



Urban Roads and Drainage Improvement Framework 2019

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1. Introduction

Bass Coast Shire Council manages over 900 kilometres of roads. Of this, around 125 kilometres comprises of unmade roads within urban areas that do not meet Infrastructure Design Manual standards required by Council Policy. These unmade urban road networks, combined with inadequate stormwater drainage, hinder Council's ability to ensure the provision of a safe, effective and sustainable road network that performs to the needs of the community.

Further to this, community expectation on the level of infrastructure within urban areas is increasing. This is reflected in the considerable number of requests from residents and ratepayers to upgrade road and drainage infrastructure within urban areas, alleviate issues with dust, loss of material, mud, poor road surface and address inadequate stormwater drainage. In this regard, unmade roads and insufficient drainage across the Shire's urban areas incur considerable additional maintenance costs to ratepayers to ensure compliance with *Road Management Act 2004* and Council's Asset Management Policy 2017 - 2021.

In today's dollars, the cost of upgrading the entirety of this network within Council's finite resources is prohibitive, at around \$1.5- \$2 million per kilometre of road and drainage. As a result, urban areas within the Shire identified as requiring upgrade must be rigorously assessed and prioritised in line with best practice and value for money of Council's funding and resources.

2. Scope

When considering all of the factors above, it is essential that there is sufficient information to enable well-informed decisions to the betterment of the broader community.

This Framework applies to all Council staff responsible for, or involved in the identification and delivery of urban road and drainage improvement projects included within the Urban Upgrade Priority Program (Priority Program) and the Urban Upgrade Evaluation List (Evaluation List), described in more detail throughout this Framework.

3. Purpose

The purpose of this Framework is to enable Council to make robust decisions about the order in which urban road and drainage improvement projects are prioritised and delivered, by providing a mechanism to assess current and future service levels.

This Framework should be read in conjunction with the:

- Urban Road and Drainage Improvement Policy (Policy) – outlines the overarching objectives, intended outcomes and principles when making decisions around urban road and drainage upgrade projects; and
- Urban Road and Drainage Improvement Guidelines (Guidelines) – provides practical advice on how to apply the Policy and Framework in an operational setting.

This Framework elaborates on the principles outlined in the Policy by:

- detailing the strategies to accurately assess the need and priority of urban road and drainage upgrades across the Shire in the context of:
 - the Council Plan, Long-term Financial Plan, Planning Scheme and relevant Asset Management Plans
 - asset management principles surrounding the whole-of-life cycle infrastructure costs.
- providing a robust and impartial prioritisation approach for the allocation of Council’s finite resources against the approved assessment criteria;
- ensuring Council Officers have sufficient resources and information available to prioritise and implement works in accordance with the Policy.

4. Roles and responsibilities

The roles and responsibilities of each party vary throughout the phases of an urban road and drainage improvement project. However, the key parties involved include:

- Service Manager
- Project Working Group
- Executive Management Team (EMT) and Capital Works Steering Group (CWSG)
- Council

Service Manager

In the case of urban upgrade projects, the Service Manager will usually be an officer from Council’s Infrastructure and Environment division. The Service Manager’s responsibility is to:

- work with relevant Council staff and community to identify and drive the request/need for the upgrade
- establish relevant Project Working Groups
- lead the review of the existing Priority Program and Evaluation List
- coordinate stakeholder engagement
- develop and submit individual cases to the EMT, as required

- pending EMT approval, present project areas to Council for consideration/adoption within the Priority Program and/or Evaluation List (and Capital Works Program)



Project Working Group

The Project Working Group consists of representatives from key service areas across Council including, but not limited to, Sustainable Environment, Strategy and Growth, Infrastructure Delivery, Asset Management and Infrastructure Maintenance. Its role in the urban road and drainage improvement process is to:

- work collaboratively to define and rank the urban road, area or street project area based on the adopted prioritisation criteria, and prioritisation mapping process, for Council consideration
- review the Priority Program and Evaluation List at required intervals and in line with the Urban Road and Drainage Improvement Policy and Framework



Capital Works Steering Group

The CWSG is a working group consisting of senior officers from a number of service areas across Council. Its role in the urban road and drainage improvement process is to consider and advise on how the Priority Program and Evaluation list can be delivered in the context of the Annual and Long Term Capital Works Program



Executive Management Team

The EMT consists of Council's Divisional General Managers. Its role in the urban road and drainage improvement process is to:

- review any proposed changes to the Policy or Framework prior to Council consideration
- oversee that all projects listed have been developed in accordance with the Urban Road and Drainage Improvement Policy and Framework



Council

Council is responsible for the overall allocation of funds to provide services to their community. Their role in the urban road and drainage improvement process is to:

- consider all investment decisions in terms of how best to meet community need within limited available resources
- review and scrutinise projects put forward for further consideration, or inclusion in the Priority Program or Evaluation List, by the Service Manager
- approve/adopt the Urban Road and Drainage Improvement Policy and

Framework

- approve/adopt the Urban Upgrade Priority Program and Evaluation List

5. Project identification and prioritisation

Due to the volume of works required to deliver all of the urban road and drainage improvement projects, Council needs to program the delivery of urban upgrade projects in an order which will maximise liveability for the community, whilst ensuring value for money for all ratepayers. To enable this, an Urban Upgrade Evaluation List has been developed to prioritise urban areas and roads that are unmade and have insufficient drainage infrastructure.

5.1. Project identification

The basis for inclusion of an urban area/road/street into the Evaluation List is that it:

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

5.2. Designated project areas

To determine the extent to which an urban area is prioritised as an individual road and drainage improvement project, and included in the Evaluation List, and to ensure economies of scale where possible, projects are grouped into designated project areas.

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.

5.3. Project appraisal and prioritisation

Each project must be assessed to determine the level of community benefit and the extent to which it aligns with the Council Plan. The Evaluation List mapping process allows this by assessing a proposal against the Council Plan objectives. This is achieved by assessing each project against a range of adopted criteria within each Council Plan objective. This creates a weighted score against each objective. These scores are then combined to form a total score which results in each project being ranked accordingly. The criteria, and how projects are assessed against them, are outlined in Attachment A – Assessment Criteria Summary Urban Upgrade Improvements.

The appraisal and prioritisation ranking forms the Evaluation List and is used to inform which projects should be recommended for Council consideration and prioritised for inclusion in the Priority Program.

All proposals presented to Council must have been through the rigorous assessment process. As outlined in Section 4, the role of the EMT is to provide oversight and ensure that projects considered for inclusion in the Priority Program have been reviewed in line with the Policy and Framework prior to going to Council for consideration. This ensures Council's appraisal is supported by appropriate information, and projects are providing Council with value for money and the best possible service outcomes. Council will then be in a position to consider whether to support the next highest priority Designated Project Area for funding allocation in the capital works program.

5.4. Alterations to project prioritisation

The ranking of the Evaluation List is generally static. However, due to the intricacies of urban upgrade works, the feasibility of each project and designated project area must ultimately be considered on a case-by-case basis. To this end, there may be some circumstances in which the prioritisation of project or designated project area included within the Evaluation List, or the scope of works related to it, may be altered. Such reasons include:

- community lead support resulting in a project receiving an agreed percentage, currently set at 70 percent by Council resolution, of community support. In this instance the ranking of the project within the Evaluation may rise and it may be added to the Priority Program. This may also see some alteration to the scope of the project (i.e. increasing or decreasing the size of the Designated Project Area). The Urban Road and Drainage Improvement Guidelines provide more detail on how this can unfold in an operational sense;
- where living density of the designated project area has increased dramatically and would alter the relative ranking of the project against the adopted criteria; and
- where there has been an unanticipated increase in the number of complaints/requests from residents living in the designated project area.

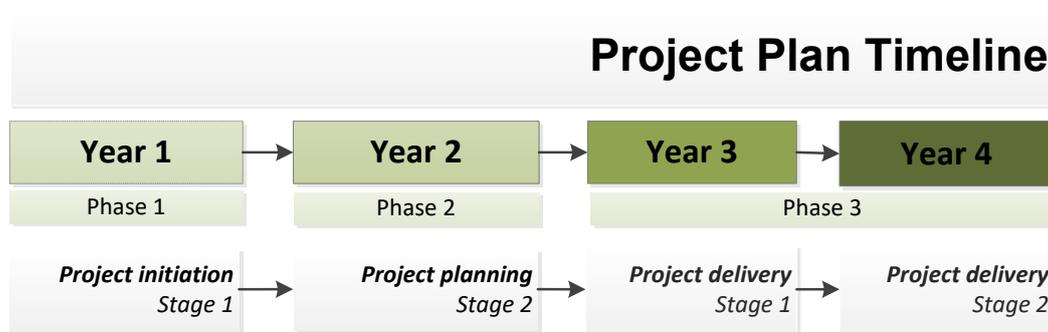
The impact of changes in living density and resident complaint/requests mentioned above, and all other assessment criteria, will be reviewed at prescribed intervals in line with the scheduled review of the URDI Policy itself, at no more than five year intervals. This may result in changes to overall project scores and ranking within the Evaluation List.

6. Project time frames

The successful identification, planning and implementation of an urban upgrade project includes a raft of activities that must be clearly and comprehensively undertaken, including but not limited to:

- development of service level and financial modelling;
- drainage and traffic studies;
- development of concept plans and funding models;
- legislative process; and
- extensive stakeholder consultation and engagement.

A phased approach is employed to effectively plan and implement an improvement project, and usually spans around four years with the various stages as outlined below.



A more detailed breakdown of the activities undertaken within each phase can be found at Attachment B.

The projected delivery timeframe for an urban upgrade project is ultimately determined by:

- community support for the project
- the level of funding available;
- the size of the area to be upgraded; and
- its overall ranking on the Evaluation List.

7. Project funding mechanisms

In today's dollars, the cost of constructing one kilometre of urban road, and associated drainage, identified as requiring improvement can be around \$1.5- \$2 million. With around 125km road requiring upgrade, this would require around \$250 million of funding.

Recognising that Council's need assistance to provide improved infrastructure for their communities, the State Government's *Local Government Act 1989* allows Council's to pass on the cost of constructing sealed roads, kerb and channel,

footpaths, underground drainage and other infrastructure to owners of a property that generally receive a unique benefit from the works. This is referred to as a Special Charge Scheme and allows Councils to recover the cost of delivering certain infrastructure where local property owners are deemed to receive a special benefit from the works.

As outlined in the Policy, the funding mechanism for a designated project area is 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 *Local Government Act 1989*; and / or
- a combination of the above.

Timeframe for delivery of the projects included in the Evaluation List are dependent on Council's financial capacity and the approximate value of each designated project area, and Council's contribution may vary for each project based on area-specific factors assessed through the prioritisation model and detailed planning.

8. Interdependencies

As well as the comprehensive assessment criteria outlined above, it is essential that the impacts and interactions with other Council adopted Plans be considered to inform any decisions around planned upgrades of urban roads and drainage networks. Council endeavours to integrate the impacts of a range of 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.

8.1. Road Asset Management Plan

This 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.

8.2. Drainage Asset Management Plan

This 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.

8.3. Bass Coast Shire Planning Scheme

The Bass Coast Council 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.

This Scheme has essential overlaps and should form part of the knowledge base and assessment of all urban road and drainage improvement intentions. Key thematic areas under the Planning Scheme include:

- Settlement
- Land use
- Environment
- Landscape and built form
- Infrastructure

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

9. Reference to other documents

The following documents accompany the Urban Roads and Drainage Improvement Framework

- Urban Roads and Drainage Improvement Policy
- Urban Upgrade Priority Program
- Urban Upgrade Evaluation List
- Urban Roads and Drainage Improvement Project Assessment Criteria Summary
- Urban Roads and Drainage Improvement Project Plan Timelines
- Urban Roads and Drainage Improvement Guidelines

The following documents inform and support the Urban Road and Drainage Improvement Framework:

- *Road Management Act 2004*
- *Local Government Act 1989*
- Special Rates and Charges Ministerial Guidelines 2004
- Bass Coast Shire Council – Council Plan 2017-21
- Bass Coast Shire Council – Planning Scheme
- Bass Coast Shire Council – Asset Management Policy
- Bass Coast Shire Council – Road Asset Management Plan 2019
- Bass Coast Shire Council – Drainage Services Asset Management Plan 2015
- Bass Coast Shire Council – Community Engagement Policy
- Bass Coast Shire Council – Debt Management Policy
- Bass Coast Shire Council – Stormwater Management Plan 2003
- Infrastructure Design Manual

Assessment Criteria Summary – Urban Upgrade Improvements

	Council Plan 2017-21 Objective				
	Economic Development	Liveability	Health and Wellbeing	Governance	Environment
Criteria Assessed	<ul style="list-style-type: none"> ✓ Estimated Project Cost 	<ul style="list-style-type: none"> ✓ Development Density ✓ External Development Potential 	<ul style="list-style-type: none"> ✓ Number of properties ✓ Total Road Length ✓ Total Number of Single Requests ✓ Number of Requests/Number of Properties ✓ Number of Properties per Total Road Length 	<ul style="list-style-type: none"> ✓ Maintenance Savings ✓ Community Benefit Level 	<ul style="list-style-type: none"> ✓ Risk Level in Storm Water Management Plan – Total ✓ Receiving Waterway ✓ Distance of Scheme from Waterway ✓ Existing Outfalls or Drainage Connectivity ✓ In a Melbourne Water Area ✓ Catchment > 60Ha. ✓ Land Available for Full Treatment
Scores Calculated (based on Criteria Assessed)	<ul style="list-style-type: none"> ✓ Project Cost Score 	<ul style="list-style-type: none"> ✓ Maximise Liveability Outcomes Score ✓ Development Density Score ✓ External Development Potential Score 	<ul style="list-style-type: none"> ✓ Customer Request Score ✓ Improved Pathways Score 	<ul style="list-style-type: none"> ✓ Affordability Score ✓ Minimising Maintenance Costs Score ✓ Community Benefit Score 	<ul style="list-style-type: none"> ✓ Risk Level Score ✓ Distance to Waterway Score ✓ Existing Outfalls Score ✓ Melbourne Water Area Score ✓ Catchment Area Score ✓ Land Availability Score

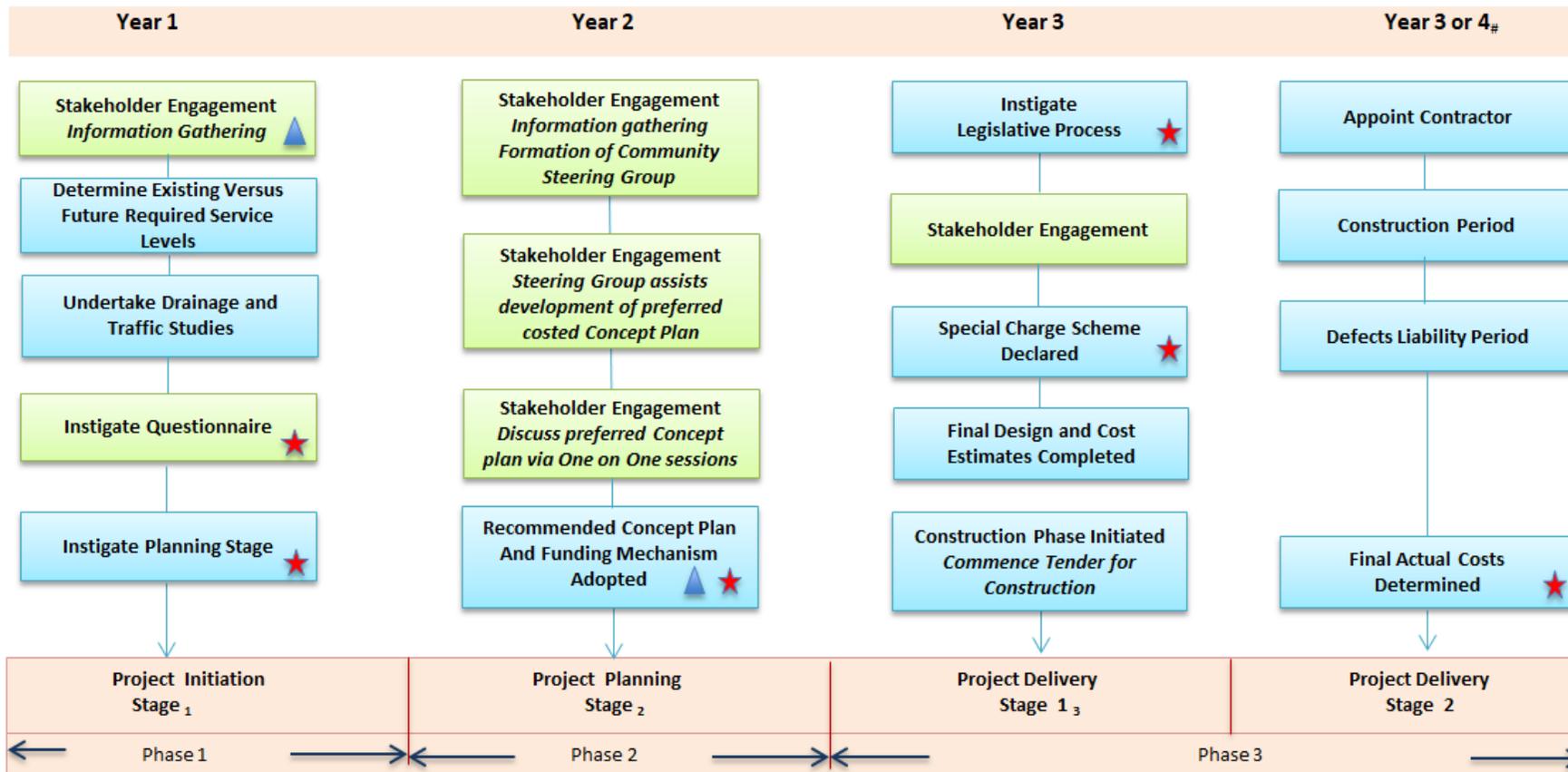


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Total Score

Urban Road and Drainage Improvement Policy

Project Plan Timeline



- ▲ Informal Policy Workshop
- ★ Formal Council Decision

Timing of Construction Phase will be dependent on Council decision to use Special rate or charge

₁ Refer to Initiation Stage Flow Chart ₂ Refer to Planning Stage Flow Chart

₃ This stage of the Project Delivery Phase is as specified as part of the legislated process