Community Engagement Framework

Hindmarsh Shire Council

The Brisbane Declaration, UN International Conference on Engaging Communities 2005 affirmed:

• That community engagement is critical to effective, transparent and accountable governance in the public, community and private sectors.

• That community engagement is a two way process by which the aspirations, concerns, needs and values of citizens and communities are incorporated at all levels and in all sectors in policy development, planning, decision-making, service delivery and assessment.

• That effective engagement generates better decisions, delivering sustainable economic, environmental, social and cultural benefits.

• That effective community engagement enables the free and full development of human potential, fosters relationships based on mutual understanding, trust and respect, facilitates the sharing of responsibilities, and creates more inclusion and sustainable communities.

→ Introduction

The Community Engagement Framework has been developed to be both a policy document and a practical resource.

As a policy document it sets out Council's commitment to, and understanding of community engagement in the Shire of Hindmarsh. As a practical resource it provides a clear definition of community engagement and importantly sets specific standards for community engagement: When will we engage? Who will we engage? How will we engage?

As a policy document and a practical tool the Community Engagement Framework will help us achieve our vision for

> **A caring, active community enhanced by its liveability, environment and economy.**

We are not starting from scratch. We recognise that substantial and good community engagement activity has already happened in the Shire. Residents have helped shape strategic plans, they have developed their own plans for their communities and informed Council policy.

However, this is the first time that we have detailed our approach to community engagement. Through the production and implementation of the Community Engagement Framework our aim is to raise the profile, improve the quality and achieve better community engagement across all areas of Council business. Our purpose is to enhance the liveability of our communities, improve the quality of our services, ensure our services and facilities meet our residents' needs, and make better use of resources.

In preparing this framework, we have considered the wealth of community engagement research undertaken over the last decade, our own and other municipalities' experience in engaging with communities and feedback received from our residents in the course of our previous engagement.

→ What is community engagement?

Community engagement is best described as a planned process that has a specific purpose of working with identified groups of people, whether they are connected by geographic location, special interest or affiliation to address issues affecting their wellbeing. It has become an essential part of planning, policy development and service delivery within councils and their communities.

Community engagement can take many forms and covers a broad range of activities that can include the following:

informing   consulting   involving   collaborating   empowering
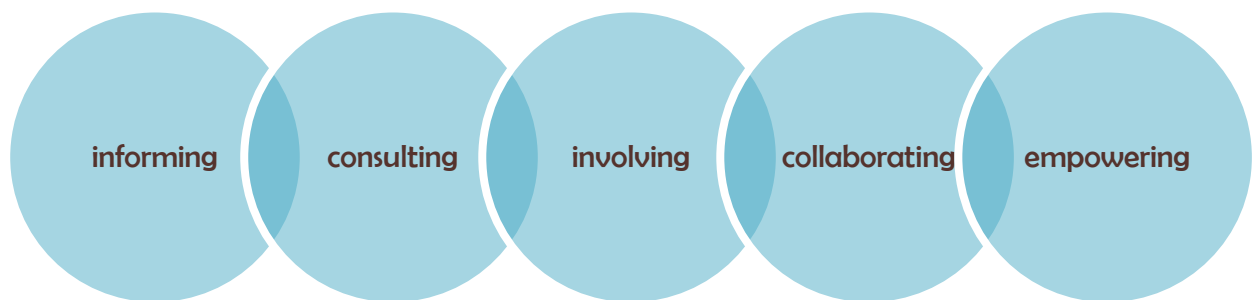
Background to Hindmarsh Shire's Community Engagement processes
Prior to 2006, Council's Community Development Team consisted of 1 – 1.5 FTE staff. Community engagement occurred through Town Committees established in each of the four major towns, tasked (among other things) with the responsibility to provide a means of effective and efficient communication between Council and their community, to coordinate and advise Council of necessary capital and infrastructure improvements and prioritise such community requests and to provide feedback and comments on matters referred by Council or any other matters brought to the committee's attention.

 In 2006, Council obtained State Government funding to be part of the 2006 – 2010 *Community Building Initiative* (CBI) which was a state-wide project involving approximately 90 communities.

The implementation processes were descriptive and had to be adhered to as part of the funding obligations. A key component of the program was the establishment of a "bottom up" process. Processes included:

⇓ Establishment of Local Interim Steering Committees
⇓ Appointment of CBI Facilitator
⇓ Community Asset Mapping
⇓ Community and Stakeholder engagement
⇓ Community Opportunity Workshops
⇓ Establishment of Project Teams / Working Groups

⇓ Establishment of Local Steering Committees

⇓ Development of Community Action Plans

⇓ Achievement of "Quick Wins"

⇓ Implementation of Projects / Initiatives

It was through the CBI process that the first Hindmarsh Shire Council *Community Action Plans* were established.

Since the initial *Community Opportunity Workshops* in 2006, Council has conducted three more Community Planning Workshops in 2008, 2010 and 2012 using a similar method of engagement to the original processes. While these processes were relatively successful it has become apparent that new techniques and methods of community engagement need to be adopted to keep communities informed, engaged and participative.

Community Engagement – The Hindmarsh Shire Model
Hindmarsh Shire Council currently has five key methods of engaging with the community. These are typically based on the following methods that have been derived from the CBI model as previously explained:

1. Through existing Town Committees in Dimboola, Jeparit, Nhill and Rainbow.
2. By conducting Community Planning Workshops that are typically held every two years in Dimboola, Jeparit, Nhill and Rainbow. These Community Planning Workshops seek identification and prioritisation of initiatives from the broader community for inclusion in Community Plans that ultimately inform the Council Plan.
3. Through broad community meetings where input or consultation on key issues or topics is required, e.g. Climate Change Adaptation, Drainage Study, Roadside Management Strategy review.
4. Targeted consultation with individual groups / committees for one-off type initiatives, e.g. Rainbow Jeparit Netball Club and Dimboola Netball Club for the new netball courts at Jeparit and Dimboola, Nhill Town Committee for playground improvements in Jaypex Park, Wimmera Mallee Pioneer Museum for improvements and upgrades, Hall committees etc.
5. By holding a number of Council meetings and regular CEO Open Office sessions in each of the four Shire towns.

Whilst each of these methods have had varying degrees of success there have also been circumstances where they have failed to meet the expectations of Council and engagement organisers. Reasons for failure could range from insufficient promotion and advertising, community complacency in relation to the issues raised or an inability to rouse the community's passion. The best attended community engagement functions have been those where the issues have either been controversial or a negative impact on the community, where there is broad community passion for or against an issue or where respected community members have championed the engagement.

→ Our commitment to community engagement

Hindmarsh Shire Council is committed to engaging with our community. We recognise that community engagement is an inseparable part of our role as a Council (Local Government Act 1989, Sect 3D):

What is the role of a Council?
(1)   A Council is elected to provide leadership for the good governance of the municipal district and the local community.
(2)   The role of a Council includes—
(a)   acting as a representative government by taking into account the diverse needs of the local community in decision making;
(b)   providing leadership by establishing strategic objectives and monitoring their achievement;
(c)   maintaining the viability of the Council by ensuring that resources are managed in a responsible and accountable manner;
(d)   advocating the interests of the local community to other communities and governments;
(e)   acting as a responsible partner in government by taking into account the needs of other communities;
(f)   fostering community cohesion and encouraging active participation in civic life.

We have a long history of engaging with our community on many matters and have expressed our commitment as a key objective of our Council Plan.

In our community engagement we adopt the best practice principles and elements developed by International Association for Public Participation (IAP2), the preeminent international organisation advancing the practice of public participation (P2). Our Core Values detailed below are based on these principles:

Core Values

1.   Our community engagement is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2.   Our engagement includes the promise that our community's contribution will influence the decision.
3.   Our community engagement promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including community and Council.
4.   We will seek out and facilitate the involvement of those potentially affected by or interested in a decision.
5.   We will seek input from participants in designing how they participate.
6.   We will provide participants with the information they need to participate in a meaningful way.
7.   We will communicate to participants how their input affected the decision.

Adapted from: International Association for Public Participation - IAP2 Federation

→ Our principles for community engagement

Clarity of Purpose
Clearly define why the engagement is occurring and its context, in order to plan and resource an effective process.

Commitment
Demonstrate commitment to establish and maintain credibility and accountability.

Communication
Establish a two-way process of providing accurate and timely information, and demonstrate that feedback is being valued.

Evidence
Establish good engagement practices that are based on sound research and quality information.

Flexibility & Responsiveness
Establish engagement plans that are flexible during the engagement process e.g. time and venue may change due to natural and/or political environment.

Timeliness
Ensure that participants know how long an engagement process is expected to last and when feedback is expected at each stage of the process.

Inclusive
Ensure that a cross section of the community is invited at the community engagement activity.

Collaboration
Establish partnerships with relevant community groups, state and federal government and/or with internal department/units within Council at an appropriate level.

Continuous Learning
Establish a reporting system to ensure that Council learns from the community engagement activity and is able to monitor and evaluate for future improvements.

International Association for Public Participation - IAP2 Federation/ Brisbane Declaration:

→ The Spectrum of Public Participation

We use the IAP2 Public Participation Spectrum shown below to help define the role of our community in our community engagement processes.

IAP2'S PUBLIC PARTICIPATION SPECTRUM

The IAP2 Federation has developed the Spectrum to help groups define the public's role in any public participation process. The IAP2 Spectrum is quickly becoming an international standard.

INCREASING IMPACT ON THE DECISION

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will work together with you to formulate solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

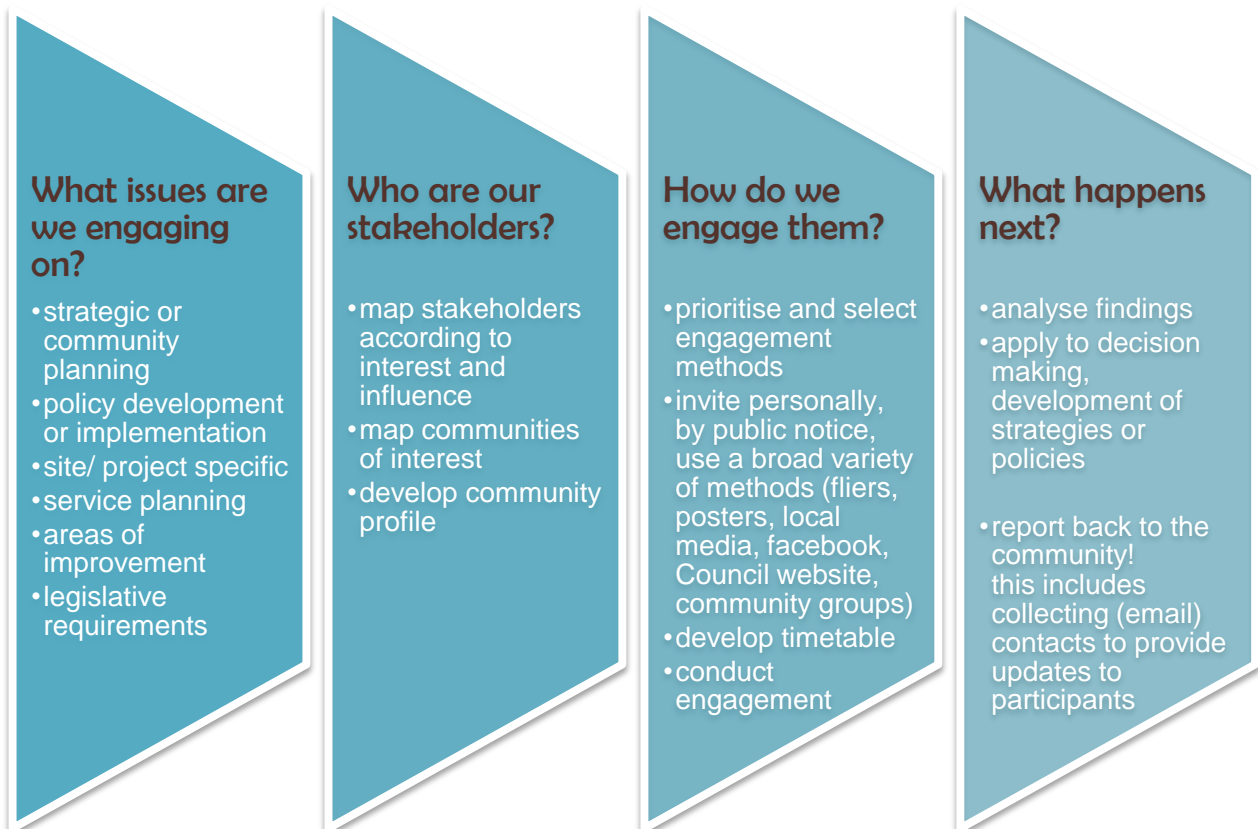# → The steps we will follow when engaging or consulting communities

We engage with our community on a number of different issues:
We must consult when it is required by legislation, for example as determined by the Local Government Act 1989 for the preparation of our Annual Budget, Council Plan or drafting of a Local Law, or as determined by statutory planning regulations.

We also engage:
→ To facilitate Community Planning, identify community issues, needs and priorities;
→ To undertake our own Strategic Planning;
→ About issues that may have potential impacts on the health, safety or well-being of community members;
→ To monitor customer satisfaction with our services or facilities;
→ About any proposed changes that may impact on current users or customers of a Council service or facility;
→ About any proposed changes which may affect the rights or entitlements of community members, including minority groups;
→ If there is potential impact on surrounding neighbours;
→ If there is a level of controversy or sensitivity about a particular issue;

The following are the basic steps we follow when engaging with or consulting our communities:

What issues are we engaging on?	Who are our stakeholders?	How do we engage them?	What happens next?
• strategic or community planning • policy development or implementation • site/ project specific • service planning • areas of improvement • legislative requirements	• map stakeholders according to interest and influence • map communities of interest • develop community profile	• prioritise and select engagement methods • invite personally, by public notice, use a broad variety of methods (fliers, posters, local media, facebook, Council website, community groups) • develop timetable • conduct engagement	• analyse findings • apply to decision making, development of strategies or policies • report back to the community! this includes collecting (email) contacts to provide updates to participants

→ The engagement methods we will use

The following shows what engagement method may be appropriate to different Council activities:

Consultation Method	Activities					
	Strategy development	**Community planning**	**Policy development/ implementation**	**Site/ project specific**	**Service planning/ review**	**Legislative requirements**
Advertisement in local newspapers	1	1	1	3	1	1
Media release	1	1	1	2	1	2
Letterbox drop	4	3	5	3	5	5
Posters/flyers	4	1	5	3	5	5
Council webpage	1	1	1	1	1	1
Council newsletter	1	1	2	3	2	4
Facebook	1	1	1	1	1	1
Letter/email	4	3	4	3	3	3
Focus groups	3	3	3	4	3	4
Advisory Committees	3	4	3	4	3	4
Community meetings	2	1	3	3	2	5
Survey	2	2	3	4	2	5
Town Committees	1	1	2	2	1	2
Individual briefings	5	5	5	4	4	5

1	every time
2	in most circumstances
3	may depend on project
4	on some occasions
5	only rarely

Borrowing Policy

1. Administration and Version Control

Policy Number		Original approval date	17/05/2017
Current version number	1.01	Current version date	17/05/2017
Approved By	Council	Next review date	30/05/2019
Principle Service Unit Responsible for the policy		Corporate and Community Services	
Related legislation		Local Government Act 1989 Penalty Interest Rates Act 1983	
Version history and dates		1.0 17/05/2017	

2. Objectives

The objective of this Borrowing Policy is to:
- Establish principles that outline when it is appropriate for Council to undertake borrowings within a sound financial management framework;
- Ensure Council keeps within the relevant prudential requirements provided by the state government; and
- Set out the manner in which Council may establish and manage a debt portfolio.

3. Application

This policy applies to all new borrowings undertaken by Council, as well as existing borrowings (where significant long term benefits of refinancing exist and the cost of breaking existing borrowing contracts is affordable within the short and medium term financial plans).

4. Policy Principles

Borrowing is a financial tool and can form a key element in a responsible long-term financial plan but it is not an income option. It merely allows Council to bring forward the timing of expenditure but comes at the cost of additional repayment expenses in Council's cash flow.

With this in mind, Council will only borrow as an alternative financing option for:
- Major long-lived infrastructure that is of strategic significance and likely to provide inter-generational benefits to the community; or to
- Meet Council's obligations in relation to future defined benefit calls, if required;

Council will not borrow funds to finance general operating expenditure or recurrent capital expenditure like road infrastructure renewal. Borrowing when this expenditure is beyond the level of income Council generates is unsustainable.

In keeping with this policy Council will
- Ensure the total amount of loan borrowings is sustainable in terms of ability to meet future repayments, budgetary constraints and prudential ratios;
- Manage any new borrowings in the context of optimising cash flow; and
- Develop and maintain a borrowing structure that achieves a balance between predictability and flexibility and aims to minimise borrowing costs.

4.1 Borrowing Principles
The following principles have been set to ensure a structured and disciplined approach to borrowing of funds that complements long term financial sustainability.
- Borrowings are only to be used to finance items described in the policy principles;
- Borrowings need to be linked to the financing of an identified project and not be drawn down until the commencement of the project;
- Council will not borrow to fund operating expenditure (other than large defined benefit calls) or recurrent capital expenditure;
- All borrowings will be considered as part of Council's long term financial planning using sound financial management principles and fall within the borrowing ratios outlined in Section 4.2 of this policy; and
- The nature of any borrowings (short or long term) and the interest rate (fixed or variable) will take into account the purpose of the loan and seek to balance interest rate exposure with refinancing flexibility.

4.2 Borrowings Ratios and Limits
Borrowings shall not be undertaken if the effect of such borrowings is projected to result in borrowing ratios greater than the maximum levels indicated in the table below.

In addition, the Local Government Performance Reporting Framework (LGPRF) borrowing ratios will be projected in Council's SRP and Annual Budget and reported in Council's Annual Performance Report.

Measure	Council's Target Ratio	Recommended Targets
Debt Commitment Ratio Interest and principal repayments on interest bearing loans and borrowings / rate revenue	0% to 10%	LGPRF 0% to 10%
Borrowing Rates Ratio Interest bearing loans and borrowings / rate revenue	0% to 50%	LGPRF 0% to 50%
Indebtedness Ratio Non-current liabilities / own source revenue	0% to 50%	LGPRF 0% to 50% VAGO < 60% (low to medium risk)

4.3 Determining Appropriate Lending Institution

Once borrowing has been approved by Council, requests to appropriate lending institutions in accordance with Council's Procurement Policy will invite written quotations on Council's borrowing requirements.

Written quotations must include the:
- Interest rate
- Term of loan
- Repayment intervals (monthly, quarterly, etc.)
- Repayment instalment amount
- Any applicable fees
- Loan break costs

4.4 Borrowing Arrangements

When entering into borrowing arrangements, Council will seek to minimise interest costs over the long term without introducing undue volatility in annual interest costs.

Council's borrowings will be appropriately structured to constrain risk and will be consistent with the following parameters:
- Council will consider the appropriateness of the various types of debt products available (including savings offset arrangements);
- The term of a loan will not be greater than the expected useful life of the asset being funded by the loan;
- Council intends to maintain a repayment schedule consistent with "principal and interest" repayment calculations;
- Loan repayments will be made in a regular schedule, such as quarterly, semi-annually or otherwise determined at the time of entering the loan agreement. Consideration should be given to efficiency of payment while minimising interest costs.

5. Related policy, legislation and other documents

- *Section 144(1)* of the *Local Government Act 1989* (the Act) states, *"Subject to the principles of sound financial management, a Council may borrow money to enable the Council to perform the functions and exercise the power conferred on the Council under this Act or any other Act."*
- *Sections 145* to *150* of the Act further specify the circumstances in which the power to borrow may be exercised, securities to be used for local government borrowings, and how the borrowings should be disclosed, etc.
- *Section 98(1)(c)* stipulates that Council must approve all borrowings and cannot delegate the power to borrow money.
- The *Local Government Performance Reporting Framework* (LGPRF) outlines the measures Council must report on in relation to its liabilities.
- The *Hindmarsh Shire Council Accounting Policies & Procedures Manual* provides further guidance on Council finance processes and procedures.

6.   Compliance

Council is responsible for approving borrowings by way of inclusion of all borrowings in the Annual Budget (or Amended Annual Budget where applicable).

The Director Corporate and Community Services is responsible for ensuring policies and procedures are followed when borrowing funds.

7.   Charter of Human Rights Compliance

It is considered that this policy does not impact negatively on any rights identified in the Charter of Human Rights Act (2007). Hindmarsh Shire Council is committed to consultation and cooperation between management and employees. The Council will formally involve elected staff consultative committee representatives in any workplace change that may affect the health and safety of any of its employees.

8.   Records Management

Council is committed to adhering to all relevant Australian Accounting Standards, the Records Management Act and Council's own Records Management Policy in regard to all supporting documents being maintained accordingly.

9.   Evaluation and review

The policy is subject to annual review in conjunction with the Annual Budget process.

References

Local Government Act 1989 Local Government Performance Reporting Framework	Sections 98, 136, 144, 145

Definitions

Term	Definition
Liabilities	Obligations of a company or organisation, including amounts owed to lenders and suppliers.
Loan	Money borrowed from a lending institution

Responsible Officer: Director Corporate & Community Services
Policy issued on: 17/05/2017
Review date: 30/05/2019

Hindmarsh Shire Council

Road Management Plan 2017

Hindmarsh Shire Council
ROAD MANAGEMENT ACT 2004 - REVIEW OF ROAD MANAGEMENT PLAN
In accordance with Section 54 (5) of the Road Management Act 2004 (Act), Hindmarsh Shire Council gives notice that it is conducting a review of its Road Management Plan (the Plan).
The purpose of the review, consistent with the role, functions and responsibilities of the Council as a road authority under the Act, is to ensure that the standards in relation to, and the priorities to be given to, the inspection, maintenance and repair of the roads and the classes of road to which the Council's Road Management Plan applies are safe, efficient and appropriate for use by the community served by the Council.
The following 2009 Plan sections have been amended:

- Section 1 – Introduction
- Section 2 – Adoption of this Plan
- Section 3 – Amendment Register
- Section 4 – Review of this Plan
- Section 6 – Roads Hierarchy
- Section 10 – Demarcation of Responsibility
- Section 13 – Referenced Documents
- Section 14 – Associated Documents
- Section 15 - Appendices

Notable changes to the Plan include:

- Changes to definitions of road classifications under the hierarchy, most notably the change to Class 3 from Link Road to Transport Route and the addition of classes 6S, 7 & 8.

A copy of the reviewed Plan may be inspected at, or obtained from the Council's Municipal Offices at 92 Nelson St, Nhill, 3418, or accessed online by viewing the Council's website www.hindmarsh.vic.gov.au and following the links.
Any person who is aggrieved by the proposed amendments may make a submission on the proposed amendments to Council during the public submission period which will be advertised.
Any enquiries about the proposed review can be directed to Mike Coppins, Asset Manager by telephone, (03) 5391 4435, or by email at mcoppins@hindmarsh.vic.gov.au
GREG WOOD
CHIEF EXECUTIVE OFFICER

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1   INTRODUCTION

The Road Management Act 2004 (the Act) was passed by the Parliament of Victoria on 11 May 2004 and became effective on 1 July 2004. The Act was created as a result of the High Court's decision to change the common law governing civil liability by removing Councils' immunity provided by non-feasance (the Highway Rule).

Hindmarsh Shire Council (HSC) is a Road Authority under Section 37 of the Act.

In accordance with Part 4, Division 5 of the Act, and Code of Practice for Road Management Plans (2004) (CoPRMP)*,* Council has developed this Road Management Plan (RMP) having regard to the principal object of road management in line with works and infrastructure management principles:

This plan sets down specific requirements including,

1. Determination of standards for

    - the inspection, maintenance and repair; and
    - the prioritisation of inspection, maintenance and repair

2. Listing of road infrastructure in a road management plan or in an asset register.

3. A management system for inspection, maintenance and repair.

2   ADOPTION OF THIS PLAN

Hindmarsh Shire Council plans to endorse for public consultation the Draft Road Management Plan 2017 at its February meeting as required by the Road Management Act 2004.

Notice of the Draft Road Management Plan will be advertised in the Herald Sun, plus additional notices in the Victorian Government Gazette and local newspapers.

If no objections or comments are received the Council will formally adopt the Road Management Plan 2017 at its April 2017 meeting.

Notice of adoption of the Road Management Plan will then be formally gazetted in the Victorian Government Gazette and advertised in the Wimmera Mail Times.

3   AMENDMENT REGISTER

Issue	Date	Details	By
Draft			
No.1	30/3/16	Draft Road Management Plan issued for public comment	AM
No.2	25/01/17	Draft Road Management Plan issued for Council endorsement prior to public consultation	AM

4   REVIEW OF THIS PLAN

In accordance with Part 3 Division 1 Section 8 (1) of the Road Management (General) Regulations 2016, Council must review its RMP on a regular basis.

5   ASSETS REGISTERS

Council retains registers of roads and road related infrastructure. Registers are resource documents and are available for viewing at the Council Office, Nelson St, Nhill, and at the Council Service Centres in Dimboola, Jeparit and Rainbow.

5.1 Road Register
The Road Register lists the roads, for which Council is the responsible authority including;
- the name of each public road or, if a road is unnamed, a description which enables the particular road to be easily identified;
- if a road became a public road after 1 July 2004, the date on which the road became a public road;
- if a public road ceases to be a public road, the date on which the road ceased to be a public road;
- the classification of public roads under Council's road hierarchy;
- any ancillary areas such as car parks and scenic rest areas; and
- a reference to any arrangement under which road management functions in respect of any part of a public road or ancillary area is transferred to or from another road authority.

5.2 Footpath Register
The Footpath Register lists constructed footpaths, for which Council is the responsible authority including;
- The name of the roadway or, if not in a road reserve, a description which enables the location of the footpath to be easily identified;
- the type of construction of the footpath; and
- a reference to any arrangement under which road management functions in respect of any part of a public road or ancillary area is transferred to or from another road authority.

5.3 Bridge Register
The Bridge Register lists bridges, for which Council is the responsible authority including;

- The name of the road on which the bridge is located; and
- The name of the watercourse, or other feature the bridge spans; and
- The location of the bridge.

6   ROADS HIERARCHY

Council has developed a Roads Hierarchy for its Municipal Roads to establish corporate policies, goals and strategies for improving and maintaining the road network.

The objective of the Roads Hierarchy is to establish:

- The design and construction standards and service levels that Council will endeavour to provide for the various classes of urban and rural roads,
- The conditions under which Council may be prepared to agree to the provision and maintenance of a road to a higher standard than that set out in the hierarchy of roads.

The road network in the municipality consists of the following types of roads:

- Arterial Roads which include national and state highways. The provision and maintenance of the Arterial Road Network is the responsibility of VicRoads,
- Municipal Roads for which Council is the Road Authority.
- Roads on Crown land for which Department of Land, Water and Planning is the Road Authority,
- Forest Roads for which Parks Victoria is the Road Authority, and
- Private Roads for which landowners are responsible

Under the Council's Road Hierarchy, municipal roads are categorised as Rural or Urban Roads.

Both Urban and Rural Roads are comprised of the following classifications –

- 3 – Transport Routes
  Roads which usually connect two towns, villages or districts and carry traffic both private and commercial from within and outside the municipality.

- 4 – Collector or Through Roads
  Rural roads which provide the major link between a number of residential and property access roads, and Link Roads or the arterial road network. Urban roads which provide the major link between a number of primary access roads and the arterial network, or are identified freight routes.

- 5 - Residential (Primary) Access Roads
  Rural roads which provide all-weather access to occupied residential property. Urban roads which provide access to residential, commercial or industrial properties.

- 6 - Property (Secondary) Access Roads.
  Rural roads which provide access to non-residential property. They are not necessarily all-weather roads. Urban roads or laneways which provide secondary access to residential, commercial or industrial property.

- 7 - Secondary Paddock Access Roads
  Rural Roads which provide secondary access to farm paddock gates for utes, stock, or as fire access tracks. Roads are unmade earthen tracks that are not regularly maintained.

- 8 - Paper Roads
    Road reserve where no physical road exists.

Note: Only roadways that are maintained by Council are included in the road hierarchy.

6.1 Bus Routes
Bus routes are roads that are used by school buses for transportation of students to and from school. Bus routes may change from year to year depending on the residential address of current primary and secondary school students.

The hierarchal classification of a road does not change if the road is designated as a bus route. Inspection levels, however on Class 4R, 5R, 6R, 4U and 5U Bus Routes are higher than those same classifications which are not bus routes.

Council recognises that a higher level of inspection will enable earlier intervention if required.

Bus routes are identified in Council's Bus Route Register.

6.2 Tourist Routes
Tourist routes are roads that are identified by Council as providing access to significant tourist attractions within the Shire. Tourist routes may change from time to time depending on the operation of private tourism operators.

The hierarchal classification of a road does not change if the road is designated as a tourist route. Inspection levels, however on Class 4R, 5R, 6R, 4U and 5U Tourist Routes are higher than those same classifications which are not tourist routes.

Council recognises that a higher level of inspection will enable earlier intervention if required.

Tourist routes are identified in Council's Tourist Route Register.

7   SERVICE STANDARDS

Service standards for roadways, pathways, road infrastructure and road-related infrastructure are based on engineering standards, community expectation, risk and safety, asset preservation, asset hierarchy, available funding and available resources.

8   STANDARDS FOR INSPECTIONS

8.1 Roads
Inspections of Council's roads and road related infrastructure are carried out in accordance with the Defect Inspection Frequency schedule in Appendix 1.

Inspection frequencies are based on road classification

8.2 Footpaths

Inspections of Council's footpaths are carried out annually, except where footpaths require a higher level of inspection due to the nature of use, including at hospitals, senior citizen centres, nursing homes, main streets and schools. Footpaths in these areas are inspected bi-annually.

Footpaths inspections are recorded in accordance with the Footpaths and Tree Inspection schedule in Appendix 4.

8.3 Bridges

Inspections of Council's bridges are carried in out accordance with the Bridge Inspection Schedule in Appendix 5

9   STANDARDS FOR MAINTENANCE AND REPAIR

9.1 Intervention Levels and Response Times for Roads

Standards for maintenance and repair of Council's roads are set out in the following schedules in Appendix 2.

      Risk Assessment and Response – Sealed
      Risk Assessment and Response – Unsealed

The standards are based on road classification and the condition to be achieved in maintenance and repair of roads.

This includes but is not restricted to:
- The type and nature of defects.
- The time in which such defects should be repaired.

Road infrastructure, other than roadways includes signs, drains and drainage pits, line marking, bus shelters, and kerb and channel. In determining standards for maintenance and repair of road infrastructure, consideration is given to engineering standards, community expectations, relevant risk factors, available resources and potential impacts.

Roads and road infrastructure may be of similar nature having regard to the criteria listed above, however different standards may be adopted in regards to the nature of roads and road infrastructure.

9.2 Intervention Levels and Response Times for Footpaths

Intervention levels and response times for footpaths are set out in the Footpaths and Tree Inspections form in Appendix 4.

9.3 Intervention Levels and Response Times for Bridges

Due to the complex nature of bridges, and the type of defects which may occur, intervention levels and response times will be determined on the impact of each defect on safety, life of the asset, and available resources.

9.4 Routine Maintenance Service Levels for Roads

Routine maintenance service levels are set out in the following schedules in Appendix 3.

- Roads Hierarchy – Urban Roads: Routine Maintenance Service Levels and Standards
- Roads Hierarchy – Rural Roads: Routine Maintenance Service Levels and Standards

10 DEMARCATION OF RESPONSIBILITY

10.1 VicRoads

Responsibilities for road related infrastructure on and around arterial roads is set out in Road Management Act 2004 Code of Practice – Operational Responsibility for Public Roads.

10.2 Bordering Municipalities

Where a public road is a municipal road then Council is the co-ordinating and responsible Road Authority for the operational function. In the instance of boundary roads with other municipalities the responsibility is allocated according to an agreement between the two municipalities. The Hindmarsh Shire Council borders West Wimmera Shire Council, Horsham Rural City Council, Yarriambiack Shire Council and Mildura Rural City Council.

The Boundary road agreement sets the responsibilities as follows:

- Each municipality is responsible for all routine maintenance (grading and rolling), without any cost sharing, on the agreed length of boundary roads, and
- Periodic maintenance, rehabilitation and improvement works (including reseals and gravel re-sheeting) shall be proposed by the municipality responsible for the road, but the cost shall be shared on a 50:50 basis. The decision to carry out any works requires consent of both municipalities and must be detailed at Budget time.

The boundary road agreements are available for inspection in the Nhill Council Office.

10.3 Rail Road Interfaces

The Rail Safety Act 2006 requires Safety Interface Agreements (SIAs) to be entered into between the co-ordinating road authority and the rail infrastructure manager.

Hindmarsh Shire Council entered into an SIA with ARTC in 2011. This SIA is available as a referenced document to this plan.
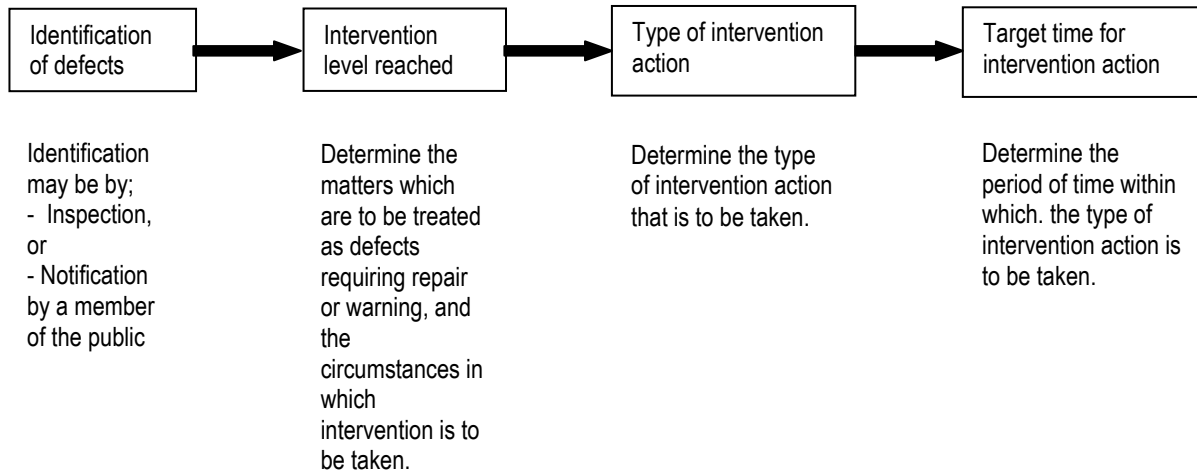
11 MANAGEMENT SYSTEM

Council's management system for inspection, maintenance and repair of roads and road related infrastructure includes:

- Policies and procedures;
- Monitoring asset condition;
- Establishing priorities and resources;

- Delivering maintenance programs;
- Recording asset performance;
- Responding to incidents.

Diagram illustrating Council's system for inspection, maintenance and repair of road infrastructure.

Identification of defects	→	Intervention level reached	→	Type of intervention action	→	Target time for intervention action

Identification may be by;
- Inspection, or
- Notification by a member of the public

Determine the matters which are to be treated as defects requiring repair or warning, and the circumstances in which intervention is to be taken.

Determine the type of intervention action that is to be taken.

Determine the period of time within which. the type of intervention action is to be taken.

12   **"FORCE MAJEURE"**

Hindmarsh Shire Council will make every endeavour to meet all aspects of its Road Management Plan.

In the event of natural disasters and other events including but not limited to, fires, floods, drought, pandemic and the like, together with human factors, such as a lack of staff or suitably qualified contractors, because of Section 83 of the Wrongs Act 1958 as amended, Council reserves the right to suspend its Road Management Plan.

In the event that the CEO of Council, has to, pursuant to Section 83 of the Wrongs Act, consider the limited financial resources of Council and its conflicting priorities, meaning Council's Plan cannot be met, the CEO will inform Council's Officer in Charge of its Road Management Plan in writing that some, or all, of the timeframes and response times are to be suspended.

Once the events beyond the control of Council have abated or partly abated, the CEO shall write to Council's Officer in charge of its Road Management Plan informing which parts of Council's Plan are to be reactivated and timeframes for each part of the plan to be reactivated.

13   **REFERENCED DOCUMENTS**

TITLE
Road Management Act 2004
Road Management (General) Regulations 2005
Road Management Act 2004 Codes of Practice
Code of Practice for Road Management Plans
Code of Practice: Operational Responsibility for Public Roads

Code of Practice: Management of Infrastructure in Road Reserves
Council Plan
Road Asset Management Plan
Road Register
Footpath Register
Bridge Register
Bus Route Register
Tourist Route Register
Agreements for responsibility for boundary roads
Safety Interface Agreement for railway crossings
Asset Management Policy

14 ASSOCIATED DOCUMENTS

TITLE
Council Plan
Road Asset Management Plan
Road Hierarchy Review
Moloney Asset Management System
Rural and Residential Tree Trimming and Removal Policy
Roadside Management Strategy
Risk Management Standards AS/NZS 4360:1999

15 APPENDICES

APPENDIX 1   - Defect Inspection Frequency

APPENDIX 2   - Risk and Assessment Response – Sealed

                - Risk and Assessment Response – Unsealed

APPENDIX 3   - Roads Hierarchy – Urban Roads, Routine Maintenance Service Levels and Standards

                - Roads Hierarchy – Rural Roads, Routine Maintenance Service Levels and Standards

APPENDIX 4   - Footpath and Tree Inspections

APPENDIX 5   - Bridge Inspection Frequency

DEFECT INSPECTION FREQUENCY

NATURE OF INSPECTION	INSPECTION FREQUENCY BY ROAD CLASSIFICATION								
	RURAL						URBAN		
	3R (Transport Routes)	Bus Routes / Tourist Routes	4R (Collector or Through)	5R (Resident Primary Access)	6R (Property Secondary Access	6S (Strategic)	4U (Collector or Through)	5U (Residential Primary Access)	6U (Property Secondary Access)
DAY TIME Level 1 (Pavement / shoulder / road furniture)	1 time per year		1 time per 2 years	1 time per 2 years	Nil	1 time per 2 years	1 time per year	1 time per 2 years	Nil
DAY TIME Level 2 (Pavement / kerb & channel / shoulder / road furniture / table drains / culverts / vegetation)	1 time per year	1 time per year	1 time per 2 years	1 time per 2 years	1 time per 3 years	1 time per 2 years	1 time per year	1 time per 2 years	1 time per 2 years
NIGHT TIME Level 1 (Pavement / shoulder / road furniture)	1 time per year	1 time per year	1 time per 2 years	1 time per 2 years	Nil	Nil	1 time per year	1 time per 2 years	Nil

Note1: Level 1 inspection frequencies have been split into Day and Night as some defects are more readily identified at night.
Note2: Inspections to be scheduled such that each inspection type is carried out at the frequencies shown. Each inspection type is to be carried out independently of other inspections for each road.

RISK ASSESSMENT AND RESPONSE - SEALED

NATURE OF INSPECTION	TARGET STANDARD CONDITION	HAZARD INTERVENTION LEVEL	TARGET TIME FOR INTERVENTION ACTION			
			3 (Transport Route)	4 (Collector or Through)	5 (Residential Primary Access)	6 (Property Secondary Access)
Pothole Patching	Hole is to be repaired to a smooth surface consistent to line and level of surrounding pavement.	Hole is more than 450mm diameter or more than 75mm deep.	1 week	3 weeks	2 months	6 months
Regulation of Wheel Ruts and Depressions	Return to line, level, and trafficable surface, with no ponding of water evident.	Wheel rut or depression is more than 75mm deep and more than 20m2 in area.	2 weeks	1 month	3 months	12 months
Edge Repairs	To provide a trafficable lane.	Edge breakaway is more than 125mm over 5m in length.	2 weeks	1 month	3 months	6 months
Pavement Failures	Failure is to be repaired to a smooth pavement surface consistent with line and level of surrounding pavement.	Surface disruption is more than 75mm over area more than 20m2.	1 week	3 weeks	2 months	6 months
Kerb and Channel	Minimal ponding	When ponded water extends outside the lip of the channel.	Subject to finding	Subject to finding	Subject to finding	Subject to finding
Table Drains	Minimal ponding	Any obstruction that significantly free flow of water	6 months	12 months	12 months	In conjunction with works program

RISK ASSESSMENT AND RESPONSE – SEALED (Cont…)

NATURE OF INSPECTION	TARGET STANDARD CONDITION	HAZARD INTERVENTION LEVEL	TARGET TIME FOR INTERVENTION ACTION			
			3 (Transport Route)	4 (Collector or Through)	5 (Residential Primary access)	6 (Property Secondary Access)
Culverts	Water flow is unrestricted	Silting or 50% obstruction of cross section	3 months	6 months	12 months	2 years
Shoulder Grading	Provision of a trafficable surface which is free draining and which prolongs the pavement life.	Edge drop off is more than 100mm over more than 50m in length.	3 weeks	6 weeks	3 months	6 months
Roadside Signage/Guide Posts	A fully visual signposted and delineated road network.	Illegible or missing warning signs or missing guide posts at culverts	2 weeks (see note 3)	1 month (see note 3)	3 months	6 months
Roadside Grass Cutting	To maintain sight distance and reduce fire risk.	Inadequate visibility at intersections or on curves.	1 month	3 months	6 months	12 months

Note 1: Where the defect warrants emergency action, this is taken within 24 hours of receipt of notification.
Note 2: The times shown in the above tabulation are subject to variation in times of extreme weather conditions when extra demands may be placed on Council resources.
Note 3: Depends on availability of signs/guideposts.

NATURE OF INSPECTION	TARGET STANDARD CONDITION	HAZARD INTERVENTION LEVEL	TARGET TIME FOR INTERVENTION ACTION				
			3 (Transport Route)	4 (Collector or Through)	5 (Residential Primary access)	6 (Property Secondary Access)	6S (Strategic)
Potholes and Corrugations	Trafficable pavement free of potholes, corrugations and other surface defects.	Potholes and corrugations are more than 600mm diameter and 150mm deep	1 month	2 months	6 months	12 months	6 months
Pavement Failure	Failure is to be repaired to a smooth pavement surface consistent with line and level of surrounding pavement.	Area of failed pavement is more than 20m2 in area.	1 month	2 months	6 months	12 months	6 months
Roadside Signage/Guide Posts	A fully visual signposted and delineated road network.	Illegible or missing warning signs or missing guide posts at culverts.	1 month (see note 3)	3 months	6 months	12 months	12 months
Roadside Grass Cutting	To maintain sight distance and reduce fire risk.	Inadequate visibility at intersections or on curves.	1 month	3 months	6 months	12 months	12 months
Table Drains	Minimal ponding	Any obstruction that significantly obstructs free flow of water	6 months	12 months	12 months	In conjunction with works program	12 months
Culverts	Water flow is unrestricted	Silting or 50% obstruction of cross section	3 months	6 months	12 months	2 years	12 months

Note 1: Where the defect warrants emergency action, this is taken within 24 hours of receipt of notification.
Note 2: The times shown in the above tabulation are subject to variation in times of extreme weather conditions when extra demands may be placed on Council resources.
Note 3: Depends on availability of signs/guideposts.

ROADS HIERARCHY – URBAN ROADS
ROUTINE MAINTENANCE SERVICE LEVELS & STANDARDS

CLASSIFICATION	DEFINITION	SEALED ROADS				UNSEALED ROADS	
		PAVEMENT WORKS	EDGE REPAIRS	SHOULDER GRADING & DRAINS	KERBING	GRADING	SHOULDERS & DRAINS
4U COLLECTOR OR THROUGH	Unclassified roads linking parts of the townships or leading to the town centre. Would be sealed or surfaced all weather roads.	Annually or when I.L. exceeded.	Annually or when I.L. exceeded	Annually	When I.L. exceeded	Annually	As necessary
5U RESIDENTIAL PRIMARY ACCESS	Unclassified road providing access to occupied residential, industrial or commercial properties. Would be sealed or surfaced all weather roads.	Annually or when I.L. exceeded.	Annually	Annually	When I.L. exceeded	Annually	Annually
6U PROPERTY SECONDARY ACCESS	Roads or laneways providing alternate access to occupied properties or access to vacant land. Would not necessarily be all weather construction.	Annually	Annually	As necessary	When I.L exceeded	As necessary	As necessary

I.L. – Intervention level

ROADS HIERARCHY – RURAL ROADS
ROUTINE MAINTENANCE SERVICE LEVELS & STANDARDS

CLASSIFICATION	DEFINITION	SEALED ROADS			UNSEALED ROADS	
		PAVEMENT WORKS	**EDGE REPAIRS**	**SHOULDER GRADING & DRAINS**	**GRADING**	**SHOULDERS & DRAINS**
3R LINK	**Unclassified roads connecting two towns, villages or districts. May be sealed or formed and surfaced.**	Annually or when I.L. exceeded.	2 times per year or when I.L. exceeded	Annually or when I.L. exceeded	2 times per year or when I.L. exceeded	Annually
4R COLLECTOR	**Unclassified road linking residence and property access roads into higher class roads. May be sealed or formed and surfaced.**	Annually or when I.L. exceeded.	Annually or when I.L. exceeded	Annually	Annually or when I.L. exceeded	Annually
5R RESIDENTIAL ACCESS	**Unclassified road providing all weather access to occupied houses in rural or rural residential areas.**	Annually	Annually or when I.L. exceeded	As necessary	Annually	As necessary
6R PROPERTY ACCESS	**Roads providing access to rural properties for farming purposes. Would not necessarily be an all weather road.**	N/A	N/A	N/A	As necessary	As necessary
6S STRATEGIC	**Class 6 road considered strategic and maintained more regularly**	N/A	N/A	N/A	Annually or when I.L. exceeded	As necessary

I.L. – Intervention level

FOOTPATH & TREE INSPECTIONS   200___

FILE 1.6.1.10

TOWN _____

INSPECTED BY_____ SIGNED

FAULT NO	TYPE	PRIORITY	STREET/LOCATION NO.	NAME:	FAULT	TREATMENT REQUIRED	BY WHOM COUNCIL OTHER	DATE COMPLETED

TYPE:
1 ASPHALT
2 GRAVEL
3 CONCRETE
4 PAVERS
5 OTHER
6 TREES

HAZARD:
1. 10-20 mm
3. 20-30 mm or Obtruding Foliage   +
6. +30 mm or Obtruding Branches

USE:
2 LOW
4 MEDIUM   =
8 HIGH

PRIORITY:
10+ - 1 HIGH (within 2 weeks)
6-9 - 2 MEDIUM (within 4 months)
0-5 - 3 LOW (when resources are available)

BRIDGE INSPECTION FREQUENCY

The following tabulation, in accordance with the VicRoads Bridge Inspections Manual guidelines, indicates the frequency and detail required for the inspections of all bridges within the Shire.

	DESCRIPTION	FREQUENCY (MINIMUM)
LEVEL 1	**To check the general serviceability of the structure , particularly for the safety of road users, and identify any emerging problems**	Every 6 months
LEVEL 2	**To assess and rate the conditions of the structure (as a basis for assessing the effectiveness of past maintenance treatments, identifying current maintenance needs, modeling and forecasting future changes in condition and estimating future budget requirements)**	All new structures within 12 months of opening, thereafter on a 5 year cycle.
LEVEL 3	**To assess the structural condition and behavior of a structure, to identify and quantify the current and projected deterioration of the structure, and to assess appropriate management options.**	Bridges; • reporting poor condition in the Bridge Inspection System • showing evidence of accelerated deterioration • for which significant works such as rehab, strengthening or widening is proposed