

**MINUTES of the Ordinary Meeting of the Horsham Rural City Council held in the Municipal Chambers, Civic Centre, Roberts Avenue Horsham on 19 September, 2016 at 5.34pm.**

PRESENT: Cr Heather Phillips, Mayor; Cr Sue Exell, Cr Pam Clarke, Cr Robin Barber, Cr Tony Phelan, Cr David Grimble, Cr Mark Radford

ALSO IN

ATTENDANCE: Peter Brown, Chief Executive; Graeme Harrison, Director Corporate Services; Angela Murphy, Director Planning & Economic; Kevin O'Brien, Director Community Services; John Martin, Director Technical Services; Fiona Kelly, Executive Assistant.

**1. Reading of prayer and the acknowledgement of country statement**

The Prayer and Wotjobaluk Statement were read by the Chairman, Cr H Phillips.

**2. Welcome to distinguished guests or persons in the public gallery**

Chairman, Cr Phillips welcomed those in attendance to the Council Meeting.

|                   |                   |                 |                  |
|-------------------|-------------------|-----------------|------------------|
| David Bowe        | Kath Dumesny      | Cheryl Linke    | John Robinson    |
| Sue Alt           | Richard May       | Helen Dooley    | Russell McKenzie |
| Chris Dumesny     | Rick Dumesny      | Lance Trigg     | Claire Trigg     |
| Bill McGrae       | R. Hood           | Lawrence Hedt   | Andrew Hedt      |
| Janette Munn      | Pat Kennett       | Garry Kennett   | Geoff Bacon      |
| Mauro Boddi       | Neville Thomas    | Gayle Thomas    | Shaun McKinnon   |
| Shaun Trotter     | Geoffrey Rethus   | Alethea Sedgman | Chris Gulvin     |
| Jenny Grimble     | Cassandra Balsdon | Josh Grimble    | Leigh O'Connell  |
| Matthew Abbott    | Sandy Kirsopp     | Greg Kirsopp    | Penni Abbott     |
| Jane Robertson    | Colin Sampson     | Keri Walters    | Sandra Walters   |
| Denis O'Brien     | Jenny O'Brien     | Barry Bellman   | Di Bell          |
| Noelene Jenkinson | Simon Hopper      | Murray Ball     | Jill Ball        |
| Rowan Scott       | Sophie Slatter    | Kevin Lane      | Grant Wright     |
| Andrew Moore      | Jeff Moore        | Tony Brand      |                  |

**3. Apologies and request for Leave of Absence**

NIL

**4. Confirmation of minutes and signing thereof**

Moved Cr Clarke, seconded Cr Grimble that the Minutes emanating from the Ordinary Meeting of the Horsham Rural City Council held in the Municipal Chambers, Civic Centre, Horsham at 5.30pm on 5 September, 2016 be adopted.

**CARRIED**

**5. Disclosure of Conflict of Interest Sec 79, Local Government Act, 1989 (As Amended)**

Cr Exell declared a Conflict of Interest, under Section 79(2)(C) at Item No. 10.3.2 (in open Council) and Item No. 10.3.1 (in closed Council) relating to the appointment of cleaning services contractor. Cr Exell has associated family members included in the cleaning contract.

Cr Exell declared a Conflict of Interest, under Section 79(2)(C) at Item No. 10.4.2 (in open Council) relating to the Haven Precinct Plan. Cr Exell is the Secretary of the Haven Recreation Committee.

**1. READING OF PRAYER AND THE ACKNOWLEDGEMENT OF COUNTRY STATEMENT**

**2. WELCOME TO DISTINGUISHED GUESTS OR PERSONS IN THE PUBLIC GALLERY**

**3. APOLOGIES AND REQUEST FOR LEAVE OF ABSENCE**

**4. CONFIRMATION OF MINUTES AND SIGNING THEREOF**

MINUTES OF AN ORDINARY MEETING OF THE HORSHAM RURAL CITY COUNCIL HELD IN THE MUNICIPAL CHAMBERS, CIVIC CENTRE, HORSHAM AT 5.30PM ON 5 September 2016

**5. DISCLOSURE OF INTEREST AND DECLARATIONS OF CONFLICT OF INTEREST**

A Councillor who has a conflict of interest and is attending the Council meeting of the Council must make a full disclosure of that interest.

(a) by either –

- (i) advising the Council at the meeting of the details required under paragraphs (b) and (c) immediately before the matter is considered at the meeting; or
- (ii) advising the Chief Executive Officer in writing of the details required under paragraphs (b) and (c) before the meeting; and

(b) classifying the type of interest that has given rise to the conflict as either –

- (i) a direct interest under 77B; or
- (ii) an indirect interest and specifying the particular kind of indirect interest under:

Section 78 – close association  
Section 78A – financial interest  
Section 78B – conflicting duties  
Section 78C – receipt of an applicable gift  
Section 78D – consequence of becoming an interested party  
Section 78E – impact on residential amenity; and

(c) describing the nature of the interest; and

- (d) if the Councillor advised the Chief Executive Officer of the details under paragraph (a)(ii), the Councillor must make a disclosure of the class of interest only to the meeting immediately before the matter is considered at the meeting.

#### Members of Staff

Under Section 80C of the Local Government Act 1989, officers or people engaged under contract to the Council providing a report or advice to Council must disclose any conflicts of interests in the matter, including the type of interest.

## 6. PUBLIC QUESTION TIME

### Jane Robertson

1. Why am I just hearing of it now from residents, not Council?
2. Why would you build it through the only areas available to develop?
3. Why spend this amount of money instead of using State or Federal funds?

### Louise and Darren Chesterfield

On reflection, what has Council learnt about the release of the HITS Stage 1 preliminary draft in regards to consulting in a transparent way with relevant stakeholders?

### Denis O'Brien

1. Because of the confusion of many regarding the Integrated Transport Strategy and just what it involves, I want it to be clear to Council that I have no objection to "Option D" the bypass that is VicRoads preference and recommendation. To follow on from my previous submission to Council, regarding the non-communication by Council on the link/ring road proposal, to in particular the Haven community on this strategy, can Council advise me that they have engaged all key stakeholders, that they have been consulted or notified of the intended link/ring road option now currently before Council for approval.
2. Could Council, at the meeting to be held on the 19<sup>th</sup> of September 2016 advise of the reason or need to pass this recommendation on the proposed Link/Ring road option with such urgency, when quite clearly the road network is working and is not broken. There is so much to lose, not only for the Haven community, but Horsham in general, because of the separation caused by major roads if placed in the wrong area. The best option is to defer the link/ring road option until the whole community has a chance to have input and look at other options with less impact on people and community within Horsham.

**Mrs Elaine Hutchinson – Mrs Hutchinson was not in attendance, therefore her question was not read out.**

I totally object to this proposal (A) Currans Road will only be a metre from residential land, when an accident occurs not only damage occurs but is a threat to lives. A proposed 80 house residential area was to be developed on the other side of Currans Road. Land prices will be worth nothing. We bought in this prime residential area for safety, quiet and care free living. Council will take all this. Disadvantaged financially and socially. Option D is a much safer option.

**Kenneth Walters**

1. Why so little consultation with those affected by the proposed ring road and why no notification by mail. Not every resident reads the Wimmera Mail-Times.
2. VicRoads dismissed 5A as an option. Why are Council favouring it, when it will affect the value of people's homes as well as lifestyle and end up costing money for all ratepayers?

John Martin, Director Technical Services read out the following responses.

**Theme 1 - Lack of consultation, has Council engaged all key stakeholders, what has Council learned.**

Many submissions commented that our efforts to communicate via the Wimmera Mail-Times, and not by letter, were inadequate. That point is accepted.

The report written by me on HITS acknowledges this and includes a commitment to improve our consultative processes.

Depending on Council's resolutions tonight, there would be many steps to go before any works might proceed, these include:

- Detailed investigation of route alignment options
- Detailed liaison and consultation with landholders
- Development of business cases for project support, and for funding.
- Apply for and wait for funding.
- In some cases the proposals may not be supported.

Individual consultation would occur well before any specific works were decided on.

**Theme 2 - Proposed Ring Road – south and western link - goes through development areas, close to existing residences.**

Similar comments were made in many of the public submissions. The consultant changed his recommendations in this regard, taking into account these submissions, as follows.

Pursue the opportunity to create a link from Plumpton Rd to Wimmera Hwy including a river crossing in the immediate vicinity of Curran Rd

Text in the report to Council further explains this recommendation:

- It is not possible to describe the precise location of a bridge crossing without further liaison with the Barengi Gadjin Land Council.
- Nevertheless, the strategic intent of a link road from the industrial area to the Wimmera Highway west remains valid.

- The amended alignment takes truck traffic away from (current) residential areas.
- Additional liaison is required to validate this proposal.

Council will consider this and other recommendations this evening.

**Theme 3 - Proposals will cost ratepayer funds, it would be better to use Federal or State funds.**

Subsequent to Council's decisions, one of the next steps would be the preparation of business cases for each parcel of works. One of the purposes of a business case can be to present a case for State or Federal funding. For some of the works it may be possible to identify grounds for any road connections to be the responsibilities of VicRoads. Clearly intersections on the Western Highway at Henty Highway and Geodetic Road would be VicRoads works – our task will be to convince them of the merit and priority of these works.

The intent of these questions, i.e. seeking Federal or State funds, is supported.

**Theme 4 - Why is there a sense of urgency regarding a decision on the Strategy? Defer to give more time for people to have input.**

Preparation of the Strategy was initiated from the Planning Panel hearing into the bypass proposals. Council's submission identified the need for the Strategy, and indicated that this would take about 6 months to prepare.

It was initially targeted that this Strategy would be completed by July, but more time was taken on it to engage further with the Stakeholder Group representatives in the development of proposals.

While accepting that the consultation process was not perfect, 330 submissions have been received, many times more than the 80 or so VicRoads received for the Bypass proposal at last year's Panel hearing.

**Theme 5 - Acknowledge a range of statements in the questions regarding views either for or against some of the potential routes, also suggesting that Council has expressed a preference for Option 5A and that has affected valuations.**

These comments are consistent with many raised in the submissions, and are reflected in the reports in the Council agenda.

The Mayor asked those people who had put questions forward if their questions had been addressed.

Jane Robertson and Denis O'Brien advised their questions were addressed. Kenneth Walters was not entirely satisfied and Louise and Darren Chesterfield advised no thanks.

## **7. OTHER BUSINESS**

### **7.1 RESUMPTION OF DEBATE ON THE MOTIONS FROM PREVIOUS MEETING**

NIL

### **7.2 RECEPTION AND READING OF PETITIONS, MEMORIALS, JOINT LETTERS AND DEPUTATIONS**

NIL

### **7.3 MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN**

#### **7.3.1 NOTICE OF MOTION NO. 153**

##### **Background**

Council resolved on 7 September, 2015 to not support Bypass Routes B2 and or D. Maintain its support for a bypass of Horsham whilst continuing not to identify a clear preference.

Council had identified a number of concerns and issues within the significant compendium of information provided by VicRoads to the Horsham Planning Scheme Amendment C72. Options B2 and D didn't adequately address the project objectives and key criteria and failed to gain community confidence in a long term solution to a re-alignment of the Western Highway around Horsham.

In direct response to concerns raised, Council as a priority resolved to seek a deputation to the Victorian State Government.

The Independent Panel appointed to consider the submissions and evidence presented to it in relation to the Option D alignment and the proposed Public Acquisition Overlay (PAO) also identified the planning for Option D had a number of deficiencies and concluded that net community benefit hasn't been demonstrated at this stage. The proposed PAO has not yet been shown to be a satisfactory planning outcome because of the risk that its shortcomings may prove to be fatal flaws.

The panel made numerous recommendations to both VicRoads and Council and subsequently deferred a decision for this further work to be finalised.

Horsham Rural City Council with support and co-operation from VicRoads commenced two very important and strategic planning documents;

- a) An Integrated Transport Plan for Horsham.
- b) A Master Plan for Horsham Aerodrome.

It is the view and conclusion as the writer of this report on review of the additional work done, or not done by recommendation, conclude the Bypass Alignment Option D be abandoned and removed from further consideration.

Option D Bypass Alignment as exhibited with all its supporting evidence isn't the best possible route, long-term.

The determination of a suitable bypass alignment hasn't achieved stronger community ownership and confidence. Many of the deficiencies, concerns and issues remain unresolved or un-acceptable for my community.

Given by Cr Grimble

TAKE NOTICE that it is my intention to move the following motion at the Ordinary Meeting of the Horsham Rural City Council to be held at the Municipal Chambers, Roberts Avenue, Horsham on Monday 19 September, 2016 commencing at 5:30 pm.

That Council –

1. Resolve the Horsham Planning Scheme Amendment C72 as exhibited be abandoned and removed from further consideration.
2. Formally request the Victorian State Government and VicRoads to action this position of Council.

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**Cr David Grimble**

CIVIC CENTRE  
HORSHAM 3400  
11 September, 2016

**Moved Cr Grimble, Seconded Cr Barber that Council -**

1. **Resolve the Horsham Planning Scheme Amendment C72 as exhibited be abandoned and removed from further consideration.**
2. **Formally request the Victorian State Government and VicRoads to action this position of Council.**

**MOTION LOST**

**Cr Grimble called for a Division of Council**

For the motion

Cr Grimble, Cr Phillips, Cr Barber

Against the motion

Cr Exell, Cr Phelan, Cr Clarke, Cr Radford

### **7.3.2 NOTICE OF MOTION NO. 154**

Given by Cr Radford

TAKE NOTICE that it is my intention to move the following motion at the Ordinary Meeting of the Horsham Rural City Council to be held at the Municipal Chambers, Roberts Avenue, Horsham on Monday 19 September, 2016 commencing at 5:30 pm.

That the Horsham Rural City Council refuse to support the VicRoads Western Highway Bypass Route Option known as 5A.

Citing the following reasons:

1. The conflict with the HRCC Framework for Managing Growth Strategy.
2. The proximity of a significant Cultural Heritage site.
3. The severance of the Haven community.
4. The social impact to the residents of Horsham south and Horsham west.
5. The distance from the Wimmera Intermodal Freight Terminal.

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**Cr Mark Radford**

CIVIC CENTRE  
HORSHAM 3400  
13 September, 2016

**Moved Cr Radford, Seconded Cr Exell that the Horsham Rural City Council refuse to support the VicRoads Western Highway Bypass Route Option known as 5A.**

**CARRIED**

### **7.4 COUNCILLORS QUESTIONS WITH NOTICE**

NIL

### **7.5 ORDERS OF THE DAY**

NIL

## **8. OTHER REPORTS**

### **8.1 ASSEMBLY OF COUNCILLORS – RECORD OF MEETINGS**

Community Consultation and Briefing Meeting held on Monday 12 September, 2016 at 4.30pm in the Wimmera Room.

**Refer to Appendix “8.1A”.**

### **8.2 AUTHORISATION OF PAYMENT OF ACCOUNTS**

Minutes of the meeting of the Finance Committee of the Horsham Rural City Council held on Monday 12 September, 2016 at 8.45am.

**Refer to Attachment 1.**

### **8.3 SEALING OF DOCUMENTS**

#### **Documents Signed and Sealed by Council under Delegation**

Section 173 Agreement – Steven Paul Suter & Wendy Anne McInnes – 2155 Northern Grampians Road, Wartook

Contract 16/024 – Provision of Plumbing Maintenance Services – CHS Group T/A Plumbing Civil

Contract 16/026 – Provision of Electrical and Data Maintenance Services – CHS Group Australia P/L

#### **Recommendation**

That -

1. Council note the Assembly of Councillors’ – Record of Meetings.
2. The Minutes emanating from the Finance Committee Meeting of the Horsham Rural City Council held on 12 September, 2016, be received and the action confirmed.
3. Council note the documents signed and sealed under delegation.

**Moved Cr Radford, Seconded Cr Barber that the recommendation be adopted.**

**CARRIED**

## **8.4 INWARD CORRESPONDENCE**

NIL

## **8.5 COUNCIL COMMITTEE MINUTES**

NIL

**Moved Cr Grimble, Seconded Cr Clarke that the Director Technical Services reports be considered before Councillor Reports.**

**CARRIED**

## **10.5 DIRECTOR OF TECHNICAL SERVICES**

### **10.5.1 INSTALLING NBN INFRASTRUCTURE IN HORSHAM**

Martin Duke      File Ref: F13/A02

#### **Purpose**

This report advises that NBN Co has approached Council to advise of the design dates and installation dates proposed for the NBN ground infrastructure to be installed in Horsham.

#### **Background**

NBN has met with Council officers and advised of the following program.

From 16 September – Their design delivery partner, the contractor being TCS, will be undertaking inspection of existing assets, and reviewing the preliminary locations for the above-ground cabinets, of which there will be about 40.

By 30 September - TCS intends to have the proposed street works design and locations sent to Council for comment.

At the same time NBN Co will be notifying affected adjoining property owners and occupiers of these locations.

February to April 2017 - NBN Co is planning that at this stage their installation partner (contractor yet to be advised) is to undertake the roll-out in three distinct sections of Horsham. They will use the existing conduits and telecommunication systems as much as possible but may have to lay new conduits and pits if they come across problems.

Cabinets - The majority of the cabinets will be 1250 mm high x 1250 wide x 500 deep, and are green with a concrete plinth surround. The location of the cabinets is intended to minimise inconvenience to street users, and interference to the adjoining properties.

There are smaller cabinets that may be used in some locations.

## **Issues**

NBN has advised of the appropriate contact details for Council staff to contact NBN or the design contractor TCS.

## **Consultation/Communication**

NBN advises that general public enquires should always be directed to them directly via their contact centre on 1800 687 626 or [info@nbn.com.au](mailto:info@nbn.com.au) or [www.nbn.com.au](http://www.nbn.com.au) where issues can be logged, tracked and escalated where required.

## **Financial**

There is not expected to be any cost to Council apart from liaising on the design locations, and oversight of the works to ensure vehicle traffic and pedestrian interference is minimised, and the impact on existing Council and other authority underground assets is as little as possible.

## **Links To Council Plans, Strategies, Policies**

Council Plan 2016 – 2020. Goal 3 Asset management – meet community and service needs through provision and maintenance of infrastructure. Item 3.1 – Determine infrastructure needs and expectations through consultation with developers and the community.

**Provided for information of Council.**

**Moved Cr Radford, Seconded Cr Phelan that the report be received.**

**CARRIED**

### **10.5.2 HORSHAM AERODROME MASTER PLAN**

John Martin

File Ref: F04/A01

#### **Purpose**

1. To discuss the key issues relating to preparation of the Aerodrome Master Plan including consultation with stakeholders.
2. To present the final draft Plan for adoption by Council.

#### **Background**

The need for an Aerodrome Master Plan was highlighted by Council in its submission to the Planning Panel C72 for the Horsham Bypass in October-November 2015.

A key reason for the need for this Master Plan is that the Horsham Aerodrome Business Plan (2010), proposed a future extension of the north-south runway to 2000 m in length, with the extension being to the south. This southerly extension would cross Gatehouse Road, and the Option D bypass alignment.

The Planning Panel recommended the following:

**3. Horsham Rural City Council support the review of the most appropriate Horsham Bypass alignment by immediately commencing the following work:**

**b) A Master Plan for Horsham Aerodrome.**

More specifically, on p49, the Panel concluded, in relation to the Aerodrome:

- *The impact of Option D on the current operations of the Horsham aerodrome is minimal, and any impacts can be managed.*
- *The main issue is whether the constraint on the future southern expansion of 17-35 runway is of sufficient significance to preclude any option (including Option D) that follows the alignment of Gatehouse Road.*
- *It is physically possible to extend this runway to the north, but at a cost because the topography would result in additional requirements for cut and fill. Some very limited extension towards the south may be possible, but location of the Bypass along Gatehouse Road would ensure that future planning for runway extensions would be required to focus on the north.*
- *Planning that precludes an expansion of 17-35 runway is short-sighted; it is therefore necessary to ensure that a northerly extension is practical and not cost prohibitive.*
- *The Amendment and Option D should only proceed following the preparation of a Master Plan for the aerodrome that confirms that it is possible to extend the north-south runway in a cost-effective way.*

Commencing in early 2016, Council initiated two processes:

- A project to prepare a Master Plan, including the engagement of a consultant, and appointment of a stakeholder group to guide its development.
- A survey by an aerodrome surveying specialist, to provide technical information about the ability to extend the existing north-south runway either to the north or to the south. The results of this survey were used to inform preparation of the Master Plan.

The project brief prepared for the overall Master Plan was based on the Australian Airports Association (AAA) Regional Airports Master Plan Guideline.

It was identified in the brief that the key issues to be considered in the Master Plan were to include:

- The need for and length of runway extensions, including the necessary pavement strength

- Future gliding operations, including the desire for a dedicated east-west gliding strip
- Provision for further hangar space
- Potential for regular public transport operations, including terminal and security needs for such a service
- Future aviation-related business opportunities, including pilot training.

In addition to establishing a long-term plan for the Aerodrome, this information would guide Council, and VicRoads, on potential bypass alignments.

### **Consultation Process**

Input to the project was provided through a stakeholder group comprising of representatives from the following groups:

- A Councillor, who chaired meetings of the group
- Council Aerodrome Manager
- Horsham Aerodrome Advisory Committee representatives
- A significant aviation business operating from the Aerodrome
- An adjoining landholder
- DELWP (Region)
- DEDJTR (Transport - Region)
- CFA
- Ambulance Victoria
- VicRoads
- Council Business Development Manager
- Council Strategic Planner.

The project process was varied from the normal AAA Guideline process to enhance consultation. While the focus of consultation for the project was through the stakeholder group, given the broader interest in the potential bypass impacts on the Aerodrome, community-wide consultation was conducted at key stages in the project to ensure the community's views were being taken into consideration. This was supported by a media release campaign, and publication of meeting minutes, background papers and related information on a dedicated page on Council's website. The broader consultation was conducted in three stages, as follows:

#### **Round 1**

- Refinements / additions to the scope of the project.
- Identification of additional stakeholders for inclusion on the stakeholder group.

#### **Round 2**

- Preliminary feedback on the options for strategies, plans and concepts developed through the SWOT and other workshop processes with the key stakeholder group.

### Round 3

- Feedback on the draft Master Plan.

Limited feedback was received, other than from the stakeholders, except in the third round of consultation, i.e. on the draft Master Plan, on which twenty-three submissions were received, either solely about the Aerodrome Master Plan (10) or joint HITS / HAMP submissions (13).

The submissions were reviewed and summarised into themes and issues. A proposed response was also prepared, including the proposed changes to text in the report, where required. The full list of submissions, issues and proposed responses was presented at a meeting of the HAMP stakeholders group on 23 August. Stakeholder comments were added to the list, and the information was then provided to the consultant to amend the Master Plan document.

**Appendix 10.5A** presents this list of issues, responses, stakeholder comments and the sections of text where changes were made to the document, to accommodate the changes where appropriate. **Appendix 10.5B** is the Final Draft report that resulted from these changes.

### Key Issues

The key issues from the stakeholder comments on the draft plan related to:

- The duration and scope of the Master Plan.
- That an extension of the north-south runway to the north was not viable, as it would leave a significant hump in the runway, leading to a range of potential safety issues with operations.
- Concerns about the safety of aircraft incidents beyond the ends of runways, in particular the southern end of the north-south runway, should there be a bypass adjacent to Gatehouse Road.

These issues are addressed in the following sections.

Several broader issues have also been raised, including potential changes in regulations, and location of glider strips.

The issue concerning location of glider strips is addressed in section 12.1.3 of the Master Plan, as regulations require separation of glider strips from runway strips when the levels of aircraft movement exceed a specified level of aircraft movements. The towing of gliders is also currently adequately provided for in the Aerodrome Manual, which would be updated based on the staged development of future glider strips.

## **Duration and Scope of the Master Plan**

Comments from submissions indicated that the following elements should be changed in the draft Master Plan:

- That its duration should be clearly long term, 50-80 years rather than the 20-50 years indicated in the draft.
- That land should be protected so that both runways could be extended to 1800 m – the draft plan catered for an 1800 m east-west runway, but only 1230 m for the north-south runway.
- Provision for GPS-based precision approaches. This has an impact on the width of runway strip widths that must be provided.

A significant number of changes were made to the Master Plan and implementation plan to accommodate these proposals.

In the draft Master Plan it was proposed that the north-south runway should not be extended beyond 1230 m in length. This was based on the outcomes of a discussion paper relating to road access issues. This paper is presented as **Appendix 10.5C**. On reviewing this paper, the consultant assessed that closing either Gatehouse Rd or Aerodrome Rd would have a significant impact on local access, and hence the initial Master Plan aimed to achieve the maximum runway length between these roads. The impact of road closures was deemed by the consultant to be more significant than the desire to have an 1800 m runway.

On this point, it should be noted, with reference to Table 11 of the Master Plan, of the listed regional aerodromes, only six sealed secondary runways are longer than Horsham's secondary runway which has a length of 999 m (sealed). If extended to 1230 m, sealed, there would only be two longer sealed secondary runways on this list. Some of the sites listed do not even have a secondary runway.

The likelihood of a secondary runway being built beyond the length available between the road reserves is considered extremely low, and is unlikely to occur in the life of the Master Plan.

Nevertheless, protecting possible future runway extensions is a valid function of a Master Plan.

In the draft Master Plan, the need for precision approaches had not been considered. The stakeholders have pointed out that GPS-based technology could enable precision approaches to be made possible at many aerodromes in the medium term.

The regulations relating to Aerodromes, in particular the Manual of Standards part 139 (MOS 139) specifies the requirements for precision runways as being 300 m wide runway strips, the runway strip being the area clear of obstacles either side of the runway itself. Both the current east-west and north-south runways have only 150 m strip widths (in effect), hence providing runways with a 300 m strip width

would require construction of new runways, or relocation of many of the existing facilities, including hangars on site.

The final draft Master Plan has been amended to show new runway alignments that could cater for precision approaches. The old runways could be used as taxiways in this scenario.

### **Extension of the North-South Runway**

The independent survey of potential northerly or southerly extensions to the north-south runway ascertained that negligible earthworks would be required to form a runway that complies with the CASA regulations.

To allow for an obstacle in the paddock at the northern end, e.g. a large farm vehicle, additional earthworks estimated to cost \$180,000 would be required. This is in the context that an extension of the existing runway to 1800 m would cost in the order of \$1 M for additional pavement works, to the same strength as the current runway.

More probably, a new runway would be required both to service the larger, heavier planes that would need a longer runway, and to address the issue of a greater runway strip width required to provide precision approaches.

The cost of a new runway, with increased pavement depth, 1800 m length, extended to the north would be \$7.8 M. The cost of building this runway to the south would be \$7.7 M.

An alternative approach, where earthworks from the “hump” area are used to provide fill for either end of the runway, to provide full end-to-end visibility would increase the cost to \$8.5 M.

However, there is no need for the earthworks to remove the hump in the runway.

The survey confirms that a northerly extended runway complies with the MOS 139 regulations regarding runway slopes. Discussion with CASA officers has confirmed that such a runway could be approved. Several other runways have also been identified where a hump exists, including Port Macquarie and Maryborough (Vic).

Safety concerns raised by stakeholders have also been addressed.

The Aerodrome Master Plan has been updated to provide a range of information relating to required operational procedures for pilots, in Section 8.5 of Appendix D-2. There is a clear requirement for pilots to use their radios at aerodromes such as Horsham. In the event cited of a glider coming in to land from one end while a powered aircraft is preparing to take off from the other end, two further factors are relevant:

- A glider pilot, in particular one who does not have a functioning radio, is required to check the runway is clear to land before landing. From the air, visibility to the other end of the runway will not be obstructed.

- A glider pilot will use the glider strip, so that even if visual contact is not made, the two aircraft will not be on the same alignment.

Further, it is unlikely that a north-south runway of this length would ever need to be constructed.

In summary, the north-south runway can be extended safely and economically to the north to provide an ultimate length of 1800 m.

### **Incidents at Runway Ends**

Concern has been expressed about the potential for incidents at the south end of the runway in the event of an aircraft losing power on take-off, with the presence of a Bypass along the alignment of Gatehouse Road.

This issue was addressed in the Horsham Bypass Planning Panel, in its report on p47, as follows:

*The Panel noted many submissions that praised the safety of the aerodrome, enhanced by its proximity to open and relatively flat paddocks. All of the parties to the hearing wished to ensure that this safety was not compromised.*

*The evidence presented to the Panel indicated that a bypass located along Gatehouse Road would have minimal impact on the current operation of the aerodrome. Issues such as the potential distraction of drivers, possible reduction in safety for planes experiencing engine failure or the confusion for pilots as a result of street lighting along the Bypass were not likely to be significant, if the 17-35 runway is not extended towards the south. While there is no desire to support a 'lowest common denominator', the experience of aerodromes in other parts of Australia suggests that the current gap between the end of the runway and the Bypass is adequate to meet operational requirements comfortably.*

This issue has been further considered by the consultants, with sections 9.7, 9.8 and 9.9 being added, in part to address this issue.

Section 9.8 notes that three of the runway ends are already 200 m or less from roads, and:

*However, an extension of Runway 17/35 to the south, to an ultimate 1800m, would result in the runway being within approximately 1000m of the nearest residential areas to the south, i.e. in the area south of Riley Road. The risk to homes is considered to be greater than the risk of a road near a runway end. This supports the merit of a northerly extension of the north-south runway.*

## **Further Consultation**

The changes made from the draft to the final draft versions of the Master Plan were presented for discussion at a Stakeholder meeting on Friday 9 September. At the commencement of the meeting, one stakeholder sought a deferral of the meeting citing not enough time to have read the updated report, while another indicated that there was no point continuing with the meeting as the point of view of stakeholders had not been accepted in the updated report.

This is not the view of all stakeholders. Ambulance Victoria's submission, on behalf of Ambulance Victoria and Pel-Air, the aviation operator contracted to Ambulance Victoria, on the initial draft stated the following:

*"there are no issues that would affect the Fixed Wing operation."*

This position was re-affirmed to this Director by the Ambulance Victoria representative after the deferred meeting on 9 September.

The main objectives sought by stakeholders are considered to have been:

- Provision for extensions of runways
- Provision for glider strips
- Provision for precision landings
- Ensuring safety of the aerodrome.

These issues have all been assessed on their merit, and addressed in the Master Plan.

A further key objective sought by the adjoining landholder is to avoid impact on his farming operations. His preference is that access along Aerodrome Road, to the north of the Aerodrome should not be impacted by the Master Plan proposals.

The initial draft Master Plan developed a proposal for a 1230 m north-south runway limit which would have satisfied this objective. However, stakeholders, including this landholder, sought an 1800 m runway extension. The Master Plan was unable to deliver a Master Plan which was able to address both a requirement not to have impacts on road access and provide for 1800 m runways. The consultant identified the access requirements on Gatehouse Rd to be greater than those on Aerodrome Rd, contributing to the proposal to extend a future north-south runway to the north.

## **Council Plan**

The Council Plan 2014-18 includes the following commitment

*2.2.3 Work with the business sector to maximise opportunities of the proposed Horsham bypass and work with the community to minimise social and environmental impacts including the Aerodrome and other community assets*

Preparation of the Aerodrome Master Plan addresses the last part of this commitment.

**Recommendation**

That the Aerodrome Master Plan be adopted.

**Moved Cr Phelan, Seconded Cr Exell that the recommendation be adopted.**

**MOTION LOST**

**Cr Grimble called for a Division of Council**

For the motion

Cr Phelan, Cr Exell

Against the motion

Cr Clarke, Cr Phillips, Cr Radford, Cr Barber, Cr Grimble

**10.5.3 HORSHAM INTEGRATED TRANSPORT STRATEGY**

John Martin      File Ref: F02/A05/000003

**Purpose**

To present the Horsham Integrated Transport Strategy report to Council for adoption.

**Background**

The need for an Integrated Transport Strategy was highlighted by Council in its submission to the Planning Panel C72 for the Horsham Bypass, at the hearing in October-November 2015. A key reason identified by Council for needing an Integrated Transport Strategy was Council's long-held view that the Bypass route should take into account planning of connections to the other regional highways, the Wimmera and Henty, as this had not been done as part of VicRoads' planning for the Horsham Bypass.

Council had planned to undertake a Horsham Transport Strategy, and had committed funding to this in the 2015-16 budget. The initial scope of this Strategy had been focussed on the Horsham urban area, examining congestion issues in and near the CBD area, and connections to the residential growth areas.

In its “Response to Submissions” report to the Planning Panel, VicRoads introduced the term “integrated transport strategy”, in the context “VicRoads believes the Option D alignment can provide better capacity to be incorporated into an integrated transport plan for Horsham”.

Council’s submission to the Panel included the following statement:

*“Council welcomes VicRoads’ recent recognition of the need for an integrated transport plan, and will be keen to work in partnership with VicRoads to develop such a plan.*

*Council considers that development of an integrated transport plan is one of the most important factors in determining the best alignment of a Western Highway bypass, provided that due regard is given to the broader impacts of the bypass, and cannot envisage how any bypass route alignment could be determined to be appropriate in the absence of such a plan. Specifically, such a plan needs to address, as a minimum, links to the other regional highways and the potential for railway line relocation.”*

The Panel then recommended in its report:

***Horsham Rural City Council support the review of the most appropriate Horsham Bypass alignment by immediately commencing the following work:***

***a) An Integrated Transport Plan for Horsham.***

With the assistance of Driscoll Engineering, an Inception Report was prepared to provide background for this strategy. This work had started during 2015, and its scope was reviewed following the Panel hearing to ensure that it addressed the issues identified in the hearing. The inception report was completed by January 2016, and used to develop a brief for a consultancy for Stage 1 of the HITS.

During February and March 2016, Council:

- Reviewed the scope of the brief for HITS Stage 1, and sought public comment on this.
- Called for and appointed nominations for a Key Stakeholder Group to provide input to the development of the strategy. The group comprised 10 community representatives, four Councillors, five industry representatives, representatives of VicRoads and DEDJTR, and Council staff to support the group.
- Developed the methodology for conduct of the project to develop the strategy.

Consultant, Driscoll Engineering was appointed to prepare the strategy and conduct the strategy development process with the Stakeholder group.

A series of six stakeholder group meetings were held between April and August to gain input into the Strategy, in particular, developing improved transport options to address identified issues. Minutes of all meetings, working papers, background reports and media releases were published on Council's website throughout the project. The media releases invited people to review the latest information and provide comment as the project progressed.

The preliminary draft report on the strategy was released for public comment on 29 July 2016. The report was released without endorsement by Council, on the basis that Council sought to receive public comment prior to its consideration of the Strategy and the recommendations contained in it.

Public submissions were received up to 22 August 2016 to enable the consultant to review and present the issues raised in submissions at the Stakeholder group meeting on 26 August. Public comment continued to be invited up to 13 September for consideration in this report to Council.

Public information sessions were held on 11 August (two) and 6 September to provide further background to the strategy. These sessions attracted about 190 people (50, 40 and 100 approximately, respectively).

### **Strategy Preparation**

The final Strategy document closely follows the preliminary draft version, which was used as the basis for consultation. The document includes:

- Further background on the development of the strategy,
- The Vision and Objectives for the strategy, developed in consultation with the Stakeholder group.
- An outline of the consultation conducted for the project.
- A discussion of relevant land use planning and traffic information used to guide the strategy development.
- Issues, constraints and options identified in the project. Notably, the bulk of the options identified were developed by Stakeholders at the workshops.
- A discussion of the views of stakeholders on the range of options, and the consultant's assessment on these.

The Strategy is included as **Appendix 10.5D**. The key changes from the preliminary draft are:

- Modifications to the recommendations based on the consultant's assessment of feedback from the public submission process. A description of the changed recommendations is provided later in this report.
- A tabulation of the strategies which underpin the recommended actions.
- Some streamlining of the discussion of the process for development of options. The detail of this process is retained in the preliminary draft.

Key findings in the report include:

- The identification of truck movements within Horsham being as important as managing truck movements through / around Horsham. That is, half of the truck movements through Horsham start or finish in Horsham. A Western Highway Bypass will only address removal of less than half of the truck traffic from the township.
- The identification of routes to link key transport destinations, in particular, a link from the Wimmera Highway (west) to the Henty Highway (north), and the Wimmera Highway (west) to the industrial area around Golf Course Road.
- Improvements to some key intersections, in particular two on the Western Highway.
- Support for Option D as an alignment for the Horsham Bypass, for a variety of reasons, including its connectivity with regional highways. This support is conditional on resolution of issues relating to the Aerodrome and floodplain, and some proposals to improve the alignment to minimise impacts in some areas.
- The potential staging of these works, reflecting the priority of various elements, the potential availability of funds for these, and the rate at which residential development might occur in Horsham, particularly to the west.

To facilitate consideration by Council, it is useful to separate the HITS recommendations into two areas:

- Those relating to the Horsham Bypass
- Those which are not dependent on Horsham Bypass.

This is important, as many of the non-bypass recommendations could or should be undertaken well before a Bypass is constructed. It is also important as there is much community concern relating to the Bypass, and a decision about a preferred Bypass alignment is not yet obvious.

The public submissions have had a significant bearing on the consultant's recommendations. The submissions are discussed in the next section, prior to an assessment of the consultant's recommendations.

### **Public Submissions**

A total of 295 submissions were received to 22 August and reviewed by the consultant for his presentation to the Stakeholder Group meeting on 26 August. Since then a further 40 submissions have been received.

Most of the submissions focussed on the Horsham Bypass, in many cases not considering the broader recommendations of the Strategy. Information about the public submissions relating to the Bypass is presented here as the submissions were provided in relation to HITS. The Bypass related aspects of the public submissions are discussed further in the separate report to this Council meeting relating to the Horsham Bypass.

Of the 295 submissions reviewed by the consultants:

- 139 supported Bypass Option D
- 73 supported Bypass Option 5B
- 21 supported other Bypass alignments
- 113 supported a ring road / link road in the west of Horsham
- 110 did not support such a ring road / link road.

This Director's interpretation of this overview is not that there is about 2:1 support for Option D over Option 5B, rather that it represents a broad level of community concern against either option, generally along the lines of "not in my backyard".

Some of the key reasons stated in submissions for supporting or not supporting particular Bypass alignments included:

| Option                                           | Reasons                                                                                                                                                                                                                                                                                            |
|--------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| For Option D                                     | <ul style="list-style-type: none"> <li>• Services WIFT well</li> <li>• Connects well with Henty Highway</li> <li>• Minimal disturbance to residences</li> <li>• Does not constrain Horsham residential growth</li> </ul>                                                                           |
| Against Option D                                 | <ul style="list-style-type: none"> <li>• Impacts on residences in Riverside and the Riding for the Disabled facility</li> <li>• Impacts on Aerodrome</li> <li>• Impacts and cost of crossing the Wimmera River floodplain</li> </ul>                                                               |
| For Option 5A/5B                                 | <ul style="list-style-type: none"> <li>• Connects well with Wimmera Highway</li> <li>• Potential to serve Golf Course Rd industrial area</li> <li>• Cheapest, more likely to be built soon</li> <li>• Minimal impact on floodplain</li> <li>• Close to CBD, from a business perspective</li> </ul> |
| Against Option 5A/5B                             | <ul style="list-style-type: none"> <li>• Divides Haven community from Horsham</li> <li>• Too close to residential growth area</li> <li>• Impacts on highly significant Cultural Heritage area</li> <li>• Does not link to WIFT</li> </ul>                                                          |
| For Other Options (further out), e.g. 7,8, 2, 2A | <ul style="list-style-type: none"> <li>• Least impact on residences, now or future</li> <li>• Services WIFT well</li> </ul>                                                                                                                                                                        |
| Against Other Options                            | <ul style="list-style-type: none"> <li>• High cost, unlikely to be built</li> <li>• Remote from Horsham businesses</li> </ul>                                                                                                                                                                      |

This tabulation is not intended to be comprehensive, as there are many arguments for and against each option, too many to list here. A more complete list of issues raised in submissions was presented to the stakeholder workshop on 25 August.

Submissions also raised some key points about non-bypass related issues, including:

- Concerns about the proximity of a link-road to residences in Curran Rd.
- Concerns about the proximity of a link-road to residences and a major school bus stop in the Golf Course Rd / Kenny Rd area
- Extreme concerns about some options for roads that would impact on the culturally significant area on Pearsons Rd, south of the Wimmera River.
- The merit of a bridge crossing at Bennett Rd
- The lack of adequate consultation with the community, both in terms of notifying residents of the proposals, and the time available for responses.

Further public submissions received since 22 August, and the public information session held on 6 September have raised or highlighted the following additional points:

- There should be consideration given to separation of school bus routes from truck routes.
- The proximity of the rifle range needs to be considered to ensure safety.
- Potential impacts of a link road near Curran Road impacting on wetlands and recreational opportunities.
- Some businesses indicating that a bypass should be close to Horsham.

**Above all, the key feature of the community submissions is the high level of concern about any Bypass alignment route being close to people's own properties.**

The Consultant also listed some key points from the Agency submissions, including:

- In response to a recommendation for VicRoads to review the interchange arrangement at the Dimboola end of the bypass; VicRoads indicated "it will review this alternative design against the project objectives, including freight efficiency and road safety".
- In response to a recommendation for VicRoads to review the interchange arrangement at the Henty Highway; VicRoads indicated "these types of interchanges are not supported by truck operators, and does not propose to pursue this." [Despite a Planning Panel recommendation to do so.]
- Regarding concerns about the floodplain crossing; the Wimmera CMA has indicated that the basis for design is a 1% AEP flood, and this has been the basis of VicRoads' assessment to date.
- Regarding relocation of the rail line; DEDJTR has responded "This co-location possibility is strongly supported by the transport portfolio".

Based on the weight and merit of submissions, three key changes to the recommendations have been made by the consultant, relating to the south and west link road, as follows:

- That Plumpton Rd be identified as the preferred alignment for a link road, instead of Golf Course Rd.
- That significant consultation with Barengi Gadjin Land Council would be required to advance a proposal in the vicinity of the Pearsons Rd lunette.
- That the alignment of the link road north of the river be directed away from residences in Curran Rd.

The potential for a bridge at Curran Rd is uncertain. The area has extreme cultural significance, and is certainly problematic. For the purposes of the high level strategy, the location of a bridge crossing could only be considered indicative at this stage.

### **Assessment of Consultant's Recommendations**

- **Non-Bypass Related**

#### **1. Three Bridges – Horsham Noradjuha Roads**

##### ***Consultant's Recommendations:***

|    |                                                                                                               |
|----|---------------------------------------------------------------------------------------------------------------|
| R1 | Three Bridges Rd bridge over MacKenzie River be improved to allow unrestricted use of Golf Course Rd          |
| R2 | The intersection of Three Bridges Rd and Horsham Noradjuha Rd be improved to cater for large turning vehicles |
| R3 | The intersection of Horsham Noradjuha Rd and Wimmera Hwy be improved to cater for large turning vehicles      |

In effect, these are all potentially immediate actions and have limited bearing on other aspects of the Strategy. The MacKenzie River bridge is being replaced this spring, and was only load limited for the past 12 months due to a partial failure being identified. It is logical to seek to improve the two intersections (R2 and R3) to encourage continuing use of this existing route as a connection from the Wimmera Highway to the Golf Course Rd industrial area.

The limited public comment on this provided mixed responses. Several submitters indicated "safety concerns with using Three Bridges Rd and Golf Course Rd as a ring road, bus route". While several other submitters supported the use of Three Bridges Road in this manner.

Comments were also made that the road should be widened to cater for heavy traffic, and that there were concerns about the bends, i.e. at Fultons Rd. These comments give weight to the importance of an alternative link across the Wimmera River south-west of Horsham.

In practice, Three Bridges Rd will continue to provide a B-double connection to the Golf Course Rd from the Wimmera Highway or the Noradjuha area – this has been the status quo until recently. This should remain. The suggested improvements to road width and bends also have merit and should be considered as part of these recommendations.

## **2. Intersections**

### ***Consultant's Recommendations:***

|    |                                                                                                                                                                              |
|----|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| R4 | The intersection of Golf Course Rd and Kenny Rd be improved with the construction of a roundabout                                                                            |
| R5 | The intersection of Western Hwy/ Golf Course Rd/Henty Hwy/Plumpton Rd be improved by either traffic signalisation or a roundabout                                            |
| R8 | The intersection of Curran Rd and Western Hwy and Riley Rd be improved to cater for a realignment of the Western Hwy to the west to allow B-Double access over the rail line |

None of the intersection proposals feature prominently in the public submissions. All three of these intersections are recognised as existing problems, either in terms of safety, traffic flow or both.

Public submissions about the Golf Course Rd / Kenny Rd area focussed on concerns about a proposed link road / ring road / bypass. Of relevance to this discussion on intersections, many comments highlighted the presence of a busy school bus stop at the corner of Golf Course Rd and Kenny Road west. Improved intersections in this area should address:

- Improvements to safety and vehicle (bus) access at the bus stop,
- Consideration of the increasing truck traffic entering Enterprise Estate via Ballinger St.
- The intent to not encourage through traffic from Golf Course Rd to Kenny Rd east.

Recommendation 4 should be supported on the basis of these additional concerns.

Recommendation 5 was updated by the Consultant to reflect the changed recommendation to use Plumpton Rd as a link road rather than Golf Course Rd. In practice, this intersection needs improvement irrespective of the presence of a link road.

Regarding recommendation 8, the Consultant's implementation plan also proposes that the Curran Rd / O'Brees Rd / Geodetic Rd / Western Highway intersection would precede any proposals for link roads at these locations.

Recommendations 5 and 8 should be supported by Council on the basis of the existing problems.

It was noted, however, that two submissions indicated that "Geodetic Road should not be used for B-doubles". Improvements to the intersection should cater for B-doubles.

### **3. Western and Northern Link Road**

#### ***Consultant's Recommendations:***

|     |                                                                                                                                                             |
|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------|
| R7  | Curran Rd road reserve be widened to 40m wide to cater for future development and traffic demands and to provide suitable buffers to adjoining properties   |
| R9  | Upgrade Geodetic Rd from Riley Rd to Gatehouse Rd to cater for B-Double traffic                                                                             |
| R10 | Improve the intersection of Blue Ribbon Rd and Dooen School Rd to cater for turning traffic                                                                 |
| R11 | Improve the intersection of Wimmera Hwy/Henty Hwy/Dooen School Rd to cater for entering and turning traffic                                                 |
| R12 | Implement with VicRoads assistance advisory signage installations on the arterial road network to direct heavy vehicles around Horsham on identified routes |

The first four of these recommendations are all relevant to a western/northern link road joining the Wimmera Highway west to the Henty Highway north, which also serves the Wimmera Highway east. Also related is recommendation 8 concerning the intersection at Geodetic Rd / Western Highway which is addressed in the previous section.

A recommendation in the preliminary draft, which proposed a roundabout at Wimmera Highway / Curran Rd, has been dropped in the final draft report, as it is now not anticipated that link roads north and south of Wimmera Highway would be aligned.

The consultant has suggested that this link road might be established in the medium term. In practice, limited work is required to facilitate these recommendations, beyond that proposed for the Geodetic Rd / Western Highway intersection.

The proposal for widening Curran Rd, recommendation 7, refers to the section between Wimmera Highway and O'Brees Rd. This additional width, to 40 m, is proposed to provide buffering from future residential areas. The consultant has anticipated that as the Jenkinson Estate, to the east of Curran Rd, fills in this direction, it will not be desirable to have residential properties adjoining a truck route. In that time frame, it is then proposed that an outer ring road would be constructed along Remlaw Station Rd – Three Mile Rd. Submissions have suggested that this link road would also constrain Horsham's residential growth. If acquisition is required to construct this link, then this instead might be better located further to the west, so as not to provide this constraint. This alternative proposal has merit and is supported.

Recommendation 12 has been added since the preliminary draft. Directional signage will help give effect to the link roads as they are implemented.

The recommendations as amended should be supported, and potentially brought forward from the Consultant's timetable, but commencing only after the Geodetic Rd intersection is improved.

- **Bypass Related Recommendations**

A separate report has been prepared for this Council meeting in relation to the Horsham Bypass. Proposals in this section are subject to the outcome of Council's deliberations on that report.

#### **4. Bypass Route**

***Consultant's Recommendations:***

|     |                                                                                                                                                                                                                    |
|-----|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| R13 | Support a Western Hwy bypass of Horsham on the alignment of VicRoads preferred Option D                                                                                                                            |
| R14 | Encourage VicRoads to revise the Option D bypass interchange at Henty Hwy to incorporate a folded diamond interchange to reduce impact on properties and to reduce the impact on access via the local road network |
| R15 | Construct a full diamond interchange at the north end of bypass Option D to allow unrestricted bi-directional access to Three Mile Rd and to Horsham via the current Western Hwy from the bypass                   |

Recommendation R13 is clearly the most significant recommendation in the Strategy. A separate report to this Council meeting discusses the Bypass. The version of this recommendation in the preliminary draft included conditions which were dependent on resolution of the Aerodrome Master Plan and Wimmera River floodplain crossing. The advice provided to the consultant in his formulation of the final recommendations was that:

- The Final Draft of the Aerodrome Master Plan identifies no conflict for the Option D alignment with future plans for the aerodrome's development.
- VicRoads has ascertained that planning for the floodplain crossing is in accordance with the Wimmera CMA's requirements, i.e. a 1% AEP flood.

Should Council choose to support Recommendation R13, i.e. Option D, then both recommendations R14 and R15 should also be supported, as:

- R14 provides the potential to reduce impacts on houses in the vicinity of the Henty Highway. VicRoads has dismissed this proposal, however, the Planning Panel considered that it should be further pursued.
- R15 provides the ability for traffic at the northern end of Option D to connect towards Horsham or Curran Rd to provide flexibility with a link road on the western flank of Horsham.

This Director also considers that should Option D be supported by Council, that:

- The route at its southern end be aligned slightly closer to Horsham to provide a better connection to the Golf Course Rd industrial area, forming a more efficient connection to WIFT from this area.

- Council encourage Vicroads to undertake direct consultation with the Riding for the Disabled Committee, and assist VicRoads with that consultation, to mitigate impacts of the bypass in that vicinity.

## **5. South - Western Ring Road**

This recommendation is linked with the bypass related recommendations, as if Council were to select Option 5A or a variant as a preferred bypass, this recommendation would default to the bypass. Many people in their submissions indicated that this recommendation would lead to it being a de facto bypass.

### ***Consultant's Recommendations:***

|    |                                                                                                                                           |
|----|-------------------------------------------------------------------------------------------------------------------------------------------|
| R6 | Pursue the opportunity to create a link from Plumpton Rd to Wimmera Hwy including a river crossing in the immediate vicinity of Curran Rd |
|----|-------------------------------------------------------------------------------------------------------------------------------------------|

Significant changes have been made to this proposal based on the public submissions. The following recommendations in the preliminary draft have been omitted:

- A new bridge be constructed over the Wimmera River at Curran Rd
- Curran Rd be constructed from Wimmera River to Wimmera Hwy within the existing road reserve with suitable buffers to adjoining properties
- A roundabout be constructed at Wimmera Hwy and Curran Rd intersection

The key reasons from the submissions for these changes being:

- Concerns about the proximity of a truck route to residences in Curran Rd (south of Wimmera Highway)
- Concerns about the proximity of a truck route to residences and a school bus stop near the Golf Course Rd / Kenny Rd area
- Significant concerns about the proximity of this route to a culturally significant area.
- Concerns that the link road would become a ring road for through traffic from the Western Highway.
- Concerns that this ring road would become a de facto bypass, and a "genuine" bypass would not eventuate.

Other reasons were also expressed, including the impact on recreation and flora/fauna values near the Wimmera River at the proposed Curran Rd crossing.

While the consultant, who is a specialist traffic engineer, is confident that the link road could be designed not to provide an incentive for through traffic, the strong perception of many submitters is that the trucks would utilise this route more than is intended.

Based on the weight and merit of the submissions, the consultant has modified his recommendations regarding this link road / ring road proposal to reflect the need for further detailed planning.

This modified recommendation, as reflected in a re-drawn route on the map in the appendix, implies:

- It is not possible to describe the precise location of a bridge crossing without further liaison with the Barengi Gadjin Land Council.
- Nevertheless, the strategic intent of a link road from the industrial area to the Wimmera Highway west remains valid.
- The amended alignment takes truck traffic away from (current) residential areas.
- The amended intersection arrangement at Wimmera Highway (west of Curran Rd north) discourages through truck traffic.
- Additional liaison is required to validate this proposal.

A proposal that was considered in the stakeholder workshops, and was reflected in some submissions was consideration of a bridge at Bennett Rd or Drummond St for car traffic to provide an alternative means of separating car and truck traffic. This proposal could be considered in the second phase of HITS, in parallel with the further investigation of a south-west bridge option.

This amended proposal should be supported.

## **6. Outer Western Link Road**

### ***Consultant's Recommendation:***

|     |                                                                                                                       |
|-----|-----------------------------------------------------------------------------------------------------------------------|
| R16 | Construct Three Mile Rd and Remlaw Station Rd from the Western Hwy to Wimmera Hwy in conjunction with bypass Option D |
|-----|-----------------------------------------------------------------------------------------------------------------------|

This recommendation is discussed in relation to section 3 above regarding the west – north link. As residential development extends towards Curran Rd, it would be desirable to move the truck route further west. If Option D is selected as a preferred Bypass alignment, then this outer link road would connect well to the Bypass, away from residential area.

If Option D is supported as a Bypass alignment, then this outer link road is a sound proposal to cater for an expanding Horsham residential area, keeping truck traffic away from houses.

## **7. Railway Line Relocation**

### ***Consultant's Recommendation:***

|     |                                                                                                                                     |
|-----|-------------------------------------------------------------------------------------------------------------------------------------|
| R17 | Pursue the opportunity to relocate the rail line from Horsham and create a co-location opportunity for a rail line/bypass alignment |
|-----|-------------------------------------------------------------------------------------------------------------------------------------|

Should Option D be supported as an alignment for the Bypass, then cost savings could be realised if the railway line is relocated at the same time (effectively slightly in advance) of the Bypass construction. The Aerodrome Master Plan, draft, proposes

that if the railway line is relocated it should be well away from the Aerodrome – not close to the Option D alignment.

The relocation of the railway line has not yet been supported by Council. A consideration in this regard is the location of a passenger railway station.

Council should note this recommendation for now, subject to its consideration of a bypass alignment preference. A decision on relocation of the railway line will require further investigation, but this must be completed well in advance of construction of the Horsham Bypass. The relocation would be costly - detailed plans and a business case would be required to lobby for the funding required to enable this relocation to be proposed.

Noting this recommendation does not adversely impact on other recommendations.

### **Consultation**

The engagement process for HITS has been outlined earlier, and in the final draft Strategy.

While the engagement process was considered to be an effective process when adopted by Council, public submissions have indicated that it was not as successful as desired, with some people indicating:

- A lack of awareness of the issues
- Not enough time to provide feedback.

The extensions of time for submissions, including the ability to provide submissions up to 13 September has in part addressed this.

Council's engagement methods will take on board these comments about the consultation process for HITS, in particular for projects that have potentially significant impacts on people.

### **Conclusion**

There is clearly a strong link between the HITS recommendations and Council's consideration of a preferred bypass route. For this reason, the recommendations below are structured to take account of Council's consideration on the bypass route.

### **Recommendation**

1. That the following recommendation from the HITS strategy be adopted, with the additional conditions listed in the third column in the table below.

|    | <b>Recommendation</b>                                                                                | <b>Additional Conditions</b>                                                              |
|----|------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------|
| R1 | Three Bridges Rd bridge over MacKenzie River be improved to allow unrestricted use of Golf Course Rd | The road width and bends be investigated to ensure safety suited to the intended traffic. |

|     |                                                                                                                                                                              |                                                                                                                                                                                                         |
|-----|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| R2  | The intersection of Three Bridges Rd and Horsham Noradjuha Rd be improved to cater for large turning vehicles                                                                | Nil                                                                                                                                                                                                     |
| R3  | The intersection of Horsham Noradjuha Rd and Wimmera Hwy be improved to cater for large turning vehicles                                                                     | Nil                                                                                                                                                                                                     |
| R4  | The intersection of Golf Course Rd and Kenny Rd be improved with the construction of a roundabout                                                                            | Improvements also be made to address safety of the bus stop in this vicinity, to cater to truck traffic accessing Ballinger St, and to discourage through traffic from Golf Course Rd to Kenny Rd east. |
| R5  | The intersection of Western Hwy/ Golf Course Rd/Henty Hwy/Plumpton Rd be improved by either traffic signalisation or a roundabout                                            | This is an immediate priority that should be discussed with VicRoads.                                                                                                                                   |
| R8  | The intersection of Curran Rd and Western Hwy and Riley Rd be improved to cater for a realignment of the Western Hwy to the west to allow B-Double access over the rail line | Nil                                                                                                                                                                                                     |
| R7  | Curran Rd road reserve be widened to 40m wide to cater for future development and traffic demands and to provide suitable buffers to adjoining properties                    | The alignment of this link be located further to the west.                                                                                                                                              |
| R9  | Upgrade Geodetic Rd from Riley Rd to Gatehouse Rd to cater for B-Double traffic                                                                                              | Nil                                                                                                                                                                                                     |
| R10 | Improve the intersection of Blue Ribbon Rd and Dooen School Rd to cater for turning traffic                                                                                  | Nil                                                                                                                                                                                                     |
| R11 | Improve the intersection of Wimmera Hwy/Henty Hwy/Dooen School Rd to cater for entering and turning traffic                                                                  | Nil                                                                                                                                                                                                     |
| R12 | Implement with VicRoads assistance advisory signage installations on the arterial road network to direct heavy vehicles around Horsham on identified routes                  | Nil                                                                                                                                                                                                     |

2. That the following recommendations from the HITS strategy be adopted subject to Council's separate consideration of a preferred bypass alignment.

|     | <b>Recommendation</b>                                                                   | <b>Additional Condition</b>                                                                                                      |
|-----|-----------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------|
| R13 | Support a Western Hwy bypass of Horsham on the alignment of VicRoads preferred Option D | The route at its southern end be aligned closer to Horsham to provide a better connection to the Golf Course Rd industrial area. |

3. That the following recommendations from the HITS strategy be adopted should Option D be selected as a bypass alignment at a later stage.

|     | <b>Recommendation</b>                                                                                                                                                                                              | <b>Additional Condition</b>                                                                                                                                                                                      |
|-----|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| R14 | Encourage VicRoads to revise the Option D bypass interchange at Henty Hwy to incorporate a folded diamond interchange to reduce impact on properties and to reduce the impact on access via the local road network | Nil                                                                                                                                                                                                              |
| R15 | Construct a full diamond interchange at the north end of bypass Option D to allow unrestricted bi-directional access to Three Mile Rd and to Horsham via the current Western Hwy from the bypass                   | Nil                                                                                                                                                                                                              |
| R6  | Pursue the opportunity to create a link from Plumpton Rd to Wimmera Hwy including a river crossing in the immediate vicinity of Curran Rd                                                                          | Involving significant liaison with the Barengi Gadjin Land Council and the community.<br><br>Linked to consideration of an alternative bridge crossing at Bennett Rd or Drummond St in the second stage of HITS. |
| R16 | Construct Three Mile Rd and Remlaw Station Rd from the Western Hwy to Wimmera Hwy in conjunction with bypass Option D                                                                                              | Nil                                                                                                                                                                                                              |

4. That the following recommendation be noted:

|     |                                                                                                                                     |
|-----|-------------------------------------------------------------------------------------------------------------------------------------|
| R17 | Pursue the opportunity to relocate the rail line from Horsham and create a co-location opportunity for a rail line/bypass alignment |
|-----|-------------------------------------------------------------------------------------------------------------------------------------|

5. The Consultant's final draft report be amended to reflect the adopted recommendations, and the report be adopted on that basis.

**Moved Cr Grimble, Seconded Cr Radford that the report be received, that the recommendations be noted and that Council -**

- 1. Commit to further consultations to determine what elements it may or may not progress to further planning.**
- 2. Acknowledge work of stage 2 and stage 3 needs to be completed to inform the final overlay strategy.**

**Cr Grimble presented his motion in writing.**

**Moved Cr Grimble, Seconded Cr Radford that Standing Orders be suspended to allow time for Cr Grimble's motion to be photocopied.**

**CARRIED**

The time being 7.45pm the Council Meeting was suspended.

**Moved Cr Grimble, seconded Cr Radford that Standing Orders resume.**

**CARRIED**

The time being 7.51pm the Council meeting resumed.

A copy of Cr Grimble's motion was distributed to all Councillors.  
Cr Grimble then spoke to his motion (copy of motion below).

**Moved Cr Grimble, Seconded Cr Radford that the report be received, that the recommendations be noted and that Council -**

- 1. Commit to further consultations to determine what elements it may or may not progress to further planning.**
- 2. Acknowledge work of stage 2 and stage 3 needs to be completed to inform the final overlay strategy.**

**CARRIED**

**Moved Cr Radford, Seconded Cr Grimble that in the light of the Horsham Integrated Transport Strategy process, that Council review its Community Engagement Policy.**

**CARRIED**

**Moved Cr Exell, Seconded Cr Radford that more appropriate discussions be held with the community with regard to the Horsham Integrated Transport Strategy and Passenger Rail before any decisions are made to relocate the rail line from the Horsham CBD.**

**CARRIED**

#### **10.5.4 WESTERN HIGHWAY – HORSHAM BYPASS**

John Martin      File Ref: F02/A01

##### **Purpose**

To provide information to Council to assist in its review of its position relating to a preference or non-preference for bypass alignment options.

##### **Background**

Council adopted its current position in relation to the Horsham Bypass at the Council meeting on 7 September 2015, as follows:

1. Council does not support Bypass routes B2 and or D
2. Council brief the State Government on its decision
3. Council maintains its support for a Bypass of Horsham and continues not to identify a clear preference.

Some of the key points raised in the debate on this motion were:

- A lack of community confidence in the VicRoads reports, due to inaccuracies.
- The need for good process and community input to make an informed decision.
- The need to show empathy for those potentially impacted.
- The clear error associated with the proximity of Option B2 to the Aerodrome.
- Potential impacts on the floodplain, including climate change impacts and Burnt Creek flooding. The debate also recognised that the impacts of flooding could be allowed for in the design, at a cost.
- That truck traffic will not be removed from Horsham by a bypass alone, other highways need to be considered.
- A greater emphasis needs to be placed on servicing the Wimmera Intermodal Freight Terminal (WIFT) at Dooen.
- Consideration should be given to rail relocation as part of the assessment
- Social impacts of bypass routes are a very significant concern.
- Whether by expressing non-support for a particular option, that would imply that Council was putting others in the spotlight. [Although it was also said that only Options B2 and D were being considered at that stage].
- That VicRoads needed to do further work on its studies.

An intended outcome of the motion was that Council would be able to review its position if new information became available.

A range of new information is now available including:

- Information from the Horsham Integrated Transport Strategy, including the more than 330 submissions on this.

- The Aerodrome Master Plan which is being considered by Council at this meeting.
- The Objectives and Strategies in section 21.11-2 of Council's new Municipal Strategic Statement.
- The Planning Panel report and recommendations on the Horsham Bypass amendment.

This information is presented in this report.

### **Planning Panel Outcomes**

At the commencement of the Planning Panel process, in October 2015, VicRoads advised the Panel that it no longer intended to pursue alignment B2. In a large part this was based on Council's submissions, which highlighted the proximity of alignment B2 to the aerodrome as a flaw with that option.

The issue of errors in the reports was addressed by the Planning Panel in its report on p86, as follows:

#### ***Information errors***

*The errors in reports related to the Bypass were clearly a concern of many submitters. Differing interpretations of information also occurred, although that is likely to happen in a project as controversial as this.*

*The Panel supports the position of VicRoads on this matter. It is probable that there would be community dissatisfaction with the outcome even if factual errors and misinterpretations had not occurred.*

*The Panel considers that the main issue is the lack of trust in the planning and decision making process, which in turn led to an unfortunate focus on issues of detail rather than the central concerns relating to the project. If a level of trust and confidence existed between the parties, matters of factual detail could easily have been resolved.*

And further in the summary to its report on p i:

*Whilst none of the identified deficiencies are necessarily fatal to the ultimate choice of Option D as the preferred alignment, the Panel is of the view that further work is required to give confidence that a Public Acquisition Overlay on the Option D alignment is acceptable.*

An issue that arises in some of the submissions on the Horsham Integrated Transport Strategy (HITS) is an expectation that all the Planning Panel recommendations should have been dealt with through the HITS process. This was not the intention of HITS, as most of the recommendations are directed to VicRoads.

The table below presents the Panel recommendations and commentary from this Director on the status of each of the recommendations.

| <b>Panel Recommendation</b>                                                                                                                                                                                                                                                                                                                                 | <b>Status</b>                                                                                                                                                                                                                                                                           |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Amendment C72 to the Horsham Planning Scheme should be deferred pending re-examination of the strategic assumptions that underpinned the route selection choice. The review should consider any changed strategic directions arising out of Amendment C75, and should be carried out in collaboration with Horsham Rural City Council and the community. | <p>VicRoads does not appear to have initiated this.</p> <p>Amendment C75 relates to Council's updated MSS. A review of that for various bypass options is presented later in this report.</p>                                                                                           |
| 2. VicRoads carry out more detailed examination of the following matters in relation to the Option D alignment, including:                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                         |
| a) Review the impact of Option D on planning for the extension of the north-south runway at Horsham Aerodrome.                                                                                                                                                                                                                                              | The final draft Aerodrome Master Plan resolves that the Aerodrome can be cost effectively extended to the north.                                                                                                                                                                        |
| b) Review the design of the Option D Wimmera River floodplain crossing in conjunction with Wimmera Catchment Management Authority to confirm the appropriate design standard; the length of floodplain crossing; the required floodway structures; and a more accurate estimate of costs.                                                                   | VicRoads has confirmed the Wimmera CMA requirement of modelling to 1% AEP. Council's position has been that a larger flood should be provided for. A more accurate cost estimate does not appear to have been determined by VicRoads.                                                   |
| c) Develop a revised Social Impact Assessment for Route D, including analysis of impacts on the Wimmera River Riverside environs and the Riding for the Disabled Centre, assessing ways that impacts can be mitigated.                                                                                                                                      | VicRoads has indicated that it does not intend to do the full social impact review. It has indicated that it would liaise with the Riding for Disabled. Council should facilitate this. Council should also ensure that continuity of recreation can proceed along the river bank area. |
| d) More accurately consider access arrangements for each stage of the Bypass to a higher level of detail, with a view to more accurately defining and reducing the Public Acquisition Overlay extent.                                                                                                                                                       | Specifically addressed in recommendation 4.                                                                                                                                                                                                                                             |
| e) Review other aspects of the project as required (e.g. visual impact; flora and fauna impacts; cultural heritage) if the above work results in changes to the alignment or built form of the project.                                                                                                                                                     | Conditional on material changes in route.                                                                                                                                                                                                                                               |
| 3. Horsham Rural City Council support                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                         |

| <b>Panel Recommendation</b>                                                                                                                                                            | <b>Status</b>                                                                                                                                                                                                                                                                                                         |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| the review of the most appropriate Horsham Bypass alignment by immediately commencing the following work:                                                                              |                                                                                                                                                                                                                                                                                                                       |
| a) An Integrated Transport Plan for Horsham.                                                                                                                                           | Presented for finalisation at this Council meeting.                                                                                                                                                                                                                                                                   |
| b) A Master Plan for Horsham Aerodrome.                                                                                                                                                | Presented for adoption at this Council meeting.                                                                                                                                                                                                                                                                       |
| 4. In the event that the Option D alignment is implemented:                                                                                                                            |                                                                                                                                                                                                                                                                                                                       |
| a) Adopt the revised alignment for the Henty Highway as shown in AECOM Plans SKE-0004 & SKE-0005.                                                                                      | A minor change in alignment which takes the deviated Henty Highway slightly away from 2 houses.                                                                                                                                                                                                                       |
| b) Reduce the Henty Highway reservation to 40m width.                                                                                                                                  | It is understood that VicRoads will do this.                                                                                                                                                                                                                                                                          |
| c) Reduce the Public Acquisition Overlay between Blue Ribbon Road and Geodetic from 120m wide to 100m wide (excluding the local road crossings at Blue Ribbon Road and Geodetic Road). | It is understood that VicRoads will do this.                                                                                                                                                                                                                                                                          |
| d) Realign the Public Acquisition Overlay north of Horsham-Lubeck Road and south of Wimmera River to the east in accordance with AECOM Plans SKE- 0002 & SKE-0003.                     | These plans show the proposed realignment which takes the alignment closer to a property boundary, and does not increase the level of impact on houses. The changed alignment does not address access issues for L&C Trigg who have frequently commented on the proximity of the overpass to their property entrance. |
| 5. VicRoads should consider including a reassessment of Option 5A (or a variation on that route) in parallel with further work on Option D.                                            | VicRoads has indicated it is not doing this. A review of some key aspects of Option 5A is presented below with consideration of other options.                                                                                                                                                                        |

Some further recommendations of the Panel were also embedded in the document and not listed as specific formal recommendations in the report, in particular:

- *“The Panel is not entirely convinced that a loop (or Parclo) interchange is unworkable.” (in relation to the Henty Highway interchange, p43)*

This is the same as the HITS Consultant’s recommendation R14, to pursue a folded diamond interchange at the Henty Highway. VicRoads has identified concerns expressed by the trucking industry and potential safety issues to rule out this proposal. However, it should be thoroughly investigated, as if viable, it could reduce the impacts of Option D on houses near the Henty Highway / Riverside Rd area.

Of relevance to later discussion in this report, the Planning Panel provides insight into the merit of Option 2, stating on p81 of its report:

*The Panel agrees that Option 2 does not warrant further consideration, primarily for the following reasons:*

- o It is the highest cost option (This creates a related problem that it is less likely to be funded in the short term).*
- o It bypasses Horsham by over 15 km raising concerns about the impact on businesses in the town.*
- o The alignment around Dooen and impacts on that township are unresolved.*
- o It has the highest land severance impact. (p81)*

*The Panel acknowledges that Option 2 has some advantages over other options, but on balance cannot be supported.*

### **Horsham Integrated Transport Strategy (HITS)**

Development of the HITS has addressed some of the issues raised in the 7 September 2015 debate, as follows:

- HITS has provided a significant insight into truck traffic into and through Horsham, on the Western Highway and the other regional highways, the Henty and Wimmera. The network of link roads identified in HITS provides a means of connecting the regional highways, and would link effectively to a future Option D bypass.
- HITS has given good consideration to WIFT, both with the short-medium term link roads, and with the proposal to support Option D as a bypass.
- HITS addresses the potential for rail relocation, although further investigation is still clearly required.
- The process for community engagement, and transparency of process for HITS were significantly improved on the earlier VicRoads' process. Community feedback, however, has highlighted that the engagement was not as effective as had been planned. Nevertheless, in excess of 300 public submissions have been received, compared to about 80 for the VicRoads Planning Panel process.

### **Aerodrome Master Plan**

A separate report to this Council meeting proposes the adoption of the Aerodrome Master Plan. One of the outcomes of the Master Plan is the recommendation that provision for a future extension of the north-south runway be directed to the north.

An issue related to the bypass arises in consideration of the Master Plan, being the potential for incidents at runway ends. The Planning Panel assessed this issue, on p47 of its report, as follows:

*The Panel noted many submissions that praised the safety of the aerodrome, enhanced by its proximity to open and relatively flat paddocks. All of the parties to the hearing wished to ensure that this safety was not compromised.*

*The evidence presented to the Panel indicated that a bypass located along Gatehouse Road would have minimal impact on the current operation of the aerodrome. Issues such as the potential distraction of drivers, possible reduction in safety for planes experiencing engine failure or the confusion for pilots as a result of street lighting along the Bypass were not likely to be significant, if the 17-35 runway is not extended towards the south. While there is no desire to support a 'lowest common denominator', the experience of aerodromes in other parts of Australia suggests that the current gap between the end of the runway and the Bypass is adequate to meet operational requirements comfortably.*

A review of crash data for aircraft and on roads provides further insight into this. Data provided by the consultant for the Aerodrome Master Plan indicates that piston-powered non-commercial aircraft have crash rates of 3.27 per million movements. For Horsham at about 10,000 movements per year, this equates to one crash about every 30 years.

In comparison, data gained for the VicRoads bypass studies on kilometres travelled, and updated crash statistic data for different classes of roads (data for period 2007-11 supplied by VicRoads), shows the following casualty crash rates for each 100 million km travelled:

- |                                                       |               |
|-------------------------------------------------------|---------------|
| • Country/Urban/All Classes of Roads                  | 20.32 – 21.84 |
| • Country/Non-Urban/Un-Divided (initial bypass)       | 12.89         |
| • Country/Non-Urban/Divided (freeway standard bypass) | 8.38          |

The VicRoads bypass report "Traffic Analysis", p25, Table 13, shows the kilometres travelled for a range of bypass options are all in the order of 240,000 km per day, which is 0.876 "100 million km" per year.

This means that the annual casualty crash rates for these three classes of roads would be:

- |                                                       |             |
|-------------------------------------------------------|-------------|
| • Country/Urban/All Classes of Roads                  | 17.8 – 19.1 |
| • Country/Non-Urban/Un-Divided (initial bypass)       | 11.3        |
| • Country/Non-Urban/Divided (freeway standard bypass) | 7.3         |

These statistics provide important context on the relative importance of a bypass. The crash statistics of 1 in 30 years for aircraft for Horsham is not desirable. However, saving between 6 and 10 casualty crashes per year through implementation of a bypass (any bypass alignment) would seem to be a very worthwhile objective.

### **Consideration of Bypass Route Alignments – Municipal Strategic Statement**

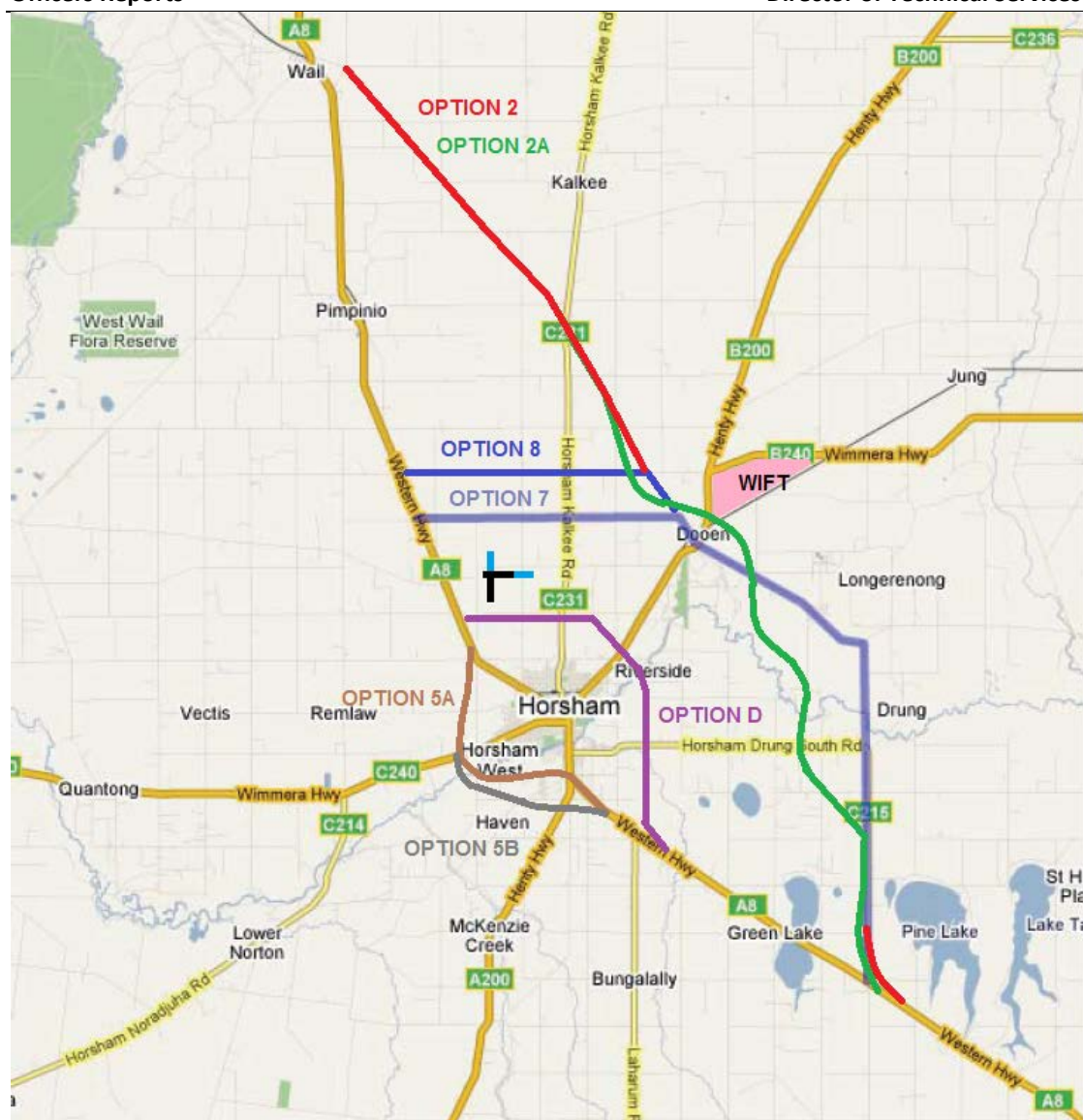
Council's submission to VicRoads in February 2013 outlined a range of criteria that VicRoads should use in its assessment of a Bypass route. That submission provided much of the background for development of Section 21.11-2 "Horsham Western Highway Bypass" in Council's adopted new Municipal Strategic Statement (MSS) which is now being forwarded to the Minister for consideration.

This Director has conducted an assessment of the merit of four bypass options against the strategies in this section of the MSS. The options being:

- Option 5A/5B
- Option D
- Option 2 / 2A
- Option 7/8 (From the Parsons Brinckerhoff 2009 Bypass Reports)

Options 2/2A and 7/8 are being included in this comparison to address community interest in consideration of routes further out of Horsham which has been expressed in some of the public submissions to HITS.

The alignments of the routes are shown (approximately) in the diagram below. Not all details of variants of some options are shown.



The analysis of the relevant section of the MSS is presented in **Appendix 10.5E**.

The following summary is provided on each bypass option, based on the MSS analysis:

- Option 5A/5B rated very poorly in relation to restricting access to communities and blocking local roads.
- Option D rated poorly in the same aspects as Option 5A/5B, but rated better than 5A/5B in terms of connection to other highways.
- Options 7/8 and Option 2/2A rated similarly in most areas, and better than Options D and 5A/5B in most areas, in particular impacts on residences.
- These options did not rate as well in terms of connections to other highways, in particular as they provide no practical connection to the Wimmera Highway west or Henty Highway south, and could not readily be incorporated in a link road / ring road network, as developed through HITS.

But the MSS analysis also indicated to this Director that:

- Some of the strategies relating to floodplain and aerodrome were to an extent repetitive, and did not greatly assist differentiation between the options.
- There was no strategy focussed on mitigating business impacts through selection of a route alignment.

### **Public Submissions to Horsham Integrated Transport Strategy**

A summary of public submissions to HITS has been included in the report on that Strategy to this Council meeting. Summary information on the submissions is again shown here.

Of the 295 submissions reviewed by the consultants:

- 139 supported Bypass Option D
- 73 supported Bypass Option 5B
- 21 supported other Bypass alignments
- 113 supported a ring road / link road in the west of Horsham
- 110 did not support such a ring road / link road.

This Director's interpretation of the submissions, in this regard, is not that there is about 2:1 support for Option D over Option 5B, rather that it represents a broad level of community concern against either option, generally along the lines of "not in my backyard".

Some of the key reasons stated in submissions for supporting or not supporting particular Bypass alignments included:

| <b>Option</b>    | <b>Reasons</b>                                                                                                                                                                                                                                                                               |
|------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| For Option D     | <ul style="list-style-type: none"><li>• Services WIFT well</li><li>• Connects well with Henty Highway</li><li>• Minimal disturbance to residences</li><li>• Does not constrain Horsham residential growth</li></ul>                                                                          |
| Against Option D | <ul style="list-style-type: none"><li>• Impacts on residences in Riverside and the Riding for the Disabled facility</li><li>• Impacts on Aerodrome</li><li>• Impacts and cost of crossing the Wimmera River floodplain</li></ul>                                                             |
| For Option 5A/5B | <ul style="list-style-type: none"><li>• Connects well with Wimmera Highway</li><li>• Potential to serve Golf Course Rd industrial area</li><li>• Cheapest, more likely to be built soon</li><li>• Minimal impact on floodplain</li><li>• Close to CBD, from a business perspective</li></ul> |

| <b>Option</b>                                    | <b>Reasons</b>                                                                                                                                                                                                                            |
|--------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Against Option 5A/5B                             | <ul style="list-style-type: none"> <li>• Divides Haven community from Horsham</li> <li>• Too close to residential growth area</li> <li>• Impacts on highly significant Cultural Heritage area</li> <li>• Does not link to WIFT</li> </ul> |
| For Other Options (further out), e.g. 7,8, 2, 2A | <ul style="list-style-type: none"> <li>• Least impact on residences, now or future</li> <li>• Services WIFT well</li> </ul>                                                                                                               |
| Against Other Options                            | <ul style="list-style-type: none"> <li>• High cost, unlikely to be built</li> <li>• Remote from Horsham businesses</li> </ul>                                                                                                             |

Taking account of the community submissions to HITS, the following further comments are provided about the bypass options:

- Both Options 5A/5B and Option D attracted a lot of community concern, often for similar issues, but in different areas. Both the Haven and Riverside communities would feel (and be) significantly impacted by the respective bypass alignments. If VicRoads was to review its social impact assessment, the key outcome would be the depth of community concern about the proximity of these two options to residential areas, in terms of direct impact, access and amenity.
- The cultural significance of the lunette at Pearsons Rd is very problematic for any transport options in its vicinity, either Bypasses or link roads. The significance of this site has been understated in earlier cultural heritage assessments.
- Concerns raised about a bypass on the floodplain appear to be adequately addressed by VicRoads in its liaison with Wimmera CMA. Council should continue to pursue that a higher standard of design be applied to the passage of flood flows than the 1% AEP standard sought by the CMA. The additional cost of the floodplain crossing remains an issue, however VicRoads appears confident that funding for Option D, with this floodplain crossing could be gained. Importantly, any ring road concept for Horsham will need an eastern connection to provide a practical link from the Golf Course Road area to the Henty Highway north and WIFT. This eastern connection will traverse the floodplain.

### **Summary of Bypass Information**

This section aims to summarise information in this report that might assist Council reviewing its position regarding a bypass.

Information presented earlier in the report outlined the Panel's position, that Option 2 not be pursued. This Director considers that this assessment by the Panel would also apply to a large degree to Options 7 and 8, although the cost of Options 7 and 8 would be significantly less than Option 2/2A.

Combining the range of information in the report suggests the following position:

- Option 2/2A.
  - o Fatally flawed due to cost, impact on business and lack of an ability to form an effective network, when combined with other link roads to connect to the other regional highways and Horsham.
- Option 5A/5B.
  - o Probably fatally flawed in relation to the alignment proximity on or near the Pearsons Rd lunette.
  - o Fatally flawed due to the community severance and enclosing of the residential growth area.
- Option 7/8.
  - o Flawed due to poor link to some regional highways, probably flawed due to impact on business. Likely to be costly, but perhaps not much different from Option D.
- Option D.
  - o Flawed due to community impacts, but less so than Option 5A/5B.

This Director's view is that of these options, Option D is "less flawed" than the other options.

Council's earlier position, expressed in its submission to VicRoads in February 2013, is worth reflecting on. The key principles in the submission were:

- A bypass is needed to promote safety and amenity benefits to Horsham and its 14,000 residents.
- Every route has its advantages and disadvantages.
- Council does not support one specific route or combination of routes over another, but submits that as a priority the selected route should have minimal impact on residences and farms, and make provision for future extension to the aerodrome.
- Cost should not be the determinant for selection of the preferred route.
- The basis of the selection of the preferred route by VicRoads should be discussed with Council prior to finalisation by VicRoads.

These principles are considered to still be very relevant.

The key outstanding items from the Council debate on 7 September 2015 appear to be:

- assessing and addressing social impacts, and
- showing empathy for those impacted.

Options 5A/5B and D both have significant social impacts. A preliminary assessment in this regard is that, over time, Option D will have a lesser social impact than Options 5A/5B, because:

- In the long term, Option D will impact on fewer houses. The impact of Option D would be immediate, but finite, and likely to be in the range of tens of houses (direct and nearby). The properties along the Option D alignment are unlikely to see significant subdivision, due to floodplain and farming zone constraints, and therefore the increase in residential property numbers is likely to be small.
- Option 5A/5B might have lower current levels of impact on residences, but in the long term, projected urban growth patterns will result in this alignment being immediately adjacent to residential areas, and provide a constraint on future growth opportunities. The long term social impact could be measured in the hundreds of properties. Added to this, the severance of Haven from Horsham is stark with Option 5A/5B.

Option D also impacts significantly on one large farming enterprise and a number of smaller enterprises. In their submissions, members of the Moore family have highlighted this impact, and that the provision of compensation does not immediately assist them in procuring available farm land on the Kalkee Plains, land which they rightly say is “tightly held”. A transition for the Moore family to secure the land it needs to continue its farming operation, without impact, could take many years.

Similarly, the impacts of Option D on people who own rural residential and small farming properties in the Riverside area may be mitigated over time. In the medium term, properties will be sold, and bought by new owners who would be aware of a bypass alignment, if it is formalised. While the Public Acquisition Overlay remains un-gazetted, families in the Riverside area are living with uncertainty, and a lack of a clear compensation framework to address perceptions of loss of market value. When the PAO is gazetted, VicRoads compensation will be able to offset property devaluations, and enable fair returns on these sales.

Council should play a role in ensuring that appropriate compensation arrangements are in place. This can only commence when a PAO is in place.

## **Conclusions**

In its report, the Planning Panel said, on p72, that -

*“the Amendment process should be deferred until more extensive research is carried out and stronger community ownership achieved.”*

Much of the needed research has been done, but not regarding social impacts. Results of the HITS submissions show a strong concern about Options D and 5A/5B in particular, to the extent that “strong community ownership” is not going to be obtained for any bypass option.

The new research, as outlined in this report, does provide a basis for Council to revise its 7 September 2015 position, but probably not enough to identify a preferred alignment.

Most of the concerns associated with Option D have been addressed. But clearly the social impacts remain unresolved. Further work by VicRoads on these impacts may provide clearer insight into the viability of Option D – it would be premature to abandon this Option.

Part of Council's submission to the Planning Panel, as summarised in the report on p83 states:

*At a local level, the process of resolving the route alignment has the potential to pit parts of our community in opposition to each other.*

*The decision is best made through an independent State Government process. Council has continually maintained its position that each route has advantages and disadvantages, and whichever route is ultimately selected will have adverse impacts on parts of our community, which will need to be addressed.*

*Council has for a considerable period of time adopted the position of not identifying a preference for any route alignment*

But the Panel also states, on p 86

***The role of Horsham Rural City Council***

*The Panel supports the Council's decision to transfer the role of Planning Authority to VicRoads. The Bypass is a significant project for the State, and VicRoads has the expertise and resources to carry out the role.*

*However, the Panel does not support Council's subsequent position, that it should not commit to options on the basis that there will be winners and losers in the Horsham community with each of the options. The Bypass is a major project of considerable significance to the municipality - its planning is inevitably controversial, because different routes will have their supporters and opponents. This is precisely when the community leadership of an active, well-prepared local government is needed.*

*If a future planning process takes place, the Panel expects the Council to be an active partner from the beginning, playing a much more strategic role than that of providing critiques of the material prepared by VicRoads and its consultants.*

All alignment options still appear to have some flaws, with this Director's assessment being that Option D is least flawed, but clearly in need of further assessment of social impacts. This should include further fine-tuning of route alignments to reduce these impacts, including much needed improved interchange arrangements at the Henty Highway – an area of significant potential impact.

In the absence of this additional information, it is difficult to form a clear alignment preference. Based on the information available, Council should review its position regarding the bypass along the following lines:

- Council maintains its support for a Bypass of Horsham and continues not to identify a clear preference.
- Council does not support any route alignment that would impact on land identified for the future development of the Horsham Aerodrome in its Aerodrome Master Plan.

### **Recommendation**

1. That Council advise the Ministers for Planning and Roads, and VicRoads that -
  - Council maintains its support for a Bypass of Horsham and continues not to identify a clear preference.
  - Council does not support any route alignment that would impact on land identified for the future development of the Horsham Aerodrome in its Aerodrome Master Plan.
2. Council recommend to VicRoads that it conduct a thorough assessment of social impacts, as recommended to VicRoads by the Planning Panel, including a review of potential route alignments to minimise impacts on the community including specific liaison with the Riding for the Disabled Committee.
3. Council continue to advocate that a higher standard of design be applied to the passage of flood flows than the 1% AEP standard sought by the Wimmera CMA.

### **Moved Cr Grimble, Seconded Cr Radford -**

1. That Council advise the Ministers for Planning and Roads, and VicRoads that
  - Council maintains its support for a Bypass of Horsham and continues not to identify a clear preference.
  - Council does not support any route alignment that would impact on land identified for the future development of the Horsham Aerodrome.
2. Council recommend to VicRoads that it conduct a thorough assessment of social impacts, as recommended to VicRoads by the Planning Panel, including a review of potential route alignments to minimise impacts on the community including specific liaison with the Riding for the Disabled Committee.

3. Council continue to advocate that a higher standard of design be applied to the passage of flood flows than the 1% AEP standard sought by the Wimmera CMA.

**CARRIED**

**Cr Grimble called for a Division of Council**

**For the motion**

This was a unanimous decision.

**Moved Cr Clarke Seconded Cr Barber that Standing Orders be suspended to have dinner.**

**CARRIED**

The time being 8.48pm the Council meeting was suspended.

**Moved Cr Clarke, Seconded Cr Barber that Standing Orders resume.**

**CARRIED**

The time being 9.21pm the Council meeting resumed.

**10.5.5 CONTRACT 17/007 - RECONSTRUCTION OF HENNESSY STREET, HORSHAM**

Ram Upadhyaya

File Ref: F13/A02

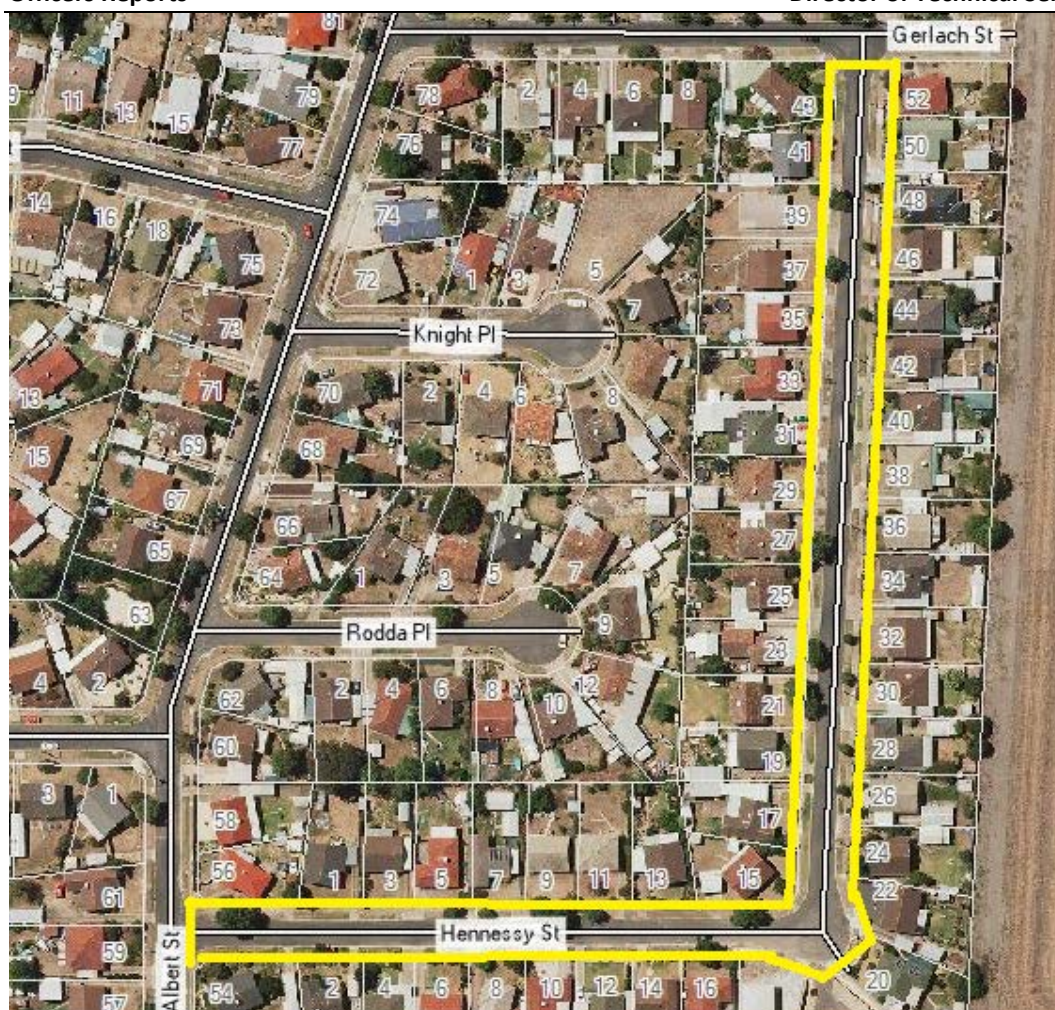
**Purpose**

To advise Council of the tender process for reconstruction of Hennessy St and recommend awarding the contract to the preferred tenderer Mintern Civil of Horsham.

**Background**

As part of the 2016-17 capital works program 2016-17, tenders were sought via advertisements in the Wimmera Mail-Times newspaper and Council's website, to appoint an appropriately qualified and skilled contractor to undertake reconstruction of Hennessy Street. Tender invitations were released on 4 August 2016 and closed on 31 August 2016.

The road is to be reconstructed between Albert Street and Gerlach Street. The works involve construction of a full width road pavement, installation of road drainage and kerb and channel, as well as replacement of the majority of the footpath (Hennessy St has footpaths on both sides of the road). The extent of works is shown in the diagram below.



At the close of tenders three offers were received from the following:

1. MF & JL Willmore Pty Ltd, Horsham
2. Mintern Civil, Horsham
3. Millers Civil Contractors, Horsham

Details of tenders are included in the ***Confidential Briefing Paper***.

The tender evaluation panel consisted of the Asset Engineer, Senior Project Engineer and Engineering Assistant.

### Issues

The panel determined that all the tenders were conforming. The panel then evaluated them in line with the criteria nominated in the tender documents, being –

- Appreciation of the work, methodology and challenges– 15%
- Commercial and financial– 15%
- Project experience and delivery capability – 10%
- Project team and experience – 15%
- Safety, quality and environmental – 15%
- Price – 30%

The panel concluded that the highest scoring tender of Minter Civil would provide the best value for money. This tender is also the lowest priced.

### **Consultation/Communication**

Communication about local access arrangements during the construction period will occur closer to the start of works, this will include liaison with the bus operator.

### **Financial**

Council had allowed \$418,000 for this work under account number W6148 in the 2016-17 financial year. The preferred tender is priced at \$368,686.95 (excluding GST).

The funds for this works are being sourced from Infrastructure Gap Renewal Funds.

### **Links To Council Plans, Strategies, Policies**

The Council Plan 2014-18 includes under Goal 3 – Asset Management the following aim:

- 3.4 Deliver works to develop and maintain Council's physical assets for long term sustainability, amenity and safety

### **Recommendation**

That Council award Contract No: 17/007 Reconstruction of Hennessy Street to Minter Civil, Horsham for the tendered price of \$368,686.95 (ex. GST).

**Moved Cr Clarke, Seconded Cr Radford that the recommendation be adopted.**

**CARRIED**

## **9. COUNCILLORS' REPORTS**

**Moved Cr Grimble, seconded Cr Radford that Councillors table a written report for tonight's Council meeting and forward to the minute taker.**

**CARRIED**

**The following reports are tabled below.**

### **Cr Phillips (Mayor)**

- 6 September – Principal for the Day and the Horsham Special School with Matt Copping. Fortunate to have such a special place in Horsham for the whole region. This is far more than a school, from play groups to employment.
- 6 September – Horsham Integrated Transport Strategy consultation where 110 people attended.
- 8 September – MAV Annual Conference and awards dinner. Congratulations to Cr Pam Clarke for her 10 year contribution to Local Government. Cr Phillips also attended the MAV State Council meeting on 9 September.
- 13 September – Audit Committee and WDA Board meeting in Kaniva.
- 16 September – Meeting with Horsham Taxis at their request about the taxi rank operations.
- 17 September – 100 years of Horsham Scouting and unveiling of the commemorative plaque.
- 17 September – Queen's Scout award to Jessica O'Donnell.
- 18 September – Grampians Challenge Way was cancelled due to excess water in the Grampians
- 19 September – Police Medal presentations.

### **Cr Barber**

- 6 September – Horsham Integrated Transport Strategy community consultation.
- 7 September – Visit to Ararat Windfarm
- 9 September – Opening of the Victorian Surveyor conference.
- 12 September – Attended part of the Horsham Integrated Transport Strategy community consultation.
- 13 September – Tidy Towns presentation to local winners.
- 19 September – Police Medal Presentations.

### **Cr Clarke**

- 12 September – Finance Committee, Haven Precinct Plan, Planning Committee and Community Consultation and Briefing meetings.
- 19 September – Police Medal Presentations.

**Cr Phelan**

- 6 September - Horsham Integrated Transport Strategy community consultation.
- 7 September – Visit to the Ararat Windfarm.
- 8 September – Farewell afternoon tea for Joy Cowie.
- 9 September – Aerodrome Master Plan review.
- 13 September – Local produce tasting at the Visitor Information Centre.
- 14 September – Passenger Rail Consultation with the feasibility study team.
- 16 September – Aerodrome Master Plan meeting.
- 16 September – Opening of the new exhibition at the Art Gallery.
- 19 September – Police Medal Presentations.

**Cr Exell**

- 7 September - A highlight was our visit to the Ararat Wind farm with 11 out of 75 turbines completed. Currently 300 full time people employed at the windfarm. The project will provide \$8m into the local economy and \$75,000 into the community.
- 8 September - Attended the Wimmera Drug Action Taskforce. They would really like some funding to help with their community support.
- 17 September - Attended the 100 year Scout Celebration. It was a well-attended parade with some excellent memorabilia. This was followed by the Queen Scout award being presented to Jessica O'Donnell. The first Queen Scout award in 18 years.
- 19 September – Police medal presentations. They were a real highlight.

**Cr Grimble**

- 6 September - Public HITS Presentation. There was a good attendance and over 300 submissions received. There were good questions and comments from the floor.
- 7 September - Tour Ararat Wind farm, 75 turbines proposed, RES Developer, \$450 mill invest, 6 generating power.
- 12 September - Haven Precinct, Planning and Community Consultation meetings.
- 13 September - Audit Committee meeting.
- 14 September - Meetings in Parliament regarding CFA issues. Met with Harriet Shing Parliamentary Secretary for Emergency Services. Toxic culture needs to be addressed. EBA won't impact on volunteers and operational capacity, flexible in agreements. Election commitment to employ more fire fighters out of the Royal Commission. Cr Grimble is happy to talk to CFA volunteers. We should invite.
- Hon James Merlino, spoke on Flinders Street footpath mainly around flooding. The Minister then walked onto the State Control Centre for a flood briefing with Craig Lapsley and SES.

**Cr Radford**

- Wimmera Drug Action Task Force Meeting
- HITS Public Meeting
- Aquatic Centre Master Planning
- Wind Farm Tour

## **10. OFFICERS REPORTS**

### **10.1 CHIEF EXECUTIVE**

No reports.

## **10.2 DIRECTOR OF CORPORATE SERVICES**

### **10.2.1 COUNCIL PLANNING TIMELINES FOR 2016-17**

G Harrison

File Ref: F14/A03/000002

#### **Purpose**

To brief Council on the proposed planning timetable for the review and development of the Council Plan, Long-term Financial Plan, Strategic Resource Plan, Budget and Rates Strategy for 2016-17, and the impact that this will have for any Rate Cap Variation application processes.

#### **Background**

The principal guiding strategic document for Council is the Council Plan, this document is at the centre of Council's planning processes which in turn informs the budget development processes. The attached workflow has been prepared to broadly describe the planning timeframes for 2016-17 following the Council elections. **Appendix "10.2A"**

It is intended that a more detailed Planning and Budgeting Framework will be presented to Council in the near future together with detailed budget development dates and guidelines.

#### **Issues**

In March 2015 Council applied successfully to the Essential Services Commission (ESC) for a 1% rate cap variation, which was granted with the qualification that *"Horsham should undertake a more strategic infrastructure need assessment and integrate that into its long term financial planning as a matter of high priority"*.

As well as this qualification there were several mentions in the report of the need for Council to undertake improved and extensive engagement processes with the community to ensure that community priorities were well reflected and presented in a long-term financial plan.

The attached workflow demonstrates the very tight time constraints that will be on Council this year due to Council elections taking place on 22 October 2016. These tight time constraints mean that community engagement cannot realistically occur until April/May at the earliest unless it were to be undertaken over the Christmas/New Year months of December and January, which is clearly impractical. Council officers raised this matter in a briefing held with the ESC earlier this year but has not received any advice at this stage as to how it could be factored in.

#### **Consultation/Communication**

The proposed planning timeframes have been discussed with the Executive Management Group and at a Councillors briefing meeting.

## **Financial**

There are no direct financial implications from this planning timetable although the planning process itself will involve considerable amounts of staff time and any other non-salary costs will be covered from the Corporate Services 2015/16 budget.

## **Links To Council Plans, Strategies, Policies**

Goal 4 – Governance and Business Excellence

## **Risk**

Our operational risk register has identified inadequate robust strategic forward planning and poor governance as moderate risks to Council. Possible improvements identified are to establish a longer term planning framework that links plans and strategies, improves monitoring and reporting and utilises community plans in its development. An action to develop a framework is currently underway.

## **Recommendation**

1. That Council note the proposed planning timeframe for 2016/17.
2. That Council formally write to the Essential Services Commission and Local Government Victoria to point out that Council will not be able to meet the community engagement requirements if it were to apply for a rate cap variation for 2016/17.

**Moved Cr Radford, Seconded Cr Barber that the recommendation be adopted.**

**CARRIED**

## **10.2.2 LOCAL GOVERNMENT PERFORMANCE REPORTING FRAMEWORK**

G Harrison / L Haigh

File Ref: F14/A09/000001

### **Purpose**

To update Council on the final reported indicators from the Local Performance Reporting Framework for 2015/16.

### **Background**

The Local Government (Planning and Reporting) Amendment Regulations 2015 came in to operation on 1 July 2015 give effect to the Local Government Performance Reporting Framework (LGPRF).

The LGPRF was developed in response to the Victorian Auditor-General's observations that performance reporting in local government had limited relevance to ratepayers because it lacked information about the quality of Council services, the outcomes being achieved and how these related to Council's strategic objectives.

The LGPRF provides a set of comparative performance measures, and requires councils to report against these as part of the Annual Report and in doing so have:

- I. Information to support strategic decision making and continuous improvement within Council.
- II. Communities will have information about Council performance and productivity.
- III. Regulators will have information to monitor compliance with relevant reporting requirements.
- IV. State and federal governments will be better informed to make decisions that ensure an effective, efficient and sustainable local government.

Essentially, it has been designed to increase transparency and accountability to the community and other levels of government on the spending of public money and delivery services and infrastructure to the community.

The key components of the legislation are to:

- Strengthen accountability - a consistent set of indicators have been introduced to enable benchmarking of Council performance.
- Transparency - the requirement for councils to identify and report "key strategic activities" has been replaced by reporting achievement of "major initiatives"
- Improved resource planning: a consistent process will be introduced for future capital works planning.
- Streamlined financial reporting - Council is now required to prepare financial statements instead of standard statements.
- Better accessibility - Council is now required to publish key accountability documents on a website.

The LGPRF framework was developed over a number of years and the first year of reporting was for 2014/15.

There are 90 measures in total that are required to be reported on:

**REPORT OF OPERATIONS:**

- 40 quantitative service measures across 10 broad service areas (of these 10 are audited within the performance statement),
- 24 qualitative governance and management measures.

**PERFORMANCE STATEMENT:**

- 12 quantitative financial performance measures,
- 12 quantitative service measures across 10 broad areas that are subject to audit,
- 6 quantitative sustainability measures.

All measures and related commentary are reported through the “Know Your Council” website.

## **Issues**

Council has completed the reporting requirements for the 2015-16 financial year and the following documents are now provided for the information of Council prior to them being published in the Annual Report and placed on the “Know Your Council” website.

### **1. Report of Operations:**

The Report of Operations is a specific component of Council’s Annual Report, which includes the requirement to report the results from the LGPRF prescribed service performance indicators. The results for this are shown in **Appendix “10.2B”**.

For 2015/16 there are now two years of data available and as such explanations are provided where there are material variations between the two years (> 10%).

Another component of the Report of Operations is the Governance and Management Checklist, which seeks to define measures that identify whether Council has strong and appropriate governance and management frameworks in place for community engagement, planning, monitoring, reporting and decision-making. **Appendix “10.2C”** provides this information.

### **2. Performance Statement**

The Performance Statement is another specific requirement for Council’s Annual Report and forms part of the Financial and Performance Statements. This must be prepared in a defined format and must be audited by Council’s external auditors. (Section 131 (4) of the *Local Government Act 1989*). The Performance Statement is considered a key section of the annual report whereby Council makes itself accountable to the community.

The Performance Statement does lead to some duplication in the reporting of service indicators as it is a requirement to include those service indicators that are specifically subject to audit, as distinct from the Report of Operations which includes all service measures that are required to be reported. This information is provided in **Appendix “10.2D”**.

## **Consultation/Communication**

This data will be included in Council’s Annual report and placed on the “Know Your Council” website where detailed comparisons can be made between our council and other councils across the state.

## **Financial**

Financial costs are limited to the time taken for staff to collect and collate the information which is done throughout the year.

## **Links To Council Plans, Strategies, Policies**

Goal 4 – Governance and Business Excellence.

## **Risk Considerations**

The reporting of these measures and the ability for the community and other tiers of government to make comparisons may result in some impacts to Council in terms of future funding which could be either negative or positive.

**Provided for information of Council.**

**RECEIVED**

### **10.2.3 AUDIT COMMITTEE MEETING UPDATE**

D McDonald      File Ref: F18/A13/000001

#### **Purpose**

To report outcomes of the Audit Committee meeting of 13 September 2016.

#### **Background**

The Horsham Rural City Council (HRCC) Audit Committee is an advisory committee of Council, whose objective is to provide appropriate advice and recommendations to Council on matters as listed in its Charter, in order to facilitate decision making by Council in relation to the discharge of its accountability requirements.

#### **Issues**

Some of the notable items discussed at the meeting were:

- An internal auditors progress report
- A report on the progress against the audit actions from past audits
- The annual financial accounts
- The performance statement
- The strategic risk register report

A copy of the minutes is attached as **Appendix “10.2E”**.

## **Links To Council Plans, Strategies, Policies**

This report links to the Council Plan Goal 4 – Governance and Business Excellence, and directly to the four-year outcomes, (4.2) Manage risk to the organisation.

**Provided for information of Council.**

**RECEIVED**

### **10.2.4 FINANCIAL AND PERFORMANCE STATEMENTS 2015/16**

G Harrison

File Ref: F18/A24/000001

#### **Purpose**

For Council to review the Draft Annual Financial and Performance Statements for the year ended 30 June 2016, and to adopt in principle the final audited Financial and Performance Statements.

#### **Background**

The annual financial statements for 2015/16 financial year were prepared and presented to Council's external auditor, RSD Chartered Accountants prior to their visit during the week of 29 August 2016.

A final draft set of statements are attached as **Appendix "10.2F"**. The draft Financial Accounts and Performance Statement have been forwarded to the Victorian Auditor-General's Office for final review on 13 September 2016, and minor changes to notes and presentation of the accounts, may be required/requested.

It is recommended that Council give its approval in principle to the statements in accord with the Local Government Act (1989). The statements will form part of Council's annual report which is required to be forwarded to the Minister by 30 September 2016.

No changes other than those which might be recommended or agreed by the Victorian Auditor-General's Office are anticipated.

#### **Issues**

The internal audit committee has reviewed the draft statements, at its meeting on Tuesday 13 September 2016 where Ms Kathie Teasdale, from RSD Chartered Accountants has discussed the statements and the outcomes from the audit.

The Audit Committee recommends that Council adopt, in principle the Financial and Performance Statements for 2015/16.

### **Consultation/Communication**

The draft statements have been discussed with members of Council's Audit Committee including, Ms Kathie Teasdale from RSD Chartered Accountants (Victorian Auditor-General's agent) at the Audit Committee meeting 13 September 2016.

### **Financial**

The cost of carrying out the audit is included in the 2015/16 budget.

### **Links To Council Plans, Strategies, Policies**

4.4 – Achieve high standards of organisational performance.

### **Recommendation**

1. That Council give in principle approval to the Financial and Performance Statements for 2015/16 and authorise their submission to the Victorian Auditor-General's office.
2. That Council authorise the Mayor Cr Heather Phillips and Cr David Grimble to certify the statements in their final form after any changes recommended or agreed to by the auditors have been made pursuant to section 131 of the Local Government Act (1989).

**Moved Cr Radford, Seconded Cr Clarke that the recommendation be adopted.**

**CARRIED**

## **10.3 DIRECTOR OF PLANNING AND ECONOMIC**

### **10.3.1 PLANNING COMMITTEE MEETING MINUTES – 12 SEPTEMBER 2016**

A Murphy      File Ref: F24/A13/000001

#### **Purpose**

To provide a summary of the minutes of the Planning Committee Meeting held on Monday, 12 September 2016 containing the recommendations provided for Council consideration.

#### **Discussion**

Attached as **Appendix “10.3A”** is the minutes of the Planning Committee Meeting held on 12 September 2016

The following are the major items dealt with at the above meeting:

- Development Plan Overlay – Schedule 1 Low Density Residential Development Plan – 216 Old Hamilton Road, Haven
- Development Plan Overlay – Schedule 1 Low Density Residential Development Plan – 140 Grahams Bridge Road, Haven
- Horsham Planning Scheme Amendment C74 Kalkee Road Children’s Hub

#### **Links to Council Plan**

- 1.4 Develop the municipality as a desirable place to live, work and enjoy for people of all ages and abilities
- 4.4 Achieve high standards of organisational performance

#### **Recommendation**

That the minutes of the Horsham Rural City Council Planning Committee Meeting held on Monday, 12 September 2016 and the recommendations contained therein be confirmed and adopted.

**Moved Cr Clarke, Seconded Cr Exell that the recommendation be adopted.**

**CARRIED**

Cr Exell declared a Conflict of Interest, pursuant to Section 79 of the Local Government Act, 1989 in respect of item 10.3.2 and left the Council Chamber at 9.32pm.

### **10.3.2 APPOINTMENT OF CLEANING SERVICES CONTRACTOR FOR CONTRACT 16/025**

**A Murphy**

**File Ref: 16/025**

#### **Purpose**

To seek Council approval for the appointment of a contractor for the provision of cleaning services in multiple council owned and operated facilities pursuant to Contract 16/025.

#### **Background**

Council has a number of Contracts relating to cleaning either due for renewal, currently in holdover, or that are being completed on ad hoc basis, including the Civic Centre; Council Depot; Municipal Pound; Mibus Cultural Centre; Horsham Regional Art Gallery; Visitor Information Centre; Maternal and Child Health Care Centres. In addition, Contracts are required for the Horsham Town Hall, the Wesley Performing Arts Centre; Public Conveniences, Barbeques, and Drinking Fountains.

#### **Issues**

Officers have been working on transitioning the cleaning of the above facilities into three larger Contracts, rather than individual Contracts for separate buildings. These larger Contracts are made up of three parts:

- Part A – Council buildings (for example, the Civic Centre, Council Depot, etc);
- Part B – Horsham Town Hall and the Wesley Performing Arts Centre; and
- Part C – Public Conveniences, Barbeques, and Drinking Fountains.

Tenderers were able to tender for one or more of the above parts, thus allowing smaller, local companies to remain competitive.

The benefits of consolidation of the Contracts into one are many, for example: enhanced economies of scale allowing better value for money; more opportunity for continuous improvement in the provision of services; ensuring resources are used efficiently and effectively; achieving greater compliance with relevant legislative requirements.

These outcomes can only be achieved through a properly planned process, as cleaning is an area which is becoming increasingly complex, indeed, the Evaluation Criteria included new requirements around quality assurance and sustainability, an increased requirement regarding local content, and the need to appoint a local supervisor to act as first point-of-contact and to oversee operations.

In working through the Tender process, officers have followed Council's Procurement Policy, the Victorian Local Government Best Practice Procurement Guidelines, and all other relevant requirements, with the goal of ensuring Council obtains value for money in a transparent and accountable manner. Refer to Confidential Briefing Paper for a summary of tenders received.

### Part A

The following companies tendered for Part A:

- Magic Maids;
- Pioneer Facility Services;
- Australian Corporate Enterprises;
- OCS Services;
- Bogdan Investments;
- Pickwick Group;
- Dolls Cleaning Services;
- AM Retail Services;
- ACS Property Services;
- Corporate Cleaning (Victoria);
- Above All Cleaning (Victoria);
- Cleaning Wizard Australia;
- KC Facility Services; and
- Woody's Cleaning Services.

The following criteria made up the tender evaluation process:

- Price;
- Capacity and resources to meet the requirements of the specification;
- Relevant experience and record in similar facilities;
- Proven Occupational Health and Safety record;
- Tenderer's intent for local employment opportunities; and
- Attendance at walk through of facilities.

Following the tender evaluation process, it is proposed that Woody's Cleaning Services be appointed to Contract 16/025 (Part A) for a period of three years, with a possible extension of three years. Woody's Cleaning Services is a Horsham based company.

### Part B

The following companies tendered for Part B:

- Magic Maids;
- Pioneer Facility Services;
- Australian Corporate Enterprises;
- OCS Services;
- Bogdan Investments;
- Pickwick Group;

- Dolls Cleaning Services;
- AM Retail Services;
- ACS Property Services;
- Corporate Cleaning (Victoria);
- Above All Cleaning (Victoria);
- Cleaning Wizard Australia;
- KC Facility Services; and
- Woody's Cleaning Services

The following criteria made up the tender evaluation process:

- Price;
- Capacity and resources to meet the requirements of the specification;
- Relevant experience and record in similar facilities;
- Proven Occupational Health and Safety record;
- Tenderer's intent for local employment opportunities; and
- Attendance at walk through of facilities

Following the tender evaluation process, it is proposed that Woody's Cleaning Services be appointed to Contract 16/025 (Part B) for a period of three years, with a possible extension of three years. Woody's Cleaning Services is a Horsham based company.

### Part C

The following companies tendered for Part C:

- Pioneer Facility Services;
- Australian Corporate Enterprises;
- OCS Services;
- Bogdan Investments;
- Pickwick Group;
- Dolls Cleaning Services;
- AM Retail Services;
- ACS Property Services;
- Corporate Cleaning (Victoria);
- Above All Cleaning (Victoria);
- KC Facility Services; and
- Qkleen

The following criteria made up the tender evaluation process:

- Price;
- Capacity and resources to meet the requirements of the specification;
- Relevant experience and record in similar facilities;
- Proven Occupational Health and Safety record;
- Tenderer's intent for local employment opportunities; and
- Attendance at walk through of facilities.

Following the tender evaluation process, it is proposed that Pioneer Facility Services be appointed to Contract 16/025 (Part C) for a period of three years, with a possible extension of three years. Pioneer Facility Services is a Victorian company that originally started in Swan Hill and has grown to offer services Australia-wide. Part C also included an optional component which included the Jung Toilets, Jung Barbeques, Toolondo Toilets, Toolondo Barbeques, Natimuk Toilets, Natimuk Barbeques, and the Cherry Pool Toilets. This optional component has been able to be accommodated within the current budget allocation. There are other facilities located outside of Horsham that have different agreements for cleaning. Staff will be working with Committees of Management to review their agreements in the near future.

A post-Tender meeting was held with Pioneer Facility Services following being identified as the preferred contractor which covered capacity and resources to meet the requirements of the specification, relevant experience and record in similar facilities; the Tenderer's intent for local employment opportunities, and confirmation on price (in particular, in relation to ad-hoc call outs). A referee check was also conducted for Pioneer Facility Services, which was positive, and spoke highly of their value for money and quality of their service. The referee also stated he had renewed their Contract before, and intends to do so again.

Pioneer Facility Services also has a number of accredited compliance systems (ISO 9001: 2008 Quality Management; AS 4801: 2001 OHS; ISO 14001: 2004 Environmental Management).

### **Consultation/Communication**

Internal advice was sought from other Council Officers in preparing the Contract specifications. In addition, Part C was peer reviewed by a senior officer not otherwise involved in the process.

### **Financial**

The budget figures for Part A are as follows:

|            |              |
|------------|--------------|
| Year One   | \$102,656.00 |
| Year Two   | \$115,423.00 |
| Year Three | \$118,821.00 |

The budget figures for Part B are as follows:

|            |             |
|------------|-------------|
| Year One   | \$24,053.00 |
| Year Two   | \$26,513.00 |
| Year Three | \$27,303.00 |

Due to the nature of the Town Hall and the variety of bookings and their needs, the above costs should not be seen as wholly inclusive, for example, if there are events on during the day, and then separate events at night, extra cleaning may be required. Woody's Cleaning Services have quoted an average hourly rate of \$35.00 (with penalties for after-hours work) for extra services that may be required. The Tender Panel considered this to be reasonable.

The budget figures for Part C (including the optional component relating to public toilets and barbeques in outlying areas) are as follows:

|            |              |
|------------|--------------|
| Year One   | \$114,690.26 |
| Year Two   | \$117,721.20 |
| Year Three | \$120,842.91 |

All Contract figures are within Budget.

Details of all Tenderers and their proposed rates can be found in the Confidential attachment to this report.

#### **Links to Council Plans, Strategies, Policies**

- 3.4 Deliver works to develop and maintain Council's physical assets for long term sustainability, amenity and safety.

#### **Recommendation**

That Council:

1. Approve the awarding of Contract 16/025 (Part A) to Woody's Cleaning Services for a period of three years, with an option to extend period of three years.
2. Approve the awarding of Contract 16/025 (Part B) to Woody's Cleaning Services for a period of three years, with option to extend period of three years.
3. Approve the awarding of Contract 16/025 (Part C) to Pioneer Facility Services for a period of three years, with an option to extend period of three years.

**Moved Cr Clarke, Seconded Cr Barber that the recommendation be adopted.**

**CARRIED**

Cr Exell returned to the Council Chamber at 9.38pm after the vote was taken.

## **10.4 DIRECTOR OF COMMUNITY SERVICES**

### **10.4.1 AGE FRIENDLY DECLARATION**

Kevin O'Brien

File Ref: F07/A15/000001

#### **Purpose**

To provide a report recommending the signing of the Age Friendly Victoria Declaration - Statement of Support and Partner Endorsement.

#### **Background**

The Municipal Association of Victoria (MAV) signed an Age Friendly Declaration with the State Government to help address loneliness and social isolation experienced by Victorian seniors on 15 April 2016. The declaration provides a commitment to working together with the state on creating age friendly communities by:

- promoting an age friendly Victoria
- supporting state and local planning processes
- providing local government with access to advice, expertise and support
- empowering and encouraging seniors' involvement
- addressing issues listed in the World Health Organisation Age Friendly Cities Guide 2008
- valuing stakeholder engagement and collaboration.

As part of its commitment, the state will deliver \$2.2 million over four years for age friendly projects led by councils.

#### **Issues**

Councils are encouraged to demonstrate their support for the Declaration, and their commitment to creating livable communities for older Victorians, by signing the Age Friendly Victoria Declaration - Statement of Support and Partner Endorsement (**Appendix "10.4A"**).

In doing so Council:

- fully endorses and supports the vision of the Age Friendly Victoria Declaration for better state and local government planning
- recognises the integral role of older people in achieving an age friendly Victoria and commits to the ongoing involvement of older people
- endorses the importance of partnerships between government, the community and the business sectors in working together
- agrees to work in partnership with the Victorian Government and/or the Municipal Association of Victoria to achieve an age friendly Victoria.

Local government plays a key role in planning and establishing age friendly communities and has been assisted in this by the Victorian Government in collaboration with the Municipal Association of Victoria. The Victorian approach is informed by the World Health Organisation's *Age friendly Cities* framework, and the experience of councils' use of World Health Organization's information and tools.

Experience shows that the best way to strengthen the age friendly capacity of local communities is through partnerships between seniors, governments, communities, businesses, services and support agencies. In partnership with the Municipal Association of Victoria, the Victorian Government has been supporting local government since 2006 with initiatives aimed at improving their capacity to plan for and support seniors, and to create communities that better accommodate their ageing populations.

This partnership approach has raised the awareness of ageing across both levels of government, improved knowledge and understanding of international age friendly cities and communities, and created local age friendly initiatives. This Declaration builds on these strengths and furthers the partnership between state and local government to continue to support and assist Victorian councils to create age friendly communities.

### **Consultation/Communication**

The MAV representing Victorian local government has worked closely with the State Government to develop the declaration.

### **Financial**

There are no financial implications as a result of signing the declaration. Funding will become available to support local initiatives in line with the commitment statement as outlined in the Age Friendly Declaration.

### **Links To Council Plans, Strategies, Policies**

2016-2020 Council Plan: Goal 1: Community & Cultural Development

1.1 Contribute to building a vibrant and diverse community

1.2 Develop an environment that promotes a safe, active and healthy community, encouraging participation

1.4 Develop the municipality as a desirable place to live, work and enjoy for people of all ages and abilities

## Recommendation

That Council sign the Age Friendly Victoria Declaration – Statement of Support and Partner Endorsement.

**Moved Cr Exell, Seconded Cr Radford that the recommendation be adopted.**

**CARRIED**

Cr Exell declared a Conflict of Interest, pursuant to Section 79 of the Local Government Act, 1989 in respect of item 10.4.2 and left the Council Chamber at 9.40pm.

### **10.4.2 HAVEN COMMUNITY PRECINCT PLAN**

M Bride

File Ref: F13/A02/000001

## Purpose

To inform Council of the outcome of the Haven Precinct Planning process and recommend the adoption to the Haven Community Precinct Plan.

## Background

A petition presented to Horsham Rural City Council and signed by 663 local residents in September 2013 supported the need to undertake a master plan for Haven Recreation Reserve. Council's 2013-2018 Sport and Recreation Strategy also identified the need to redevelop or upgrade Haven Recreation Reserve, but as a low priority, as per the following strategy: "Proceed with development of a playing field at Haven Recreation Reserve, including change rooms and floodlights, when College Oval and Sunnyside Oval have been upgraded, all playing fields are used to their optimum level and demand for an additional field has been proven."

Plans for People and Community Vibe were appointed to develop the Haven Community Precinct Plan (**Appendix "10.4B"**). The plan was developed through an established steering group with input from users and the broader community. The Recreation Reserve Committee endorsed the precinct plan in June 2016.

## Issues

In terms of a potential location for a new community hub, it was agreed by the steering committee, the recreation reserve committee of management and user groups that the new hall is built close to the existing hall. The advantages of developing a hall in this location are: it is near the Henty Highway, hence it's visible from the road which is advantageous from a passive surveillance perspective and also from the perspective of an awareness of the location of the hall by potential hirers. It's also close to the tennis courts and therefore provides easy access to kitchen and toilet facilities by tennis players. The negatives of the site are that

children from Haven Primary School have to cross the car park and internal reserve road to access the hall and that the hall is located too far away from other sporting areas of the Reserve to easily attract a junior hockey or soccer club to use the facility as their home base. However there is no current demand for building sports facilities nearer to the oval. It is however acknowledged that this may change in the future.

The recommendations of the Haven Community Precinct Plan are:

- Develop a community centre that features a function space (catering for 120 people), a separate multi-purpose meeting room (catering for 15-20 people), kitchen / kiosk, cool room, office, male and female toilet/change facilities and appropriate storage facilities;
- Undertake modest works in order to ensure that the rectangular sports field is suitable for junior competitions and/or training, as well as social games;
- Upgrade power to the site; Install lights on the tennis/netball courts;
- Establish a safer entrance from Henty Highway and a safer exit.

The building works are estimated to cost \$684,145 with the associated works including demolition, construction of car parking and services upgrades to cost \$237,000. The other recommendations were not costed.

In order to develop an agreed approach to funding it was decided not to proceed to construction drawings at this time. This has been a difficult project to bring to a common resolution. There has been considerable disagreement in the community about the scale of the project, the location and the purpose. There still remains a considerable unanswered question about the community's capacity to fundraise towards the project.

### **Consultation/Communication**

The project employed a range of methods to ascertain the needs of the communities. The level of engagement for the members of the community was 'engage' on the International Association for Public Participation (IAP2) spectrum. Engagement occurred at all stages of the project: the consultants brief was prepared with input from the recreation reserve committee; at the beginning of the planning process a survey, a listening post and a community survey were held; the consultants then conducted a community workshop; finally a draft plan was made available for community comment and the final plan was presented to the Haven Recreation Reserve committee. The community representatives on the steering committee also played an important role in engaging the community at various stages in the process. A mail out to the Haven community was used to directly inform the community of the projects progress.

The Haven Precinct Plan Committee was engaged in the project at the 'Collaboration' level on the IAP2 spectrum.

There was active participation in the project steering committees from Council officers from both Technical Services and the Building Department.

## **Financial**

The Precinct Plan development was conducted within budget at a cost of \$45,000.

The budget for the project consisted of a \$5,000 contribution from Council, \$10,000 from the community and a \$30,000 grant from RDV. The Council's contribution to this project was part of the 2014-15 budget.

When construction funding is sought for the projects there will be a contribution required from Council.

## **Links To Council Plans, Strategies, Policies**

1.3.2 Support sporting and community organisations to develop and upgrade community sport and recreation facilities through relevant funding programs in accordance with Council plans.

## **Recommendation**

That Council adopt the Haven Community Precinct Plan.

**Moved Cr Clarke, Seconded Cr Grimble that the recommendation be adopted.**

Peter Brown left the Council Chamber at 9.40pm

Peter Brown returned to the Council Chamber at 9.41pm

**CARRIED**

Cr Exell returned to the Council Chamber at 9.44pm after the vote was taken.

**11. URGENT BUSINESS**

NIL

**Moved Cr Grumble, Seconded Cr Clarke that the Council Meeting close to consider item number 10.3.2 of the Director Planning and Economic Report and item number 10.5.5 of the Director Technical Services deemed to be of a Confidential nature in accordance with Section 89(2) of the Local Government Act, 1989.**

**CARRIED**

The time being 9.45pm the Council meeting closed.

**Moved Cr Grumble, Seconded Cr Phelan that the Council meeting open.**

**CARRIED**

The Council Chamber doors were opened at 9.49pm.

**Moved Cr Clarke, Seconded Cr Barber that the recommendations “in Committee” be adopted.**

**CARRIED**

The meeting closed at 9.49pm.

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The Mayor, Cr H Phillips  
Chairperson