



## Notice of Finance Committee Meeting

A Finance Committee Meeting will be held in the Ballina Shire Council Chambers, 40 Cherry Street, Ballina on **Wednesday 8 April 2020 commencing at 4.00 pm.**

### Business

1. Apologies
2. Declarations of Interest
3. Deputations
4. Committee Reports

A handwritten signature in black ink, appearing to read 'Paul Hickey', with a long horizontal line underneath.

Paul Hickey  
**General Manager**

**Due to COVID-19 social distancing measures,  
we urge you to access this meeting via our Live Streaming link  
[ballina.nsw.gov.au/agendas-and-minutes](https://ballina.nsw.gov.au/agendas-and-minutes)**

### **Deputations to Council – Guidelines**

- Deputations by members of the public may be made at Council meetings on matters included in the business paper.
- Deputations are limited to one speaker in the affirmative and one speaker in opposition.
- Deputations, per person, will be limited to a maximum of two items on the agenda.
- Requests to speak must be lodged in writing or by phone with the General Manager by noon on the day preceding the meeting.
- Deputations are given five minutes to address Council.
- Deputations on the same matter will be listed together with the opposition first and the speaker in affirmative second.
- Members of the public are advised that any documents tabled or given to Councillors during the meeting become Council documents and access may be given to members of the public in accordance with the requirements of the Government Information (Public Access) Act 2009.
- The use of powerpoint presentations and overhead projectors is permitted as part of the deputation, provided that the speaker has made prior arrangements with the General Manager's Office at the time of booking their deputation. The setup time for equipment is to be included in the total time of five minutes allocated for the deputation.
- To avoid conflicts of interest, real or perceived, deputations will not be accepted from:
  - Tenderers during a public tender or request for quotation
  - Persons or representatives from organisations seeking financial support from Council that involves an expression of interest
  - Consultants who are engaged by Council on the matter the subject of the deputation.

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- Attendance at the meeting is taken as consent by a person to their image and/or voice being webcast.
- All speakers should refrain from making any defamatory comments or releasing any personal information about another individual without their consent.
- Council accepts no liability for any damage that may result from defamatory comments made by persons attending meetings. All liability will rest with the individual who made the comments.
- This meeting must not be recorded by others without the prior written consent of the Council in accordance with Council's Code of Meeting Practice.

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1. Apologies
  2. Declarations of Interest
  3. Deputations
- 

**1. Apologies**

**2. Declarations of Interest**

**3. Deputations**

#### 4.1 **Ballina SES Headquarters - Update**

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### 4. **Committee Reports**

#### 4.1 **Ballina SES Headquarters - Update**

##### **Delivery Program**

Operations Support

##### **Objective**

To provide Council with an update on the Ballina SES Headquarters project.

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#### **Background**

This report provides an update on the progress of the proposed new Ballina SES Headquarters.

#### **Key Issues**

- Poor condition of existing headquarters
- Current site not suitable for new headquarters

#### **Information**

The SES Headquarters Concept Design Guidelines provide minimum acceptable requirements for SES facilities based on the size and member base of an SES unit. This guideline has been used to develop concept designs for the project.

According to the guidelines, the Ballina SES unit is rated as needing a medium to large facility, which will require a site large enough to accommodate a total floor area of 2,740 m<sup>2</sup>.

The key areas are listed below:

Building accommodation area	1,135 m <sup>2</sup>
Car parking area	1,120 m <sup>2</sup>
Hardstand and training area	485 m <sup>2</sup>
<b>TOTAL</b>	<b>2,740 m<sup>2</sup></b>

The existing SES Headquarters site is the local unit's preferred site for the new facility.

This site only has an area of 1,413m<sup>2</sup> and is not large enough to fit the new facility.

Following a Councillor briefing in May 2019, it was agreed staff would investigate an option of a two storey facility on this preferred site.

This analysis identified an area of approximately 2,172m<sup>2</sup> is needed and as such cannot fit on the site.

The briefing considered an assessment of alternative sites, albeit none of the sites suited the SES from an operational perspective.

## 4.1 Ballina SES Headquarters - Update

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In light of the advice regarding the two storey building, it is necessary to reengage with the SES to reconsider the site options.

Further to the briefing, the vacant crown land to the north east of the preferred site has been considered however, it has been initially assessed as not suitable due to the area being subject to a Native Land Title claim.

The proposed extension of Sheather Street to connect to Angels Beach Drive is also a constraint.

There is some merit in investigating the crown land immediately to the south of the current site. This land is also subject to the Native Title claim mentioned.

The land further to the south-west is public reserve and Council owned.

Council has been reluctant to reduce the amount of public open space available for the community, however there are examples, such as the Porter Park Child Care Centre, Alsonville Pre-school and the Kentwell Centre, where it has been decided the public benefit justifies the use of the reserve.

This site currently has a shared path running through it however it is not largely used for public recreation, although there are a significant number of trees on the property as per the following image.



Another option is Council's No 2 Depot site. This is crown land and there are potential management constraints that would need to be addressed in consultation with the Department of Primary Industries.

## **4.1 Ballina SES Headquarters - Update**

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Staff will continue to search for other potential site options for the new SES Headquarters that will meet the operational needs of the of the SES unit, however the reality is, at this point in time, a feasible site that is acceptable to the SES has not been identified.

Some compromises may be needed in respect of operational preferences, or alternatively an increased budget to facilitate the purchase of industrial.

The local SES unit has expressed reservations about impacts on membership and response capability if the headquarters is not located in Ballina, however it may be necessary to assess land options away from Ballina. Once a preferred site has been selected, more detailed works can commence on the concept design, environmental studies and planning application.

### **Legal / Resource / Financial Implications**

To assist this project move forward a budget allocation is required to enable the development of concept designs, environmental studies and planning application. These planning works are estimated to cost in the order of \$25,000. It is recommended that Council transfer \$25,000 from the Strategic Planning Reserve to allow this work to proceed immediately as it will still take many months to get agreement, designs completed and an eventual planning approval.

The LTFP has a total allocation of \$1.5m for the construction of the SES Headquarters with \$800,000 in 2022/23 and \$700,000 in 2023/24. This will most likely need to be topped up with grant or other Council funds to ensure an adequate budget for construction.

### **Consultation**

Consultation on site options and operational requirements for the concept design of the facility will continue the local and regional SES representatives.

### **Options**

The next steps are for staff to further engage with the SES in respect of the site assessment information. Once a suitable site has been identified work can commence on the concept design and planning documentation. To provide guidance moving forward the land to the south-west of the current site is recommended, along with funding to support the design and documentation.

### **RECOMMENDATIONS**

1. That Council authorises the General Manager to have further discussions with the Ballina SES in respect to the use of the land immediately to the south-west of the current site for a new building.
2. If this site is not deemed suitable following those discussions, Council is to receive a further report on the preferred site(s).
3. That Council approves an allocation of \$25,000 from the Strategic Planning Reserve to assist with the preparation of the concept designs and plans for the new Ballina SES building.



**4.1 Ballina SES Headquarters - Update**

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**Attachment(s)**

Nil

## **4.2 Lennox Head RFS Shed and Community Pre-school - Update**

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### **4.2 Lennox Head RFS Shed and Community Pre-school - Update**

#### **Delivery Program**

Community Facilities

#### **Objective**

To seek Council's endorsement of the way forward in relation to the proposed Lennox Head Rural Fire Service Shed and Community Pre-school.

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#### **Background**

On 26 May 2016 Council considered a report advising of the Lennox Head Community Pre-school Inc's desire to establish a second pre-school to service the Lennox Head community.

The pre-school has been operating at its current leased premises at 21 Mackney Lane, Lennox Head since around 1983, with demand for pre-school placements substantially exceeding the capacity of the facility.

Council was advised at that meeting that the pre-school had successfully obtained \$600,000 in government funding towards construction of a new (second) facility in Lennox Head.

In response to the May 2016 report, Council resolved as follows:

- 1. That Council provides, in principle, its support for the investigation of a site for the establishment of a new community pre-school facility in the Lennox Head area.*
- 2. That a further report concerning the outcome of these investigations be submitted for Council's consideration upon confirmation of the pre-school securing grant funding sufficient to construct a new pre-school.*

Following on from this resolution, a number of Council owned properties in the Lennox Head and Skennars Head districts were assessed to determine their suitability as a new pre-school site.

Difficulties in finding a suitable site delayed progress until an opportunity was created when land was acquired to construct the northern extension of Hutley Drive. The acquisition at 9 Byron Bay Road, Lennox Head also delivered a suitable location for a new pre-school site and a Rural Fire Station (RFS) shed.

At the 27 September 2018 Ordinary meeting, Council considered several site options for construction of a new community pre-school in Lennox Head. Council resolved as follows:

- 1. That based on the contents of this report Council agrees to offer the Lennox Head Community Pre-school Inc. a site for the establishment of a new pre-school, being part of Allotment 2 DP 620838 at 9 Byron Bay Road, Lennox Head.*
- 2. That Council undertake further investigation into how the proposal will be located on the site.*

## **4.2 Lennox Head RFS Shed and Community Pre-school - Update**

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It was noted in the September 2018 report that the pre-school had previously provided written advice that it requires no financial contribution from Council to fund a new facility, as it holds funds which, when supplemented by grant funding, (it anticipates) will be sufficient for the project.

Regarding the second matter of the co-located RFS shed, Council has been working with the RFS over many years to secure a more permanent site to base its operations. The acquisition of 9 Byron Bay Road has resolved this matter.

This report is to update Council on the progress of the proposed Lennox Head RFS shed and community pre-school, and to seek an endorsement on how Council wishes to proceed in response to some issues.

### **Key Issues**

- Development approvals
- Occupation and use of Council operational land.

### **Information**

This report raises several matters requiring Council's consideration and direction in order to further progress development of the Lennox Head RFS shed and community pre-school project.

#### RFS Shed

Council is required to provide RFS facilities under the Rural Fires Act 1997. The shed currently being used by the RFS has a 10-year temporary development consent (DA 2012/297) which expires on 12 November 2022.

An alternative facility must be operational before the existing shed becomes unavailable.

The RFS shed concept design has been completed, in consultation with the RFS, and is ready for the next stage of the project, which includes preparation of a development application.

Unfortunately, there is some risk that the RFS shed may not meet the timeframes due to delays arising from deliberations over the community pre-school regarding unresolved design and funding issues.

#### Pre-school

The Pre-school representatives have requested changes to the concept design developed by Council on behalf of the Pre-school.

The requested changes are not appropriate as they do not comply with industry guidelines produced by the NSW Department of Planning, Industry and Environment (DPIE).

Apparently the NSW Department of Education does not necessarily enforce adherence to these design guidelines. However, importantly, the lodgement of a development application will most likely involve a determination based on an assessment against these industry guidelines, since they are principally a planning guide.

## 4.2 Lennox Head RFS Shed and Community Pre-school - Update

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Furthermore, the preliminary cost estimate for Stage 1 of the project is \$800,000, significantly exceeding that of the Pre-school's estimate of \$600,000.

The issues associated with the Pre-school are likely to result in delays in the development approval process. This would jeopardise the RFS's completion deadline since both facilities are currently being managed by as a single project.

There are three designs in circulation:

- Council's preferred design (Attachment 1): this floor plan provides the minimum area and functional requirements in accordance with national guidelines and NSW Child Care Planning Guideline.
- Lennox Head Pre-school's preferred design (Attachment 2): this is what the Lennox Head pre-school team would like.
- Lennox Head Pre-school initial design by Peter Turner & Associates (Attachment 3): this concept design was commissioned by Council. It is based on full compliance with national guidelines and NSW Child Care Planning Guideline, and on other precedent projects, i.e. Alstonville Pre-school (which is also operated under the same arrangement as the Lennox Head Pre-school) and a new commercial facility for the Aureus development.

The cost estimate for this original plan was \$1.238M (including car park). Lennox Head pre-school rejected the design proposal.

Through ongoing discussions, Council has presented revisions of its preferred concept design to the Pre-school and NSW Department of Education, as it was felt the Council design would meet the minimum design requirements, be affordable and balance previously received preference comments from the Lennox Head Pre-school.

The Lennox Head Pre-school has requested additional changes to this design, which Council staff feel has a high risk of not meeting the guidelines for this type of facility.

The differences between Council's and the Pre-school's preferred plans (Attachments 1 and 2) are as follows:

- The main difference is the arrangement of the administration zone. The NSW guideline provides specific requirements for administration areas, i.e. private areas for staff-parent meetings, kitchen and staff areas and admin offices. The design proposed by the Pre-school does not provide sufficient space, as per the NSW guideline, and is disjointed.
- The Pre-school's preferred plan does not show a dedicated outdoor storage area as staff prefer an external area, such as a container.
- The Pre-school's design of the children's amenities does not meet the intent of providing 'dignity' to the users. The design of the toilets and amenities shows it placed in a thoroughfare between the two activity rooms and at the entry to the laundry and disabled bathroom.

## 4.2 Lennox Head RFS Shed and Community Pre-school - Update

Although the amenities are meant to be observable, placing it in a thoroughfare does not meet the dignity provision objective.

- The Pre-school's preferred plan may be non-compliant with the Education and Care Services National Regulations, including:
  - Regulation 111 states that "A service must provide administration area or areas for the purpose of conducting the administrative functions of the service, consulting with parents of children and conducting private conversations." Their design does not appear to satisfy these requirements or provide sufficient space for a waiting area or document storage.
  - Regulation 115 requires that a centre-based service must ensure that the rooms and facilities within the premises including toilets are designed to supervision of the children at all times and direct access to the outdoor play areas. Their design does not fully satisfy these requirements.

Delays in progressing the new Pre-school facility have resulted in diverging timeframes between it and the RFS shed. A possible solution would be to manage their delivery independently.

However if the RFS shed is constructed ahead of the Pre-school, the car park to service both facilities will need to be delivered with the RFS shed. A cost sharing arrangement would therefore become necessary.

### Proposed Community Pre-school Leasing Arrangement

One option is for Council to support the Pre-school as a landlord and establish leasing arrangements that provide for the Pre-school to facilitate their development, subject to agreed terms for the car park.

Key terms for the proposed leasing arrangement are as follows.

**Table 1 – Key Terms of Leasing Arrangement**

<b>Premises</b>	The land and building as generally identified on the attached plan, being part of 9 Byron Bay Road, Lennox Head.  A plan of subdivision will be required to identify the final area being leased.
<b>Term</b>	10 years
<b>Option Term</b>	Nil
<b>Permitted use</b>	Pre-school
<b>Rent</b>	\$1 per annum (if demanded) for the full 10 year term
<b>Rent reviews</b>	Nil

## 4.2 Lennox Head RFS Shed and Community Pre-school - Update

<b>Outgoings</b>	Tenant to pay all rates, taxes, charges and services.
<b>Repair and maintenance</b>	<p>Tenant to keep the building and land (including yard and pre-school fencing) in good repair and condition.</p> <p>Tenant to carry out routine/day to day repair and maintenance. Tenant also to carry out structural and capital repairs, replacements and upgrades, defects rectification and damage rectification.</p> <p>This is consistent with the repair and maintenance obligations for Alstonville Community Pre-school and Wollongbar Community Pre-school</p>
<b>Security over Lease</b>	<p>State of New South Wales to take a mortgage over the lease.</p> <p>This is one of the requirements of the tenant's grant funding. This was also a requirement for the Alstonville Community Pre-school. That involved Council entering into a deed of consent to mortgage over the lease.</p>
<b>Agreement for Lease</b>	Agreement for Lease to be entered into, to cover the period the building is being constructed.
<b>Development approval for deemed subdivision</b>	<p>The grant of a lease of more than 5 years over part of a parcel of land constitutes a deemed subdivision. A development application would be required.</p> <p>It is proposed that the tenant pay the costs of the deemed subdivision development application.</p>
<b>Legal costs</b>	To save on legal costs payable by the tenant, it is proposed that the Agreement for Lease and Lease be prepared by Council's Community Property Officer. This will also apply to the review and negotiation of the State's proposed documents for the mortgage over the lease. In the event negotiations are protracted, Council may brief the work out to an external solicitor, and the tenant will be required to pay the Council's legal costs.
<b>Other Lease costs</b>	The tenant must pay all costs associated with the subdivision of the land (by grant of the long term lease over part of the lot), preparation of the plan of subdivision, and registration of the lease and the mortgage over the lease.

### **Legal / Resource / Financial Implications**

The RFS have allocated a budget in their LTFFP for their facility of \$370k.

The Council recently endorsed \$500,000 in funding to be allocated to the project from a grant to Council under the National Bushfire Recovery Agency funding. Council's LTFFP also includes \$400,000 from the Community Infrastructure Reserve for the project (i.e. Council has \$900,000 in total).

The Lennox Head Pre-school advise their grant is for \$600,000 for Stage 1 of the facility. They attempted to apply for more funds for Stage 2, but were unsuccessful.

Council has indicated to the Pre-school that based on the concept design and the proposed site, a high-level cost estimate for Stage 1 (building and carpark) is in the order of \$800,000. This does not include landscaping, furniture, significant excavation and material disposal, nor any allowance for contingency or escalation.

The Lennox Head Pre-school advised that they would be looking to put forward addition funds of their own to complement the grant funding for Stage 1 of the facility.

The Department of Education have indicated that a condition of the grant was for a 10-year lease to be issued.

### **Consultation**

Communication with interested parties has been ongoing.

Council staff recently met most recently with the Lennox Head Pre-school (and the Department of Education via phone) on the 18 March 2020, followed by an internal meeting with Council's Planning & Environmental Health Division on 25 March 2020.

### **Options**

The options available to Council need to have regard to the following considerations:

#### ***Issue – Planning and Project Development***

Option 1 - Continue with concurrent planning and development for both facilities.

Option 2 - Separate the planning and development for the two facilities.

The RFS shed needs to become operational before the consent on the RFS's existing shed expires. The risk of this deadline not being met is high based on the unresolved issues.

To mitigate this risk, it is possible for the RFS shed to proceed under a separate development application process.

## 4.2 Lennox Head RFS Shed and Community Pre-school - Update

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The disadvantage of this approach is that it complicates future arrangements over car parking.

If the RFS shed is constructed before the pre-school, the car park will need to be delivered with the RFS shed. Some sort of cost-sharing arrangement would need to be resolved with the Pre-school (or Council accept the responsibility of costs of the car park as the landowner and provider of the RFS facility).

It is preferred to advance the RFS facility in a timely and certain manner and option two, to separate the development processes, is recommended.

This means further consideration will need to be given to the arrangements for funding car parking.

### ***Issue - Council's role in the Pre-school project.***

Option 1 - Continue to assist in the development of the concept design for the project.

Option 2 - Take no further part in the project development, other than facilitation of a lease in the role of the land owner.

Council could take the view that having advanced the concept design as far as possible it should now leave it to the Pre-school to further develop and deliver the project.

This position recognises at this point in time agreement has not been possible in respect of the design and it is preferred for the Pre-school to advance the project independently of Council. This is a similar process to that followed by the Alstonville Pre-school.

Council should note that, insofar as the community pre-school is concerned, deviation from Council's proposed pre-school design as is currently requested by the community pre-school, if approved, could result in Council land burdened with a facility that is non-compliant with the NSW Child Care Guideline.

Furthermore, the pre-school will be subject to grant funding and as such contracted with Department of Education funding conditions.

The Department of Education has advised that the grantee is to appoint the building contractor, due to the grant contract being between the Department and the Pre-school.

If the recommended option to separate the projects is supported, then the timing and delivery of the pre-school can be the responsibility of the Pre-school without impact on the RFS facility.

The disadvantage of Council not being active in the project development is the resources and skills of Council will not be available to a community group, who are not normally involved in the delivery of a project like this, although many community groups also deliver success projects.

In light of the divergent views regarding design, option two is recommended.



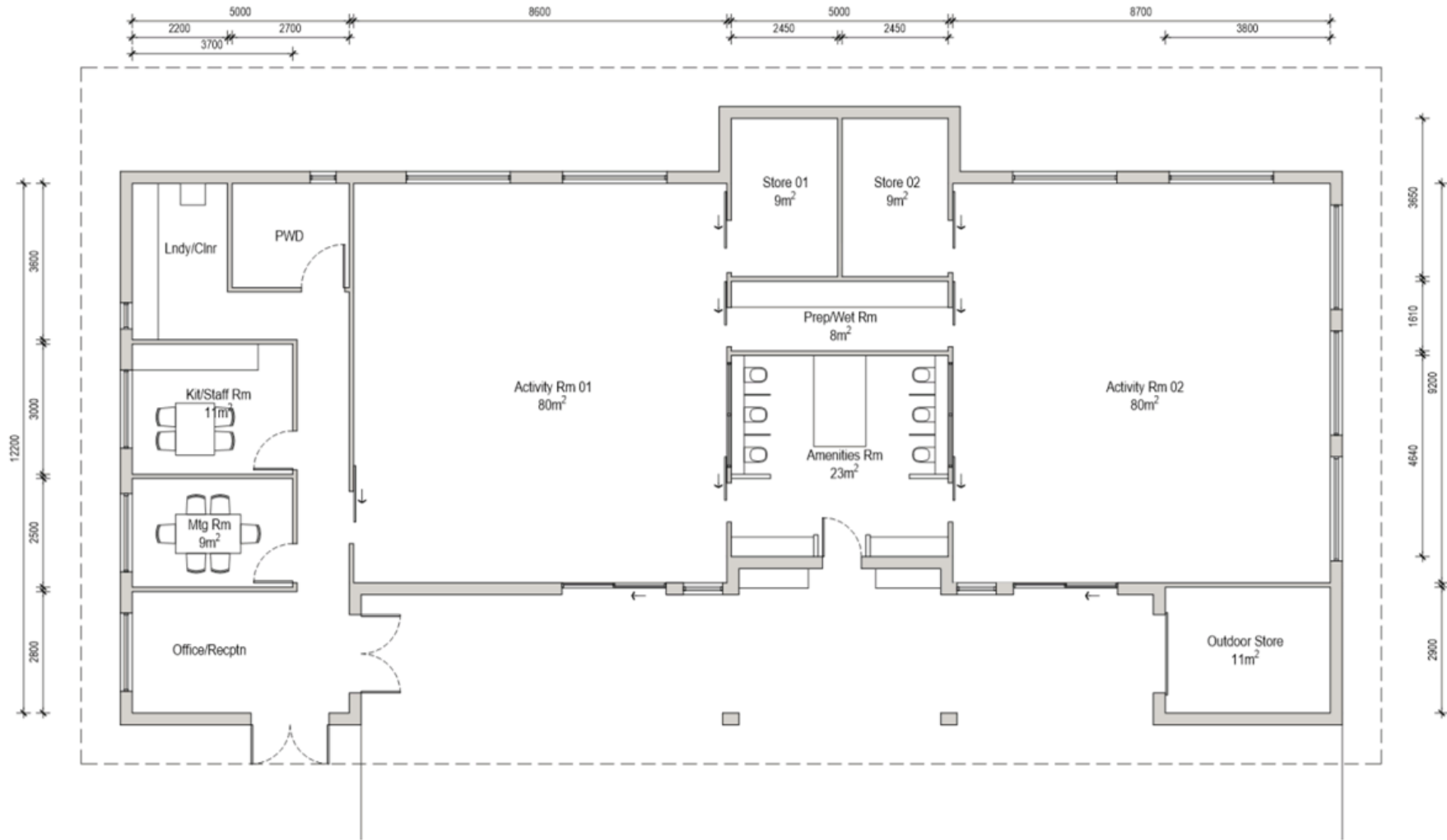
**RECOMMENDATIONS**

1. That Council authorises for the arrangements for the planning and development of the Lennox Head Community Pre-school and the Lennox Head Rural Fire Service Headquarters to be amended, to enable these facilities to be developed independently.
  
1. In respect to the Rural Fire Service facility, Council will continue to advance the planning and development of this project.
  
2. In respect to the Pre-school, Council will divest itself of any further direct involvement in the process of finalizing designs and acquiring development consent, other than to support the Pre-school as a landowner through suitable lease arrangements and planning advice, where required.
  
3. That Council continue negotiations on the terms and conditions of the lease agreements, including suitable arrangements for sharing of the costs for car parking.

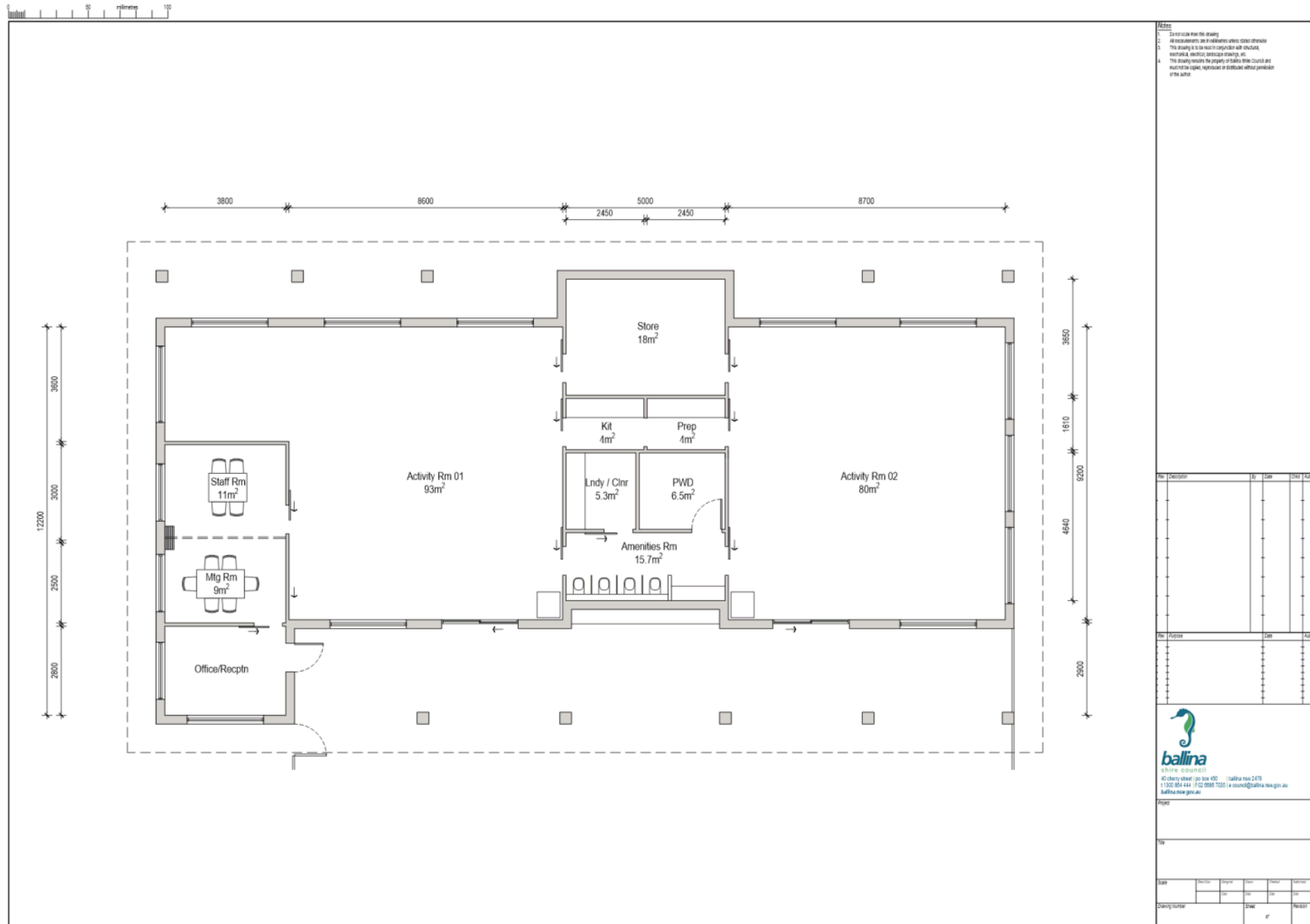
**Attachment(s)**

- 1 [↓](#). Community Pre-school - Council's Preferred Design
- 2 [↓](#). Community Pre-school - Pre-school's Preferred Design
- 3 [↓](#). Community Pre-school - Design by Peter Turner & Associates

4.2 Lennox Head RFS Shed and Community Pre-school - Update



## 4.2 Lennox Head RFS Shed and Community Pre-school - Update





## 4.3 Car Park - Upgrade Program

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### 4.3 Car Park - Upgrade Program

#### **Delivery Program**

Engineering Works

#### **Objective**

To consider a forward workplan and funding strategy for car park improvements.

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#### **Background**

At the June 2018 Ordinary meeting, Council resolved as follows:

*That Council receive a report on the option of creating a recurrent program for car park improvements.*

A report was provided to the April 2019 Finance Committee meeting and the recommendation and subsequent resolution adopted at the April 2019 Ordinary meeting was as follows:

*That Council receive a further report outlining a ten year strategic plan of works and recommended funding strategy for consideration as part of the preparation of the 2020/21 Delivery Program and Operational Plan.*

This report addresses that recommendation.

#### **Key Issues**

- Financial sustainability of Council's assets
- Levels of service and public amenity

#### **Information**

A number of car parks are in need of improvements, requiring line markings, lighting, pavement repairs/upgrades and/or expansion.

The car parks assessed as the highest priority for expansion, and requiring significant funds, are:

- Missingham Park Amphitheatre
- Kingsford Smith Park
- Pat Morton Lookout
- Rocky Point Road.

Council has also received requests regarding the upgrade of two informal parking areas:

- Serpentine, East Ballina
- Marine Parade, Lennox Head – grass verges along the eastern side, towards the surf club.

Attachment 1 includes a copy of previous submissions to Council regarding the Serpentine area. Attachment 2 is a copy of the response.

### 4.3 Car Park - Upgrade Program

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The submission for the Serpentine car park has been made for several years.

As per Attachment 2, \$40,000 is needed to construct a sealed car park for 20 cars.

The recommendation remains as per previous advice, as the priority for our resources is to initiate upgrade and renewal activities at the major parking areas, as per the earlier list.

An inventory of Council's car parks requiring maintenance and minor upgrades (line marking/lighting/pavement repairs) has been prepared and a program developed based on a subjective assessment of the following criteria:

- Importance to the community
- Capacity/demand
- Pavement type and condition
- Line-marking
- Lighting
- Signage and drainage.

A forward program of work is included in Attachment 3.

The program aims to advance major and minor upgrades.

The focus of the program is to improve the existing car parking facilities, many of which are highly utilized, before constructing or formalizing car parking at sites, which are not yet serviced, by this type of infrastructure.

Many of our car parks do not have lighting and for safety and security this is a priority.

Any adopted program would be subject to annual reviews as part of preparing the Delivery Program.

Also the list of major car park upgrades outlined earlier is not exhaustive.

The list has been limited to a program that could possibly be achieved under current funding limitations. As yet resources have not been allocated to scoping or costing the details of the potential major upgrade projects.

If Council commits to funding upgrades in the Delivery Program further work will be required to confirm the details of the projects for each site.

#### **Legal / Resource / Financial Implications**

A review of the asset inventory indicates it is timely that Council consider the level of service provided from this infrastructure, particularly at locations where the demand for car parking is increasing.

An annual recurrent amount of \$100,000 could be effective in delivering a sustainable program of routine car park maintenance and minor upgrades, which also has potential for ongoing accrual of surpluses that could then fund more substantial expansion/ upgrade projects.

### 4.3 Car Park - Upgrade Program

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The draft LTFP includes \$25,000 in 2020/21, \$25,000 in 2021/22, \$50,000 in 2022/23, \$75,000 in 2023/24 and \$100,000 then indexed from 2024/25 onwards to steadily implement an improvement program.

The Council has a recurrent budget for street lighting. For 2020/21 the funds allocated to this program are \$55,000.

Previous reporting to Council has noted the projects from the original program, plus qualifying community requests over the years, will all be completed by 2023/24.

This means it is an option for Council to reallocate the funds from this program after 2023/24 to help increase the car parking improvement funding.

Any future street lighting requests are expected to be low priority works due to the completion of the current program and these requests, if approved, are likely to be in the order of \$10,000 to \$15,000 per project, which could be managed from time to time within the roads budget if necessary.

Another option could be for Council to adjust the roads program by \$50,000 to \$75,000. This is a reasonable approach as only limited funds have been historically spent on car parking at these types of locations.

As part of the process to revalue Council's road network assets, a condition survey was recently completed.

This condition survey was previously completed five years ago and when all of the updated reporting data is available, staff will be in a position to assess the latest performance of our road management strategy by comparing changes in the network condition between the two surveys.

Depending on the analysis of survey results, this will provide an opportunity to reassess the overall balance of the funding allocations between our routine maintenance, heavy patching, resealing and reconstruction activities.

#### **Consultation**

Council has received community interest regarding the need to improve informal parking areas (listed above) at the Serpentine, East Ballina and Marine Parade, Lennox Head.

#### **Options**

The options are to adopt the program as attached, inclusive or exclusive of funding, or amend the program.

The draft LTFP includes a reasonable contribution to this program already:

- \$25,000 in 2020/21 compared to the program request of \$50,000
- \$25,000 in 2021/22 compared to \$50,000
- \$50,000 in 2022/23 compared to \$50,000
- \$75,000 in 2023/24 compared to \$100,000
- \$100,000 in 2024/25 onwards as per program.

### **4.3 Car Park - Upgrade Program**

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This means there is only a shortfall of \$25,000 per annum for 2020/21, 2021/22 and 2023/24.

It is recommended that the engineering works roads program be reviewed to reallocate \$25,000 for those years to the program as this is a very minor change to the roads program, which will help to improve the car parks.

#### **RECOMMENDATIONS**

1. That Council include in the draft Delivery Program and Operational Plan the car park upgrade plan as per Attachment 3 to this report.
2. That an amount of \$25,000 be reallocated in 2020/21, 2021/22 and 2023/24 in the draft Long Term Financial Plan from the roads reconstruction program to the car park improvement program to ensure that the car park program is funded as per Attachment 3.

#### **Attachment(s)**

- 1 [↓](#). Serpentine Car Parking - Resident concerns
- 2 [↓](#). Serpentine Car Parking - Council response
- 3 [↓](#). Car Park Upgrade Program



**From:** [Margaret](#)  
**To:** [Ballina Shire Council](#)  
**Subject:** Attention Mr Paul Busmanis  
**Date:** Wednesday, 18 December 2019 1:16:08 PM

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Mr Paul Busmanis  
Manager Engineering Works  
Civil Services Division

Ref 19/31706, 19/30552

Dear Mr Busmanis

We are again writing to you with regard to the deplorable condition of the Serpentine Car Park in East Ballina and a request for it to be sealed.

This car park is very close to houses and the amount of dust created by vehicles as they enter and exit the car park is completely unacceptable. This car park, adjacent to North Creek is used by people going fishing, kayaking, swimming and visiting the Oyster Shack. As a result of the failure of Council to deal with this problem all of us who live nearby are suffering from a loss of air quality and amenity. It is so bad that on most days we have to keep our windows and doors closed and are unable to take advantage of any cooling breezes.

We have met with several councillors over the last month and all agree that the state of this unsealed Car Park is unacceptable. We believe that this is probably the only unsealed car park in Ballina which is so close to houses.

What do we have to do to get this car park sealed?

Yours sincerely  
Garry and Margaret Stanger  
21 The Serpentine  
East Ballina

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enquiries refer  
**Paul Hickey**  
in reply please quote  
19/99373

23 December 2019



Garry and Margaret Stanger  
21 The Serpentine  
EAST BALLINA NSW 2478

Dear Mr & Mrs Stanger

I refer to your email to Paul Busmanis dated 18 December 2019, along with your question asked at the Council meeting held Thursday 19 December 2019. As per the advice provided at the Council meeting I wish to confirm as follows:

- The elected Council has to date not allocated any funding to seal the Serpentine Car Park
- The estimated cost of this work, as provided by our Civil Services Division, is approximately \$40,000 based on an area of approximately 25m x 25m, which would also provide 20 standard car park spaces
- You have made submissions to Council's annual Operational Plan for the last few years and unfortunately the funding has still not been allocated
- In preparing the 2019/20 Operational Plan Council resolved as follows:
  1. *That Council notes the contents of this report in respect to the Car Park Upgrade Program.*
  2. *That Council receive a further report outlining a ten year strategic plan of works and recommended funding strategy for consideration as part of the preparation of the 2020/21 Delivery Program and Operational Plan.*
- In response to this resolution Mr John Truman and Mr Paul Busmanis will be reporting on recommended priorities for possible funding by Council as a regular program of car park improvement works. This report will be submitted to either the March or April 2020 Finance Committee meetings, with the exact dates of those meetings to be confirmed.
- The Serpentine car park will form part of that report.

In summary I can assure you that your request is being taken seriously however the difficulty for Councillors is to allocate our limited funding to all the demands across the entire shire.

I hope this information is of assistance and if you wish to discuss this further please call me or John Truman on 1300 864 444.

Yours faithfully

Paul Hickey  
General Manager

40 cherry street, po box 450, ballina nsw 2478  
t 1300 864 444 e council@ballina.nsw.gov.au w ballina.nsw.gov.au abn 539 29 887 369

## 4.3 Car Park - Upgrade Program

	LINE MARKING	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	COMMENTS
	The Coast Road at Pat Morton	\$2,000										
	Flat Rock Road.	\$2,000										
	King Street near Club Lennox.		\$4,000									
L	Rutherford Street Lennox Head			\$3,000								
I	Alston Avenue alongside swimming pool – Alstonville					\$5,000						
N	Alstonville Leisure & Entertainment Centre					\$2,000						
E	Pop Dennison Park					\$5,000						Possible inclusion in masterplan for entire park
	Sulva Street at Beach Road car park					\$3,000						
M	Sulva Street at Shelly Beach Rd car park						\$3,000					
A	Shelly Beach Road car park						\$2,000					
R	Ross Street at Pacific Road – Lennox Head						\$3,000					
K	Megan Crescent – Lennox Head						\$1,000					
I	Mackneys Lane at LHCC						\$3,000					
N	Faulks Reserves						\$3,000					
G	Quays Reserve							\$3,000				
	Eyles Drive at Antrim Street							\$4,000				
	Wardell Sports Ground							\$4,000				Subject to improvements in pavement surface
	The Coast Road at Headlands Drive							\$4,000				Subject to detailed design and full construction
	<b>LIGHTING</b>											
	Alstonville Preschool	\$12,000										
	Wollongbar Preschool	\$7,000										
	Marine Rescue Tower	\$7,000										
	Ballina Skate Park	\$20,000										
	Lake Ainsworth Caravan Park		\$20,000									
	Sulva Street Car Park at Shelly Beach		\$26,000									
L	Shelly Beach Road at old Surf Club			\$21,000								
I	Pop Dennison Park			\$26,000								Possible inclusion in masterplan for entire park
G	The Coast Road at Bayview Dr					\$7,000						
H	Ross Street at Pacific Road – Lennox Head					\$20,000						
T	Wardell Sports Ground					\$25,000						
I	Quays Reserve					\$20,000						
N	Emigrant Creek Boat Ramp/Bus Stop					\$13,000						
G	Wardell Boat Ramp						\$7,000					
	Megan Cres at Lennox Head						\$7,000					
	Ferngrove Estate						\$20,000					
	Faulks Reserves						\$12,000					
	Tamar Street (10 Moon St)						\$39,000					
	The Coast Road at Pat Morton							\$13,000				
	The Coast Road at Headlands							\$20,000				Subject to detailed design and full construction
	<b>EXPANSION/MAJOR UPGRADE</b>											
	Missintham Park Amphitheatre	\$50,000										Subject to detailed design and full construction
	Rocky Point Road (Boulder Beach)		\$50,000									Subject to detailed design and full construction
	Pat Morton Lookout			\$50,000								Subject to detailed design and full construction
	Kingsford Smith Park				\$100,000							Subject to detailed design and full construction

Notes: 1. Costs include a \$500 establishment fee

2. Lighting assumes LED type "P". Solar lights may be required where cabling/power supply is not in close proximity and cost prohibitive

#### 4.4 North East Weight of Loads Group (NEWLOG)

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#### 4.4 North East Weight of Loads Group (NEWLOG)

##### **Delivery Program**

Support Operations

##### **Objective**

To provide Council with an annual update on the operations of NEWLOG and to endorse the budget for 2020/21.

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#### **Background**

The North East Weight of Loads Group (NEWLOG) represents a resource sharing co-operative of eight member councils; i.e. Ballina, Byron, Clarence Valley, Kyogle, Lismore, Richmond Valley, Tenterfield and Tweed. The objective is to reduce damage to Council and classified roads and promote road safety, by policing of vehicle weights as prescribed in the Acts and Regulations pertinent to overloading.

Corporate services for NEWLOG such as finance, administration, employment of staff etc. are provided by Ballina Shire Council based on a fee.

NEWLOG, which is not a separate legal entity, operates under a Memorandum of Agreement (MOU) with the Roads and Maritime Services (RMS). This Agreement expired on 31 December 2011 and a new MOU was drafted through workshops with RMS and four other NSW Weight of Loads Groups. The draft MOU remains with the legal branch of RMS (now Transport for NSW).

A temporary Deed of Agreement between the NEWLOG councils expired 1 July 2012. Member councils endorsed that this agreement be extended on a month to month basis, pending the formalisation of the MOU with RMS. Despite the best efforts of councils to further the MOU, no progress has been achieved.

#### **Key Issues**

- Overview

#### **Information**

NEWLOG has operated effectively for many years. From 2014/15 to 2017/18, the annual increases to total contributions were in the range of 1.5% to 3.5%.

The contributions for 2018/19 represented an overall increase of 15.0% from the 2017/18 contribution. The large increase in that year was necessary to bring the total of operating income and contributions into balance with operating expenses as fine revenue was decreasing. Contributions for 2019/20 were increased by 2.5%.

This financial review proposes an increase of 2.0% to contributions for 2020/21 however, this is yet to be ratified by the members. A financial operations report is being prepared for the member councils, which considers the long-term budget and expenditure trends.

#### 4.4 North East Weight of Loads Group (NEWLOG)

The following table shows the NEWLOG operating results for the last few years together with (current draft) forecasts for the next four years.

##### NEWLOG - Financial Overview 2017/18 to 2023/24

Actual 2017/18	Actual 2018/19	Item	Estimated				
			2019/20	2020/21	2021/22	2022/23	2023/24
		<b>Operating Revenues</b>					
0	0	Legal Costs Recovered	2,600	2,700	2,800	2,900	3,000
58,500	64,200	Fines and Other	37,700	38,500	39,500	40,500	41,600
190,700	194,600	RMS Contribution	196,500	200,500	205,600	210,800	216,100
5,400	4,900	Interest on Investments	9,100	9,300	9,600	9,900	10,200
<b>254,600</b>	<b>263,700</b>	<b>Total Operating Revenues</b>	<b>245,900</b>	<b>251,000</b>	<b>257,500</b>	<b>264,100</b>	<b>270,900</b>
		<b>Operating Expenses</b>					
		<b>Administration</b>					
286,100	379,800	Salaries	284,500	290,200	297,500	305,000	312,700
19,600	20,700	Annual Leave	18,000	18,400	18,900	19,400	19,900
8,500	12,000	Other Leave	9,800	10,000	10,300	10,600	10,900
11,700	18,200	Sick Leave	10,000	10,200	10,500	10,800	11,100
12,300	13,300	Long Service Leave	9,000	9,200	9,500	9,800	10,100
400	1,500	State Conference Costs	1,400	1,500	1,600	1,700	1,800
3,500	5,000	Workers Compensation	5,000	5,100	5,300	5,500	5,700
23,500	24,000	Superannuation	26,000	26,600	27,300	28,000	28,700
1,700	700	Uniforms	1,400	1,500	1,600	1,700	1,800
22,900	32,700	Vehicle Running Costs	33,800	34,500	35,400	36,300	37,300
73,000	73,000	Overheads to NEWLOG	45,000	50,000	51,300	52,600	53,900
		<b>Operation Costs</b>					
1,300	12,700	Administration Costs	1,100	1,200	1,300	1,400	1,500
900	1,200	Telephone	1,000	1,100	1,200	1,300	1,400
2,200	8,800	Legal Costs	3,000	3,100	3,200	3,300	3,400
900	100	Sundry Expenses	3,000	3,100	3,200	3,300	3,400
2,600	2,300	IPB Processing Fees	4,600	4,700	4,900	5,100	5,300
4,700	8,300	Insurance	7,000	7,200	7,400	7,600	7,800
4,000	4,800	Maintenance of Scales	6,400	6,600	6,800	7,000	7,200
		<b>Non-cash Expense</b>					
0	0	Loss on Sale of Plant	0	0	13,700	0	0
22,800	23,400	Depreciation	24,000	24,500	25,200	25,900	26,600
<b>502,600</b>	<b>642,500</b>	<b>Total Operating Expenses</b>	<b>494,000</b>	<b>508,700</b>	<b>536,100</b>	<b>536,300</b>	<b>550,500</b>
<b>(248,000)</b>	<b>(378,800)</b>	<b>Operating Result - (Deficit)</b>	<b>(248,100)</b>	<b>(257,700)</b>	<b>(278,600)</b>	<b>(272,200)</b>	<b>(279,600)</b>
22,800	23,400	Add Deprec and Loss on Sale	24,000	24,500	38,900	25,900	26,600
<b>(225,200)</b>	<b>(355,400)</b>	<b>Cash Result - (Deficit)</b>	<b>(224,100)</b>	<b>(233,200)</b>	<b>(239,700)</b>	<b>(246,300)</b>	<b>(253,000)</b>
		<b>Capital Movements</b>					
234,300	269,500	Add Member Contributions	276,200	281,800	288,900	296,200	303,700
4,200	0	Less Transfer to Reserves	52,100	48,600	49,200	49,900	50,700
0	85,900	Add Transfer from Reserves	0	63,000	0	0	66,000
0	0	Less Capital Purchases	0	63,000	0	0	66,000
<b>(4,900)</b>	<b>0</b>	<b>Non Cash Movements</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>0</b>	<b>0</b>	<b>Cash Result after Capital</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
		<b>Cash Reserve Balance</b>					
4,200	<b>(85,900)</b>	Net Change in Cash Reserves	52,100	<b>(14,400)</b>	49,200	49,900	<b>(15,300)</b>
202,700	206,900	Add Opening Balance	121,000	173,100	158,700	207,900	257,800
<b>206,900</b>	<b>121,000</b>	<b>Closing Balance</b>	<b>173,100</b>	<b>158,700</b>	<b>207,900</b>	<b>257,800</b>	<b>242,500</b>

#### **4.4 North East Weight of Loads Group (NEWLOG)**

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Operations are forecast to remain reasonably similar to previous years with most items, looking at a cost of living adjustment.

An operating cash loss is predicted annually which is offset by member capital contributions.

Capital expenditure is anticipated every third year to replace two vehicles and in those years the reserve balance declines correspondingly.

The current forecast is for the cash reserves to sit between \$158,000 and \$258,000, with the decreases to the reserves occurring in the years with capital expenditure.

NEWLOG does have leave liabilities that amounted to \$241,000 as at 30 June 2019. This must be considered when assessing what is a reasonable cash reserve balance to have on hand.

#### **Legal / Resource / Financial Implications**

Council contributes financially to the operations of NEWLOG as well as providing support and management of the joint venture.

#### **Consultation**

This report is provided for the public record.

#### **Options**

This report is for information, with Council also asked to support the draft 2020/21 budget.

#### **RECOMMENDATION**

That Council endorses the draft NEWLOG budget for 2020/21, as per the contents of this report.

#### **Attachment(s)**

Nil

## 4.5 Fees and Charges - 2020/21

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### 4.5 Fees and Charges - 2020/21

#### Delivery Program

Financial Services

#### Objective

To obtain Council approval to exhibit the draft 2020/21 fees and charges for public comment.

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#### Background

An important part of Council's resourcing strategy is the setting of fees and charges for the provision of works and services. The Rates, Waste, Water and Wastewater charges are the primary income sources for Council and this report deals with the myriad of other fees and charges required or allowed to be raised for Council services.

A list of all these fees and charges is compiled annually and advertised for public comment as part of the draft Operational Plan.

A copy of the draft fees and charges document, for 2020/21, is included as Attachment 1.

The Local Government Act and National Competition Policy also require councils to establish pricing categories to allocate against each fee and charge, with the category identifying the nature or level of cost recovery for the fee.

The Council's adopted categories are as follows, with these categories fairly standard for nearly all councils:

- Business / Commercial - Fee set in accordance with the marketplace with the fee aiming to generate a return for Council
- Full Cost Recovery - Fees set to recover the full cost of the service
- Partial Cost Recovery - Fees set at what Council considers is a reasonable cost for the user to bear. The balance of the cost of providing the service is funded from general revenue
- Fixed by Legislation - Fees set by legislation.

The fees and charges in the attached document are listed in an order consistent with the organisation structure.

#### Key Issues

- Variations in fees
- New fees
- Opportunities to recover the cost of Council services
- Affordability and reasonableness

#### Information

The fees mentioned in this report relate to new fees, removed fees, or price changes outside of a cost of living adjustment.

**Corporate and Community Division – Financial Services**

*Interest on Overdue Rates and Charges*  
Page 2

Council charges interest on overdue rates and charges in accordance with Section 566 of the Local Government Act.

The maximum interest rate that is charged is determined by the Minister of Local Government, by notice published in the Gazette on an annual basis. Historically, Council has adopted the maximum amount allowable, however Council is allowed to set the annual rate at any figure up to the maximum.

In light of the Coronavirus (COVID-19) and the current economic environment and hardships likely faced by a number of ratepayers, Council resolved at the March 2020 Ordinary meeting to revise the interest rate to zero for the period from 1 April 2020 to 30 June 2021.

**Corporate and Community Division – Information Services**

*Drone Survey Services*  
Page 3

Council has successfully obtained a Remote Operators Certificate (ReOC) through CASA that enables it to operate remotely piloted aircraft.

Three new fees have been set for the provision of these services.

Description	2020/21 charge
Drone Survey Services (per hour)	\$281
Drone Aerial Inspections & Photography (per hour)	\$209
Imagery Processing (per hour)	\$173

These fees aligns with other service providers within Australia.

*Map Printing*  
Page 3

Map production charges have been simplified to fees below.

Description	2020/21 charge
Map Printing – Large Format Printing – Per Page (AS,A1 & A0)	\$15
Map Printing – Small Format Printing – Per Page (A4 & A3))	\$5

**Corporate and Community Division – Ballina - Byron Gateway Airport (BBGA)**

*RPT Fees and Charges*  
Page 5

Qantaslink, like other RPT airlines at BBGA, are under commercial in confidence agreements with BBGA.



## 4.5 Fees and Charges - 2020/21

### *Landing Fees* Page 5

Two new fees have been introduced to cover circuit training and military landings.

Description	2020/21 charge
Landing Fees – General Aviation	30% of applicable
Circuit training (airport management permission required prior to circuit training activities)	*MTOW landing fee
Landing Fees – Military	As per agreement negotiated by the Australian Airports Association
Military fixed and rotary wing landing and aircraft parking fees.	

\*Maximum Take Off Weight

Circuit training is calculated to cover the costs of airport staff managing wildlife hazards, air navigation aids and airfield lighting for aircraft conducting circuits at the airport.

Military landing fees (ADF record this as “airport maintenance fee”) are collated and collected by the Australian Airports Association as part of our BBGA annual membership fees. This fee is reviewed and negotiated annually on behalf of AAA member airports. Revenue from Military aircraft movements at BBGA is forwarded from the AAA to BBGA on a monthly basis.

### *Aircraft Parking on RPT Apron (Bays 1-4)* Page 6

These charges have been reviewed, with changes made to the weight categories and amounts charged as per below.

Description	2019/20 charge	2020/21 charge
Up to 5,700kg MTOW per 1,000kg pro-rata (minimum 1,000kg)	N/A	\$38.50
5,701kg to 15,000kg MTOW per 1,000kg pro-rata	N/A	\$25
Greater than 15,000kg MTOW per 1,000kg pro-rata	N/A	\$22
Up to 2,000kg MTOW	\$77	N/A
2,000kg to 5,700kg MTOW	\$103	N/A
5,700kg to 10,000kg MTOW	\$153	N/A
Greater than 10,000kg MTOW (in excess of first 4 hours) charge per 24 hours or part thereof (for non RT and/or Charter Aircraft)	\$356	N/A

### *Airport Public Car Park* Page 6

A new fee of \$80 has been introduced for an after hours car park call out fee.

All other airport public car park fees have been kept at the same rate as 2019/20.

### *Airside Access Charges*

*Page 6*

A new fee of \$35 has been introduced for a visitor pass, with an exemption for airline tenants and Ballina Shire Council staff.

### **Corporate and Community Division - Community Facilities**

*Pages 8 to 18*

To align the Community Spaces fees and charges structure staff have provided for consistent discounts across all venues and clarified the cancellation fees and bond allocated to the bookings.

Currently Community Spaces fees and charges have varying discount rates for the larger bookings half-day (6 hours) and full day (12 hours). The allocation of set discounts across all venues provides for clarity and equality.

The discount rates that have been applied relate closely to the average of the current half-day and full day rates already in place, the rates as follows:

- The introduction of a half day/6hr booking discount (40%) across all venues, some venues did not previously have access to a half day discounted rate.
- The introduction of full day 12hr discount (50%) across all facilities.

The booking cancellation fees needed further clarification to ensure that the various venues are able to confirm the booking status and further maximise their usage.

The cancellation fees for all venues (excluding Park Lane Theatre) are as follows:

- 25% Cancellation Fee required within 14 days of scheduled booking date of the full allocated booking fee.
- 50% Cancellation Fee required within 7 days of scheduled booking date of the full allocated booking fee.

Typically, bookings for the Park Lane Theatre are made well in advance to allow marketing, ticket sales etc. Cancellation of Park Lane Theatre bookings close to the booking date removes the opportunity for large booking replacement.

The new cancellation fees for Park Lane Theatre are:

- 25% Cancellation Fee required within 60 days of scheduled booking date of the full allocated booking fee.
- 50% Cancellation Fee required within 30 days of scheduled booking date of the full allocated booking fee.
- 100% Cancellation Fee required within 14 days of scheduled booking date of the full allocated booking fee.

The provision of a security bond to cover for damage to the venue and/or the equipment used in that venue, the security bond that is in place is \$1,000 for larger bookings (six hours or more).

## 4.5 Fees and Charges - 2020/21

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The commercial hourly hire rate across all venues has been increased by \$5 per hour, except for Park Lane Theatre, which was reviewed separately. The \$5 increase affects all hourly fees dependant on user category. The current fee structure is retained addressing three main user types (categories).

1. Commercial users 100% base hourly venue rate
2. Regular Community Based Activities (RCBA) 75% of base hourly venue rate
3. Community User Groups (Not for Profit) 50% of base commercial venue rate.

To improve usage of the Richmond Room the minimum two hour booking has been removed.

The Park Lane Theatre is currently undergoing major enhancement works, which will provide for new opportunities for the use and marketing of that venue. The enhancements will also allow for additional seating with the introduction of air-conditioning.

New Park Lane Theatre fees and charges have been developed to assist in catering for increased running and maintenance costs of the renovated theatre space. Similar Council and Commercial sites have been assessed to ensure comparative usage charges.

As a result of the review of the current fees and charges the following changes have been made:

- The multi day / consecutive day booking discount for Park Lane Theatre has been removed as all category users already benefit from the 50% 12 hour booking discount.
- The Commercial base hourly rate for the hire of the theatre space has been increased from \$110 to \$180 per hour.

The Pimlico Hall fees and charges have been removed as the property is now leased.

The Alstonville Leisure and Entertainment Centre (ALEC) dressing room hire fee has been removed, as the dressing rooms generally form part of the Multi-purpose Hall requirements of use.

These and other fees and charges will be reviewed upon the re-development of ALEC.

The Ballina Indoor Sports Centre (BISC) fees have been reviewed and there are no changes to the hourly court hire fees for 2020/21 to allow for growth in the use of the facility and time to further analyse usage.

- As a result of the review, an additional fee for half day hire of the courts has been included.
- The fees and charges for the BISC have included a note for the use of the tiered seating, which requires the payment for the use of court two.

Given the large number of facilities and different fees, and the restructure of the fees, the details of the charges have not been provided in this report.

Refer to pages 8 to 18 of the draft Fees and Charges document.

## 4.5 Fees and Charges - 2020/21

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### **Corporate and Community Division - Northern Rivers Community Gallery** *Page 20*

The Northern Rivers Art Gallery has added Ignite Studios Special Event Weekly Hire Fees to further encourage consistent usage patterns.

### **Corporate and Community Division - Swimming Pools** *Page 21*

No fee changes were made to the Ballina War Memorial Pool or the Alstonville Aquatic Centre.

### **Civil Services Division - Water**

#### *Bulk Water Charges – Water Charge Drinking Water* *Page 24*

This fee is proposed to be increased from \$3.74k/L to \$5.90/kL.

During the drought, Ballina Shire experienced a number of tanker operators choosing to access Council's water network to fill up in preference to using the Rous filling stations within the shire due to the large price differential, with our charge of \$3.74/kL comparing to Rous filling station charge of \$5.75/kL.

The impact associated with this included pressure drops for our network customers when the tankers accessed certain points in our network and heavy traffic on suburban roads. There is also the risk that water was being extracted from within the Ballina Shire and used elsewhere, as our bulk price was one of the lowest in the region.

The Rous filling stations are placed on roads suitable for heavy traffic and at points in the network that are capable of supporting tanker filling without significant pressure drops. Operationally and considering broader customer impact, it would be preferable to align Council's bulk price with Rous County Council, to remove the incentive to access our network over the filling stations, and increase regional consistency.

The proposed price of \$5.90/kL aligns with Rous' proposed 2020/21 charge. The impacted customer group is relatively small, namely water tankers.

There could be a concern that this increase is passed onto rural customers refilling their tanks in dry weather, however when considering the costs of a water tanker delivery were starting at \$250 in recent times, it can be seen that the cost of the water itself is a small percentage of the end cost to the customer.

### **Civil Services Division - Wastewater**

#### *Septic Waste Disposal* *Page 25*

A new fee of \$315 is proposed for Classification S Trade Waste Non Compliance Fee.

## 4.5 Fees and Charges - 2020/21

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Council has a cost recovery based fee for septage received at our wastewater treatment plants (Classification S waste). The fee charged covers the cost of accepting and treating typical septage.

Waste disposal tankers need a licence to dispose of septage at our facilities, in the form of a trade waste approval, which includes time, volume and quality constraints that are designed to protect our treatment plants and environmental licence compliance. There is always the risk that unscrupulous operators may choose not to comply with their licence conditions, and our facilities have experienced this on a few occasions over the last 12 months.

As of the current financial year, Ballina Council have the cheapest fee for septage disposal in the region, after Lismore Council nearly doubled their fee. This difference exposes us to waste disposal tankers bringing waste from other shires to take advantage of the cost saving and increases the risk to our treatment plant because the source of the waste is unknown.

The proposed fee is to be applied when waste disposal operators breach their trade waste approval, and is based on recovering the costs associated with managing non-compliant waste at Council's wastewater treatment plants.

### **Civil Services Division – Open Spaces**

#### *Four Wheel Drive Beach Access Permits*

*Page 32*

<b>Description</b>	<b>2019/20 charge</b>	<b>2020/21 charge</b>
Annual Permit	\$110	\$120
Six Month Permit	\$65	\$70
Thirty Day Permit	\$45	\$50
One Day Permit	\$15	\$18

The above increases are in the range of 8% to 20%.

### **Civil Services Division – Infrastructure Planning**

#### *Road Closure/Purchase Application*

*Page 34*

The road closing fee has been split into two components to reflect the new road closing requirements and increased Council input required to assess and process road closing applications. With a split fee, applicants are able to reassess their position after the initial assessment without committing to the full fees. Stage 1 and 2 assessment items are listed in the fee schedule.

<b>Description</b>	<b>2019/20 charge</b>	<b>2020/21 charge</b>
Stage 1 - Initial application (includes site inspection, service investigations and road status search)	N/A	\$400
Stage 2 – Application processing (including authority notifications, Council reporting, advertising, review of submission and gazette notice).	\$850	\$850

## 4.5 Fees and Charges - 2020/21

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### Civil Services Division – Burns Point Ferry

Pages 36 to 37

Fees have been kept the same as the 2019/20 charge, apart from annual tickets being increased 2%.

New fees have been introduced for Agricultural Tractors and a new Administration fee for the replacement or amendment to weekly, quarterly and season tickets.

Description	2020/21 charge
Agricultural Tractor – Annual Ticket	\$163
Agricultural Tractor – Quarterly Ticket	\$49
Administration Fee	\$8

Two early submissions have been received in relation to ferry fees.

A submission has been received from David Felsch requesting a reduction in the cost of season tickets to compensate for the extra time lost through servicing the ferry at Swan Bay this year. This submission is included as Attachment 2.

*Staff comment:*

The ferry servicing program was recently reported to Council at the January 2020 Ordinary Meeting. Since 2016 the ferry has had an out-of-water service every two years, and prior to 2016 the ferry has historically had an out-of-water service annually.

The servicing period required for the two yearly service was 3 weeks in 2018, and the period forecast for the February/March 2020 service was also three weeks.

However due to three major weather patterns delays were experienced with the painting program and travel restrictions applied to the towing tug. This year the out-of-water service came to four weeks. The out-of-water service time for the ferry during the last four years has therefore been seven weeks total.

This is in line with the historic out-of-water service period of approximately two or more weeks when the out-of-water servicing occurred annually.

The ferry season ticket is also heavily discounted for unlimited use of the ferry.

For example, if a regular 'commuter' used the ferry in the morning and the afternoon for 48 weeks of the year, this would amount to a daily cost of less than \$0.70 per day.

As noted above this year the out-of-water service took longer than forecast by six days.

It is also noted the inconvenience to ferry users caused by a longer trip through Wardell, however this is necessary to facilitate the maintenance and continuation of the ferry service in the long term.

#### 4.5 Fees and Charges - 2020/21

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Any 'compensation' for this aspect would be difficult to ascertain due to the variable use of the ferry by season ticket holders.

Overall the duration of this year's out-of-water service is commensurate with historic data and season ticket holders already receive a significant discounted fare and offering compensation is not recommended.

A submission has also been received from the Ballina Peninsula Residents Association requesting discounted season passes for trailers, specifically for residents that tow trailers infrequently. This submission is included as Attachment 3.

*Staff Comment:*

In 2019 Council introduced more equitable pricing for trailers and caravans.

These single trip tickets were previously based on the number of axles on each trailer or caravan.

The revised ticket prices are now based on whether the vehicle is a trailer or a caravan, regardless of the number of axles.

This resulted in minor cost savings for towed trailers, which is the lower ticket price of \$6.50, compared to \$8.50 for caravans.

Previous requests for discounted trailer season tickets have been made and Council has repeatedly agreed to apply a minimum ticket price equivalent to a motor vehicle ticket price, irrespective of whether the towing vehicle is a season ticket holder or not.

No change to the ferry ticket pricing is recommended.

The one change recommended for the ferry is to remove cash as a form of payment.

With a number of high-risk staff (i.e. health and age) operating the ferry it is timely to reduce the cash handling, which has an inherent risk of theft as well as the need for a specific cash collection process, which also comes at a cost.

Council decided to waive all casual ferry fees to 30 June 2020 due to concerns over the cash handling and this now provides an opportunity to remove cash permanently from 1 July 2020 onwards.

#### **Planning and Environmental Health Division - Building Services**

*Pages 38 to 39*

#### *Accredited Certifier and Principal Certifying Authority Fees*

A number of fees within the Building Services section have been increased by 8%, specifically Residential CC and CDC and Non-Residential CDC.

#### 4.5 Fees and Charges - 2020/21

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##### *Other Building Related Fees Page 40*

Within Other Building Related Fees, Pre DA/CDC lodgement meeting fees have been reduced, as has the fee for Provision of Written Flood Level Floor Height Information.

These fees have rarely been applied in the past and it is anticipated that a reduction in these fees will increase the use of these services.

Various other items within Other Building Related Fees have been increased in the ranges of 4% to 9%.

The following items have increases outside of CPI increases.

Description	2019/20 charge	2020/21 charge
Order to be issued on behalf of private certifier	\$220	\$240
Miscellaneous building and/or plumbing inspections report (hourly, min ½ hour)	\$245	\$265
Amended Construction Certificate (minor modification).	\$150	\$160
Compliance Certificate (including single inspection fee).	\$225	\$245
Occupation Certificate	\$225	\$245
Additional Inspection Fee per inspection.	\$225	\$245

##### *Plumbing and Drainage Inspection Fees Page 41*

The following new charges are proposed:

Description	2020/21 charge
<b>Plumbing and Drainage Inspection Fees - Residential</b>	
OSSM Inspection Fee (two inspections) – minimum fee per system	\$336
<b>Plumbing and Drainage Inspection Fees – Commercial and Industrial</b>	
Minor Plumbing & Drainage Works (e.g. one fixture)	\$265
\$0 - \$50,000	\$480
\$50,001 - \$400,000	\$830
\$400,000 - \$1,000,000	\$1,390
Exceeding \$1,000,000	POA

Commercial and Industrial plumbing and drainage inspection fees have been added to cater for the added complexity of these developments in comparison to residential developments. The added complexity includes items such as the plumbing requirements for sanitary facilities for persons with a disability (i.e. accessible facilities) and hydraulic fire services (e.g. hose reels, hydrants and sprinklers).



**Planning and Environmental Health Division - Development Services**

*Development Application Compliance Fee*

Page 44

These fees are based on the value of project. The fee has been increased from 0.1% to 0.2% of total project value. The increase to 0.2% is in response to significant development activity throughout the Shire and increased community expectations to have an active and responsive development compliance program.

*External Consultant Review Fee*

Page 47

A new fee is proposed, to be determined as “At Cost”, for the external review and/or reporting in relation to a development application fee.

This fee is to enable cost recovery associated with the assessment of development applications where external expertise has been required.

*Essential Fire Services – Fire Safety/Essential Services Engineering Site Inspection*

Page 48

A new fee of \$230 is proposed, as a partial cost recovery for a Council Inspector to ensure premises comply with Fire Regulations. This fee covers file review, site inspection and report preparation.

**Planning and Environmental Health Division – Public and Environmental Health**

*On Site Sewage Management System*

Page 48

The fee for the approval to operate has been split into separate fees for Domestic and Non-Domestic, and a new fee for written enquiries is proposed.

Description	2019/20 charge	2020/21 charge
Issue of Approval to Operate per system	\$67	N/A
Issue of Approval to Operate per system – Domestic	N/A	\$70
Issue of Approval to Operate per system – Non Domestic	N/A	\$210
OSSM Written Enquiry	N/A	\$70

*Food Premises - Inspection/Registration (Annual)*

Page 50

Two new fees are proposed.

Description	2020/21 charge
Childcare Centre – commercially operated (low risk)	\$64
Home Based Business (low risk)	\$64

## 4.5 Fees and Charges - 2020/21

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These fees have always existed for childcare centres and home based businesses that undertake food preparation at their business/in their home. The fees have now been reviewed and broken down into risk categories depending on scale of operation. The fees have been introduced to be more fair and reasonable for businesses that only operate certain days and part preparation.

### *Legionella – Receiving Certificates* Page 51

A new fee of \$65 has been set by legislation under the NSW Public Health Act.

### *Private Burials – Administration, Inspection and Approval Fee* Page 51

A new fee of \$460 is being introduced in line with other local councils. It was identified recently following a request to Council under the NSW Public Health Act to obtain a private burial in the Shire. This fee is considered fair and reasonable given the resourcing required to issue such an approval and mandatory inspections.

### *Underground Petroleum Storage Systems (UPSS)* Page 51

The inspection fee has been increased from \$165 to \$297.

With the transition of the Underground Petroleum Storage System legislation from State Government to Local Government on 1 September 2019, Council now has an understanding of expectations and hence has reviewed fees and charges applicable to administer and regulate these systems. Council is also part of the Regional Contamination Grant Program funded by the NSW EPA and regional consistency in fees is being adopted.

## **Legal/Resource / Financial Implications**

Discretionary fees and charges are a major source of revenue to Council.

## **Consultation**

This report has been prepared following consultation with staff across Council's entire operations. Once approved the draft document will be exhibited for public comment as part of the draft 2020/21 Operational Plan.

## **Options**

Council may approve the contents of this report or resolve to add, delete or amend the proposed 2020/21 fees and charges. The recommendation is to exhibit the draft fees and charges for public comment.

Finally, the proposed fees and charges were prepared prior to the COVID-19 pandemic lock down. Council will not adopt the fees until the June 2020 Ordinary meeting, and that timing will allow Council to assess the overall state of the pandemic and the local economy to determine whether any changes or waivers need to be implemented.

**RECOMMENDATIONS**

1. That Council approves the exhibition of the draft schedule of fees and charges for 2020/21 as attached, including any amendments resulting from this meeting.
2. That Council notes the proposal to remove cash as a form of payment for the ferry from 1 July 2020 onwards.

**Attachment(s)**

1. Fees and Charges - 2020/21 (draft) (Under separate cover)
- 2 [↓](#). Submission Ferry Fees - David Felsch
- 3 [↓](#). Submission Ferry Fees - Ballina Peninsular Residents Association

David Felsch

971 river dr

Keith Hall

9/3/ 2020

The General Manager  
Ballina Shire council

Dear Paul

A Number Of Peninsula resident have asked me to make represantion to the council for a reduced cost to seasonal tickey for ferry in lou of days of used lost throught servicing.Maybe something like \$30 off the next Ticket.  
Only my thought.  
Your Sincerly



David felsch

**BALLINA PENINSULA RESIDENTS ASSOCIATION**

[ballinapensinsul@gmail.com](mailto:ballinapensinsul@gmail.com)

President David Felsch 0407 007 559

Secretary Ann Mulder 0427 291 772

Treasurer Janice Loughrey 0414 841 662

3 March 2020

A Ward Committee  
Ballina Shire Council

**REQUEST TO REVIEW TRAILER CHARGES**

We are writing to propose a review of the charges that are presently levied on trailers owned by members of the community.

At present trailers are charged at the same rate as a motor car. This appears to be inequitable, particularly for annual or periodic tickets. In the case of occasional use the cost is such that many residents opt to avoid using the ferry and drive to Ballina via Wardell which is a significant impost on their time.

It should be noted that the Council has seen fit to issue annual ferry passes for bicycles. We propose that trailers should be viewed in the same light. One of the reasons for suggesting this is that residents only occasionally use a trailer yet they are being charged on an annual ticket at the same rate as for their vehicles which they use regularly. This seems iniquitous. To prevent abuse of this system, it is suggested that a trailer pass would be displayed on the windscreen of a car that already has an annual or periodic pass. We suggest this concession would not be open to contractors who regularly tow a trailer and use the ferry during peak periods of activity.

We therefore propose that the cost of an annual or periodic pass for a trailer should be set at 1/10th that of a car. Even at this rate, the Council is winning because residents do not pull a trailer at anything like once every 10 trips by their cars.

Sincerely



D. J. FELSCH  
President  
Ballina Peninsula Residents Association

## 4.6 Plant Replacement Program - Long Term Financial Plan

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### 4.6 Plant Replacement Program - Long Term Financial Plan

#### Delivery Program

Financial Services

#### Objective

To seek approval for the 2020/21 Plant Replacement Program.

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#### Background

Council owns and operates a wide range of fleet and plant to meet operational needs.

The equipment ranges from light vehicles (utility and passenger) to heavy plant (graders, excavators, rollers, trucks, backhoes, loaders, tractors and a street sweeper).

To maintain a contemporary fleet and to optimise operating costs a rolling replacement program is maintained.

Replacement dates are based on industry recommended age intervals and utilisation (hours / kilometres), along with staff assessments.

This report presents an update on the Plant Replacement Program, which will be included in Council's draft Delivery Program and Operational Plan.

#### Key Issues

- Items identified for replacement

#### Information

The funding for the replacement program operates by charging internal hire rates to the Council jobs using the plant, with the net surplus (internal hire income less operating expenses) transferred to an internally restricted reserve (the Plant Reserve) to fund plant replacements.

The replacement program is based on:

- Industry referenced material / advice on annual depreciation
- Forecasting of plant operating revenues and expenses
- Estimated changeover costs (net values)
- Reducing uneconomic major maintenance costs later in a plant item's life.

The updated General Fund Plant Replacement Program for the four year term of the Delivery Program, from 2020/21 to 2023/24, is included as Attachment 1.

The information in that attachment represents the replacement of existing plant and in addition two new items are to be acquired, as part of the on-going expansion of Council's operations:

#### 4.6 Plant Replacement Program - Long Term Financial Plan

Cleaner's Vehicle – As part of the 2019/20 Workforce Management Plan, Council approved an additional cleaning position. This position was recruited during 2019/20 and there are now four permanent cleaning positions working across four distinct precincts.

The new position has been using a vehicle that was replaced and not sold and it is now planned to purchase the additional vehicle based on this increase in permanent numbers.

The vehicle currently used will be sold.

- Electrician's Vehicle – Similar to the previous item, Council approved an additional electrician position in adopting the 2018/19 Workforce Management Plan, and since recruitment the position has been using a vehicle that was replaced and not sold.

The net estimated value of these two vehicles is \$70,000, funded from the Plant Reserve.

The General Fund Plant Replacement Program is based on a ten-year financial plan, as per the following summary, which outlines the movements in the Plant Reserve for the life of the Long Term Financial Plan.

**Table One – General Fund - Plant Reserve Movements  
2020/21 to 2029/30 (\$'000)**

Description	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30
<b>Opening Balance</b>	<b>(206)</b>	<b>(88)</b>	<b>(6)</b>	<b>261</b>	<b>47</b>	<b>159</b>	<b>198</b>	<b>343</b>	<b>752</b>	<b>576</b>
Operating Revenues	5,074	5,188	5,332	5,482	5,593	5,747	5,893	6,043	6,201	6,357
Operating Expenses	4,167	4,281	4,382	4,485	4,590	4,728	4,809	4,921	5,036	5,157
<b>Operating Result</b>	<b>907</b>	<b>907</b>	<b>950</b>	<b>998</b>	<b>1,003</b>	<b>1,019</b>	<b>1,085</b>	<b>1,123</b>	<b>1,165</b>	<b>1,200</b>
Add Back Dep	1,020	1,040	1,061	1,083	1,104	1,126	1,149	1,172	1,196	1,220
<b>Cash Result</b>	<b>1,927</b>	<b>1,947</b>	<b>2,011</b>	<b>2,080</b>	<b>2,107</b>	<b>2,146</b>	<b>2,234</b>	<b>2,295</b>	<b>2,361</b>	<b>2,419</b>
Add Capital Income	500	0	0	0	0	0	0	0	0	0
Less Loan Principal	0	65	67	69	71	73	75	80	0	0
Less Purchases	2,309	1,801	1,677	2,225	1,925	2,033	2,014	1,806	2,536	2,554
<b>Net Movement</b>	<b>118</b>	<b>81</b>	<b>267</b>	<b>(214)</b>	<b>111</b>	<b>40</b>	<b>145</b>	<b>409</b>	<b>(176)</b>	<b>(135)</b>
<b>Closing Balance</b>	<b>(88)</b>	<b>(6)</b>	<b>261</b>	<b>47</b>	<b>159</b>	<b>198</b>	<b>343</b>	<b>752</b>	<b>576</b>	<b>442</b>

The reserve has a negative closing balance for the first three years, however based on experience not all planned purchases will be completed by the end of the financial year, which typically means the reserve will remain positive.

The Water, Wastewater, Domestic Waste Management (DWM) Funds are in a sound financial position and this allows replacement and new plant to be purchased as required.

The program for these three funds for the next four years is as per the following tables.

## 4.6 Plant Replacement Program - Long Term Financial Plan

**Table Two - Water Fund  
Plant Replacement Program (\$)**

Model	Description	2020/21		2021/22		2022/23		2023/24	
		Sale	Price	Sale	Price	Sale	Price	Sale	Price
Isuzu	Single Cab Truck Tray Back	15,000	79,000						
Mitsubishi	Dual Cab 4x2 Truck Service Body and Crane							20,000	108,000
Mitsubishi	Single Cab 4x2 Truck, Tipper and Crane							20,000	112,000
Isuzu	Utility 2WD Single Cab	9,000	30,000						
Isuzu	Utility 2WD Single Cab			9,000	31,000				
Ford	Utility 2WD Single Cab					9,000	30,000		
Ford	Utility 2WD Single Cab					9,000	30,000		
Wacker / Neuson	Plate Compactor	1,000	14,000						
<b>Totals</b>		<b>25,000</b>	<b>123,000</b>	<b>9,000</b>	<b>31,000</b>	<b>18,000</b>	<b>60,000</b>	<b>40,000</b>	<b>220,000</b>
<b>Number and Net Annual Changeover</b>		<b>3</b>	<b>98,000</b>	<b>2</b>	<b>22,000</b>	<b>2</b>	<b>42,000</b>	<b>3</b>	<b>180,000</b>

**Table Three - Wastewater Fund  
Plant Replacement Program (\$)**

Model	Description	2020/21		2021/22		2022/23		2023/24	
		Sale	Price	Sale	Price	Sale	Price	Sale	Price
Isuzu	Single Cab 4x2 Truck Service Body and Crane	20,000	114,000						
Home Made	Box Trailer Single Axle							1,000	13,000
Isuzu	Single Cab 4x2 Truck Service Body and Crane			20,000	124,000				
Ford	Utility 2WD Extra Cab High Ride					9,000	36,000		
Ford	Utility 2WD Single Cab			9,000	31,000				
Volkswagon	Van 4x4					15,000	48,000		
<b>Totals</b>		<b>20,000</b>	<b>114,000</b>	<b>29,000</b>	<b>155,000</b>	<b>24,000</b>	<b>84,000</b>	<b>1,000</b>	<b>13,000</b>
<b>Number and Net Annual Changeover</b>		<b>1</b>	<b>94,000</b>	<b>2</b>	<b>126,000</b>	<b>2</b>	<b>60,000</b>	<b>1</b>	<b>12,000</b>

For the DWM fund, with Council purchasing five trucks during 2019/20, no further purchases are planned until 2025/26, beyond the life of the 2020/21 to 2023/24 Delivery Program.

### Legal / Resource / Financial Implications

The replacement of plant is internally funded from the Plant Reserve. Income is generated from internal plant hire rates and the surplus (equivalent to depreciation) is transferred to the reserve for this purpose.

### Consultation

Consultation has been undertaken with internal staff regarding the proposed replacement program.

### Options

The options are to endorse the inclusion of the plant replacement program in the draft 2020/21 to 2023/24 Delivery Program and Operational Plan, or amend the program.

As the program reflects the forecast needs of the organization the recommendation is to approve the program.



#### **4.6 Plant Replacement Program - Long Term Financial Plan**

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##### **RECOMMENDATION**

That Council approves the inclusion of the Plant Replacement Program, as per Tables Two and Three, as well as Attachment 1, plus the addition of a new cleaner's vehicle and a new electrician's vehicle, as per the contents of this report, for inclusion in the draft 2020/21 to 2023/24 Delivery Program and Operational Plan.

##### **Attachment(s)**

1 [↓](#). General Fund - Plant Replacement Program





#### **4.7 Workforce Management Plan - 2020/21 to 2023/24**

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#### **4.7 Workforce Management Plan - 2020/21 to 2023/24**

##### **Delivery Program**

People and Culture

##### **Objective**

To obtain approval to exhibit the draft Workforce Management Plan for 2020/21 to 2023/24.

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##### **Background**

The Office of Local Government's Integrated Planning and Reporting (IP&R) requirements require councils to have a resourcing strategy, which consists of the Long Term Financial Plan (LTFP), the Asset Management Plan and the Workforce Management Plan.

The Workforce Management Plan is a document that outlines the human resourcing requirements of Council's Delivery Program and it must be for a minimum period of four years.

This report discusses the draft Workforce Management Plan for 2020/21 to 2023/24.

##### **Key Issues**

- Human resource strategies
- Resource limitations
- Customer service and program delivery

##### **Information**

The draft Workforce Management Plan is included as a separate attachment to this report.

The document provides an overview of Council's structure and workforce profile, along with a summary of the various actions implemented, on an on-going basis, to ensure that Council has a motivated and contemporary workforce.

The two appendices provide a summary of current and forecast employee numbers.

Appendix A outlines the workforce distribution and movements in employee numbers.

Appendix B is a summary of the additional resources sought by Section Managers to ensure that adequate services are delivered to the community.

As per that summary a number of positions are not funded in the LTFP due to resource constraints.

## 4.7 Workforce Management Plan - 2020/21 to 2023/24

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There are also positions recommended for inclusion in the draft LTFP and a summary of the recommended appointments for 2020/21, as sourced from Appendix B, is as follows.

The positions were recommended prior to the COVID-19 pandemic and the qualifier on the majority of the positions now recommended is that they will be put on hold until Council has a clearer picture of its financial future, once the current lock down restrictions are lifted.

### **Planning and Environmental Health Division**

#### *Strategic Planning*

- Strategic Planner – Three days per week – With a senior strategic planner transitioning to retirement, this resource reduction is offset by a new three day per week position. Three days is the minimum period to recruit a suitably experienced planner.

#### *Development Services*

- Compliance Officer – Full-time – Compliance demands are ever increasing and it is proposed to fund one new compliance officer, from a doubling of the compliance levy on development applications. The compliance levy is mentioned in the fees and charges report in this agenda.

#### *Building Services*

- Building Surveyor - Full-time – Council approved this position at the February 2020 Ordinary meeting. Following the recent resignation of an existing Building Surveyor, Council commenced advertising for two positions. That recruitment process is currently on hold due to the economic downturn. The additional position is included in this Workforce Management Plan to confirm the Council approval.
- Trainee Building Surveyor – Additional two days – Council approved a three-day trainee position for 2019/20. Based on the recent workload that person has been working full-time and even with the current downturn, it is recommended that the position be expanded to five days per week, as it helps Council retain the incumbent.
- Plumbing and Drainage Officer – Additional two days – Similar to the Trainee Building Surveyor the workload for the last few years, and what was forecast for the next few years, justifies the recruitment of an additional two days to help supplement an existing two days per week position.

#### *Public and Environmental Health*

- Parking Officer – Three days week – Council has had the benefit of a very experienced officer working three days per week as a parking officer for the last few years. That incumbent is likely to retire in the not too distant future and it is recommended that Council recruit an additional officer, who can be mentored by the incumbent prior to retirement.

The cost of this position should be offset by additional revenues, subject to Council priorities.

**Civil Services Division**

*Resource Recovery*

- Education Officer – Full-time – Council has had the benefit of a grant funded position for the last two years, which expires 30 June 2020.

The incumbent has played an excellent role in educating and informing the community on waste issues, with the industry in a state of flux.

It is essential that Council minimize the waste generated in the community that ends up in landfill, while maximizing recycling, and it is recommended that the role now be included as a permanent position in the Council structure.

*Open Spaces*

- Labourer – Full-time – This position is needed to help manage the ever-increasing areas of open space and sports fields under the control of Council.

The position is funded through higher than CPI increases in maintenance budget allocations.

*Engineering Works*

- Maintenance and Construction Officers – To be determined – Similar to Open Spaces, the infrastructure under the control of Council and the magnitude of the capital works program, which continues to increase as Council secures grant funding, creates opportunities for Council to employ staff rather than using contractors.

The exact number of employees has not been identified, as it may be necessary to recruit three or more positions at one time, to create teams, within the maintenance or construction areas.

*Support Operations*

- Fitter / Machinist – Full-time – This position is directly linked to growth in water and wastewater infrastructure, with the Council workshop providing support for all the various pumping stations, treatments plants etc across the shire.

Casual staff have been engaged to support this service in recent times and it has been confirmed that the existing operating and maintenance budgets are able to fund this additional position.

*Water and Wastewater*

- Water and Wastewater Assistants – Two full-time – Similar to Open Spaces and Engineering Works, infrastructure growth requires additional resources.

Casual staff have been trialed during 2019/20 and it is recommended that Council now create two additional permanent positions.

## **Corporate and Community Division**

### *Financial Services*

- Management Accountant – Full-time – As per the comments in the Workforce Management Plan, additional responsibilities through new Accounting Standards, enhanced asset management practices, the involvement of the NSW Audit Office and also the overall scale of Council's operations, has now created the need for a new position of Management Accountant.

Finance staff numbers have been benchmarked with all other councils in the region and Ballina is under-resourced comparatively, which has been causing excessive work demands and stress on the existing employees.

Approximately 40% of the cost of the position is charged to business activities such as water, wastewater and waste, which helps to reduce the net cost to the General Fund.

### *People and Culture*

- Trainee and Apprentice Support Officer – Part Time (2 days). This temporary position has been in place for 12 months and is recommended to be funded for a further 12 month period. The role is required to help support the established apprenticeship program and facilitate the Elsa Dixon Indigenous school based traineeship funded program.

The position is funded through costing directly to existing operational budgets relevant to the areas of support.

## **Legal / Resource / Financial Implications**

The positions identified as funded in the Workforce Management Plan are able to be funded in the medium term in the draft LTFP. The qualifier on this is that the current financial forecast for 2020/21 is a significant working capital deficit.

If this deficit does eventually perpetuate due to a significant economic downturn Council will need to place the recruitment of some of these positions on hold, or defer the replacement of other positions where the work demands may be decreasing due to the downturn.

## **Consultation**

The preparation of the Workforce Management Plan involves consultation across the organisation along with a review of our service delivery.

## **Options**

The Workforce Management Plan forms part of the IP&R documents. The options are to approve the document or amend based on differing priorities.

It is recommended that Council approve the exhibition of the document as part of the draft Delivery Program and Operational Plan, however there are qualifiers on certain positions, as outlined in the recommendations.

**RECOMMENDATIONS**

1. That Council approves the exhibition of the draft Workforce Management Plan 2020/21 to 2023/24, as attached to this report.
2. That subject to the adoption of that document, the following actions are recommended in respect to the additional positions identified:
  - Strategic Planner – Three days per week – Proceed with recruitment due to existing planner transitioning to retirement.
  - Compliance Officer – Full-time – Delay recruitment subject to sufficient revenue generated to finance additional position.
  - Building Surveyor - Full-time – Delay recruitment subject to sufficient revenue and / or workload to finance / justify additional position.
  - Trainee Building Surveyor – Additional two days – Proceed with recruitment to increase days for existing position.
  - Plumbing and Drainage Officer – Additional Two Days – Proceed with recruitment to match workload which is anticipated to remain at recent levels.
  - Parking Officer – Three days week – Delay recruitment subject to lifting of lock down restrictions.
  - Resource Recovery – Waste Education Officer – Full-time – Proceed with recruitment as position funded from waste revenues.
  - Open Spaces - Labourer – Full-time – Proceed with recruitment as position required for infrastructure management and not dependent on economic activity.
  - Maintenance and Construction Officers – Various – Position recruitments dependent on on-going analysis of existing and forecast maintenance and construction budgets.
  - Fitter / Machinist – Full-time – Proceed with recruitment as position required for infrastructure management, is primarily funded by Water and Wastewater revenues and is not dependent on economic activity.
  - Water and Wastewater Assistants – Two full-time - Proceed with recruitment as positions are required for infrastructure management, are fully funded by Water and Wastewater revenues and are not dependent on economic activity.
  - Financial Services - Management Accountant – Proceed with recruitment as position required to meet statutory responsibilities and is not dependent on economic activity.



#### **4.7 Workforce Management Plan - 2020/21 to 2023/24**

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- Trainee and Apprentice Support Officer – Two days temporary role for 12 month period - Proceed with recruitment due to ongoing immediate needs to support program and ability for role to be funded by existing operational budgets.

#### **Attachment(s)**

1. Workforce Management Plan - 2020/21 to 2023/24 (draft) (Under separate cover)

## 4.8 General Fund - Long Term Financial Plan

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### 4.8 General Fund - Long Term Financial Plan

#### Delivery Program

Financial Services

#### Objective

To provide an overview of the General Fund - Long Term Financial Plan for 2020/21 to 2029/30.

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#### Background

The Long Term Financial Plan (LTFP) forms a major component of the exhibition of the draft Delivery Program and Operational Plan. Through the Finance Committee meetings, plus various other reports and adopted strategies and plans, the draft LTFP onwards is now at a stage where it can be exhibited, subject to any changes that arise from this meeting.

The Council's finances operate on a fund basis with Water and Wastewater having been the subject of separate reports to the March 2020 Finance Committee. The focus of this report is on the General Fund.

#### Key Issues

- Forecast working capital deficit and financial sustainability

#### Information

In managing a Council's finances one of the key objectives is to maximise the cash operating surplus, with the surplus funds then invested into capital activities such as asset expenditure, loan principal repayments and transfers to reserve for future activities.

The draft LTFP (Attachment 1) consists of seven main sections:

- Part A – Provides an overview of the forecast results, from an operating result and working capital perspective.
- Part B – Provides the operating revenues and expenses for each of the General Fund programs.
- Part C – Summary of the capital expenditure planned, along with how that expenditure is funded.
- Part D – Summary of capital income items and movements in Section 7.11 contributions.
- Part E – Transfers to and from the reserves held within the General Fund.
- Part F – Summarises the General Fund loan repayments and loan debt.
- Part G – Appendices for the document.

## 4.8 General Fund - Long Term Financial Plan

The current forecast operating results, and working capital (WC) movements, for the General Fund are as follows:

**Table One - Forecast General Fund Operating Result (\$'000)**

Year	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
Operating Revs	68,564	64,940	71,031	74,823	76,864	79,028	81,129	83,790	86,584	88,892	91,176
Operating Exps	71,073	69,309	72,723	74,986	76,792	78,978	80,643	82,488	84,655	87,009	88,847
<b>Result (Deficit)</b>	<b>(2,509)</b>	<b>(4,370)</b>	<b>(1,693)</b>	<b>(163)</b>	<b>72</b>	<b>50</b>	<b>486</b>	<b>1,302</b>	<b>1,929</b>	<b>1,883</b>	<b>2,329</b>
WC Result	(640)	(732)	(477)	(418)	(225)	(214)	(81)	64	281	451	622
<b>WC Balance</b>	<b>4,394</b>	<b>3,662</b>	<b>3,185</b>	<b>2,767</b>	<b>2,542</b>	<b>2,329</b>	<b>2,248</b>	<b>2,311</b>	<b>2,592</b>	<b>3,043</b>	<b>3,664</b>

These figures include adjustments to the Property Management and Airport programs for the current (i.e. 2019/20) financial year. Both of those programs have deteriorated substantially to the point where they can no longer provide a dividend to the General Fund.

The working capital result for 2019/20 was forecast to be a deficit of \$190,200 and with the Property Management dividend of \$350,000 and the Airport dividend of \$100,000 removed, the deficit is now forecast to be \$640,200.

This analysis for 2019/20 excludes a deterioration in other areas, as that information will be presented to Council as part of the March 2020 Quarterly Finance Review, which will go to the May Ordinary meeting.

The key issue with the removal of these two dividends is that based on current forecasts they are also removed for the entire ten year life of the LTFP, resulting in sustained working capital deficits for the period 2020/21 to 2025/26.

The forecast for 2020/21 also includes the removal of approximately \$500,000 in recurrent road reconstruction works to help reduce the working capital deficit to \$732,000.

This is a one-off and it is anticipated that by 2021/22 the economy will be moving out of the current downturn.

The Operating Result is also forecast to deteriorate from the December 2019 Quarterly Review forecast of a deficit of \$1.6m to a deficit of \$2.5m for 2019/20 and \$4.4m for 2020/21, before improving.

Again, this is largely attributable to the deterioration in the Property Management and Airport operating results, with the Airport LTFP included as a report to the April 2020 Commercial Services Committee meeting.

There have also been significant reductions in forecast revenues for 2020/21 in programs that have a connection to the economy; i.e. Development Services – decrease by 10%, Building Services – decrease by 15%, Development Engineering – decrease by 16%, Ferry Fees – decrease by 15%, 4Wd Permits – decrease by 15%, Community Facilities – decrease by 15% to 50%. All of these adjustments have a direct negative impact on the operating result.

On the positive side the working capital balance still remains positive throughout the entire ten years, which means that Council has a reasonable buffer in place to help manage the current economic shock.

There is still a significant amount of capital works included in the LTFP and it is highly likely that there will be grant funding available to help stimulate the economy during the next 12 to 18 months.

Council will need to be extremely mindful in minimising expenditure over the next 12 months as forecast operating revenues could deteriorate further. We also need to be mindful of the community's ability to pay for Council rates, charges and services, with unemployment expected to rise.

The draft LTFP provides details on individual programs and brief comments on the operating budgets and capital works for the General Fund are as follows.

### **Operating Budgets (Part B)**

This section of the report provides comments from an operating result perspective (i.e. operating revenues less operating expenses), and on a cash basis, which is how working capital is calculated, on items of interest when comparing 2019/20 to 2020/21, as well as any other major variations.

When examining future years it important to note that for 2020/21 onwards there has been a change in the allocation of overhead credits amongst the various sections.

Up to 2019/20 the entire recoupment of all corporate services from the business activities was allocated to Financial Services.

For 2020/21 onwards the recoupment is recorded in the area to which it relates (i.e. governance charges recouped are shown in the Governance section). This means comparisons of the results for 2020/21 to 2019/20 require these credits to be considered, where applicable, to allow a like for like comparison.

Further, the 2019/20 comparatives in this report, are as per the December 2019 Quarterly Financial review, with the exception of Property Management, Airport and Plant.

For these sections, the 2019/20 figures have been updated in conjunction with the drafting of the 2020/21 budgets, to allow a more appropriate analysis of reserve balances.

### ***Planning and Environmental Health Division (pages 15 to 26)***

- **Development Services**

The 2020/21 forecast operating deficit is \$1,408,100. This compares to the 2019/20 forecast deficit of \$1,737,800, an improvement of \$329,700.

Revenues have been forecast to decrease by 10% to reflect the economic downturn.

The budget for legal expenses has been set at \$300,000 for 2020/21, compared to a budget of \$850,000 for 2019/20.

Legal costs have been extremely high in recent years and typically they will decrease when the economy slows.

The allowance of only \$300,000 is a financial risk, although Council should receive a significant costs order for the CURA A court case, with that order to be confirmed during April 2020.

## 4.8 General Fund - Long Term Financial Plan

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It is proposed that the funds from the costs order will be transferred to an internal reserve to act as a contingency in case the 2020/21 legals exceed budget.

- Building Services

The 2020/21 forecast operating result is a surplus of \$64,200. This compares to the 2019/20 forecast surplus of \$537,200, a deterioration of \$473,000.

Revenues are decreased by 15% to reflect the economic downturn.

Salaries costs are expected to be \$239,000 higher than the current 2019/20 forecast.

This represents new positions recommended in the Workforce Management Plan. Certain positions may not be recruited dependent upon the level of development activity.

- Public and Environmental Health

There were a significant number of reserve funded projects for this program during 2019/20 and the bottom line cash result is similar for both years.

The one grant funded project in the 2020/21 budget is the Regional Contaminated Lands Officer.

- Public Order

Revenue from fine income has been reduced by 20% to reflect that the focus for the first six months of 2020/21 may be on education and information.

- Strategic Planning

The 2020/21 forecast operating deficit is \$456,500 and the cash result is a deficit of \$598,500.

Once the overhead credit of \$537,100 is removed the cash deficit is \$1,135,600 which is a small improvement on 2019/20.

Expenses for 2019/20 were impacted by one off studies and strategies, such as the Lennox Head Village Renewal and Biodiversity Study.

For 2020/21 one off savings have been included in recurrent programs such as Heritage and the Koala Management Plan to try and reduce the forecast working capital deficit.

Council is already expending \$200,000 on Koala Management Actions as per the Federal Government's Fire Recovery funding.

### ***Civil Services Division (pages 27 to 58)***

- Asset Management

Revenue from engineering and inspection fees has been reduced by 16% to reflect the economic downturn.

Asset condition assessments decrease by \$106,000 as there was an external roads condition assessment undertaken in 2019/20. Funds are transferred to reserve to assist with future assessments.

- Stormwater and Environmental Protection

The major change is that dredging of Ballina Quays (\$200,000) is due 2020/21 (and 2025/26) and Lake Banyanda (\$100,000) is due in 2024/25 and 2029/30. The years in between have a small recurrent budget for any unplanned maintenance work.

- Roads and Bridges

The 2020/21 forecast cash operating result is a deficit is \$2,522,800. This compares to the current forecast 2019/20 deficit of \$2,807,700, a decrease to the deficit of \$284,900.

This is predominantly due to the fluctuation in the Roads to Recovery (R2R) grant money, which is forecast to be \$246,000 higher in 2020/21. This grant is included as operating revenues and is expended on capital projects.

Operating expenses for 2020/21 are relatively consistent with 2019/20.

The cash result is a significant improvement as approximately \$500,000 has been removed as a one-off to help reduce the forecast working capital deficit.

- Ancillary Transport Services

The 2020/21 forecast cash operating result is a deficit is \$1,150,800. This compares to the current forecast 2019/20 deficit of \$1,229,700, a decrease to the deficit of \$78,900.

The main contributor to this is a reduction of \$221,000 for the ferry annual slippage and overhaul expenditure. Major works have been undertaken in 2019/20 and no slip is planned for 2020/21, with the slip then occurring annually from 2021/22 onwards. Ferry fees have been reduced to reflect the economic downturn.

There is an increase of \$109,700 for interest on loans, with a loan of \$3.3m for the Lennox Head Village Renewal.

- Open Spaces

The 2020/21 forecast cash operating result is a deficit is \$3,497,700. This compares to the current forecast 2019/20 deficit of \$3,549,000, a decrease to the deficit of \$51,300.

## 4.8 General Fund - Long Term Financial Plan

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Programs are similar with sporting fields showing a decrease, with the reason being that the 2019/20 program had \$100,500 for the Mens Community Shed (grant funded).

The budget for sports fields operations has actually increased by 4% once non-recurrent items are deleted.

- Emergency Services

This program includes a 27% increase in the contribution to the Rural Fire Fighting Fund based on previous advice from the State Government.

- Landfill and Resource Management and Domestic Waste Management – These programs were reported to the March 2020 Finance Committee meeting.

- Water and Wastewater – These programs were reported to the March 2020 Finance Committee meeting.

### ***Corporate and Community Division (pages 59 to 84)***

- Governance

The 2020/21 forecast operating deficit is \$998,700. This result includes an overhead credit of \$1,668,000.

This program now includes procurement and contract functions, along with the vehicles associated with those functions.

The Local Government election has been deferred to 2021/22.

- Communications

The 2020/21 forecast operating deficit is \$430,900. This result includes an overhead credit of \$906,600.

For comparison purposes to 2019/20, the forecast result for 2020/21 exclusive of overhead credit is a deficit of \$1,337,500. This compares to the current forecast 2019/20 deficit of \$1,360,100, a deterioration of \$22,600.

The budget for Festivals and Events program has been set at \$55,000 as a number of events planned for 2019/20 will not proceed and the funds can be carried forward to 2020/21.

- Financial Services – General Purpose Revenues

The net cash surplus for the program has decreased by \$24,400. The 2019/20 cash surplus includes a \$1 million bushfire recovery grant.

The 2020/21 figures includes an increase of \$953,000 for rates revenue based on a rate peg of 2.6% and an increase to the financial assistance grant of \$93,100. No interest on overdue rates has been included for 2020/21.

## 4.8 General Fund - Long Term Financial Plan

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- Financial Services

The 2020/21 forecast operating deficit is \$165,600. This result includes an overhead credit of \$1,173,000.

Staff costs have increased to reflect the new position of Management Accountant.

- Information Services

The 2020/21 forecast operating deficit is \$2,457,000. This result includes an overhead credit of \$889,700. This budget continues to grow as the organization rolls out new technology.

- Property Management

The 2019/20 budgets have been revised as part of the review of the 2020/21 budgets, to allow the property reserve balances to be assessed holistically.

The bottom line is that whereas this program was contributing \$400,000 to the General Fund, as a dividend, the forecast is now for \$50,000 in 2019/20 and 2020/21 and \$100,000 for 2021/22 onwards.

This represents a significant reduction. The forecasts are conservative and over time increases in the dividends may be possible.

- Ballina Byron Gateway Airport

The 2019/20 budgets have been revised as part of the review of the 2020/21 budgets, to allow the airport reserve balances to be reviewed holistically.

There is now no longer a \$100,000 dividend from the Airport to the General Fund.

Forecasts for the Airport are the subject of a separate report to the April 2020 Commercial Services Committee meeting.

- Community Facilities

Forecast revenue is significantly lower for 2020/21 to reflect the economy, whilst expenditure overall is also reduced but to a lesser extent. The net cash deficit for all programs has increased from \$1,307,900 to \$1,493,600, a movement of \$185,700.

The provision of all of these community facilities, a number of which have been constructed over the last ten years, does come at a significant cost as they all generate operating losses.

- Swimming Pools

Revenues have been forecast to decrease by 5%.



### **Capital Expenditure (Part C)**

The draft budget includes an extensive capital works program with the total works for the General Fund estimated at \$37m.

The program largely reflects the recurrent works and non-recurrent works presented as separate reports to this meeting.

### **Section 7.11 Contributions and Other Capital Income (Part D)**

This section provides an overview of capital income movements, with many of those items helping to fund capital expenditure projects. There is a mixture of confirmed grants and grant applications (still to be determined) in the capital income section.

Loan borrowings included for 2020/21 are Airport (\$2m), Lennox Head – Village Renewal (\$3.3m), Plant Rollers (\$0.5m – carried forward from 2019/20) and Airport Boulevard (\$3m – refer to the Commercial Services Committee meeting agenda).

### **Reserve Movements (Part E)**

This section provides details on the General Fund reserves, including movements to and from those reserves, and the reserve balances.

### **Loan Principal and Interest Repayment Schedule (Part F)**

This section outlines the loan repayments for the General Fund.

### **Balance Sheets (Part G)**

This final section includes the balances sheets for the General, Water and Wastewater Funds, and on a consolidated basis.

### **Legal / Resource / Financial Implications**

This report outlines the total budget.

### **Consultation**

The document will be placed on exhibition for a minimum period of 28 days.

### **Options**

The LTFP has been prepared based on significant reductions in a number of revenue streams and it will be essential for Council to minimize discretionary expenditure for the next 12 to 18 months to help offset this loss in income. The recommendation is to endorse the exhibition process, subject to any changes arising from this report or other reports elsewhere in this agenda.

**RECOMMENDATION**

That Council approves the exhibition of the draft Long Term Financial Plan, as attached to this report, including any amendments arising from this meeting.

**Attachment(s)**

1. Long Term Financial Plan - 2020/21 to 2029/30 (draft) (Under separate cover)

## **4.9 Community Infrastructure Projects - Non-Recurrent Expenditure**

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### **4.9 Community Infrastructure Projects - Non-Recurrent Expenditure**

#### **Delivery Program**

Financial Services

#### **Objective**

To determine the preferred priority of works for the non-recurrent community infrastructure projects.

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#### **Background**

The capital expenditure in Council's long term financial plan (LTFP) can be classified into two groups being recurrent and non-recurrent funded projects.

Recurrent refers to items in the LTFP where an allocation of general revenue funding is provided, each and every year, to assist Council deliver core community infrastructure.

Non-recurrent refers to items where capital expenditure funding is not required every year, however there are times when major injections of funding are needed (eg. swimming pools). This report examines the non-recurrent projects under consideration by Council.

#### **Key Issues**

- Priorities for community infrastructure

#### **Information**

This non-recurrent community infrastructure report is submitted to Council each year as part of the preparation of the Delivery Program and Operational Plan as it allows Council to take stock of the numerous projects that the community wish to see delivered.

The report is updated each year with details of projects completed and / or funded, along with identifying projects that are not yet funded.

The report provides an opportunity to review existing funding strategies and to identify any new projects that should be considered.

#### **Projects completed, progressing or with a funding strategy**

- Coastal Shared Path – Complete.
- Coastal Walk – Contractor appointed. There are still elements of this project where Council could allocate funding to complete additional works and there is a funding shortfall for the 2020/21 financial year.

When Council resolved to accept the tender for this project at the February 2020 Ordinary meeting, the resolution also confirmed a budget shortfall of \$298,000, with that funding required during 2020/21 based on forecast cash flows.

#### **4.9 Community Infrastructure Projects - Non-Recurrent Expenditure**

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- Ballina Town Centre – All stages now complete.
- Wardell and Alstonville Town Centres – Complete although Wardell residents would like to see more monies expended on the Town Centre, especially with the bypass due to be completed this year.
- Ballina Surf Club – Complete including Building B.
- Northern Rivers Community Gallery Refurbishment – Complete including works on the adjacent fire station.
- Kentwell Community Centre – Complete although Council has a resolution to examine future expansion of the building.
- Lennox Head Cultural and Community Centre and Skate Park – Complete with the Centre currently undergoing a \$2.2m refurbishment.
- Alstonville Leisure and Entertainment Centre (ALEC) – Council has resolved to examine a major redevelopment of this facility, including expansion of the library. Concept designs are in preparation and the designs will help to confirm a preliminary estimate.

The LTFP currently has \$760,000 in 2020/21 and \$220,000 in 2021/22 for this project.

Council is expending over \$2.2m improving the Lennox Head Cultural and Community Centre and funding closer to \$3m plus, may be needed to deliver the total redevelopment of the ALEC.

- Ballina Indoor Sports Centre (BISC) – Complete.
- Marine Rescue Tower – Complete.
- Ballina and Alstonville Swimming Pool Upgrades – Complete with \$400,000 allocated to the Alstonville amenities upgrade during July and August 2020.
- Wollongbar Sports Fields – Complete with additional drainage and irrigation works to be completed this calendar year. The stormwater for the access road continues to fail and the exact nature of the improvements needed still needs to be confirmed.
- Skennars Head Sports Field Expansion – Almost complete although there are unfunded budget variations.
- Wollongbar Skate Park – Funding allocated with planning approval still to be obtained.
- Wollongbar District Park – Funding allocated with planning approval still to be obtained.
- NSW Boating Now Plan – Majority of works complete with only the Lennox Head North Creek Boat Ramp and Brunswick Street Boat Ramp projects outstanding. Grant funding is being sought for these two projects.

#### **4.9 Community Infrastructure Projects - Non-Recurrent Expenditure**

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- Lake Ainsworth South Eastern Precinct – Complete although further improvements have been requested to the amenities along with additional BBQs.
- Missingham Park Concept Plan and Car Park – Complete.
- Shaws Bay Coastal Management Plan – A significant amount of works have been completed with Council also having grant funding approved of \$350,000 for dredging, which has a total estimated cost of \$700,000.

Additional funds of \$160,000 are needed for compensatory payment to the State Government for seagrass damage, as part of the proposed dredging works, and a grant variation to extend the boardwalk and the erosion control works at groyne one and groyne two as part of the eastern arm works at Fenwick Drive.

- Airport Boulevard – Earthworks largely complete. There are significant budget concerns for this project and it is subject of a separate report in the agenda for the April 2020 Commercial Services Committee meeting.
- Lennox Head Village Renewal - \$6.0m included in the LTFP for 2020/21 (\$4.6m) and 2021/22 (\$1.4m).
- 9 Commercial Road, Alstonville – Car Park – Complete.
- Pop Denison Park Master Plan – This Plan has a works schedule totaling approximately \$2m, although more recent estimates put the value of the total plan closer to \$3m.

There is a total of \$745,000 in the LTFP for 2020/21, along with approximately \$90,000 to be carried forward from 2019/20.

The scheduled works include a junior playground area with nature play elements, senior playground area, paths, shelters, BBQs, lights etc and the southern car park.

This project is also included in the Open Spaces and Community Facilities Section 7.11 Developer Contributions Plan, which is helping to fund the works.

- SES Building – Council has a statutory responsibility to provide a new building with the LTFP including \$800,000 in 2022/23 and \$700,000 in 2023/24 to help deliver the project.

A separate report in this agenda provides an update on the project. As a guide, Port Macquarie recently completed a new facility at a cost of \$1.7m.

The NSW Government has allocated \$200,000 towards this project.

- Lennox Head Rural Fire Service Shed – The current shed has a temporary development consent approval and Council is obliged to fund a new permanent shed. The consent is for a period of 10 years commencing 12 November 2012 (DA 2012/297). This means the onus is on Council to provide a new facility prior to November 2022.

#### 4.9 Community Infrastructure Projects - Non-Recurrent Expenditure

Council has confirmed 9 Byron Bay Road as the preferred location and the LTFP has \$900,000 allocated in 2020/21 to help deliver the project.

- Section 7.11 Roads Plan – The Section 7.11 Roads Plan has tens of millions of dollars of road infrastructure projects identified over the next 20 years and the timing of those works will depend on the collection of developer contributions.

The LTFP is based on a combination of grant funds and developer contributions being applied to fund the works for the four laning of River Street, preliminaries for Tamarind Drive and improvements at the intersection of Bangalow Road and Angels Beach Drive.

Council has also resolved to investigation formalizing Barlows Road from River Street to Tamarind Drive and Council engineering staff are still investigating that proposal.

#### Projects without a confirmed funding strategy in the LTFP

- Ballina Town Entry Treatment Master Plan - The various elements to this project are as follows.

**Table One - Ballina Town Entry Treatment Master Plan – Components (\$)**

No.	Project	Status	Latest Estimate
1	Landscaping of median strip between the roundabouts at Quays Drive and Barlows Road / Keppel Street.	On hold	400,000
2	Installation of tree planting blisters and tree planting along each side of River Street between Burns Point Ferry Road and Barlows Road/Keppel Street.	On hold	280,000
3	Installation of tree planting blisters and tree planting along each side of River Street between Barlows Road/Keppel Street and Boatharbour Road.	On hold	120,000
4	Installation of tree planting blisters and tree planting along each side of River Street between the Canal Bridge and Kerr Street.	Complete	N/A
5	Installation of tree planting blisters and tree planting along each side of Kerr Street between River Street and Fox Street.	On hold	180,000
6	Installation of tree planting blisters and tree planting along each side of Tamarind Drive between the Canal Bridge and Southern Cross Drive. Landscaping/tree planting on the corner of Kerr Street and Tamarind Drive	Complete	N/A
7	Roadside planting of trees on Tamarind Drive between Southern Cross Drive and Bicentennial Gardens.	Complete	N/A
	<b>Total value of works still to be completed</b>		<b>980,000</b>

With Council now examining the four laning of Tamarind Drive and River Street this master plan could well be superseded by those future works.

It may be timely to review the plan to ensure that the four laning works do help to provide an entry statement to Ballina.

## 4.9 Community Infrastructure Projects - Non-Recurrent Expenditure

- Captain Cook Park Master Plan – The various elements to this master plan are as follows:

**Table Two – Captain Cook Master Plan – Possible Staged Implementation (\$)**

Ref	Item	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	Funded
1.	Laneway and Car Park – access		750,000				On hold
2.	Public Art / Monument					50,000	On hold
3.	Improved Pedestrian Entry - River Street		200,000				On hold
4.	RSL Edge Landscaping	150,000					Complete
5.	Open Park Land – Paths etc				200,000		On hold
6.	Public Wharf and Pontoon (Boating Now)	300,000					Complete
7.	Water Play Area – Drainage etc					500,000	On hold
8.	Picnic Shelter – BBQs, Structures				150,000		On hold
9.	Public Toilets					300,000	On hold
10.	Jetty			350,000			On hold
11.	Landscape - Activity Zone / Fawcett Park			150,000			On hold
	<b>Totals</b>	<b>450,000</b>	<b>950,000</b>	<b>500,000</b>	<b>350,000</b>	<b>850,000</b>	

This is a high profile location and the project remains a priority, albeit unfunded.

- Ballina Marina Master Plan – Council has adopted this Master Plan and it is not intended Council will fund any of the work. The preference is to lobby the State Government to progress the project.
- Martin Street Boat Harbour Master Plan – Council has adopted a Master Plan for this precinct with no funds allocated and no funding is foreseeable in the short to mid-term. The project will need grant funds.
- North Creek Dredging – Approval - The estimated cost of this project, which is to obtain planning consent and is not for actual dredging, is approximately \$800,000 with Council having undertaken certain stages of the feasibility process. There is no funding available to complete all stages of the approval process and no readily available funding source.

The project is now on hold until the North Creek Coastal Management Plan is completed as that Plan will determine whether dredging is a feasible option. If dredging is supported in the Coastal Management Plan it will help Council seek grant funding to recommence the approval process.

- Lennox Head Surf Club – Estimated cost of approximately \$5.5m based on preliminary designs.

## **4.9 Community Infrastructure Projects - Non-Recurrent Expenditure**

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This project was initially identified as a priority due to structural concerns regarding the building approximately five to six years ago. Certain works have been undertaken to address some of those concerns and the urgency of the project has lessened.

- Ballina Ocean Pool – This project is supported by Council subject to the works being funded by the community or other levels of government.
- Sharpes Beach Car Park Master Plan – The estimated cost of this project is \$1.2m. This includes allowances for ancillary items such as trees, four picnic facilities, beach shower, unisex toilet and store rooms as well as sewer, water, power etc.

This project is not identified in Council's Developer Contributions Plans and no funding is allocated in the LTFP.

Council did resolve to negotiate with Intrapac in respect to the works, in lieu of paying developer contributions, however with Intrapac recently initiating yet another legal case with Council in respect to the payment of their developer contributions at the Aureus Estate, it is unlikely this proposal will proceed.

- Lennox Head Pre-school – Council has confirmed that 9 Byron Bay Road is available this new facility. The State Government has allocated funding to the project although there are concerns that Council may be asked to contribute towards the works, with no funding in the LTFP.
- Lake Ainsworth Coastal Management Plan – Council adopted this Plan at the February 2020 Ordinary meeting, with the resolution asking for a further report on options to fund the actions identified in the plan. Currently there is limited funding available in the LTFP.

### **Legal / Resource / Financial Implications**

The financial implications of this report are dependent on the priorities determined by Council.

### **Consultation**

The majority of the projects mentioned in this report have been identified through public consultation processes.

### **Options**

The major funding sources for non-recurrent community infrastructure are grants, loans, developer contributions, Council's Community Infrastructure Reserve, and occasionally general revenue.

The COVID-19 pandemic has decimated Council's commercial and residential property revenues, which has limited the funding available in the Community Infrastructure Reserve.



## 4.9 Community Infrastructure Projects - Non-Recurrent Expenditure

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Nevertheless, as the two main sources of revenue for that reserve are 89 Tamar Street, which is occupied by the NSW State Government, and the recoupment of developer contributions, which should continue in the short to medium term, there is still funding available to complete a number of projects.

The details of the latest property reserve movements, both the Property Development Reserve and the Community Infrastructure Reserve, are outlined in the agenda for the April 2020 Commercial Services Committee meeting.

In reviewing the projects identified in this report, the projects that Council must fund are:

- Coastal Walk - \$298,000 – Council accepted a tender for this project and \$298,000 is needed in 2020/21 based on forecast cash flows.

The recommended funding for this is as follows:

- Internal Reserve - Coastal Path / Walk – There is \$100,000 in this reserve, which was to be used for a contingency for both projects.
- Internal Reserve – Quarries - \$116,000 – This reserve has a forecast balance of \$707,400 as at 30 June 2020 and even though it is important to retain funds in the reserve for future remediation works the Coastal Walk is a long standing project that needs to be completed.
- 2020/21 Recurrent Shared Path and Footpath Program – Reallocate \$82,000 for Bike Plan projects to the Coastal Walk.
- Skennars Head Sports Fields Expansion - \$215,000. Additional funds are required in the current financial year for:
  - Extra for line marking and wheel stops - \$15,000
  - Asphalt for car park - \$90,000
  - Retaining wall - \$75,000
  - Fence to the top of retaining wall - \$18,000
  - Other variations since previous report - \$17,000

In respect to the car park, excavation identified the subgrade material was not suitable for the design included in the tender process.

To save costs, a bitumen seal was considered instead an asphalt surface, however the higher standard was preferred, with the asphalt more suited to regular turning movements of vehicles in the carpark.

In respect to the retaining wall, a previous report in September 2019 noted the contractor had claimed a variation valued at approximately \$170,000 for the construction of a retaining wall.

This claim was not accepted and Council staff negotiated with the contractor to settle on an agreed outcome.

A budget of \$75,000 is now recommended for this component of the works.

#### 4.9 Community Infrastructure Projects - Non-Recurrent Expenditure

The recommended funding strategy for the \$215,000, which is for the current financial year, is as follows:

- Killen Falls – saving of \$15,000
  - Wardell Wharf Shade – saving of \$11,000
  - Internal Reserve - Open Spaces - \$79,000 – This empties that reserve.
  - Internal Reserve - Cemeteries - \$110,000 – This reserve is forecast to have a balance of \$404,800 as at 30 June 2020.
- Shaws Bay Coastal Management Plan - \$160,000 – The recommended funding strategy for the seagrass compensation and boardwalk is 50% funding from the Community Infrastructure Reserve and 50% from Council's Healthy Waterways Program.
  - Lake Ainsworth Coastal Management Plan – The report to the March 2020 Ordinary meeting identified that to implement this plan the Council funding needed for the next five years, which represented the bulk of the works, was \$169,000, \$504,000, \$686,000 and \$154,000 and \$145,000 respectively.

Based on the current COVID-19 pandemic and subsequent downturn in commercial property revenue, a funding strategy has not been confirmed.

Therefore it is recommended that Council receive a further report on this by the time the Delivery Program and Operational Plan is adopted at the June 2020 Ordinary meeting.

As touched on in this report the Community Infrastructure Reserve has limited funding due to the current COVID-19 pandemic.

A summary of that reserve for the next few years is as follows.

**Table Three – Community Infrastructure Reserve Cash Flows**

Item	2020/21	2021/22	2022/23	2023/24	2024/25
<b>Opening Balance</b>	<b>3,112,800</b>	<b>1,662,200</b>	<b>874,600</b>	<b>611,700</b>	<b>199,200</b>
<b>Add: Income</b>					
Interest Earned	45,000	24,000	13,000	9,000	3,000
Rental – 89 Tamar Street	754,000	769,000	784,400	400,000	408,000
Rental – Fawcett Park Café	34,000	65,000	66,300	67,600	68,900
Section 7.11 Recoupments	450,000	450,000	450,000	450,000	450,000
<b>Sub Total</b>	<b>1,283,000</b>	<b>1,308,000</b>	<b>1,300,713</b>	<b>926,600</b>	<b>929,900</b>
<b>Less Expenditure</b>					
Expenses – 89 Tamar Street	79,000	80,500	82,700	43,000	44,000
Expenses – Fawcett Park Café	17,000	27,500	28,300	29,100	30,000
<i>Dividends to Community Infrastructure</i>					
Alstonville Swimming Pool	400,000	0	0	0	0
Lennox Head Village Renewal	1,300,000	1,400,000	0	0	0
Lennox Head Rural Fire Shed	400,000	0	0	0	0
Shaws Bay – CMP	80,000	0	0	0	0
Public Halls – Renewal Program	167,000	0	78,000	0	0
Ballina SES Building	0	0	800,000	700,000	0
Loan Payments – Main Street Upgrades	290,600	587,600	587,600	567,000	567,000
<b>Sub Total</b>	<b>2,637,600</b>	<b>1,987,600</b>	<b>1,465,600</b>	<b>1,267,000</b>	<b>567,000</b>
<b>Closing Balance</b>	<b>1,662,200</b>	<b>874,600</b>	<b>611,700</b>	<b>199,200</b>	<b>488,100</b>

#### 4.9 Community Infrastructure Projects - Non-Recurrent Expenditure

A key issue in this forecast is that for 2023/24 onwards the revenue from 89 Tamar Street is allocated evenly between the Property Development Reserve and the Community Infrastructure Reserve.

The reason for this is the Property Development Reserve, which funds Council's property development activities, is having to finance loan repayments relating to existing projects.

Details of those projects are outlined in the April 2020 Commercial Services Committee agenda, and without this additional revenue stream, the reserve is overdrawn.

Even with this reduction in funding there are still a large number of non-recurrent projects planned during the life of the Delivery Program, as mentioned in this report and as outlined in the following table.

**Table Four – Major Non-recurrent Projects included in Delivery Program**

Item	2019/20	2020/21	2021/22	2022/23	2023/24
Coastal Shared Path	1,539,300	0	0	0	0
Coastal Walk	500,000	1,233,700	0	0	0
Ballina Indoor Sports Centre	844,900	0	0	0	0
Lennox Head Cultural Centre	2,077,500	270,000	0	0	0
ALEC	39,900	760,000	220,000	0	0
Ballina Swimming Pool	59,000	0	0	0	0
Alstonville Swimming Pool	67,400	400,000	0	0	0
Skennars Head - Sports Fields	2,037,400	0	0	0	0
Wollongbar - Sports Fields	306,800	0	0	0	0
Wolongbar - Skate Park	50,000	400,000	0	0	0
Wollongbar - District Park	50,000	952,000	0	0	0
Shaws Bay Coastal Management Plan	218,100	710,000	0	0	0
Lake Ainsworth Precinct and CMP	973,600	0	0	0	0
Airport Boulevard	6,565,300	3,000,000	0	0	0
Lennox Head Village Renewal	0	4,600,000	1,400,000	0	0
Pop Denison Park Master Plan	100,0000	745,000	0	0	0
SES Building	0	0	0	800,000	700,000
Lennox Head Rural Fire Service Shed	0	900,000	0	0	0
S7.11 - Hutley Drive to Byron Bay Rd	4,365,800	0	0	0	0
S7.11 - Hutley Drive - Sthn Extension	32,500	30,000	0	0	0
S7.11 - Bangalow Rd / Angels Bch Dve	50,000	1,500,000	0	0	0
S7.11 - River St - 4 Lanes – Prelims	150,000	0	0	0	0
S7.11 - River St - Smith Dr / Burns Pt	0	0	0	0	7,128,000
S7.11 - River St - Burns Pt to Barlows	210,000	3,681,000	0	0	0
S7.11 - River St - Fishery Ck Bridge	120,000	0	7,229,000	7,446,000	0
S7.11 - River St - Brunswick to Tweed	30,000	0	2,020,000	0	0
S7.11 - Tamarind Dr – 4 Lanes - Prelims	50,000	250,000	100,000	0	0

The recommendations reflect the contents of this report with changes recommended for 2019/20, along with confirmation of the proposed works program for 2020/21 to 2023/24. The other options available are to amend the proposed works program by reallocating funding where possible.

**RECOMMENDATIONS**

1. That in respect to the 2019/20 budget for the Skennars Head Sports Fields expansion, Council approves a variation of \$215,000 funded as follows:
  - Killen Falls – saving of \$15,000
  - Wardell Wharf Shade – saving of \$11,000
  - Internal Reserve - Open Spaces - \$79,000
  - Internal Reserve - Cemeteries - \$110,000
2. That Council notes the major non-recurrent community infrastructure projects included in the draft Delivery Program and Operational Plan, as summarized in Table Four of this report.
3. That Council receive a further report on funding strategies to implement the Lake Ainsworth Coastal Management Plan, prior to or at the June 2020 Ordinary meeting.

**Attachment(s)**

Nil

## **4.10 Community Infrastructure - Recurrent Expenditure**

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### **4.10 Community Infrastructure - Recurrent Expenditure**

#### **Delivery Program**

Financial Services

#### **Objective**

To outline the preferred works program for the community infrastructure projects where there is recurrent funding included in the Long Term Financial Plan.

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#### **Background**

The capital expenditure in Council's Long Term Financial Plan (LTFP) can be classified into two groups being recurrent and non-recurrent funded projects.

Recurrent refers to items in the LTFP where an allocation of general revenue funding is provided, each and every year, to assist Council deliver core community infrastructure.

Non-recurrent refers to items where capital expenditure funding is not required every year, however there are times when major injections of funding are needed (eg. swimming pool redevelopments).

This report deals with the recurrent funded items.

The recurrent funded budgets in the Council's draft General Fund LTFP are approximately:

1. Open Spaces – \$700,000 pa
2. Sports Fields – \$200,000 pa
3. Public Amenities – \$160,000 pa
4. Stormwater / Drainage – \$800,000 pa
5. Street Lighting – \$54,000 pa
6. Footpaths / Shared Paths – \$502,000 pa
7. Roads – Recurrent revenue funding of approximately \$4.3m with this amount subject to change dependent on other income sources such as loans, grant and Section 94 contributions for road works
8. Community Buildings – \$500,000 pa

For each of these items a four year works plan is included in the Council's Delivery Program to identify the projects planned for the term of that document.

#### **Key Issues**

- Program priorities

#### **Information**

From a financial perspective it is paramount that a council efficiently manages and minimises its operating expenses so as to maximise the funding available for capital works.

#### 4.10 Community Infrastructure - Recurrent Expenditure

Without adequate funding provided on an on-going basis, the overall infrastructure base deteriorates, resulting in reduced service levels, increased maintenance costs and increased risk due to asset failures.

It is also important that a council focuses, as the first priority for capital expenditure, on asset renewal, rather than expanding its asset base, as councils need to have adequate funds to maintain existing assets before building new facilities.

In respect to the recurrent funding budgets, the proposed works for the next four years are as follows.

##### **Open Spaces - Manager – Cheyne Willebrands**

The majority of these items are as per Council's adopted Playground Upgrade Plan (copy available at the following link to Council's website):

[https://www.ballina.nsw.gov.au/cp\\_themes/default/page.asp?p=DOC-ICR-42-35-17](https://www.ballina.nsw.gov.au/cp_themes/default/page.asp?p=DOC-ICR-42-35-17)

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Location</b>	<b>2,290,500</b>	<b>730,000</b>	<b>749,000</b>	<b>768,000</b>
Crown Reserve Improvements	28,000	29,000	30,000	
Wollongbar Skate Park	400,000			
Wollongbar District Park	952,000			
Pop Denison Master Plan	745,000			
Ocean Breeze Reserve	90,000			
Condon Park Safety Surface	55,000			
Ross Park	442,500			
Coastal Grove	65,000			
Meldrum Park Shade Shelter	50,000			
Missingham Design	25,000			
Compton Drive - Dog Exercise Area	15,000			
Killen Falls	53,000			
Missingham Park		395,000		
Madden Park		82,000		
Elevations Park		82,000		
Montwood Park		82,000		
Lilli Pilli Park		60,000		
Ocean Breeze Reserve			179,000	
Madden Park			85,000	
Killarney Park			85,000	
Cummings Crescent			85,000	
Cawarra Park			65,000	
Saunders Oval			125,000	
Riverview Park			95,000	
Faulks Reserve				200,000
Westlands Park				89,000
Meldrum Park				120,000
Campbell Park				70,000
John Sharpe				89,000
Ballina Heights Fields				120,000
Swift Street				80,000

For 2020/21 additional funds are available for the Pop Denison Master Plan, Wollongbar District Park and the Wollongbar Skate Park.

These funds, sourced from internal reserves or developer contributions, have largely been carried forward from 2019/20 to reflect the likely timing of the delivery of these works.

#### 4.10 Community Infrastructure - Recurrent Expenditure

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Sports Fields</b>	<b>200,000</b>	<b>200,000</b>	<b>205,000</b>	<b>210,000</b>
Quays Reserve – Surface / Irrigation	80,000			
Sports Fields - Surface Upgrades	70,000			
Sports Fields - Fencing	50,000			
Ballina Heights - Lighting		200,000		
Williams Reserve - Irrigation			205,000	
Geoff Watt Oval - Lighting				210,000

#### Ancillary Building Management – Tony Partridge

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Public Amenity Refurbishments</b>	<b>160,000</b>	<b>180,000</b>	<b>185,000</b>	<b>190,000</b>
Wardell	160,000			
Lennox Head Main Beach		180,000		
Moon Street			185,000	
Commemoration Park				190,000

#### Stormwater - Manager - Paul Busmanis

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Stormwater</b>	<b>906,000</b>	<b>826,000</b>	<b>847,000</b>	<b>868,000</b>
Urban Lanes	25,000	26,000	27,000	28,000
Kerr Street (Tamar St to Richmond River)	80,000			60,000
Urban Stormwater - Management Plan	25,000	25,000	25,000	25,000
Asset Data Collection	63,000	50,000	50,000	50,000
Tidal Gates to Urban Streets	3,000	55,000	55,000	55,000
Ballina Island - Tidal Gates	150,000			
Urban Stormwater - Reticulation Renewal	100,000	187,000	240,000	241,000
Tanamera Drive, Alstonville	40,000	18,000	10,000	5,000
Dodge Lane, Lennox Head	90,000			
Alison Avenue, Lennox Head	55,000	130,000		
Moon Street (Tamar Street to Holden Lane), Ballina				90,000
Henry Philp Avenue, Ballina			50,000	40,000
Rutherford St and Tresise Place, Lennox Head	175,000			
Martin Street, Ballina		140,000	70,000	90,000
Williams Reserve, Lennox Head				15,000
Bangalow Road (Moon Street), Ballina	40,000			
Ballina Fair, Ballina	60,000	60,000		
Owen Street, Ballina		85,000		
Grant Street, Ballina			70,000	
Temple Street, Ballina			120,000	
Oakland Avenue, Ballina				120,000
River Street, Ballina		50,000		
Cherry Street, Ballina			39,000	49,000
Lems Lane and Cliff Murray Lane, Ballina			91,000	

#### Ancillary Transport Services - Manager – Paul Busmanis

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Street Lighting</b>	<b>54,000</b>	<b>55,000</b>	<b>56,000</b>	<b>57,000</b>
Megan Crescent, Lennox Head	15,000			
Quays Drive, Ballina	12,000			
Riverside Drive, Ballina		12,000		
Daydream Avenue/Sunnybank Drive, Ballina		7,000		
Tamar Street, Ballina	8,000			
Hackett Lane, Ballina		36,000	56,000	
Ceretto Circuit, Wollongbar	19,000			
Simmons Street, Ballina				9,000
Piper Drive, Ballina				12,000
De Havilland Crescent, Ballina				27,000
Sheather Street, Ballina				9,000

#### 4.10 Community Infrastructure - Recurrent Expenditure

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Footpaths and Shared Paths</b>	<b>1,653,700</b>	<b>516,000</b>	<b>529,000</b>	<b>542,000</b>
Coastal Walk	1,233,700			
Suvla Street, Shelly Beach Road, Ballina	100,000			
Barlows Road, Ballina	62,000			
Bike Plan Projects			100,000	100,000
Bike Plan - Eyles, John Sharpe, Links Ave, Ballina		110,000		
Kerr Street, Ballina	12,000			
Wardell Road, Alstonville	8,000			
Owen Street, Ballina	97,000			
Bagot Street, Canal Road, Ballina	49,000	121,000		
Tamarind Drive, Ballina		8,000		
Regatta Reserve, Ballina	17,000			
Kerr Street, Ballina	75,000			
Old Pacific Highway, Newrybar		65,000		
Grandview Street, Ballina		72,000		
Manly Street, Ballina		22,000		
Moon Street, Ballina		13,000		
Williams Street, Lennox Head		33,000	11,000	
Kerr Street, Ballina			21,000	
North Creek Road, Ballina			10,000	
Quays Drive, Ballina			10,000	
Greenwood Place, Sunrise Cres, Lennox Head			58,000	
Camoola Avenue, Ballina		32,000		
River Street, Ballina		40,000		
Fox Street, Ballina			54,000	
Tamar Street, Ballina			34,000	
Coral Street, Alstonville			5,000	
Cedar Street, Wardell			37,000	
Rifle Range Road, Wollongbar			100,000	
Burnet Street, Ballina			30,000	
Owen Street, Ballina			5,000	
Bentinck Street, Ballina			20,000	
Skennars Head Road, Skennars Head			20,000	
Westland Drive, Ballina				6,000
Green Street, Alstonville			14,000	
Canal Road, Ballina				40,000
Chickiba Drive, Ballina				60,000
Martin Street, Ballina				80,000
Jameson Avenue, Ballina				21,000
Banksia Avenue, Lennox Head				35,000
Montwood Drive, Lennox Head				200,000

The Coastal Walk had an original budget for 2020/21 of \$935,700 based on the total funding available of \$1,502,000. The funding for this project was allocated as follows:

- \$66,300 expended in 2018/19
- \$500,000 estimate for 2019/20
- \$935,700 estimate for 2020/21.

Council accepted the tender for this project at the February 2020 Ordinary meeting and acknowledged the project budget was \$298,000 short of the preferred tender figure.

An additional \$298,000 has now been allocated to the project resulting in a total estimate of \$1,233,700 for 2020/21. The \$298,000 has been sourced from internal reserves and a transfer of \$82,000 from Bike Plan projects scheduled for 2020/21. The works should commence soon, subject to signing of the contract and any COVID-19 restrictions.



#### 4.10 Community Infrastructure - Recurrent Expenditure

##### Roads and Bridges - Manager - Paul Busmanis

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Roads and Bridges</b>	<b>23,015,700</b>	<b>18,731,000</b>	<b>15,287,000</b>	<b>13,859,200</b>
<b>Reconstruction Program (Revenue Funded)</b>				
Urban Roads - Bitumen Reseals	500,000	513,000	526,000	539,000
Urban Roads - Heavy Patching	478,000	490,000	502,000	515,000
Rural Roads - Bitumen Reseals	489,000	501,000	514,000	527,000
Rural Roads - Heavy Patching	293,000	300,000	308,000	316,000
Regatta Avenue segment 30	99,000			
Northumberland Drive segment 10	200,000	340,000		
Martin Street segment 150	160,000			
Fawcett Street segment 10	85,000			
Swift Street segment 30	110,000			
Brunswick Street segment 20	95,000			
Burnet Street segment 30	225,000			
Barlows Road segment 20	185,000			
Martin Street segment 10	225,000			
Kays Lane segment 20	440,000			
Byron Street, Turning Lane	55,000			
Johnson Drive segment 10		205,000	215,000	
Simmons Street segment 20	150,000			
North Creek Road segments 10 and 50	370,000			
Winton Lane segment 20		200,000		
Wilson Street segment 10		125,000		
Smith Drive segment 20		223,000		
Crane Street segment 30		113,000		
Kalinga Street segment 30			231,000	
Russell Street segment 10		217,000		
Temple Street segment 30			278,000	
Raglan Street segment 10			112,000	
Holden Lane segment 30			38,000	
Holden Lane segment 50			38,000	
Temple Street segment 10			273,000	
Treelands Crescent segment 10			253,000	
Burnet Street segments 50 to 70			350,000	
Moon Street segment 140			271,000	
Henry Phillip Avenue segments 10, 20, 30				329,000
Apsley Street segments 10				80,000
Bagot Place segment 10				138,000
Bagot Street segment 30				149,000
Waverley Place segment 10				139,000
Bolding Street segment 10				210,000
Broadwater Place segment 10				149,000
Moon Street segment 20			139,000	282,000
Skinner Street segment 20				200,000
Acacia Place segment 10				155,000
Cawarra Street segment 20				150,000
Cedar Street				216,200
Bagotville Road segment 50 (part)		190,000		
Riverbank Road	290,000			
Pimlico Road segments 110 and 20	140,000			
Corks Lane segments 10, 20, 30			195,000	
Teven Road segments 70 and 58 to 60	240,000		287,000	
River Drive segment 130				
South Ballina Beach Road segment 60	230,000	304,000		
Fernleigh Road segment 80	183,000	509,000		
Uralba Road segment 40	450,000			
Pimlico Road segment 100		265,000	215,000	
Teven Road 10		366,000		
River Drive segment 10 to 30	300,000			
Marom Creek Road Segment 130 (slip area)	70,000			
Eltham Road segment 10		186,000		
Uralba Road segment 70	180,000			
Old Pacific Highway segment 20		140,000		
Teven Road segment 52		362,000		

#### 4.10 Community Infrastructure - Recurrent Expenditure

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Roads and Bridges (continued)</b>				
Friday Hut Road segment 170		165,000	140,000	
Beacon 10			154,000	
Houghlahans Creek Road segment 160			180,000	
Riverbank Road segment 10			259,000	
Moylans Lane segment 10				353,000
Sandy Flat Road Dust Seal	120,000			
Chesworth Lane Dust Seal		120,000		
Rishworths Lane Dust Seal			120,000	
O'Keefes Lane Dust Seal				120,000
Wardell Road segment 110				385,000
River Drive segment 70				389,000
Hermans Lane segment 30				425,000
River Drive segment 120				200,000
Bridges - Other	115,000	118,000	121,000	124,000

In addition to these items, which are all Council revenue funded, other projects planned for the next four years are as follows:

#### **Bypass related works – funded from Bypass reserves**

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
Bypass Funds - Alstonville	100,000	103,000	106,000	109,000
Bypass Funds - Ballina	158,000	162,000	166,000	170,000
Bypass Funds - Tintenbar to Ewingsdale	106,000	109,000	112,000	115,000

#### **Section 7.11 Contribution Plans (previously Section 94)**

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
Hutley Drive - Southern Extension (Planning)	30,000	0	0	0
Bang Rd / Angels Bch Dve R'bout Lanes	1,500,000	0	0	0
River St - Stage 1 - Smith Dr / Burns Pt	0	0	0	7,128,000
River St - Stage 2 - Burns Pt to Barlows	3,681,000	0	0	0
River St - Stage 3 - Fishery Creek Bridge	0	7,229,000	7,446,000	0
River St - Stage 4 - Brunswick to Tweed	0	2,020,000	0	0
Tam Dr - Nth Ck Rd to Kerr St - 4 Lanes	250,000	100,000	0	0
Section 7.11 Rural Reseals	220,000	229,000	238,000	247,000

The exact timing of the works will depend on the level of developer contributions collected and any grants that may be secured for the works.

#### **Other Road Projects**

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
Airport Boulevard	3,000,000			
Lennox Head Village Renewal	4,600,000	1,400,000	0	0
Safer Roads - Cherry St / Fox Street	880,200	0	0	0
Safer Roads - Byron Bay Rd/Ross Lane	1,000,000	1,027,000	1,500,000	0
Safer Roads - Tamarind Dve/Tintenbar Rd	606,500	0	0	0
Safer Roads - Kerr St / Bentinck St	407,000	400,000	0	0

These other road projects are funded through a combination of grants, loans and reserves; i.e.

- Airport Boulevard - \$3m from loans – this project is subject to a separate report in the April Commercial Services Committee meeting agenda
- Lennox Head Village Renewal - \$3m from loans and \$2.7m from Community Infrastructure Reserve dividends
- Safer Roads – All fully funded from State Government grants.

#### 4.10 Community Infrastructure - Recurrent Expenditure

1) The total roads program for 2020/21 to 2023/24 is funded as follows:

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Roads and Bridges Funding:</b>				
Council Revenue,	4,317,000	5,003,000	4,768,000	5,104,000
Roads to Recovery Grant	880,000	950,000	951,000	986,200
Safer Roads – NSW State Government	2,893,700	1,427,000	1,500,000	0
Developer Contributions	5,681,000	4,915,000	3,931,000	5,511,000
Loan Funds	6,300,000	4,662,000	3,753,000	1,864,000
Internal Reserves	2,944,000	1,774,000	384,000	394,000
<b>Total</b>	<b>23,015,700</b>	<b>18,731,000</b>	<b>15,287,000</b>	<b>13,859,200</b>

As per these figures there is a significant amount of road works planned for the next four years.

As mentioned in the report on the General Fund Long Term Financial Plan, elsewhere in this agenda, there has been a one-off reduction of approximately \$0.5m in the revenue funded road reconstruction program for 2020/21. This is in response to the COVID-19 pandemic, which has resulted in forecast revenues for a number of Council's operations being significantly reduced (i.e. development, building, property and airport revenues).

This is a short-term measure only to sustain Council's finances through the expected downturn in the economy for 2020/21.

#### **Community Facilities - Manager – Craig Brown**

<i>Item</i>	<i>2020/21</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
<b>Community Buildings and Halls</b>	<b>1,269,000</b>	<b>500,000</b>	<b>591,000</b>	<b>526,000</b>
Kentwell Centre - Air Conditioning	72,000			
Kentwell Centre - Various Refurbishments			220,000	
ALEC - Modifications	760,000	220,000		
Lennox Head CCC - Refurb	270,000			
Ballina Surf Club - Dividing Wall				40,000
Ballina Surf Club - Building B - Rolladoors				16,000
Ballina Surf Club - Floors, A-C, Hot Water			78,000	
Public Halls		280,000		20,000
32 Swift Street				40,000
Ballina Library - Amenities and Foyer			120,000	
Library / Richmond / VIC				220,000
Richmond Room - Amenities and Foyer			95,000	
Lennox Head Library - Carpet / Painting				60,000
Lennox Head CWA - Kitchen / Sheeting				40,000
Wardell Hall - Roof				40,000
Wollongbar Hall - Roof				50,000
Community Infrastructure Reserve Dividends	167,000		78,000	

The \$270,000 for the Lennox Head Cultural and Community Centre represents additional works identified as part of the current renovations (i.e. primarily additional recladding and roof adjustments). This has resulted in funding for the ALEC refurbishment being spread over 2020/21 and 2021/22, with Council still to confirm the final scope for that project.

The items listed also includes funding from the Community Infrastructure Reserve.

Council transferred approximately \$200,000 to this reserve from the sale of the West End Hall and those funds, plus extra, are transferred out of that reserve to fund essential maintenance works on the following halls.

#### 4.10 Community Infrastructure - Recurrent Expenditure

<i>Item</i>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>
Lennox CWA Hall	25,000	0	0	0
Wollongbar Hall	24,000	65,000	0	0
Wigmore Hall	14,000	135,000	0	0
Wardell Hall	42,000	20,000	0	0
Pimlico Hall	45,000	50,000	20,000	0
Northlakes Hall	8,000	10,000	26,000	20,000
Newrybar Hall	9,000	0	32,000	0
<b>Totals</b>	<b>167,000</b>	<b>280,000</b>	<b>78,000</b>	<b>20,000</b>

**Funded from:**

Public Halls allocation in Recurrent Program	0	280,000	0	20,000
Community Infrastructure Dividends	167,000	0	78,000	0

The works represent essential maintenance as per the following summary.

<b>Hall</b>	<b>Projects</b>	<b>Estimate (\$)</b>
Lennox CWA Hall	Install ducted air-conditioning, repaint hall interior, sand and recoat timber floor	25,000
Wollongbar Hall	Substantial maintenance, repaint exterior finishes and clean down brickwork, improve stormwater drainage, improve front of building accessibility	89,000
Wigmore Hall	Corrugated roof sheeting replacement and associated works, repaint building exterior.	149,000
Wardell Hall	Substantial maintenance and internal painting.	62,000
Pimlico Hall	Kitchen plumbing, concrete paths and improved access to meet accessibility needs and painting.	115,000
Northlakes Hall	Repaint building exterior, lighting, kitchen, substantial maintenance works.	64,000
Newrybar Hall	Flooring, painting and maintenance works.	41,000

When looking at the recurrent funding, as many works are not capitalized, it's also important to ensure adequate maintenance funds are available for the community buildings. The various maintenance budgets are as follows.

<i>Item</i>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>
Kentwell Centre - Painting Program	11,000	11,000	11,300	11,600
Kentwell Centre - Building Maintenance	10,000	22,000	22,600	23,200
Lennox Head CCC - Painting Program	12,000	12,000	12,300	12,700
Lennox Head CCC - Building Maintenance	10,000	40,000	41,000	42,100
ALEC - Building Maintenance	10,000	20,000	20,500	21,100
BISC - Building Maintenance	10,000	40,000	41,000	42,100
Richmond / VIC / Lib - Painting Program	13,000	13,000	13,400	13,800
Richmond Room - Building Maintenance	5,000	10,000	10,300	10,600
Ballina Surf Club - Internal Painting	22,000	22,000	22,600	23,200
Ballina Surf Club - External Painting	6,000	6,000	6,200	6,400
Ballina Surf Club - Building Maintenance	10,000	30,000	30,800	31,600
Lennox Head Surf Club - Building Mtce	5,000	5,000	5,200	5,400
Shelly Beach Surf Club - Building Mtce	2,000	2,000	2,100	2,200
Public Halls - Maintenance	40,000	50,000	51,300	52,600
Wardell Memorial Hall - Maintenance	2,000	2,000	2,100	2,200
Wigmore (Senior Citz) Hall - Maintenance	2,000	2,000	2,100	2,200
Newrybar Hall - Maintenance	2,000	2,000	2,100	2,200
Wollongbar Hall - Painting Program	17,000	18,000	18,500	19,000
Newrybar Hall - Painting Program	16,000	16,000	16,400	16,900
Pimlico Hall - Maintenance	4,000	4,000	4,100	4,300
32 Swift Street Hall - Maintenance	3,000	3,000	3,100	3,200
Northlakes Hall - Maintenance	7,000	7,000	7,200	7,400
Ballina Naval Museum - Maintenance	2,000	2,000	2,100	2,200
Gallery - Building Maintenance / Painting	10,000	15,000	15,400	15,800
Fire Station – Building Maintenance / Painting	5,000	10,000	10,300	10,600
Library - Buildings Maintenance	10,000	20,000	20,500	21,100
VIC - Building Maintenance	5,000	10,000	10,300	10,600
Admin Centre / 71 Tamar St - Painting	15,000	15,000	16,000	17,000
Admin Centre / 71 Tamar St - Maintenance	30,000	40,000	41,000	43,000
<b>Totals</b>	<b>296,000</b>	<b>449,000</b>	<b>461,800</b>	<b>476,300</b>

### **Legal / Resource / Financial Implications**

The purpose of this report has been to highlight the funding available for recurrent community infrastructure projects and to outline the preferred priority for projects.

### **Consultation**

The priorities endorsed by Council will be exhibited for public comment as part of the draft 2020/21 to 2023/24 Delivery Program and Operational Plan.

### **Options**

The options available relate to the timing of the works identified in the report, along with the priorities, with Councillors able to amend priorities based on community feedback.

For example Wardell constituents consistently criticize Council for inadequate works in that township and there are limited works proposed for Wardell once again.

The recommendation is to endorse the information included in the report, for exhibition, as the priorities represent adopted programs or the latest assessments from technical staff.

### **RECOMMENDATION**

That Council approves the inclusion of the recurrent capital expenditure priorities, as outlined in this report, in the draft 2020/21 to 2023/24 Delivery Program and Operational Plan.

### **Attachment(s)**

Nil

#### **4.11 Delivery Program and Operational Plan 2020/21 - Exhibition**

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#### **4.11 Delivery Program and Operational Plan 2020/21 - Exhibition**

##### **Delivery Program**

Communications

##### **Objective**

To endorse the draft Delivery Program and Operational Plan and place on exhibition for public comment

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##### **Background**

The Office of Local Government's (OLG's) Integrated Planning and Reporting Framework require councils to review the Delivery Program and prepare a new Operational Plan each financial year.

The purpose of this report is to obtain Council approval to exhibit the documents for public comment.

##### **Key Issues**

- Ensuring the documents reflect the objectives of Council

##### **Information**

The OLG's Integrated Planning and Reporting Framework specify a range of information that must be included in the Delivery Program and the Operational Plan.

A summary of the major elements for each document are as follows.

##### *Delivery Program*

- A council must have a Delivery Program, detailing the principal activities it will undertake to achieve the objectives established in the Community Strategic Plan, within the resources available under the Resourcing Strategy.
- The Delivery Program must include a method of assessment to determine the effectiveness of each principal activity detailed in the Delivery Program in achieving the objectives at which the activity is directed.
- A council must prepare a new Delivery Program after each ordinary election of councillors to cover the principal activities of the council for the four year period commencing on 1 July following the election. The Delivery Plan is based on a four year plan.
- The General Manager must ensure that progress reports are provided to the council, with respect to the principal activities detailed in the Delivery Program, at least every six months.
- A council must review its Delivery Program each year when preparing the Operational Plan.

#### 4.11 Delivery Program and Operational Plan 2020/21 - Exhibition

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##### *Operational Plan*

- Council must have an annual Operational Plan, adopted before the beginning of each financial year, outlining the activities to be undertaken that year, as part of the Delivery Program. The Operational Plan focuses on actions and activities to be delivered during the current year.
- The draft Operational Plan must be publicly exhibited for at least 28 days and public submissions can be made to Council during the period.
- Council must accept and consider any submissions made on the draft Operational Plan before adopting the Operational Plan.
- Council must post a copy of the Operational Plan on our website within 28 days after the plan is adopted

Council has been producing a combined Delivery Program and Operational Plan for a number of years to avoid unnecessary documentation and duplication.

This approach has worked reasonably well and a combined document is once again submitted for 2020/21, with that document provided as a separate attachment to this report.

The key part of the attached document is the section titled “*Heading in the Right Direction*”, as this section outlines the various activities (or tasks) that are planned for 2020/21, along with activities planned for later years.

It is important that Councillors have their priorities included in this section of the document as it is these actions that direct staff resources during the year.

Ensuring that this section accurately reflects the goals of Council assists staff in allocating resources to implement the various actions in the document.

An accurate document also helps reduce the need for ad hoc notices of motion during the year.

Notices of motion result in the redirection of staff resources towards projects, which then impact on planned priorities for the year.

The Operational Plan should be the document that reflects the Council's goals and through its public exhibition and formal adoption the community is in a position to measure how Council is performing against those goals.

Please note that due to time constraints and COVID-19 impacts the attached document does not include the Revenue Policy and Capital Works.

That information will be added prior to exhibition and the format will be consistent with previous Delivery Programs.

The information has also been provided to Council at the March 2020 Finance Committee meeting or elsewhere in this agenda and the final document will reflect the decisions of Council from the other reports.

##### **Legal / Resource / Financial Implications**

#### **4.11 Delivery Program and Operational Plan 2020/21 - Exhibition**

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Council is legally required to review the Delivery Program and exhibit the Operational Plan for public comment.

##### **Consultation**

The documents will be exhibited for public comment following adoption at the April 2020 Ordinary Council meeting.

The exhibition will occur during May and early June, with the outcomes from the exhibition period reported to the June 2020 Ordinary Council meeting.

In respect to public meetings, in recent years Council has held meetings in Lennox Head and Wardell.

These meetings will proceed, if allowed, however based on current COVID-19 restrictions, they are not permitted.

##### **Options**

The recommendation is to exhibit the draft Delivery Program and Operational Plan, subject to any changes that arise from this meeting.

##### **RECOMMENDATION**

That Council approves the exhibition of the draft Delivery Program and Operational Plan, as attached to this report, and subject to:

- any changes arising from this meeting and
- inclusive of the Revenue Policy and Capital Works program, as determined by Council.

##### **Attachment(s)**

1. Delivery Program and Operational Plan - 2020/21 to 2023/24 (draft - excluding Revenue Policy and Capital Works) (Under separate cover)