

Urban Roads and Drainage Improvement Policy 2024

Preamble

Bass Coast Shire Council manages an extensive network of infrastructure including roads, pathways and stormwater drains. Prior to the implementation of the Town and Country Planning Act 1961, Council's had no authority to ensure developers considered community needs and wellbeing as part of development. As a result, Bass Coast Shire's road network comprises approximately 100 kilometres of unmade roads and inadequate stormwater drainage in urban areas. Unmade roads are defined as roads without a permanent seal of bitumen or asphalt. Inadequate drainage is defined as no kerb and channel and / or no network of underground stormwater drainage pipes of 300mm diameter or larger to collect stormwater. The unmade roads and inadequate stormwater drainage create issues for the communities such as dust, mud, potholes, flooding, disconnected pedestrian networks and dynamic traffic safety concerns.

Council has the adopted Urban Roads and Drainage Improvement Policy to address these issues and improve Council's ability to ensure the provision of a safe, effective and sustainable road network that performs to the needs of the community.

Funding of these upgrades typically comes from special charge schemes, which requires the property owners within these areas that received a special benefit to contribute financially. Council also contributes to the upgrade projects where there is a benefit received by the wider community outside of the upgraded area. Projects have progressively been developed and constructed on a priority basis in line with best practice and value for money of Council's funding and resources.

Policy objectives

The objectives of this policy are to:

- develop and deliver urban road and drainage projects in an effective and efficient manner of Council resources in a fair and equitable manner for all current and future ratepayers
- maximise opportunities for community participation and consultation in project development
- provide strategic direction and prioritisation of projects to ensure Council's investment in urban roads and drainage infrastructure is delivered in an integrated manner to address strategic service delivery needs
- provide transparency, accountability and consistency in Council decision making
- ensure that infrastructure upgrades aid the achievement of the Council Plan, Planning Scheme and related Asset Management Plan objectives
- ensure compliance with the requirements of the *Local Government Act 1989* (the Act).

Scope

This policy together with referenced documents, covers the urban road and drainage upgrade works such as:

- road construction such as pavement installation and sealing
- drainage works such as installation of kerb and channel, pipes and pits
- footpath construction
- other related works, such as street lighting, traffic management, carparking, retarding basins and wetlands

Intended Outcomes

This policy and the processes that support it will facilitate:

- a priority list of urban road and drainage improvement projects to enable Council to guide decisions about the order in which urban road and drainage improvement projects are undertaken
- project development mechanisms and thresholds are applied to ensure urban road and drainage improvement projects are developed in an efficient manner to maximise the likelihood of effective project construction
- unmade roads and insufficient drainage in urban areas are improved in a priority based manner to address community problems such as dust, flooding, poor active transport connectivity and traffic safety.

Definitions

The below table defines the key terms used in this policy.

Table 1: Key terms

KEY TERMS	DESCRIPTION
Apportionment	The function of dividing special charges to persons liable to pay. This is usually the owner of the land that receives the special benefit, but can include a commercial tenant such as a business. It is calculated in a manner reasonable for all properties within a scheme. Apportionment does not include Council's contribution.
Benefit	The Macquarie dictionary states anything that is for the good of a person or thing. To gain advantage; make improvement.
Benefit ratio	The ratio split of benefits received for property owners versus the benefits received for the wider community outside of the proposed special charge scheme area. Council will contribute financially towards a special charge scheme based on the benefits received by the wider community.
Committee of Council	Refers to section 223 of the Act, where a Committee of Council hears persons who wish to speak in support of their submissions.
Concept plan	A plan or set of plans that indicate the extent and scope of the proposed designated improvement project area.
Council	Bass Coast Shire Council, being a body corporate constituted as a municipal Council under the Act.
Councillor	A person who holds the office of member of the Bass Coast Shire Council.
Cost apportionment	The special charge apportioned to a land parcel within the proposed special charge scheme area.
Cost estimate	The estimated cost of the proposed designated improvement project area. The cost estimate will include the split of cost between Council and property owners. The cost estimate will also include the cost apportionment for each property owner.
Consumer Price Index (CPI)	The CPI is found in the Australian Bureau of Statistics catalogue number 6401.0 – Consumer Price Index table I, December quarter; Percentage change from corresponding quarter of previous year for the all groups CPI for Melbourne.
Declaration	Council considers a report to levy the relevant properties with a special charge. The report includes all the information from the intention to declare report, public submissions and Section 223 Committee report if applicable.
Designated improvement project area	A single street or network of streets of unmade roads and inadequate drainage that for practical purposes have been grouped together and will be considered as a singular project to be considered for an upgrade.

KEY TERMS	DESCRIPTION
Finalisation	Following practical completion of works, all costs associated with the scheme are tallied and the special charge to each property is finalised.
Information gathering	A stage where Council undertakes a survey with the community to identify problems with the urban area such as flooding, dust, poor access and inadequate lighting.
Initial questionnaire	The Council will send an initial questionnaire to property owners affected by a proposed special charge scheme in order to gather feedback in regards to whether the project is needed and if property owners are willing to financially support the project.
Instigation	The step that follows the initial questionnaire. A Council report is prepared seeking endorsement to progress, reconfigure or abandon the project. This is required to be undertaken prior to proceeding into a phase where considerably more time, resources and finances are required to develop a concept plan, a cost estimate and apportionment of costs required for the proposed special charge scheme.
Intention to declare	The first step in the statutory process (section 163(1A) of the Act), where Council considers a report which includes all relevant information on the proposed scheme.
Objection	Correspondence in writing, from a person liable for a special charge, which expressly objects to a scheme in response to Council's public notice of intention to declare a special charge (section 163A of the Act).
Priority list	A priority list of designated improvement project areas which consider Council Plan and Council Asset Plan objectives.
Property owner	For the purposes of this policy, and unless stated otherwise, a reference to 'property owner' is a reference to the person(s) or entity (deceased estate, company, proprietor, business, etc) that is responsible for paying a special charge.
Reasonable	In the context of the Act and special charge schemes, 'reasonable' is effectively a legal test defined by caselaw.
Shire officer	A person who is appointed by the Chief Executive Officer to enable the functions of Council.
Special benefit	Applies to land rather than to a person. Special benefit occurs when land receives a benefit from the works that is over and above the benefit received by the general community. For example, members of the general community may use (and therefore generally benefit from) a road constructed by special charge scheme; however, the land adjacent the newly constructed road receives a special benefit due to the improved property access, improved drainage, less dust impacts as those benefits do not apply to the broader community.

KEY TERMS	DESCRIPTION
Special charge	A monetary charge levied in relation to a parcel of land for the purposes of constructing a particular infrastructure project from which the land enjoys a special benefit.
Special charge scheme	A funding method that allows the Council to recover the whole or a part of the cost of infrastructure works from businesses or property owners who will gain a special benefit from the works. A special charge scheme shall be in accordance with the Special Rate and Special Charge provisions of the Local Government Act 1989. The Council has historically used special charge schemes to provide infrastructure that would not be built through rate revenue alone.
Submission	Correspondence in writing, from any person, in response to Council's public notice of intention to declare a special charge (section 163A of the Act). The submission may be (completely, partially or a combination of) in favour of, neutral to, opposed to, or provide comment on any aspect of the special charge scheme proposal.
Steering group	A committee that decides on the priorities or order of business of an organization and manages the general course of its operations.
The Act	The <i>Local Government Act 1989</i> provides a framework for the operation of councils. There is a later version of the <i>Local Government Act 2020</i> . The later version does not provide for special rate and special charge provisions. Until such time, the previous version of the Act is used for the purposes of special rate and special charge those provisions.
Upgrade	Expenditure on an existing asset which enhances and/or improves its function and a consequence provides a higher level of service.
The Victorian Civil and Administrative Tribunal (VCAT)	A tribunal that hears and decides civil and administrative legal cases in Victoria.

Details of Policy

Project identification

Council has identified hundreds of streets and areas within the Shire that have unmade roads and inadequate drainage. The basis for inclusion of a street or area to be considered for an improvement project is that it:

- comprises of formed, but unsealed or unconstructed roads and/or there is insufficient or no underground stormwater drainage
- is within an urban residential, commercial or industrial area in accordance with Bass Coast Planning Scheme.

Streets and areas have been combined together into designated improvement project areas so that projects can be delivered in an efficient and practical manner. A designated project area is generally classified as a group of roads and drainage catchment areas that are either adjacent, intersecting or in the vicinity of others that require an infrastructure upgrade. Some large scale estates have been split into smaller designated improvement projects to stage works and prioritise sections that have worse issues than others.

Prioritisation of urban areas for an upgrade project

There are many designated improvement project areas across the Shire and these will take decades to develop, arrange funding and construct. A priority list has been developed so that designated improvement project areas can be developed in a manner that aligns with the current objectives of the Council Plan 2021-2025 and Council's Asset Plan 2022.

Objectives of the Council Plan 2021-2025 and Council's Asset Plan 2022 are listed in Table 2.

The priority list assesses each project against a range of adopted criteria within each Council Plan and Council Asset Plan objective and assigns weighted scores. These scores are then combined to form a total score which results in each project being ranked accordingly.

Community initiated reprioritisation

Council will consider reprioritising and / or redefining a designated improvement project area if there is strong support from the community. The minimum community support required for the project to be reprioritised / redefined is 50 percent or greater from the property owners affected. This should be in the form of a petition signed by affected property owners and presented to Council for consideration. The petition is required to state that property owners would like a road and/or drainage project undertaken and are willing to financially contribute towards the project in accordance with this policy.

Where there is a high proportion of non-resident property owners in a designated improvement project area and it is difficult for the lead petitioner to make contact with all the property owners, Council will assist to survey the property owners on request.

In the case of a community supported project being reprioritised and / or redefined through a Council resolution, the project will be developed and / or constructed in accordance with this policy as Council resources allow.

Table 2: Council Plan and Council Asset Plan objectives

Objective	Plan	Additional Objective Statements	Consideration method
Sustainable Development	Council Plan 2021-2025	Prepare for growth while ensuring the intrinsic values and character of Bass Coast are retained.	Connections to other areas in need to upgrade, other residential growth, tourist attraction improvements, growth hierarchy and affordable housing strategy
Growing our Economy	Council Plan 2021-2025	Progressing opportunities for visitation economy and business growth in harmony with our natural environment and sustainable values.	
Education, Creative Economy and Industry	Council's Asset Plan 2022	Take a Shire-wide approach to enhancing and diversifying our visitor economy and attraction, through the provision of desirable standards of infrastructure at the lowest long term cost.	
Leading for our Community	Council Plan 2021-2025	Demonstrating leadership through good governance, transparency and accountability.	Petitions and community support
Healthy Community	Council Plan 2021-2025	An inclusive community that embraces its lifestyle and supports health and wellbeing.	Risks for flooding, dust, pedestrian access and traffic safety
Healthy and Inclusive Communities	Council's Asset Plan 2022	Enhance and maximise the use of Council's open space and community facilities to deliver community benefit.	
Climate Emergency		Future Improvement initiative to include climate change into asset modelling.	
Protecting our Natural Environment	Council Plan 2021-2025 Council's Asset Plan 2022	Building resilience and protecting and enhancing our natural assets. Future Improvement initiative to Improve biodiversity through careful management of land, water and ecosystems that protect and enhance our native flora, fauna and bio links.	Environmental risks
Our Places	Council Plan 2021-2025	Strengthening the connection between people and the public places they share	Requests from the public related to drainage, dust, traffic or pedestrians
Access and Movement	Council's Asset Plan 2022	Optimise capital and maintenance spend to maintain and improve our road networks and advocate for safety improvements. Using condition based modelling prioritises walking and cycling through safe and well connected pathways.	Project size, cost and efficiency

Project stages

The development and construction of designated improvement project areas will be dependent on Council's financial capacity, resource allocation and budgetary decisions and the approximate value of each designated project area.

Each designated improvement project area will be different in size, some will be just a small court and some may be a network of streets within an estate. Council may have one or several designated improvement project areas being developed at any one time and this will be dependent on resources available.

Typically, a designated improvement project area will take 2 years to develop and declare the project for a special charge scheme. The construction typically takes a further 2 years depending on the size of the project. The first year typically involves service relocations for other services than may be impacted due to the works such as electrical, telecommunication, gas and / or water mains. The second year of construction typically involved the installation of underground drainage pipes, installation of kerb and channel, road pavement, sealing and other association works, such as lighting and traffic management.

The development and construction of designated improvement project areas has been categorised into stages and these are shown in Figure 1. Typical process inclusions in each step are also listed in Figure 1.

Note that if a special charge scheme is not required to fund the designated improvement project area, then the intent to declare, submission and / or objections, declaration and finalisation stages of the project are not required.

Each project stage is explained in further detail later in this policy.

Statutory Process

The statutory process of the projects, which is from the intention to declare stage until the declaration stage is illustrated in more detail in Figure 2.

Figure 1: Typical project stages

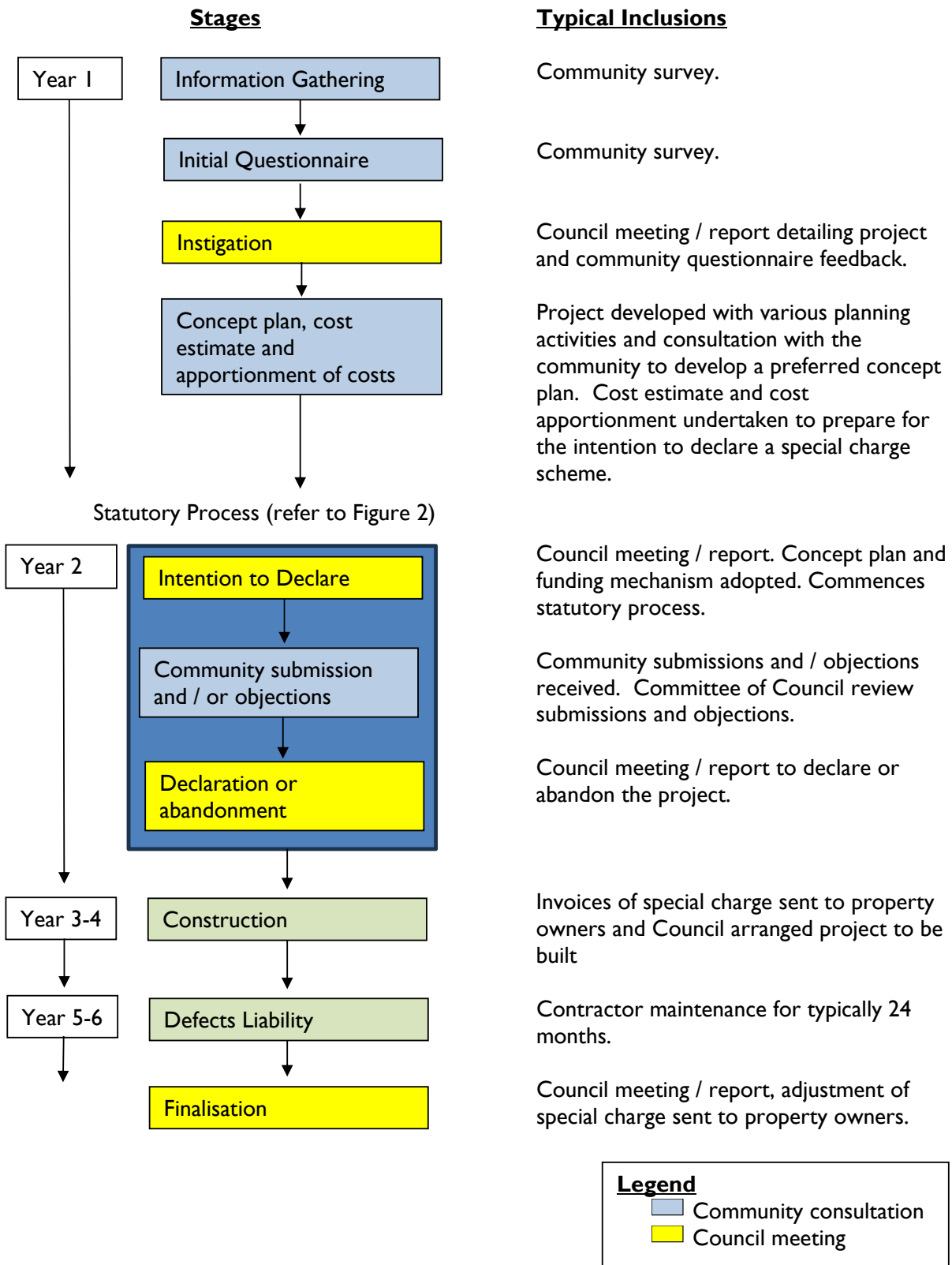
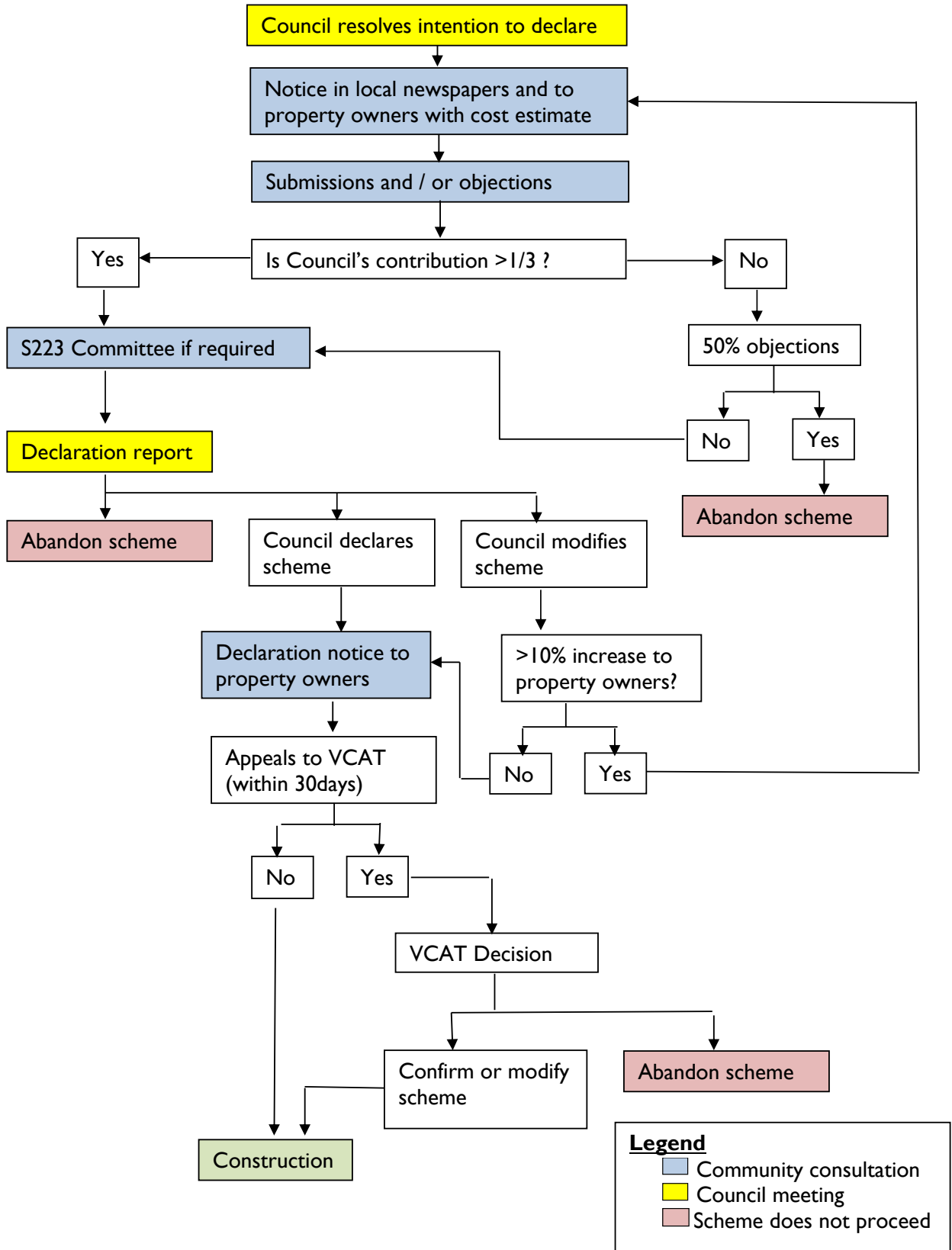


Figure 2: Statutory Process



Program funding mechanisms

The funding mechanism for each designated project area shall be adopted through Council resolution. Funding sources may include:

- direct Council contribution
- external grants, funding or contributions
- a special rate or charge in accordance with Section 163 of the Act
- and / or a combination of the above.

Designated improvement project areas funded with a special charge scheme may have a contribution of funds from Council. The ratio of funds from Council is based on a benefit ratio. The benefit ratio is a split of benefits received for property owners versus the benefits received for the wider community outside of the proposed special charge scheme area. Council will contribute financially towards a special charge scheme based on the benefits received by the wider community.

The calculation of Council's contribution may vary for each project and will be based on factors specific to each designated improvement project area. These factors consider wider community benefits such as road use by tourists or community from outside of the scheme area and downstream water quality improvements. Should Council be required to contribute to the special charge scheme, the timing of the project will be dependent on sufficient funds being available in the Capital Works Program.

Interdependencies

Council will also integrate the purposes of other policies and plans relevant to the issues, and balance disparate objectives in favour of net community benefit and sustainable development for current and future generations.

The Council's Road Asset Management Plan documents a coordinated management system for Council's roads that will help to provide an effective and efficient network that meets the community's needs.

The Council's Drainage Services Asset Management Plan documents the process to enable drainage investigations to occur in a consistent manner and a standard for the drainage issues to be measured against across the Shire.

Bass Coast Shire Planning Scheme is a legal document outlining how land across the Shire should be used, developed, protected or conserved. The Planning Scheme helps manage community expectations and needs by addressing economic, environmental and social wellbeing considerations of land use and development. The Planning Scheme has essential overlaps and should form part of the knowledge base and assessment of all urban roads and drainage improvement intentions. Key thematic areas under the Planning Scheme include:

- settlement
- land use
- environment
- landscape and built form
- infrastructure
- neighbourhood character.

Each development needs to achieve various compliance measures under each of these objectives prior to being approved.

Communication

Upgrade projects falling within the scope of this policy will be undertaken with extensive community engagement in line with the formal legislative process outlined in what is currently the Act 1989.

Financial hardship

Ratepayers who reside in the properties affected by a special charge scheme and their only form of income is a Government pension may qualify for hardship assistance. This would be in accordance with Council's Hardship Policy.

Information Gathering

Prior to the designated improvement project area being developed and a questionnaire being sent out to property owners affected, Council will undertake a survey with the community to identify problems with the urban area such as flooding, dust, poor access and inadequate lighting. This step is to provide the community with wider perspective of the area and all the problems experienced by the local community prior to filling out a questionnaire in regards to whether they would support the project and if they are willing to financially contribute towards the project.

This may be in the form of questionnaires sent out to the community and maps indicating the types and degree of problems in the area.

Initial Community Questionnaire

After the information gathering stage has been complete and a report of the problems in the area communicated with the property owners, the Council will send an initial questionnaire to the property owners affected by a potential upgrade project prior to further development. The purpose of this stage is to gauge a level of initial support or objection from the community in regards to the potential project upgrade prior to investing considerable time, resources and finance into developing the project.

Results of the initial questionnaire will be presented to a Council meeting, along with a summary of the comments that were made on the questionnaires. Projects will then be selected to be deferred, reconfigured or approved to have development concepts and costs developed.

The project may be considered for reconfiguration if there is both strong support and strong objection from property owners. If practically possible, reconfiguring the project extents may be considered depending on road connections and downstream drainage outfall locations. For example, there may be one main road, which experiences much more flooding or dust issues than others and while this street has strong support, the rest of the network of streets included in the designated improvement project area are not supportive.

Instigation

The instigation stage in a special charge scheme includes a report to Council that considers progressing with the scheme proposal. This stage follows the initial questionnaire. A Council report is prepared seeking endorsement to progress, reconfigure or abandon the project. This is required to be undertaken prior to proceeding into a phase where considerable more time, resources and finances are required to develop a concept plan, cost estimate and apportionment of costs for a potential special charge scheme.

Concept plan, cost estimate and apportionment of costs

Following a Council resolution to proceed with the project at the instigation stage, Council officers will undertake further consultation with the community to develop a preferred concept plan and then calculate the associated cost estimate and cost apportionment for the project.

An internal Council steering group will be formed and assist to develop the preferred concept plan, cost estimate and apportionment of costs. The steering group will have representatives from development / planning, design, finance, construction, maintenance and management.

A community reference group may also be formed to provide local knowledge and assist concept plan development.

In order to calculate an estimate of cost for the project, Council officers may require undertaking several planning activities such as title searches, traffic surveys, ground level surveys, underground service checks, geotechnical investigations, pavement design, flora and fauna studies, 3d functional drainage designs and a cultural heritage due diligence report.

The cost of works is largely dependent on the location of each scheme, but generally includes:

- project management to develop the project and associated special charge scheme
- various investigations
- design
- project management during construction
- construction (all works such as drainage, pavement, sealing, kerb and channel, lighting and traffic management)
- project management during defects liability period and project finalisation.

Concept designs will be aimed at resolving the identified problems using options that typically are the most cost effective, permanent, least impact on the environment and retain / enhance the neighbourhood characteristics.

From time to time, there may be special charge scheme proposals where the special charge to property owners is unusually high. This may occur in schemes that include large Crown land parcels such as state or national parks (which cannot be charged – section 221 of the Act), or where construction costs are unusually high due to difficult terrain. Council may contribute an amount in addition to its normal contribution to improve the affordability of the special charges for all property owners in such schemes.

In order to distribute costs of the project in a fair and reasonable manner to properties within the scheme area that receive a benefit from the potential improvement works, cost

apportionment is required. The cost apportionment is not intended to be a reflection of the special benefit that property receives, nor is it required to be tied to the level of special benefit. Each special charge scheme stands alone when considering the apportionment criteria and distribution method; what is considered a reasonable apportionment for one scheme may be unreasonable if applied to another scheme. The Act does not provide details on how costs are to be apportioned. The Act only requires that a property must receive a special benefit from the works for a special charge to be levied. It is therefore up to Council to determine an appropriate method of apportionment provided that the apportionment is reasonable. In determining the apportionment of costs for each property, Council may consider frontage, area, benefit, existing or potential access, town planning zoning, and any other criteria considered relevant and appropriate for a particular scheme. Council will declare a preferred method of apportionment when resolving an intention to declare a special charge scheme. To ensure the method is appropriate, the apportionment should generally be in line with previous determinations of the Victorian Civil and Administrative Tribunal (VCAT).

A Council report is then prepared seeking endorsement for an intent to declare of a special charge scheme.

Intention to declare

A report is prepared in which Council is invited to resolve an intention to declare a special charge scheme. Should Council resolve an intention to declare a special charge scheme, a public notice must be published and forwarded to persons who will be liable to pay the special charge in accordance with the requirements of the Act. The report will also indicate the manner in which Council proposes to deal with any submissions it receives under section 223 of the Act.

Community submissions and / or objections

Submissions received within the consultation period will be considered by Council. Submissions must be in writing, in response to a notice of intention to declare a special charge, and the submitter may request to be heard by a Committee of Council.

The submission may be (completely, partially or a combination of) in favour of, neutral to, opposed to, or provide comment on any aspect of the special charge scheme proposal.

In the case where no submissions have been lodged, Council may resolve to proceed to declare the special charge scheme. Submissions received after the closing date may not be accepted. Correspondence received after a report to a Section 223 Committee has been finalised will not be accepted as a submission for reporting or analysis purposes. This does not limit a person's normal right to correspond with councillors.

The right to object applies only to special charge schemes that either:

- the council is contributing one third or less of the total scheme cost (section 163B (1) of the Act)
- or the project is not a drainage scheme required for reasons of public health (section 163B (2)(a) of the Act).

An objection may also contain elements of a submission. The right of objection is in addition to the right to make a submission. If a person is opposed to a scheme where the right to object does not apply, the person may make a submission stating their opposition.

Declaration

Following the intention to declare, Council considers the written and verbal submissions that are before it. Reports to Council do not make any assumptions with regard to a property owner who has not made a submission. Council may resolve to:

- abandon the proposed special charge scheme by not giving effect to the proposed declaration to levy the special charge and not proceeding with the works, or
- abandon the proposed special charge scheme and prepare a new special charge scheme, due to the need to significantly modify the original scheme; or
- proceed to declare the proposed special charge scheme, with or without variations to the original proposal.

All persons who have made a submission and all persons affected by the special charge scheme must be advised of Council's resolution and the reasons for the decision.

Should Council resolve to declare the special charge scheme, it must send a notice to those persons who are required to pay the special charge in accordance with section 163(4) of the Act. Council's resolution to declare a special charge must include:

- the wards, uses or areas for which the special rate or special charge is declared
- a description of the function to be performed or the power to be exercised
- the total cost of the performance of the function or the exercise of the power
- the total amount of the special rates and special charges to be levied
- the land in relation to which the special rate or special charge is declared
- the manner in which the special rate or special charge will be assessed and levied
- details of the period for which the special rate or special charge remains in force.

Persons liable to pay a special charge have the right to appeal to VCAT for review of Council's decision on merits or administrative grounds. Applications for a merits review must be limited to the grounds defined in section 185(2)(b) of the Act. All applications will be administered by VCAT and must be submitted within 30 days of the notice levying the special charge being issued. Applications for an administrative law review are made under section 185AA of the Act and should also be submitted within 30 days of the notice levying the special charge being issued.

Construction

The construction of works for the special charge scheme must proceed in accordance with the Council Procurement Policy. Following the engagement of a contractor by Council, the community is to be advised that works will be undertaken, including details of the approximate timing of works, contact details for the contractor and the Council Officer supervising the works.

Following the decision of Council to proceed with the scheme and its implementation through the procurement process, a notice requiring payment will be served on all contributors indicating all of the relevant details. The notice shall clearly indicate that this request for payment is based on the estimated total cost of the scheme. At the same time the property

database should be updated so that all new Land Information Certificates show the potential for a further charge on the property after finalisation.

Council shall allow all contributors to pay their special charge in quarterly instalments. Paying by instalments will accrue interest charged at Council's current borrowing rate plus 1%. The length of a special charge payment plan is determined on a case by case basis, with a maximum of 10 years. Property owners that qualify for financial hardship, may have a longer length payment plan determined on case by case basis.

Project finalisation

Special charge schemes shall be reconciled once the defects liability period has concluded (typically 24 months after practical completion) of the contracted works for the scheme. Once reconciled a report to Council shall include the following:

- that the works are complete and the costs are finalised
- that the final apportioned costs are presented for adoption by Council
- where any variation has occurred between the estimate (at the time of the intention to declare) and the final apportioned cost, the detail of such variation.

Persons liable for a special charge will be liable for an increase of no more than 10% of the estimated special charge. Council will bear the balance of any variation in excess of 10% of the total scheme estimated cost apportioned to properties.

If a variation to a special charge results in a reduction of the estimated charge, Council will:

- if the special charge has not been paid in full (i.e. is subject to a payment plan), reduce the balance of the charge owing
- or if the special charge has been paid in full, refund the variation to the current owners of the relevant land. In accordance with section 165 of the Act, Council does not have discretion to refund a special charge variation to any other person (including circumstances where a previous owner has paid the estimated special charge).

In any case where the special charge is varied by any amount, notice is required to be given to all affected parties pursuant to section 166 (2) of the Act.

Discontinuance of a declared scheme

Once a special charge scheme has been declared, it may be discontinued only by a resolution of Council (under section 164 the Act). Council may exercise its discretion to discontinue a scheme in the absence of an officer report and recommendation.

Officers may recommend that Council discontinue a special charge scheme in circumstances where:

- there are engineering concerns requiring additional funding that cannot be otherwise absorbed in Council's Capital Works Budget
- project conditions change such that sections or elements of the works are no longer required (i.e. due to construction by a developer or other party/authority)
- funding conditions change (i.e. grant monies are secured that negate the need for a special charge).

Interim dust only treatment options

Urban unsealed roads that are not forecast to be considered for a full street road and drainage upgrade project within the next **5** years, can be considered for interim treatment options to reduce the impacts of dust. Interim dust treatment options will include the following:

- minimal pavement upgrade and asphalt seal
- traffic calming treatments to slow vehicles
- slow down / dust warning sign.

A minimal pavement upgrade and asphalt surface treatment can be considered for installation if all property owners along the unsealed road portion of the street contribute to the cost of the works. An estimate of works will be provided to property owners upon a formal request in writing to the Council within a petition from property owners.

If Council considers that there are drainage related issues as a result of the interim dust only treatment, then improvement works that include drainage must also be considered. The street would require to be considered as a full road and drainage improvement project and not an interim dust only treatment. Projects that also require drainage improvement can be considered for reprioritisation in accordance with the Community Initiated Reprioritisation section of this policy.

Council may also contribute to the works based on benefits provided to the wider community (outside of the street being considered for the upgrade). The ratio to determine the contribution from property owners and the contribution from Council will be determined via similar calculations as is typically undertaken with a benefit ratio for special charge schemes. The cost for each property owner will then be apportioned on the basis of street frontage boundary or another reasonable method as determined by Council. The timing of the project will be dependent on sufficient resources and funds being available in the Capital Works Program.

The minimum seal width treatment shall be similar to the width of the existing unsealed road. A minimal pavement depth is also required to be installed to ensure the asphalt surfacing does not deteriorate too quickly resulting in unmanageable future maintenance. The pavement depth required will be determined by Council and will be no shallowing than 200mm of compacted crushed rock. The minimum asphalt thickness applied shall be 40mm.

The petition for the minimal pavement upgrade and asphalt surface treatment must be received prior to 30 January (for consideration at a Council meeting no later than February) and the financial contribution received by Council in full prior to 30 August so the works can be considered in the following years budget and program of works. An example of timelines is shown below:

- the petition is submitted to Council in January 2025
- a petition is received at the February 2025 Council meeting
- the petition is responded to with an estimate of works and associated property owner contributions via the lead petitioner
- the property owners consider the costs and accept or reject the proposal. If all the property owners accept the proposal, then financial contributions from the property owners must be received by 30 August 2025

- the project is developed as a project submission within the Council budget and program of works for 2026-27 financial year
- upon the budget and the associated project formally being approved by Council, the works would be programmed to be undertaken in the 2026-27 financial year.

Once works are completed, the section of road may be added to the Council Road Register of sealed roads. The contribution from the property owners will be recorded and considered in any future full street road and drainage upgrade as a contribution towards the road sealing portion of the project.

It is important to note that the intent of the minimum pavement upgrade and asphalt treatment is interim to reduce dust issues for adjacent property owners. There may be some defects such as cracking and potholing that occur to the surface in isolated locations due to the interim and minimum nature of works. Defects shall be addressed by Council as per normal maintenance activities. The cost of defect maintenance shall be borne by Council.

Traffic calming treatments are the most effective and widely used method to slow vehicle speeds, however may create noise issues for nearby residents. Traffic calming treatments to slow traffic can be considered for installation if all property owners within 100m of the proposed traffic calming device agree to and request the treatment. Traffic calming treatment will either be in the form of concrete spoon drains or asphalt speed hump. Traffic calming devices will not be located closer than 100m intervals. Preferably traffic calming treatments will be located as close as possible to existing lighting to assist visibility for motorists at night time. These treatments will be considered on a priority basis annually and dependent on Council budget and resources available.

Slow down / dust warning signs can be considered for installation along a street upon a request to Council via property owner(s), specifically at entry points to areas with unsealed roads. These treatments will be considered and delivered on a priority basis as determined annually by Council considering budget and resources available.

Additional supporting documents

The following documents accompany, and should be read in conjunction with, this Policy:

- Urban Road and Drainage Improvement Priority List.

Reference to other documents

The following documents inform and support this Policy:

- *Road Management Act 2004.*
- *Local Government Act 1989.*
- *Local Government Act 2020.*
- *Special Rates and Charges Ministerial Guidelines 2004.*
- *Bass Coast Shire Council – Council Plan 2021-25.*
- *Bass Coast Shire Council – Planning Scheme.*
- *Bass Coast Shire Council – Asset Management Policy 2022-2026.*
- *Bass Coast Shire Council – Asset Plan 2022.*
- *Bass Coast Shire Council – Drainage Services Asset Management Plan 2024-2028.*
- *Bass Coast Shire Council – Road Asset Management Plan 2019-2023.*

- Bass Coast Shire Council – Road Management Plan 2022.
- Bass Coast Shire Council – Community Engagement Policy 2021.
- Bass Coast Shire Council – Long Term Financial Plan 2021-2031.
- Bass Coast Shire Council – Stormwater Management Plan Report 2003.
- Bass Coast Shire Council – Debt Management Policy.
- Bass Coast Shire Council – Neighbourhood Character Study 2024.
- Infrastructure Design Manual.

Review process

The Policy, and accompanying Priority List will be reviewed at no more than five year intervals.

Accountability process

Accountability for the effective administration and implementation of the Policy rests with the General Manager Place Making.

Approval

Approved by Council at its meeting held on	
Signed by the Mayor (name)	
.....	Date

Urban Roads and Drainage Improvement Policy 2024 Priority List

The below priority list of urban roads and drainage improvement projects has been produced to enable Council to guide decisions about the order in which urban roads and drainage improvement projects are undertaken. The priority list assesses each project against a range of adopted criteria within each Council Plan and Council Asset Plan objective and creates weighted scores. These scores are then combined to form a total score which results in each project being ranked accordingly. An indicative year to consider starting the project has also been added to assist with community expectations about timeframes.

Ranking	Designated Improvement Project Area	Location	Score	Year
1	Batman St	SURF BEACH	96	2025
2	The Esplanade (Batman St to Sunderland Bay Rd)	SURF BEACH	91	2025
3	Glen St	SURF BEACH	87	2025
4	The Esplanade (Zephyr Ct to Sunderland Bay Rd)	SUNDERLAND BAY	86	2025
5	The Esplanade (Glen St to Batman St)	SURF BEACH	81	2025
6	Brown St and Merrin Cres	WONTHAGGI	80	2025
7	Bermagui Cres, Phillip Island Service Rd, Panorama Ave and Back Beach Rd Service Rd	SUNSET STRIP	79	2025
8	Dolphin Dr and Marlin St	SMITHS BEACH	69	2025
9	Graydens Rd and Lyall St	VENTNOR	68	2025
10	Red Rocks Rd and Ventnor Service Rd	COWES	67	2025
11	Dickson St	WONTHAGGI	67	2030
12	Matthew St	WONTHAGGI	65	2030
13	Sunderland Bay Rd (Phillip Island Rd to The Esplanade)	SURF BEACH / SUNDERLAND BAY	64	2030
14	Smiths Beach Rd	SMITHS BEACH	63	2030
15	Bilson St	WONTHAGGI	63	2030
16	Beachcomber Ave	SMITHS BEACH	61	2030
17	Reid St and Beach Rd	RHYLL	59	2030
18	Grossard Point Rd	VENTNOR	59	2030
19	Links St	SURF BEACH	57	2030
20	The Esplanade (Phillip Island Rd to Dunvegan Cres)	SURF BEACH	57	2030

Ranking	Designated Improvement Project Area	Location	Score	Year
21	Lymington Ave, Devon Ave and Bingley Cres	VENTNOR	57	2035
22	Dunvegan Cres	SURF BEACH	56	2035
23	Pall Mall	VENTNOR	56	2035
24	Baillieu St West	WONTHAGGI	56	2035
25	Cuthbert St and Balcombe St	CORINELLA	54	2035
26	Rhyll-Newhaven Rd	RHYLL	53	2035
27	Walton St and Beach Rd	RHYLL	53	2035
28	Campbell St	WONTHAGGI	53	2035
29	The Esplanade	VENTNOR	51	2035
30	Queen St, Reed Cr, Merrin Cr, Broome Cr, McKenzie St and Edgar St	WONTHAGGI	51	2035
31	Coghlan Rd	SILVERLEAVES	50	2040
32	Broome Cres	WONTHAGGI	50	2040
33	Happy Valley Dr	SUNSET STRIP	49	2040
34	Watt St and Loch St	WONTHAGGI	46	2040
35	Red Rocks Rd	COWES	44	2040
36	Sunset Dr	SUNSET STRIP	44	2040
37	Anderson Pde	CORINELLA	43	2040
38	Anchorage Rd	VENTNOR	43	2040
39	Cape Paterson (minor roads north)	CAPE PATERSON	42	2040
40	Henderson St and Evans Dr	VENTNOR	42	2040
41	Settlement Rd	COWES	41	2045
42	Old Rifle Range Rd, Hagelthorn St and Wishart St	WONTHAGGI	41	2045
43	Sunderland Bay (minor roads)	SUNDERLAND BAY	39	2045
44	Jamieson St	CORINELLA	38	2045
45	Bellavista Rd, Hartley St and Von Mueller Way	COWES	38	2045
46	Rhyll (minor roads south)	RHYLL	38	2045
47	Bay Rd and Foreshore Rd	JAM JERRUP	37	2045
48	Cowes (minor roads east of Dunsmore Road)	COWES	36	2045
49	Surf Beach (minor roads east)	SURF BEACH	36	2045
50	Messmate Rd	KILCUNDA	35	2045
51	Penguin Ave	COWES	34	2050
52	Tulloch St	DALYSTON	34	2050
53	Mabilia Rd	KILCUNDA	34	2050
54	Hilltop Cres, Wolfenden St, Franklyn St, Zelma Dr and Beach Rd (36-55)	RHYLL	34	2050
55	Harris St	VENTNOR	34	2050
56	Elizabeth St	WONTHAGGI	34	2050
57	Reed Cres	WONTHAGGI	34	2050
58	Appley Ave, Dafydd St and Rylstone Rd	COWES	33	2050

Ranking	Designated Improvement Project Area	Location	Score	Year
59	Walton St, Underdown Ct and McIlwraith Rd	RHYLL	33	2050
60	Surf Beach (minor roads west)	SURF BEACH	32	2050
61	Palmer St and Albon St	CORINELLA	32	2055
62	Woodland Ave	SILVERLEAVES	32	2055
63	Smythe St	CORINELLA	31	2055
64	Broome Cres	WONTHAGGI	31	2055
65	King St	WONTHAGGI	31	2055
66	Silverleaves (minor roads)	SILVERLEAVES	30	2055
67	Bass Highway Service Rd / Panoramic Dr, Bonney Road and Malcolm Dr	GRANTVILLE	30	2055
68	Queensferry Rd and Frederick Dr	GRANTVILLE	30	2055
69	Potters Hill Rd	SAN REMO	30	2055
70	Chambers St	WONTHAGGI	30	2055
71	Fahey St	WONTHAGGI	30	2060
72	Rennison Rd and Churchill Rd	NEWHAVEN	29	2060
73	Hagelthorn St	WONTHAGGI	29	2060
74	King St	WONTHAGGI	28	2060
75	Scenic Rd, Shell Ct and Anchor Pde	CAPE PATERSON	27	2060
76	Balcombe St	CORINELLA	27	2060
77	Hughes St	CORINELLA	27	2060
78	Bass Highway Service Rd	GRANTVILLE	27	2060
79	Stewart St	WONTHAGGI	27	2060
80	Adams Estate (minor roads)	ADAMS ESTATE	26	2060
81	Park Lane, Bayview Dr, Outlook Dr, Scenic Dr, Swan St and Maxwell St	COWES	26	2065
82	Stradbroke Ave	COWES	26	2065
83	Swan St, Lang St and Vision Lane	GRANTVILLE	26	2065
84	Jansson Rd (south)	RHYLL	26	2065
85	Jansson Rd (north)	RHYLL	26	2065
86	Stanley Rd	ADAMS ESTATE	25	2065
87	Barker St	CORINELLA	25	2065
88	Walpole St	CORINELLA	25	2065
89	McNair St	NEWHAVEN	25	2065
90	Poulter Ave	RHYLL	25	2065
91	Garden St	WONTHAGGI	24	2070
92	Morey St	WONTHAGGI	24	2070
93	Shanty Lane, Gilbert St, Warren Pde, Rees St and Connor Pl	KILCUNDA	23	2070
94	Smiths Beach (minor roads west)	SMITHS BEACH	23	2070
95	Ventnor (minor roads south of Grossard Point Rd)	VENTNOR	23	2070
96	Lewis Ave and Lyndhurst St	WONTHAGGI	23	2070
97	Koala Estate (minor roads)	COWES	22	2070

Ranking	Designated Improvement Project Area	Location	Score	Year
98	Dalyston (minor roads north)	DALYSTON	22	2070
99	Dalyston (minor roads south)	DALYSTON	22	2070
100	Bass Highway Service Rd (Panoramic Drive near Stewart St)	GRANTVILLE	22	2070
101	Caledonian Cres	WONTHAGGI	22	2075
102	Broadbeach Rd, Kirra Ave, The Esplanade, Ritchie Ave and Vista Dr	CAPE WOOLAMAI	21	2075
103	Dunsmore Rd (Cowes-Rhyll Rd - The Concourse)	COWES	21	2075
104	Settlement Rd	SILVERLEAVES	21	2075
105	Mary St	WONTHAGGI	21	2075
106	Tank Hill Tce and Bell Lane	WONTHAGGI	21	2075
107	Ripple Dr, McGregor Ct, Munroe Ct, Sylvia Ct, Miriam Ct, Streeton Ct, Fairfax Ct and Naomi Ct	INVERLOCH	20	2075
108	Clark Dr	WONTHAGGI	20	2075
109	Ventnor (end of Ventnor Beach Rd)	VENTNOR	19	2075
110	Ventnor (minor roads north of Grossard Point Rd)	VENTNOR	19	2075
111	Ventnor (minor roads south of Fisher St)	VENTNOR	19	2080
112	Longstaff St	WONTHAGGI	19	2080
113	Mullin Pde	WONTHAGGI	19	2080
114	Cape Paterson (minor roads east)	CAPE PATERSON	18	2080
115	Murray St	INVERLOCH	18	2080
116	Ocean St, Coastal Rise and Seaview Cres	KILCUNDA	18	2080
117	Colbert Lane	WONTHAGGI	18	2080
118	Dobson Lane	WONTHAGGI	18	2080
119	White Road and George St	WONTHAGGI	18	2080
120	Smiths Beach (minor roads east)	SMITHS BEACH	17	2080
121	Sunset Strip (minor roads)	SUNSET STRIP	17	2085
122	Ventnor (minor roads north of Fisher St)	VENTNOR	17	2085
123	Ventnor (minor roads south of Lyall St)	VENTNOR	17	2085
124	Nesci Ct	INVERLOCH	15	2085
125	Woody Point Ct	NEWHAVEN	15	2085
126	Miriam Ct	SAN REMO	15	2085
127	Zephyr Ct and part of Sea Breeze Pde	CAPE PATERSON	14	2085
128	Dalyston-Glen Forbes Rd	DALYSTON	14	2085
129	Grantville-Glen Alvie Rd Service Road (between Agnes St and Acacia Rd)	GRANTVILLE	14	2085
130	Surf Pde, Lohr Av, Ozone St, Wave St, Goroke St, Sand Ct and Seaview St	INVERLOCH	14	2085
131	Loughridge Ct	GRANTVILLE	13	2090
132	Ramsey Bvd Surf Pde and Service Rd	INVERLOCH	13	2090

Ranking	Designated Improvement Project Area	Location	Score	Year
133	Phillip St, Durham St, Ventnor Rd and Ventnor Beach Rd	VENTNOR	12	2090
134	Viminaria Rd, Olearia St and Berrys Rd	HARMERS HAVEN	11	2090
135	Bonwick Ct, Peppermint Rd and Martin Ct	KILCUNDA	11	2090
136	Bent St	DALYSTON	10	2090
137	Emerson Way	WIMBLEDON HEIGHTS	10	2090



Urban Roads and Drainage Improvement Policy Review

Community Feedback

Project Description

Bass Coast Shire Council sought feedback on the reviewed Urban Roads and Drainage Improvement (URDI) Policy from the community from 12 April 2024 until 12 May 2024. This policy is reviewed every five years and was last completed in 2019.

Background

The policy addresses how Council will manage approximately 100 kilometres of unmade roads and inadequate stormwater drainage in urban areas. These unmade roads and inadequate stormwater drainage can create issues for our communities such as dust, flooding, safety and disconnected pedestrian networks.

Method of Engagement

Media releases were advertised on the Bass Coast Shire Council website, facebook page and to the local newspapers. Feedback could be provided using the online feedback form. Alternatively, Council also welcomed feedback by letter, phone call or email.

Draft changes proposed to the URDI Policy and the associated project priority list were provided on the website. Additionally, the key changes proposed were highlighted and a list of frequently asked questions were provided on the website. The feedback form on the website contained 5 questions relating to the key changes to the document.

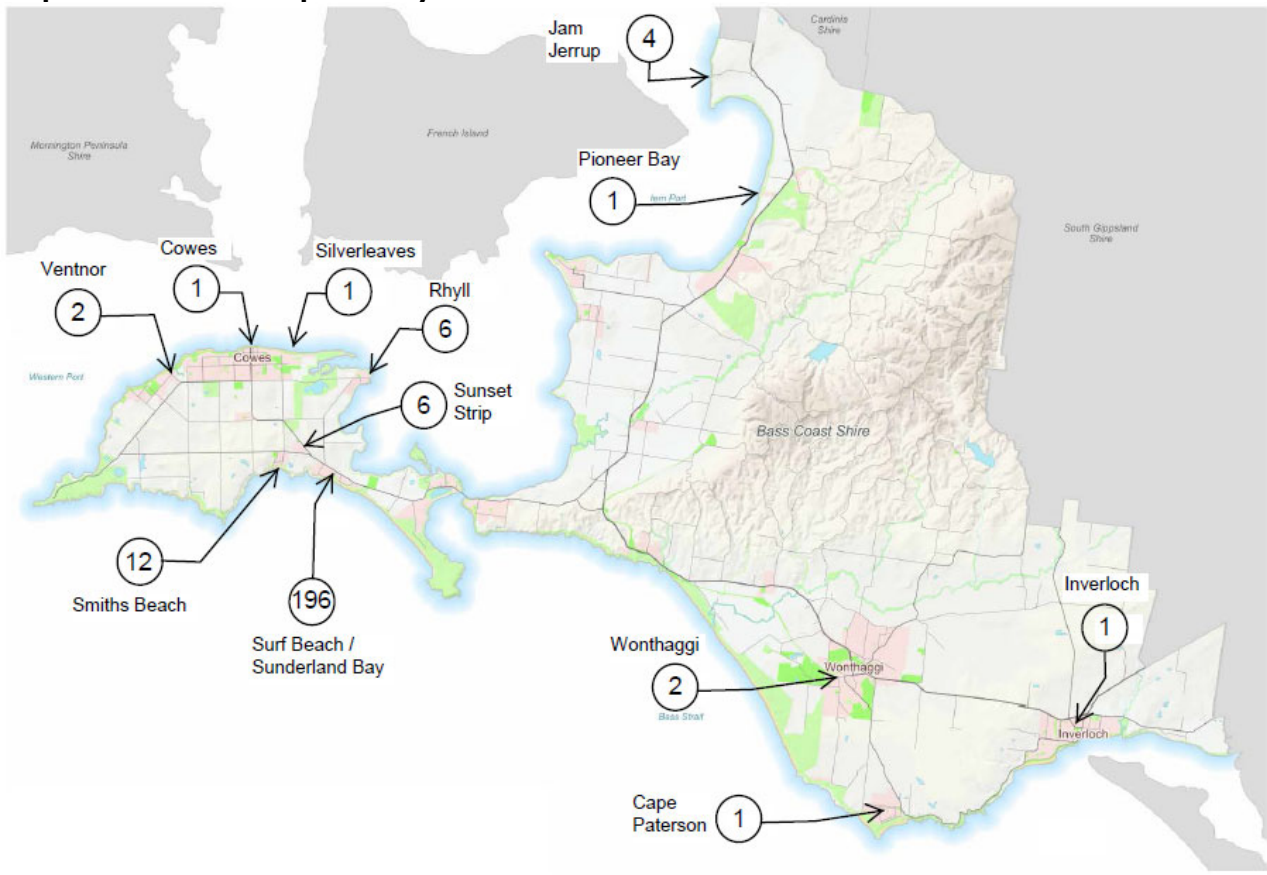
Results

The Council engagement page on the policy review received:

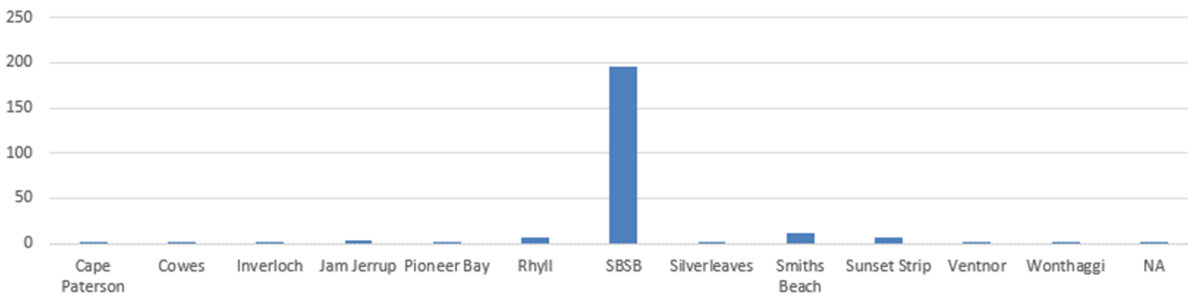
- 1238 website visits / 810 visitors.
- 121 downloads of the draft policy.
- 143 downloads of the priority list.
- 773 downloads of project area maps with the top 6 maps being:
 - Surf Beach / Sunderland Bay (363 downloads).
 - Smiths Beach (68 downloads).
 - Sunset Strip (63 downloads).
 - Rhyll (48 downloads)
 - Wonthaggi (47 downloads)
 - Cowes (35 downloads)
- 235 feedback forms.
- 9 emailed submissions.

The vast majority of feedback came from property owners within the Surf Beach / Sunderland Bay community (SBSB). The feedback from this specific community was different to the rest of the community. In order to review the rest of the community's results, the SBSB results have been displayed separately for analysis purposes. Map 1 and Graphs 1 and 2 show the number of responses by location.

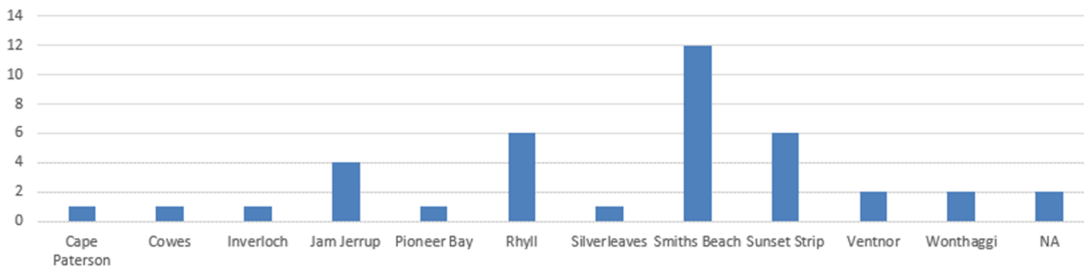
Map I: Number of responses by locations



Graph I: Number of responses by locations



Graph 2: Number of responses by locations (excluding SBSB)

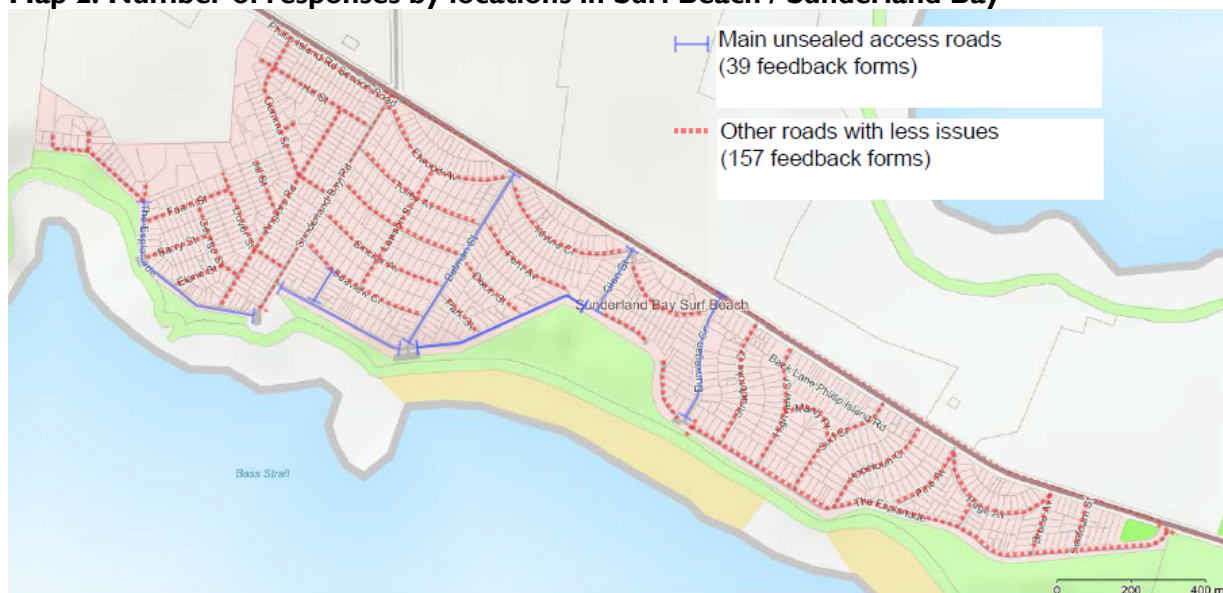


There was two types of feedback from the SBSB. One type was feedback generally from property owners along the main unsealed access roads that connect between Phillip Island Road and the surf beach access points. These property owners experience more dust, flooding, access and safety issues due to higher traffic numbers and the accumulation of overland stormwater drainage. This feedback was generally supportive of the proposed changes.

The other type of feedback was generally from property owners that experience less dust, flooding, access and safety issues. This feedback generally disagreed with any changes to the policy and provided comments that did not specifically relate to the questions, but instead stated that the property owners did not want any upgrades or special charge schemes undertaken within the SBSB area at all.

This difference of opinions reinforces the importance of separating smaller projects out from the larger projects so that streets with higher community support and higher levels of concerns can be addressed. A map illustrating the location of these different types of feedback from the Surf Beach / Sunderland Bay area is shown below.

Map 2: Number of responses by locations in Surf Beach / Sunderland Bay









Feedback form results for the 5 questions in the following graphs have been separated into three categories to understanding the different views of the community:

- SBSB (main unsealed access roads)
- SBSB (other roads with less issues)
- Rest of shire

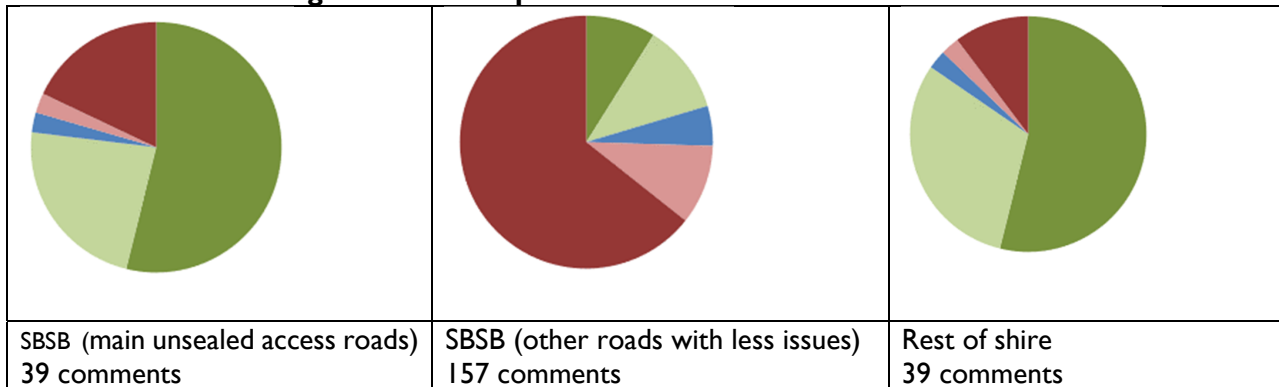
Additional comments provided on the feedback forms in relation to the questions has been summarised into categories and the top responses also listed below.

Results are represented in pie charts with colour coded responses in accordance with the following legend.

Legend

Strongly agree		Disagree	
Agree		Strongly disagree	
Neutral		NA	

Graph 3: Do you agree with large projects being broken into smaller ones so that roads with more dust and flooding issues can be prioritised?

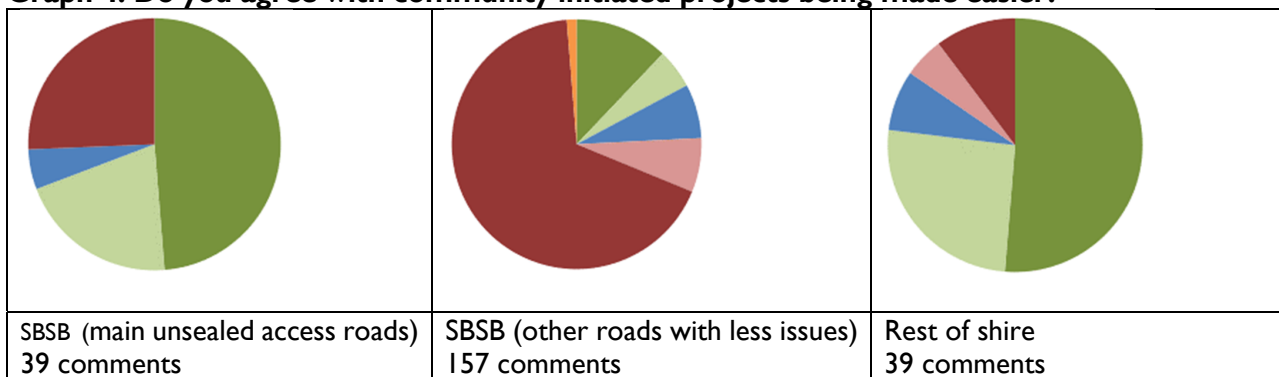


Top comment responses related to the above question:

- Don't want any special charge scheme / upgrade works in SBSB (85 comments)
- Generally supportive of creating smaller projects (52 comments)
- Smaller size projects may be less cost effective (11 comments)

Further analysis of comments was undertaken for the above question. There appears to be general support for breaking larger projects into smaller ones so that higher levels of concerns can be addressed in selected streets. There was some concern raised around the cost effectiveness of smaller projects.

Graph 4: Do you agree with community initiated projects being made easier?

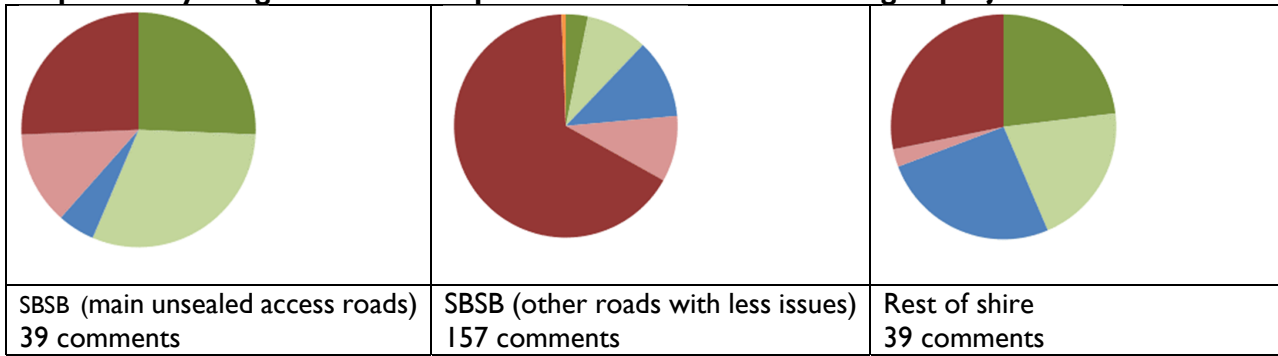


Top comment responses related to the above question:

- Don't want any special charge scheme / upgrade works in SBSB (80 comments)
- Generally supportive of making community initiated projects easier (26 comments)
- Don't change process / retain rate at 70% support required (18 comments)

Further analysis of comments was undertaken for the above question. There appears to be mixed views in the community about lowering the threshold in particular. Generally, those opposed to project upgrades and special charge schemes do not want to make it easier for projects to be developed by the community.

Graph 5: Do you agree with the reprioritisation and draft ranking of projects?

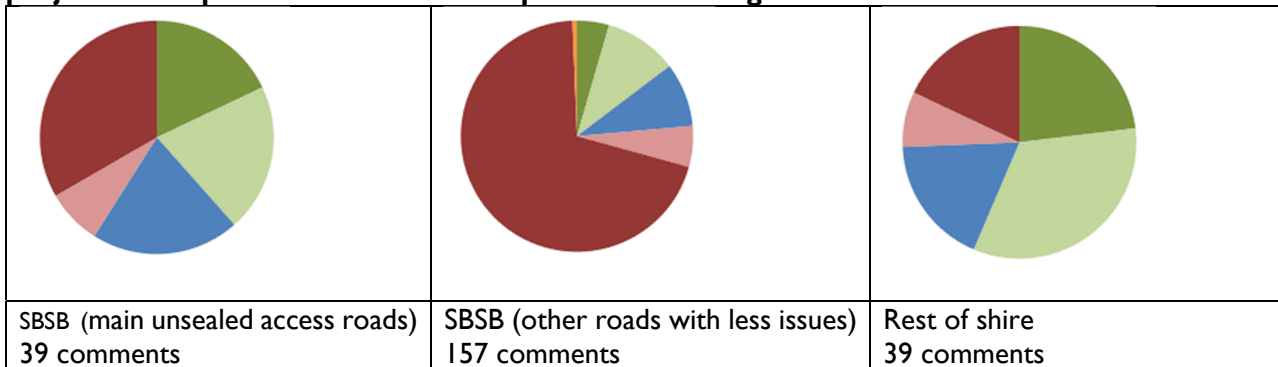


Top comment responses to the above question:

- Don't want any special charge scheme / upgrade works in SBSB (91 comments)
- Generally supportive of priority list (21 comments)
- Top 5 priorities should be rearranged (10 comments)

Further analysis of comments was undertaken for the above question. There appears to be general support for the reprioritisation list. There were several comments about rearranging the top 5 priorities.

Graph 6: Do you agree with the guide being introduced to assist decisions to proceed with project development after the initial questionnaire stage?

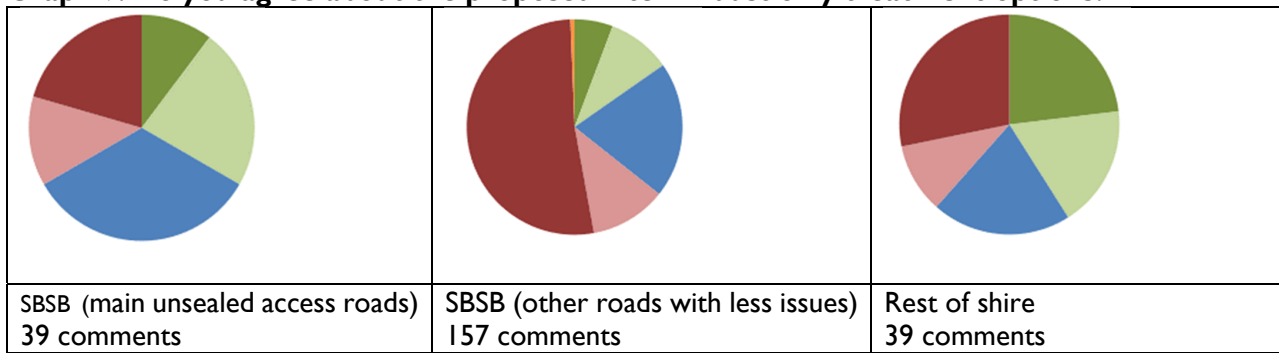


Top comment responses to the above question:

- Don't want any special charge scheme / upgrade works in SBSB (59 comments)
- Percentages confused with declaration stage (50 comments)
- Generally supportive of guide table (17 comments)

Further analysis of comments was undertaken for the above question. There was lots of confusion on the interpretation of the guide table which will require to be addressed in the policy. The removal of the guide table from the policy is a likely outcome of this community engagement.

Graph 7: Do you agree about the proposed interim dust only treatment options?



Top responses within comments:

- Generally supportive of treatment, however want Council to pay for sealing (44 comments)
- Don't want any upgrades or changes (25 comments)
- Generally supportive of interim dust only treatments (16 comments)

Further analysis of the above question was undertaken. There was a lot of comments suggesting that Council should pay for the interim dust only treatment of minimum pavement and asphalt surfacing. This resulted in more disagreement with the proposed change based on a financial cost, rather than the treatment options. Note that Council would also contribute towards the interim dust only treatment option as well and this contribution would be worked out based on a wider community benefit.

Next steps

The next step in the process is to amend the Urban Roads and Drainage Policy 2024 document considering the feedback received to date. The updated document and associated priority list will then be considered to be adopted at a future meeting of Council, likely June 2024.

More Information

For more information call the Customer Service Team on 1300 BCOAST (226 278) or 03 5671 2211 or email basscoast@basscoast.vic.gov.au