- Low Speed – a speed under 70 kilometres per hour
- High Speed – a speed of 70 kilometres per hour or higher

3.4.3 Sight Distances

The assessment of sight distances should always be undertaken in both directions unless circumstances indicate otherwise. In order to provide guidance as to the determination of sight distances, this guideline utilises the *NSW RTA's Stopping Sight Distances and Safe Intersection Sight Distances* definitions. While these definitions have not been specifically developed to deal with bus stops, they have been deemed to be the most appropriate measures available for use because they provide a recognised and established basis for determining sight distances in NSW.

3.4.3.1 Stopping Sight Distances

Stopping sight distance is the minimum distance required by an average driver of a vehicle travelling at a given speed to react and stop before reaching an object in the vehicle's path. *(RTA Road Design Guide Section 2)*. The Stopping Sight Distance can be assessed during the **Approach Sight Distance Table 3.4.1**

3.4.3.2 Safe Intersection Sight Distances

This provides sufficient distance for a driver on an approach with priority to observe a vehicle entering the road, decelerate and stop prior to a point of conflict

The Safe Intersection Sight Distance can be assessed using the **Safe Intersection Sight Distance Table 3.4.1**.

Table 3.4.1 – Sight Distance for level pavement

Design Speed (km/h)	Deceleration (g)[1]	ASD - Approach Sight Distance (1.15m to 0.0m)				SISD - Safe Intersection Sight Distance (1.15m to 1.15m)			
		1.5 secs		2.5 secs		1.5 secs		2.5 secs	
		m[2]	min K	m[2]	min K	m[2]	min K	m[2]	min K
40	0.54	35	5			60	4		
50	0.5	45	9			80	7		
60	0.47	60	16			105	12		
70	0.45	80	28			130	18		

80	0.43	100	44			160	28		
90	0.41	120	63			190	39		
100	0.39	150	98	175	133	225	55	255	71
110	0.37			210	190			295	95
120	0.35			250	270			330	118

(Reproduced by permission, RTA Road Design Guide, section 4.7.4).

Notes

1. Average deceleration adopted, given as in terms of acceleration due to gravity (g)
2. For grade corrections to ASD and SISD, see table below

Table 3.4.2 – Grade corrections to ASD and SISD

Design Speed (km/h)	Correction (m)					
	Upgrade			Downgrade		
	4%	8%	12%	4%	8%	12%
40						5
50		-3	-5		5	5
60		-5	-10		5	10
70		-10	-10	5	10	15
80	-5	-10	-15	5	10	25
90	-10	-15	-20	10	20	30
100	-10	-20	-25	10	25	45
110	-15	-25	-30	15	35	60
120	-20	-30	-40	20	50	85

(Reproduced by permission, RTA Road Design Guide, section 4.7.4).

3.4.4 Shade/shelter at Bus Stops

Shade or shelter is desirable but not essential. Inverell Shire Council will assess the need for shade/shelter on an individual basis. It would only be appropriate to consider shelter at multi-user sites and transfer point sites because of their permanent nature.

3.4.5 Pedestrian Access

Pedestrian access for the purpose of these Guidelines refers to the ability of students to move safely around the site and to embark and disembark from the bus. It is the parents' or guardians' responsibility to ensure that their child gets to and from the bus stop safely.

3.4.6 Car Parking

Car parking would normally be required at multi-use and transfer point sites. There should be sufficient space to accommodate the number of families using the site. The car parking area should be clear of through traffic movement and placed to ensure that there is no interference with the movement of the bus.

3.4.7 Provision of Lay-by

Lay-bys suggested in the Assessment Matrices comply with either *Council Road Design Guidelines* and/or *RTA Road Design Guidelines*. The lay-by provision is intended to accommodate the acceleration and deceleration of buses at bus stops, and where appropriate the required access and egress to a transfer point site.

3.4.8 All Weather Surface

An all weather surface is only required in some instances for the bus stand area i.e. the area where the bus will stop and children will either embark or disembark and where the bus will leave and enter the site. Only multi-user sites and transfer point sites will be considered for all weather surfaces because of their permanent nature.

3.4.9 Signage at Rural School Bus Stops

Where guidelines have been met, signage should not be required. It is not intended that Rural School Bus warning signs be used to justify unsafe school bus stopping areas. Signage will only be considered for turn around points and multi-user sites or transfer point sites where safety issues exist.

3.5 Assessment Criteria Matrix for Rural School Bus Stops

3.5.1 Single User Site Assessment Criteria

	Low Volume Traffic<500		500<Medium Volume Traffic<1500		High Volume Traffic >1500		
	Low Speed	High Speed	Low Speed	High Speed	Low Speed	High Speed	Heavy Vehicle Allowance
Site Distance	ASD	ASD	ASD	SISD	SISD	SISD	20%
Provision of Lay-By	No	No	No	Yes	Yes	RTA Road Design Guide Section 3.4	N/A
Car Parking	No	No	No	No	No	No	N/A
Waiting Area (for students)	Yes	Yes	Yes	Yes	Yes	Yes	N/A
Safe Pedestrian Movement	Yes	Yes	Yes	Yes	Yes	Yes	N/A

3.5.2 Multi User Site Assessment Criteria

	Low Volume Traffic<500		500<Medium Volume Traffic<1500		High Volume Traffic >1500		
	Low Speed	**High Speed**	**Low Speed**	**High Speed**	**Low Speed**	**High Speed**	**Heavy Vehicle Allowance**
Site Distance	ASD	ASD	ASD	SISD	SISD	SISD	20%
Provision of Lay-By	Yes*	Yes*	Yes	RTA Road Design Guide Section 3.4	RTA Road Design Guide Section 3.4	RTA Road Design Guide Section 3.4	N/A
Car Parking	Yes*	Yes*	Yes	Yes	Yes	Yes	N/A
Waiting Area (for students)	Yes	Yes	Yes	Yes	Yes	Yes	N/A
Safe Pedestrian Movement	Yes	Yes	Yes	Yes	Yes	Yes	N/A

*For low traffic volume roads it may not be necessary to provide a lay-by and car parking area at the site, Subject to individual assessment

3.5.3 Transfer Point Site Assessment Criteria

	Low Volume Traffic<500		500<Medium Volume Traffic<1500		High Volume Traffic >1500		
	Low Speed	**High Speed**	**Low Speed**	**High Speed**	**Low Speed**	**High Speed**	**Heavy Vehicle Allowance**
Site Distance	ASD	ASD	ASD	SISD	SISD	SISD	20%
Access and Egress for Buses	Provision of Lay-by as per RTA Road Design Guide Section 3.4 and sufficient to accommodate buses using the location	Provision of Lay-by as per RTA Road Design Guide Section 3.4 and sufficient to accommodate buses using the location	Provision of Lay-by as per RTA Road Design Guide Section 3.4 and sufficient to accommodate buses using the location	Provision of Lay-by as per RTA Road Design Guide Section 3.4 and sufficient to accommodate buses using the location	Provision of bus stop area separate from the carriageway with entry and exit points	Provision of bus stop area separate from the carriageway with entry and exit points	N/A
Car Parking	Yes	Yes	Yes	Yes	Yes	Yes	N/A
Waiting Area (for students)	Yes	Yes	Yes	Yes	Yes	Yes	N/A
Safe Pedestrian Movement	Yes	Yes	Yes	Yes	Yes	Yes	N/A

3.6 Application for Approval of a Rural School Bus Route or Rural School Bus Stop

APPLICANT DETAILS

Applicant's Name: _____

Bus Company Name: _____

Address: _____

Phone:_____ Fax: _____ Email:_____

REQUEST FOR A RURAL SCHOOL BUS ROUTE

Road Name: _____

Anticipated Number of Stops on Route:_____ Anticipated Number of Users:_____

Type of bus to be used on route:

Passenger Capacity: _____ Length: _____

If the proposed route is not an all-weather road please nominate the proposed alternative route for the service:

_____

REQUEST FOR A RURAL SCHOOL BUS STOP

Is the proposed stop on an existing approved bus route? Yes No

Road Name: _____

Rural Address for Proposed Stop: _____

Anticipated Number of Users: _____ Anticipated Ages of the Users: _____

Where are the closest bus stops immediately before and immediately after the proposed stop *(please provide the rural addresses and the estimated distance between the stops):*

_____

_____

Will the pick up and drop off points be on the same side or different sides of the road? (please circle) Same Side / Different Side

Will users have to cross the road to access the bus stop (please circle for each time of day): Mornings Yes/No; Afternoons Yes/No

Signed:_____ Date: _____

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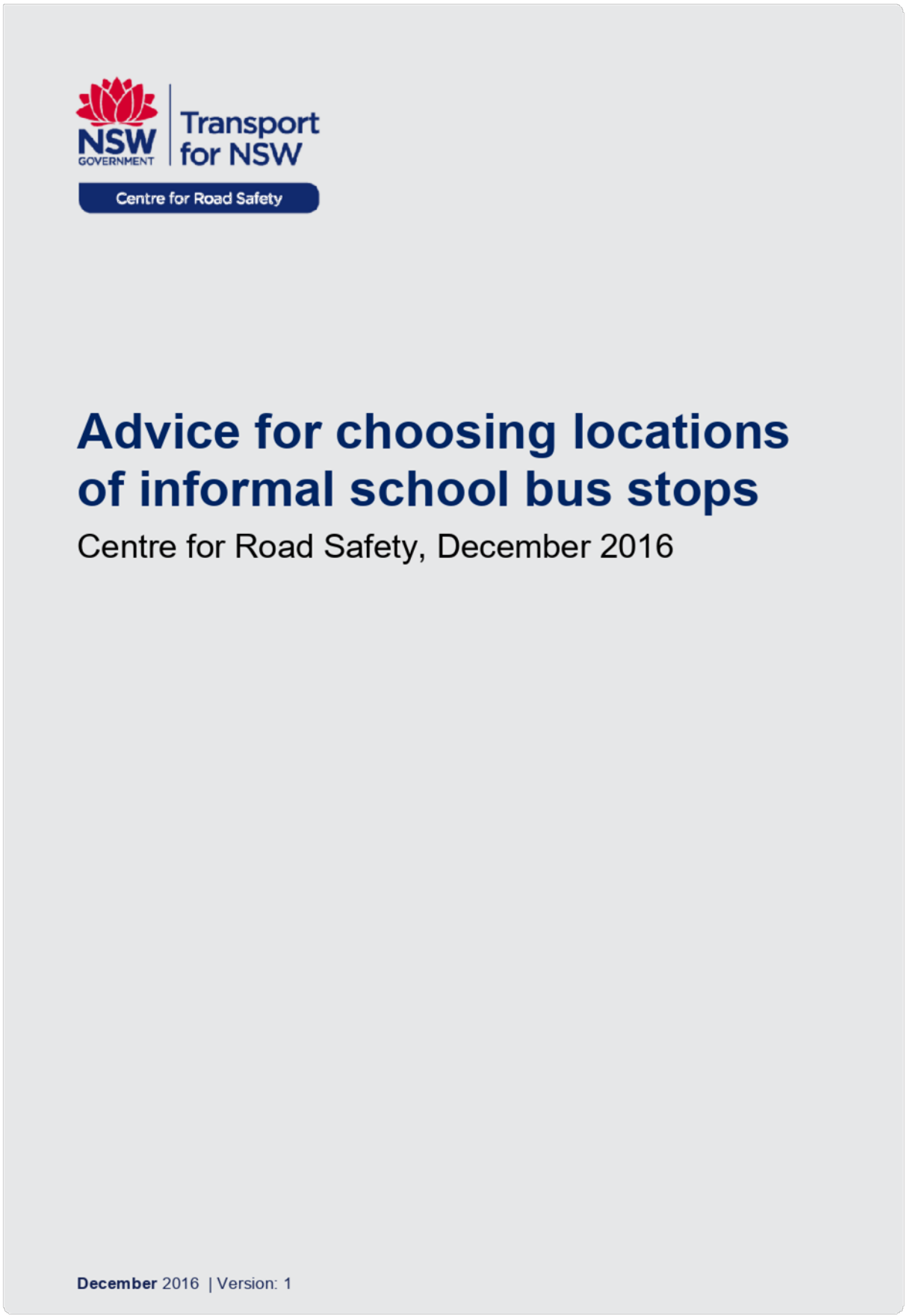
NSW GOVERNMENT
Transport for NSW
Centre for Road Safety
Advice for choosing locations of informal school bus stops
Centre for Road Safety, December 2016
December 2016 | Version: 1

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Author:	Centre for Road Safety
Date:	December 2016
Version:	1
Division:	Freight, Strategy and Planning

1 About this advice

There are thousands of "informal school bus stops" used for picking up or setting down school children on rural school bus routes across NSW. They are generally agreed between bus operators and parents, and are not sign posted or developed as formal bus stops.

This advice has been prepared for use when considering locations for informal school bus stops. Separate guidelines are being prepared for road managers (councils and Roads and Maritime Services) in regards to formal sign posted school bus stops.

This advice identifies important factors for consideration from a road safety perspective when deciding on the location of an informal school bus stop.

Safety around school buses on rural bus routes is a complex issue involving road and roadside conditions, pedestrian behaviour, motorist behaviour and travel speed, and carer behaviour and supervision.

Parents/carers play an important role in ensuring the safety of students getting to and from school bus stops. A primary aged child is still developing an understanding of danger and safety. Currently available research suggests that children do not perform the same as adults when carrying out tasks such as crossing roads. While they are often keen to do things for themselves, an adult should always be responsible for a child in the traffic environment. Children up to 15 years of age are at three times more risk than older teenagers and adults to be involved in a fatal crash. To reduce risks at bus stops, parents/carers should meet their child at the bus stop, never on the opposite side of the road.

Comprehensive road safety advice for parents and carers can be found at www.safetytown.com.au/parents.

Bus operators and parents can help reduce risks by deciding on safer stopping locations.

This advice focusses on the safety of:

- school students and parents/carers who may need to cross a road near a bus stop
- school students walking to and waiting at a bus stop
- bus movements.

The advice is in a checklist format and includes a process for estimating sight lines to oncoming traffic, which are a very important safety factor.

This advice is not intended as a formal standard or requirement. It is recognised that ideal road and roadside conditions often cannot be met in rural road environments, and one factor may need to be weighed against other factors in deciding on a bus stop location. As an example, the ideal location from a sight line point of view might not be ideal in terms of access to the stop.

Where suitable conditions cannot be achieved, greater parental involvement or alternatives such as dropping children off on the return trip of a bus along the route might need to be considered.

Where there are continuing concerns about the safety of an informal school bus stop and no practical alternatives are available, advice can be sought from the relevant local council. (Local councils are in a position to identify State Road and refer them to Roads and Maritime Services.)

This advice complements the "TfNSW School Bus Safety Guidelines for Contract Holders of Transport for NSW Rural and Regional Bus Services". Those guidelines provide a bus driver protocol for student pick-up and drop-off, which is reproduced on page 3 of this advice.

1.1 Acknowledgement

This advice has been prepared with consideration of guidance available in other jurisdictions, and acknowledges in particular the New Zealand Land Transport Safety Authority guidelines from 2004, and Queensland Transport guidelines from 2002.

2 Contract Holder Student Pick-up and Drop-off Protocol

Bus drivers need to be vigilant when students are boarding and disembarking from the school bus. Drivers should:

- ensure they pull over in an area where it is safe for the student to access or disembark from the bus. If possible, this should be away from street corners or bends in the road where the student's visibility could be impeded
- wait until the bus is stationary before opening the doors
- wait until students are safely seated before leaving the pick-up zone
- when dropping students off, warn students of oncoming traffic if visible to the driver instruct students to remain at the drop-off point and not to cross the roadway until after the bus has departed and there is better line of sight for those students.

Source: "TfNSW School Bus Safety Guidelines for Contract Holders of Transport for NSW Rural and Regional Bus Services"

3 Safety issues to consider

Issue	Considerations	Guidance	Observed Site Conditions

Sight line for vehicles approaching from behind the bus	• All school bus stops should be sited so that they are clearly visible to motorists.
	• The better the sight line, the greater chance of motorists slowing in the vicinity of a bus with its lights flashing and taking action if pedestrians are on the road.
	• Higher speed zones need a longer sight line for motorists to make judgements, take action and stop when necessary.
	• Curves and crests, and roadside vegetation can all reduce sight lines.
	• The stopping distance is greater, and requires a longer sight line:
	  • on a down grade
	  • on unsealed roads
	  • where there are frequent trucks, on curves with close roadside vegetation or other sight line obstructions.
	• Estimating sight lines by **timing** approaching vehicles is a simple task that can be safely undertaken from the roadside.
	• It involves using a stop watch to time how long vehicles are visible on the approaches to a bus stop.
	• A suggested process is provided as Attachment A.
	• Estimating or measuring sight lines in metres is more complex, and requires careful Work Health and Safety planning by the organisation and people involved.
	• Sight distances in metres are provided in Attachment B.
		Minimum seconds that a vehicle approaching at the speed limit needs to be visible from beside the roadway:
		
		100 km/h speed zones
		• Estimate 250m
		• 9 seconds on flat roads
		• add 1-3 s on a down grade
		• add 2 s on curves with frequent trucks
		• add 1 s on unsealed roads
		
		80 km/h speed zones
		• Estimate 180m
		• 8 seconds on flat roads
		• add 1-2 s on a down grade
		• add 1 s on curves with frequent trucks
		• add 1 s on unsealed roads
		
		60 km/h speed zones
		• Estimate 125m
		• 7 seconds on flat roads
		• add 1-2 s on a down grade
		• add 1 s on curves with frequent trucks
		• add 1 s on unsealed roads	

Sight line for vehicles approaching from in front of the bus	• As above. • For traffic approaching from in front of the bus, the bus itself may block the line of sight to school students at the roadside.		

Issue	Considerations	Guidance	Observed Site Conditions
Road shoulder width for a bus to stop clear of traffic	• NSW Road Rules require that, outside a built up area, heavy vehicles (including buses) must only stop on a road shoulder. • Outside a built up area, the Road Rules prohibit stopping by any vehicles near curves or crests, on a road or road shoulder, where an approaching motorist cannot see them for at least 100 metres. • When a bus stops in a traffic lane or on a narrow unmarked road, the sight line from oncoming vehicles to school students approaching or crossing a road from behind the bus can be very much reduced. • If a bus stops close to a double barrier line or on a curved road with no centre-line, it may force passing traffic onto the wrong side of the road in a dangerous situation. • The width, shape and condition of the shoulder must be suitable for safe pull-off and re-entering traffic.	Buses should stop clear of traffic lanes, on the road shoulder or verge. Buses should not stop near crests or curves, where an approaching motorist cannot see them for 100 metres. The condition of the shoulder must be considered, both for safe pull-off and re-entering traffic. It is not appropriate to stop within 3 metres of a double barrier centre-line. It is not appropriate to stop on curves or curve approaches, on a narrow unmarked road.	
Waiting area for school children	• School students must be able to wait in an area well clear of passing traffic. • The most hazardous roadside area on rural roads is on the outside of curves, where there is greatest likelihood of a vehicle leaving the roadway. • The end of an overtaking lane is another hazardous roadside area. • Roadside hazards can include steep drains, poor draining ground, trip hazards, encroaching vegetation, snakes and other dangers.	A cleared, firm, all weather waiting area, preferably 8 metres from the edge of travel lanes, is desirable. A minimum of 4 metres is essential. Bus stops that involve waiting areas on the outside of curves and at the ends of overtaking lanes, should be avoided.	

Pedestrian route to and from the bus stop	• School students require a safe route to their bus stop. • This includes students walking to the bus stop and those dropped off by carers. • The route should not contain roadway features that would force or encourage a child to walk in traffic lanes or shoulders.	Bus stops should not be located in areas that require pedestrian access via narrow bridges or culverts, roads with no shoulder, or a non-signalised railway level crossing.	

Issue	Considerations	Guidance	Observed Site Conditions

Potential wet weather issues	• Wet weather can affect the usability of:
	  ○ Pedestrian access to a stop
	  ○ The waiting area
	  ○ The parking area
	  ○ The bus pull-off area.
	• If any of these areas are adversely affected by wet weather, there may be an increased risk of pedestrian or vehicular conflict with passing traffic, especially when factors such as poor visibility, distraction and masking of sound can also affect a person's ability to be safe in wet weather.
		It is desirable that bus stops be located in areas where wet weather will not affect:
		• pedestrian access,
		• waiting areas,
		• parking areas, and
		• bus pull-off areas.	

Location relative to intersections	• The consensus from road safety experts is that bus stops should be located on the departure from intersections, rather than on approaches, preferably 50 metres from the intersection. • A bus stopped on the approach to an intersection might obstruct sight lines between turning and oncoming traffic. • The closer a bus stops to an intersection, the greater the likelihood of blocking sight lines.	Bus stops should be located on the departure from intersections, rather than on approaches, preferably 50 metres from the intersection. A shorter distance (20-30 metres) is feasible if the bus stop area is 5 metres from the edge of the roadway.	
Location relative to other bus stops	• Where there are bus stops on both sides of a road, they should be staggered so that there is a clear crossing area for pedestrians between the backs of buses that may stop around the same time. • Where there are bus stops close to one another on the same side of the road, they should be consolidated to the safer site, if access and other conditions are adequate.	Opposing bus stops should be off-set to allow for pedestrians from either side of the road to cross behind stopped buses. Opposing bus stops should be set as far back from travel lanes as possible, to maximise visibility for, and of, pedestrians.	

Issue	Considerations	Guidance	Observed Site Conditions
Parking, where there are multiple families using a bus stop	• The bus stop location should have sufficient space for carers dropping off or waiting to pick up children. This will vary depending on the number children using the stop.	Bus stops should be located in an area with sufficient space for carers to drop off or pick up school children, on the same side of the road as the bus stop. This must be separate from the area where children wait for the bus. There must be clear and safe access from parking areas to where children wait for the bus.	

Appendix A Estimating sight distance

Motorists need a clear sight line to observe hazards (including pedestrians or stopped vehicles) on the road ahead, in order to decelerate and stop if it is necessary.

On flat straight roads required sight lines are:

- 250 metres in a 100 km/h zone
- 180 metres in an 80 km/h zone
- 125 metres in a 60 km/h zone

Whilst sight distance is the primary metric it is acknowledged that it can be difficult to measure or estimate in metres. Where this is the case it can be estimated by standing at the roadside and timing approaching vehicles with a stop watch. Sight time is the number of seconds from when an oncoming vehicle becomes visible from the measurement point, to when it passes the measurement point. To be a valid measurement, the oncoming vehicle must be travelling at the set speed limit.

Required sight times for different speed limits are:

- 10 seconds, for 110 km/h
- 9 seconds, for 90 km/h or 100 km/h
- 8 seconds, for 70 km/h or 80 km/h
- 7 seconds, for 60 km/h

So, on a flat straight road, if an approaching vehicle is travelling at 100 km/h and you can see it for 9 seconds (or more), you have the required sight line for 100 km/h. If you can't, the sight line is not sufficient.

Sight time can be measured as either a two person or one person task. Even when working at a road side, it is recommended that a high visibility vest is worn.

A two person task:

- When the road is clear of traffic, person 1 steps to the edge of the travel lane (not into the travel lane) where a child pedestrian would wait to cross the road;
- Person 2 approaches the bus stop in a vehicle, travelling at the speed limit (or curve advisory speed);
- Person 1 starts a stop watch when they first see the vehicle being driven by person 2;
- Person 1 steps into the bus stop waiting area, well clear of traffic;
- Person 1 stops the watch when the vehicle passes, and records the time in seconds in the checklist;
- Repeat the process for the other side of the road;
- Compare your times with the required times in the checklist, for the road conditions.

The required times are listed by speed zone, and seconds need to be added to the required time for a specific bus stop, if any of the listed road conditions are present.

A one person task:

- Measure times as above, but with live traffic.
- Time 5 vehicles to allow for speed variations (multiple measurements are required because traffic must be travelling at the speed limit, or curve advisory speed, to achieve a valid test).

- Use the lowest time (which will be the fastest vehicle) as your recorded time.
- Repeat the process for the other side of the road.
- Compare your times with required times in the checklist, for the road conditions.

The required times are listed by speed zone, and seconds need to be added to the required time for a specific bus stop, if any of the listed road conditions are present.

Note that for the one person task:

- The test will not be valid if vehicles slow on the approach to the proposed bus stop, owing to parked vehicles close to the roadway. (Regardless, a high visibility vest is essential for anyone working on a roadway.)
- The test will not be valid with a bus parked next to the roadway, as approach speeds will be affected.

Appendix B Sight distances in metres

Speed Zone	Sight Distance in metres	Additional Lengths for Road Conditions		
		Unsealed Road	Downhill Grade*	Curves with frequent Trucks
110 km/h	285 m	+35 m	+20-40 m	+35 m
100 km/h	250 m	+30 m	+15-30 m	+30 m
90 km/h	215 m	+25 m	+10-25 m	+25 m
80 km/h	180 m	+20 m	+10-20 m	+20 m
70 km/h	150 m	+15 m	+7-15 m	+15 m
60 km/h	125 m	+10 m	+5-10 m	+10 m

* Depending on steepness of grade

Adapted from "Safe Intersection Sight Distance" in Austroads Guide to Road Design Parts 3 and 4a

Independent Residents of Killean Units

67 Killean Street

INVERELL NSW 2360

INVERELL SHIRE COUNCIL
19 FEB 2019

18 February 2019

The General Manager

Inverell Shire Council

Otho Street

INVERELL NSW 2360

Dear Sir,

After holding a meeting we decided to request Council support for a bus shelter at our bottom gate.

Many residents travel on the Town Bus, the Inverell Home Support Program Bus and McLean Care Bus and are required to sit on an old unpainted bench seat in all kind of weather including rain and cold winds.

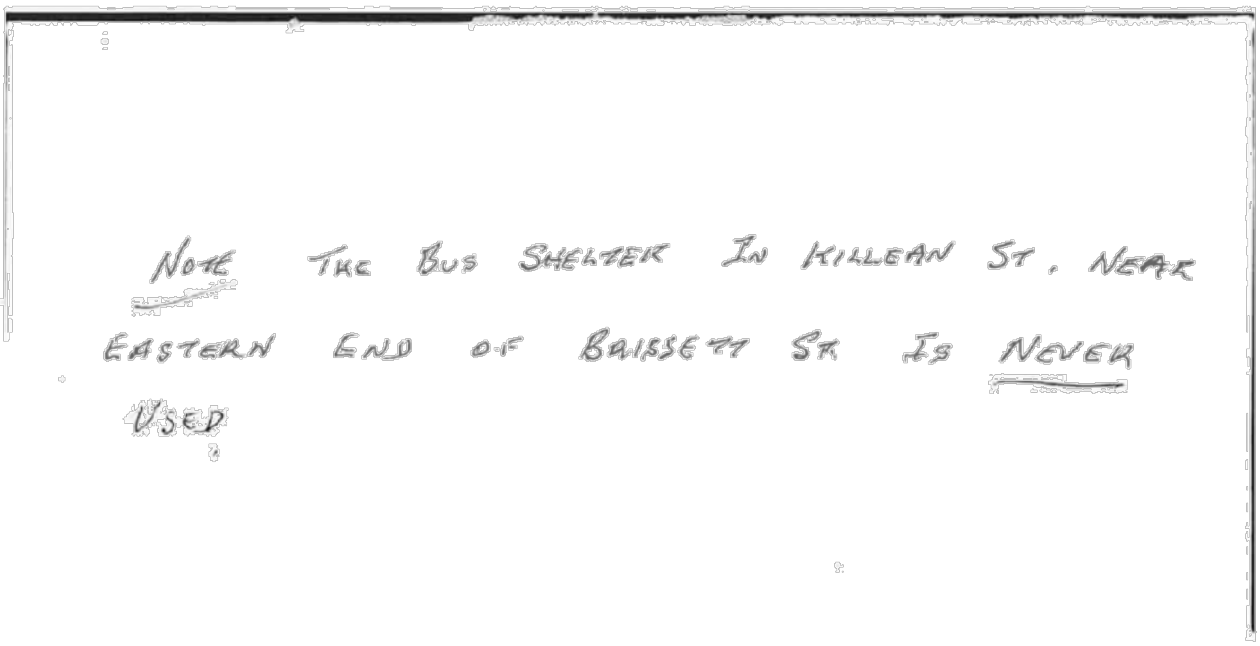
These residents are all elderly ranging from mid 70's to early 90's.

A bus shelter similar to the one at the eastern end of Brissett Street would make things much more comfortable for them.

Hoping Council can see their way clear to erect this shelter.

Yours Sincerely,

Janice Campion
[illegible]
James A. [illegible]
Molly Cook
Ruth Taber
Colleen Cottell
Aileen [illegible]
Lorraine Smith
Michael Bell


NOTE THE BUS SHELTER IN KILLEAN ST. NEAR
EASTERN END OF BAISSETT ST IS NEVER
USED

5 INFORMATION REPORTS

5.1 WORKS UPDATE

File Number: **S28.21.1/12 / 19/17261**

Author: **Justin Pay, Manager Civil Engineering**

SUMMARY:

This report is intended to keep Council updated on the capital works and maintenance programs.

COMMENTARY:

Lake Inverell Off Road Recreation Circuit

Construction is well underway on the $1.4M Off Road Recreation Circuit on Lake Inverell Drive. This project is jointly funded by Council and the State Government's Stronger Country Communities Fund. The project involves construction of 1590m of asphalt sealed pavement for the purpose of off road recreation, particularly cycling. The project includes considerable earthworks, drainage, pavement construction as well as ancillary works such as overflow car parking and footpath works.

Pavement works for the recreation circuit and car parks are now complete with a primer seal for these works completed on 24 May, 2019. Ancillary works on the footpaths have commenced and are programmed to be completed early June 2019 at which time the project will be at practical completion. Asphalt works are planned for the warmer months at the end of this year. The project is currently on time and on budget.

View of completed car park extension – Lake Inverell Drive – ready for primer seal

Pedestrian Access and Mobility Plan (PAMP) – Footpath Construction

Council's concrete construction crew have recently been working on a project within the PAMP. Works commenced in April 2019 with concrete footpath works undertaken in Gilchrist Street between Swan Street

and Vernon Street, Evans Street adjacent the Legacy Units, Brown Street between Avern Street and Wade Street, Wade Street between Brown Street and Oswald Street and Bellevue Park opposite the Wade Street Shops. These locations were selected as the next priority from Council's current PAMP. Previous projects under this program have been completed under budget and as such, funds were available to complete additional work this financial year.

New footpath at the corner of Brown and Wade Streets (towards Wade Street Shops)

Wood Street, Gilgai – Park Street to Stannifer Street Drainage

This project is stage four (4) of the Gilgai Drainage Upgrade Program and involves the reconstruction of the second block of Wood Street between Park Street and Stannifer Street, Gilgai. The project includes the construction of underground drainage, sub-soil drainage and kerb and gutter along a 220 metre section of Wood Street in the village of Gilgai. The project is funded from the Urban Drainage Reconstruction Program with $420K allocated to this stage.

Works commenced in April 2019 with the underground drainage. The underground drainage has been completed in recent weeks with earthworks, kerb and gutter works and pavement work due to commence and be completed in June 2019. Project completion is planned for the end of June 2019.

Completion of underground drainage – Wood Street Gilgai

Maintenance Grading

The following maintenance grading works were undertaken during May 2019.

Road Number	Road Name	Length Graded (km)
SR 9	North Star Road	10.5
SR 17	Holdfast Road	19.1
SR 59	Graman Road	14.8
SR 128	Delungra/Graman Road	17.8
SR 244	Western Feeder Road	8.3
SR 243	Waterloo Road (Post Wind Farm Grade)	19.0
	TOTAL	**89.5**

The maintenance grading program is under significant pressure due to the current climatic conditions and severe lack of available water. Given the conditions, Council crews do not draw water that local farms are reliant on. Council staff will continue to monitor water availability and the full program will re-commence as soon as possible.

Reactive Spot Grading

The following reactive spot grading works were undertaken during May 2019.

Road Number	Road Name	Length Graded (km)
SR 12	Blue Nobby Road	1.0 (polycom)

SR 12	Blue Nobby Road	3.0 (spot grading/material trials)
	TOTAL	**4.0**

Gravel Patching

No gravel patching works were undertaken during May 2019.

Gravel Re-sheeting

The following gravel re-sheeting works were undertaken during May 2019.

Road Number	Road Name	Length Resheeted (km)
SR 24	Mt Hallam Road	4.2
SR 27	Atholwood Road	2.3
	TOTAL	**6.5**

Given the current climatic conditions there is significant stress on the gravel resheeting program with the lack of available water. Until significant rain falls, the program has been reduced until a sufficient water source can be obtained. Council staff will continue to monitor water availability and complete sections of the program as water becomes available.

Heavy Patching

The following heavy patching works were undertaken in May 2019.

Road Number	Road Name	Area (m2)
SR 101	Gragin Road	3549
SR 168	Michell Lane	5090
MR 73	Bundarra Road	1305
	TOTAL	**9944**

Other Maintenance Activities

Council's State, Regional and Local Roads, Urban and Village Street maintenance activities, such as bitumen patching, drainage and shoulder repairs as well as vegetation control, are continuing as required. Town maintenance will continue as programmed.

ATTACHMENTS:

Nil

6 GOVERNANCE REPORTS

6.1 GOVERNANCE - PERFORMANCE REPORTING ON ROAD MAINTENANCE COUNCIL CONTRACTS

File Number: **S1.2.3/13 / 19/18790**

Author: **Nicole Riley, Administration Coordinator**

SUMMARY:

Council is in receipt of an audit report from the Roads & Maritime Services (RMS), on Council's performance on road maintenance as a contractor.

RECOMMENDATION:

That the information be received and noted.

COMMENTARY:

The RMS conducts regular Contract Performance Reporting on the Road and Maintenance Council Contracts. Reports are submitted to Council 4 times a year with the most recent one being completed for quarter one (1), January 2019 to March 2019.

A copy of the report has been included in attachment 1.

RISK ASSESSMENT:

NIL

POLICY IMPLICATIONS:

NIL

CHIEF FINANCIAL OFFICERS COMMENT:

NIL

LEGAL IMPLICATIONS:

NIL

ATTACHMENTS:

1. Contractor Performance Report

Transport Roads & Maritime Services

ROADS AND MARITIME SERVICES

RMS Form No 517 (amended)
Catalogue No. 45062482
(October) 2018)

Contractor Performance Report

Single Invitation Maintenance Contract

General Information

Contractor's Name

Inverell Shire Council

Trading as

ABN 72 695 204 530

Contract No. 08.2547.1956 **Equip Contract No.**

Contract Description

Inverell Shire Council

At Acceptance of Tender

Contract Period (weeks) 188

Original Due date for Completion 30.06.2012

Date of Acceptance of Tender 03/11/2008

Original Contract Sum $ 4,359,375.00

Reason for Report

Progress

Quarter 1	Quarter 2	Quarter 3	Quarter 4
☑	☐	☐	☐

Key Milestones

Defect Correction Period	After construction or call back	Continuing unsatisfactory Performance	Termination of Contract
☐	☐	☐	☐

Contract Sum as Varied at Report Date $ 1,131,169.06

Transport Roads & Maritime Services

Contractor's Performance

	Unsatisfactory	Marginal	Acceptable	Good	Superior	Rating
Collaboration - RMCC	☐	☐	☐	☑	☐	8
ISC staff are very cooperative with RMS staff across the board from senior management down to field staff. They are quick to respond to requests and work cooperatively on project delivery. They recently agreed to carry out works outside their Council area but this proposal did not proceed.						
Community and Stakeholder Engagement - RMCC	☐	☐	☐	☑	☐	7
ISC have a good relationship with their community and stakeholders and engage effectively with them for all RMCC works. When required they have been very cooperative with RMS Communications staff to engage the community.						
Contract Management - RMCC	☐	☐	☐	☑	☐	8
ISC Contract managers work closely with the RMS Contract Manager and deliver all required paperwork on-time and in order. They demonstrate a good understanding of the contract requirements.						
Environmental Management - RMCC	☐	☐	☐	☑	☐	7
In the past quarter there have been no environmental incidents and Council have cooperated well to ensure compliance with CEMP's etc.						
People Management - RMCC	☐	☐	☐	☑	☐	7
ISC team seem to manage their own people very effectively with no known disputes or complaints.						
Quality Management Systems - RMCC	☐	☐	☐	☑	☐	7
ISC deliver a good quality of work meeting all required Hold Points and providing test results promptly.						
Standard of Work - RMCC - Maintenance	☐	☐	☐	☑	☐	8
ISC staff take a proactive approach to maintenance, applying their budget allocations in a way that ensures the best overall maintenance of the network under their control.						

Standard of Work 2 - RMCC - Pavement	☐	☐	☐	☑	☐	8
ISC have well trained staff and good quality equipment allowing them to deliver high quality pavement works. They have done extensive heavy patching in the last quarter at times involving two work teams and all this pavement work was carried out to a high standard.						
Standard of Work 3 - RMCC - Minor Works	☐	☐	☐	☑	☐	7
ISC senior RMCC staff have an excellent knowledge of their network condition and quickly respond to any minor work requirements. This level of knowledge has allowed them to apply for additional minor work funding to address specific problems such as crack sealing, overhanging trees etc.						
Subcontractor Management - RMCC	☐	☐	☐	☑	☐	7
ISC have engaged contractors for various works including Traffic control, culvert relining, resealing etc. They have managed these contracts very effectively and ensured compliance with RMS standards of work.						
Time Management - RMCC	☐	☐	☐	☑	☐	7
ISC are very quick to provide Work Proposals, supporting documentation and respond to requests. They manage all projects in a very timely manner.						
Traffic Management - RMCC	☐	☐	☐	☑	☐	7
ISC management take responsibility for ensuring a high standard of traffic control and where issues arise they are very responsive to make corrections. The regularly use contractors for RMCC projects but do their own safety TM inspections to ensure compliance.						
Workplace Health and Safety Management - RMCC	☐	☐	☐	☑	☐	7
ISC have demonstrated very good WH&S processes with appropriate inductions, management of Safety Alerts etc. Their project paperwork also reflects a good understanding of WH&S practices.						
Workplace Relations Management - RMCC	☐	☐	☐	☑	☐	7
There are no known workplace relations issues with staff appearing to enjoy their roles at Council. There have been no WR issues reported.						
Performance Score	☐	☐	☐	☑	☐	73%

Transport Roads & Maritime Services

Overall Comments *(Use separate report if necessary)*

Reporting Officer

In my opinion:

Inverell Council are an easy Council to work with and the condition of their network reflects their professionalism and enthusiasm. They regularly receive additional minor funding for specific works because of their ability to formulate effective work proposals quickly and manage the delivery of additional works in a professional manner.

P. Radnidge

Name: Paul Radnidge Report Date: 20/05/2019

Phone: 6640 1018

Reviewing Officer:

In my opinion:

Reviewed

The report has been forwarded to the Contractor **No** *(All reports are to be forwarded)*

Review Officer Name: Alban Bunnemeyer Review Date: 21/05/2019

Review Officer Phone: 6701 7913

Response from Contractor Received and report finalised: **No**

Contractor Rep Name: Discussion Date:

Approving Officer

In my opinion:

Agreed

A. Bunnemeyer

Name: Alban Bunnemeyer Report Date: 21/05/2019

Phone: 6701 7913

Attachments:

Distribution:

1. Contractor's Representative
2. RMS's Representative

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