



**COFFS HARBOUR CITY COUNCIL**

**ORDINARY MEETING**

**(CITY SERVICES COMMITTEE)**

**COUNCIL CHAMBER**

**COUNCIL ADMINISTRATION BUILDING**

**COFF AND CASTLE STREETS, COFFS HARBOUR**

**5 JULY 2007**

**Commencing at the conclusion of  
Land Use, Health & Development Committee**

**Contents**

<b>ITEM</b>	<b>DESCRIPTION</b>	<b>PAGE</b>
	<b>CITY SERVICES DEPARTMENT REPORTS</b>	<b>3</b>
S40	NATIONAL YOUTH WEEK 2007	3
S41	NSW SPORT AND RECREATION CAPITAL ASSISTANCE PROGRAM GRANT APPLICATION 2007/2008	7
S42	LIBRARY STATISTICS REPORT	10
S43	OPERATIONS BRANCH REPORT	20
S44	UNMAINTAINED PUBLIC ROADS	26
S45	NURSERY OPERATIONS - PRELIMINARY FUNCTIONAL AUDIT	35

**CONFIDENTIAL ITEM**

The following items either in whole or in part may be considered in Closed Meeting for the reasons stated:

S46            TENDER - SUPPLY & DELIVERY OF BITUMEN SEALING WORKS            40

A portion of this report is confidential for the reason of Section 10A (2):

- (d) commercial information of a confidential nature that would, if disclosed:
  - (i) prejudice the commercial position of the person who supplied it, or
  - (ii) confer a commercial advantage on a competitor of the council, or
  - (iii) reveal a trade secret.

and in accordance with Section 10A (1) the meeting may be closed to the public.



**COFFS HARBOUR CITY COUNCIL**

**ORDINARY MEETING**

**(CITY SERVICES COMMITTEE)**

**5 JULY 2007**

Mayor and Councillors

**CITY SERVICES DEPARTMENT REPORTS**

---

**S40 NATIONAL YOUTH WEEK 2007**

---

**Purpose:**

To report to Council on the activities of National Youth Week 2007.

**Description of Item:**

National Youth Week (NYW) is the largest celebration of young people on the Australian youth calendar. Developed by young people, NYW aims to celebrate and recognise the value of all young Australians to their communities.

As part of the ongoing commitment to local young people Council contributed both monetary and inkind support to organisations participating in National Youth Week celebrations which were held from 14-22 April 2007.

Youth Week aims to provide young people with an opportunity to express their views and act on issues that impact on their lives. It provides local councils with the opportunity to work with young people and better understand the issues and concerns that are important to them and it provides the community with an opportunity to focus on the positive contribution young people make to society.

This has been achieved through the active involvement of young people in the planning and implementation of activities that:

- Highlight their talents and the contribution they make to the community;
- Draw attention to their ideas and the issues which concern them;
- Develop strategies to address these issues and concerns; and
- Increase community awareness of the issues and concerns of young people.

**Cont'd**

## **S40 - National Youth Week 2007 (Cont'd)**

The monies provided by Council are met dollar for dollar by the Department of Community Services. These funds were used to subsidise community organisations to implement activities. A total of 20 activities were subsidised with the available funding.

The media were very generous in their coverage of the week. There were several articles in the local newspapers as well as items on radio stations during the week. Council staff also promoted the week through facilitating a youth information and activity stall at the City Centre markets on Thursday, 12 April 2007 as a lead up to the week. This included provision of youth information, music and free art classes. The Youth Week program was also available on Council's website. Approximately 3,500 copies were distributed to schools and community organisations.

Participating organisations included:

- PCYC
- Harbour Youth Service
- CHACA (Coffs Harbour African Community Association)
- Circus Amorphus
- Coffs Coast Regional Arts Focus Group
- BL Management
- Northcott Society
- Ventoux Cycles

Attached is a copy of the Calendar of Events for Youth Week 2007.

"Launch Yourself" was the slogan chosen by young people for Youth Week 2007 and was symbolised by their optimism, involvement and enthusiasm for life expressed through the above activities.

### **Sustainability Assessment:**

- **Environment**

There were no environmental issues.

- **Social**

Youth Week is an opportunity for young people aged 12-25 years to highlight their talents and the contribution they make to the community as well as increase community awareness of the issues and concerns of young people.

- **Economic**

#### **Broader Economic Implications**

Apart from the financial assistance from the Department of Community Services of \$1,500, community sponsors were also approached to sponsor giveaways for the various activities held during the week. The sponsors being the Big Banana, Birch Carroll & Coyle, McDonalds, Pet Porpoise Pool, Palms Centre Management, Party Paradise and The Advocate.

**Cont'd**

## **S40 - National Youth Week 2007 (Cont'd)**

Sponsorship from these organisations and the \$1,500 donation from Coffs Harbour City Council enabled a comprehensive "Calendar of Events" to be organised. Twelve Expressions of Interest were received by local youth organisations to run different youth orientated activities. These Expressions of Interest were assessed by a team of staff. The total cost of the week amounted to \$3,900.

### **Management Plan Implications**

The Council contribution of \$1,500 was provided in the Management Plan and has been matched by the Department of Community Services.

### **Consultation:**

Meetings were held regularly prior to National Youth Week with the organisations who were successful in receiving funding to host an event. Assistance was given with publicity, distribution of flyers and general support and back up during National Youth Week. Positive feedback was received from all groups participating.

### **Related Policy and / or Precedents:**

There is no related policy in this matter.

### **Statutory Requirements:**

There are no statutory requirements in this matter.

### **Recommendation:**

**That organisations as detailed in the report who participated in the 2007 National Youth Week celebrations in the Coffs Harbour local government area be commended in writing for the valuable contribution they have made to the young people in the community.**



# National Youth Week 2007



# Calendar of Events



**Advocate**

**1/2 PRICE SURF LESSONS** at Woolgoolga, Sawtell and Coffs Harbour beaches  
**BOOKINGS:** with East Coast Surf School **TIME:** Various **CONTACT:** Helene 0412 257 233.

## ALL WEEK

**FREE BBQ** at Toormina Skate Park, Toormina. **TIME:** 12.00pm - 3.00pm  
**CONTACT:** Adam 6658 3759.  
**SPECTACULAR AIR SHOW** at Coffs Aero Club. (Australian Air League and Air Force Cadets Open Day). **TIME:** All day **CONTACT:** Coffs Aero Club 6652 2992.

## SATURDAY 14 APRIL

**INSTRUMENT & DRUM WORKSHOP** at Woolgoolga CurryFest – register at the info tent on the day.

## SUNDAY 15 APRIL

**DEPARTURE DAY** at Coffs Aero Club. (Australian Air League and Air Force Cadets Open Day). **TIME:** All day **CONTACT:** Coffs Aero Club 6652 2992.

## MONDAY 16 APRIL

**POI & HOOLA HOOP WORKSHOP** at Botanic Gardens Coffs Creek Walk, Coffs Harbour. **TIME:** 10.30am **BOOKINGS:** Amy 0421 676 469.  
**DRAMA WORKSHOPS** at Jetty Memorial Theatre **TIME:** 9.30am – 12.00pm & 2.00pm – 4.30pm **BOOKINGS:** Louise 6648 4041.

## TUESDAY 17 APRIL

**DRAMA WORKSHOPS** at Jetty Memorial Theatre **TIME:** 9.30am – 12.00pm & 2.00pm – 4.30pm **BOOKINGS:** Louise 6648 4041.  
**ART CLASSES** at Adult Education Centre City Sq. **TIME:** 10.00am – 12.00pm & 1.00pm – 3.00pm **BOOKINGS:** Cheryl 6651 5028.  
**FREE BEADING CLASSES** through TAFE Outreach **TIME:** 1.00pm – 4.00pm **CONTACT:** Carole 6648 3620 at Harbour Youth Service.

## WEDNESDAY 18 APRIL

**CIRCUS & ARTS WORKSHOPS** at Coffs Harbour PCYC, 74 Bray Street, Coffs Harbour. **Cost \$2.00. TIME:** 9.30am **CONTACT:** Paul 6651 9961.  
**ART CLASS** at Botanic Gardens **TIME:** 1.00pm – 3.00pm **BOOKINGS:** Louise 6648 4041.  
**FREE BEADING CLASSES** through TAFE Outreach **TIME:** 1.00pm – 4.00pm **CONTACT:** Carole 6648 3620 at Harbour Youth Service.

# All drug and alcohol free events - say "NO" to drugs!

## THURSDAY 19 APRIL

**ART CLASSES** by FOCUS at the Adult Education Centre, City Square (Drawing, Painting & Computer Graphics). **TIME:** 10.00am – 12.00pm & 1.00pm – 3.00pm **BOOKINGS:** Gayle 6656 4984.  
**ART MOUNTING & CURATING WORKSHOP** by FOCUS at the Regional Gallery. **TIME:** 10.00am – 11.30am **BOOKINGS:** Cheryl 6651 5028.  
**ART & CRAFT DAY** for Northcott clients, 31 Bonville Street, Coffs Harbour. **CONTACT:** Stephanie 6651 2366.  
**SPORTS CULTURAL DAY** at Coffs Harbour PCYC, 74 Bray Street, Coffs Harbour. **Cost \$2.00. TIME:** 9.30am **CONTACT:** Paul 6651 9961.

## FRIDAY 20 APRIL

**ART CLASSES** by FOCUS at the Adult Education Centre, City Square (Cartooning & Drawing). **TIME:** 10.00am – 12.00pm & 1.00pm – 3.00pm **BOOKINGS:** Gayle 6656 4984.  
**ART MOUNTING & CURATING WORKSHOP** by FOCUS at the Bunker Gallery. **TIME:** 1.00pm – 3.00pm **BOOKINGS:** Cheryl 6651 5028.  
**SPORTS CLINIC** at Coffs Harbour PCYC, 74 Bray Street, Coffs Harbour. **Cost \$2.00. TIME:** 9.30am **CONTACT:** Paul 6651 9961.  
**MUSIC AND DANCE** at Anglican Hall, Coffs Harbour (African singing, drumming, playing guitar and dance). **TIME:** 4.00pm – 6.30pm **CONTACT:** Kasian 0432 274 032.

## SATURDAY 21 APRIL

**HENNA BODY PAINTING** at Coffs Library **TIME:** 10.00am – 1.00pm. Gold coin donation **BOOKINGS:** Judy or Alison 6648 4900.  
**ART CLASSES** by FOCUS at the Adult Education Centre City Square (Painting & Cartooning). **TIME:** 10.00am – 12.00pm & 1.00pm – 3.00pm **BOOKINGS:** Gayle 6656 4984.  
**BURUNDI/AUSSIE DANCING** at Baptist Church **TIME:** 6.00pm – 9.00pm **CONTACT:** Joseph 0401 432 183.

## SUNDAY 22 APRIL

**ART CLASSES** by FOCUS at the Adult Education Centre City Square (Sculpture). **TIME:** 10.00am – 12.00pm & 1.00pm – 3.00pm **BOOKINGS:** Cheryl 6651 5028.  
**ABORIGINAL DANCE TRAINING DAY & BBQ** at Park Beach (near the caravan park). **TIME:** 9.00am – 2.00pm **CONTACT:** Kerry 6651 1177 / 0405 022 106.  
**BOWL YOUR BRAINS OUT - FREE** at Coffs Harbour Holiday Lanes, Cox Lane Coffs Harbour **TIME:** 7.00pm – 10.00pm **BOOKINGS:** Kirby 0401 565 939 / Carole 6648 3620.

# Launch Yourself!

---

**S41 NSW SPORT AND RECREATION CAPITAL ASSISTANCE PROGRAM GRANT APPLICATION 2007/2008**

---

**Purpose:**

To seek approval from Council to submit an application for Capital Assistance from the NSW Sport and Recreation Department for upgrade of facilities at the Nana Glen Sports, Recreation and Equestrian Centre.

**Description of Item:**

The NSW Sport and Recreation Department currently has the annual capital assistance grant available.

The types of projects which will be considered are:

- Construction of new fixed and portable facilities and infrastructure including capital equipment with a life expectancy of 15+ years.
- Enhancement of existing facilities eg, watering systems, safety netting, lighting and upgrade of surfaces.
- Provision of ancillary facilities at established venues eg, sun protection shelters, change rooms, showers and toilet blocks.

As a result of this information an application can be made for 50% funding towards the upgrade of the grounds and facilities at the Nana Glen Sports, Recreation and Equestrian Centre.

The committee is seeking capital grants funding to enable the following upgrades:

- increased electrical supply across various areas of the grounds.
- additional horse yards.
- development of a dressage arena.

Accordingly the Management Committee has requested approval to submit a grant to NSW Sport and Recreation for 50% of the capital cost of \$45,000 and for Council to assist in meeting the other half of the cost. As the grant needs to be on a dollar for dollar basis if the grant application is successful, this represents a commitment of \$22,500 from Council, in the 2008/2009 Management Plan.

**Sustainability Assessment:**

- **Environment**

The proposed upgrades will have minimal environmental impacts. The availability of increased power supply will enable users of the facility, particularly those camping on the site during state and national events, access to a more sustainable and safe power supply. Currently user groups hire generators to meet the power needs of competitors and campers during large events. Improved power facilities will eliminate the need for this and provide users with a more sustainable energy source. Furthermore, improved access to power sites will enhance user safety through reducing the use of extension cords, and over use of current power outlets.

**Cont'd**

The inclusion of a dressage arena will enable a designated area which is specifically designed to a standard to ensure the activity provides minimal environmental impact.

- **Social**

The proposed upgrades to the grounds will provide a number of social benefits including enhanced use of the facility and improved user safety.

The grounds are currently used by a variety of groups, including a range of equestrian activities, cricket, event camping, school based sports and also as a venue for local community based events and functions. Increasingly, larger events are also being held at the grounds which attract competitors from outside the region. The provision of additional yards, and increased power supply will both improve facilities for current user groups, as well as enable the grounds to be more fully accessible to organisers of larger state and national events.

The provision of a specifically designed dressage arena and improved power supply will improve the safety of competitors and campers when using the grounds.

Both enhanced usage and improved safety will improve the sustainability of the venue as it ensures its continued use and provides an opportunity to attract more people and user groups to the venue.

- **Economic**

**Broader Economic Implications**

The improvements made to the grounds will enhance the viability and sustainability of the venue, through broadening its usage and increasing its revenue base.

In addition, the attraction of larger events and competitors from outside the region will provide opportunities for increased expenditure in the local community.

**Management Plan Implications**

The financial requirements of the funding program is that at least 50% of the cost of the project must be in hand at the time of the application. This would require a \$22,500 commitment by Council in its 2008/2009 Management plan budget.

**Consultation:**

A representative of the Coffs Harbour Sports Unit and the NSW Sport and Recreation Department have been consulted regarding the possible application. The proposed upgrades are considered eligible for consideration for capital assistance.

**Related Policy and / or Precedents:**

The Management Committee are strongly committed to maintaining and improving the grounds. In recent years this has been realised as a result of the allocation of capital assistance and loans from Council.

**Cont'd**

## **S41 - NSW Sport and Recreation Capital Assistance Program Grant Application 2007/2008**

(Cont'd)

Council, at its Economic and Community Enterprises Committee meeting of 25 October 2001, resolved that the Nana Glen Sport, Recreation and Equestrian Centre Management Committee be given a loan of \$8,000. This loan has been repaid as per the terms and conditions.

The committee is committed to repaying a second loan of \$10,000 which was granted by Council at a Council meeting on 3 March 2005. This loan is being repaid at a rate of 6.5% per annum with monthly installments of \$237.15 and will be finalised early 2009.

Currently, the committee is undertaking significant facility upgrade to the grounds canteen and amenities as a result of Council capital assistance.

### **Statutory Requirements:**

There are no statutory requirements relevant to this application.

### **Issues:**

The Nana Glen Sports, Recreation and Equestrian Centre is the only equestrian facility in the region. It attracts local, state and national events, as well as regular user groups. Improved facilities will enable the continuation of these and the expansion of its usage. An application for capital assistance was initially made by the committee to Council for consideration in the 2007/2008 management plan which was not successful.

In order to ensure the sustainability of the grounds, continued improvement and upgrade is required. This application provides an opportunity for a significant local facility to upgrade, at a reduced cost to Council.

### **Implementation Date / Priority:**

Applications for the NSW Sport and Recreation Capital Assistance Program close on 20 July 2007.

The announcement of successful applicants will be made in December 2007. Expenditure of funding is required within two years of the announcement being made and the projects must commence within nine months of announcement.

It is anticipated therefore that should the committee be successful in its application, funding from Council will be required to commence no later than September 2008.

### **Recommendation:**

- 1. That an application be made to the NSW Sport and Recreation Department Capital Assistance Program to upgrade power supply, horse yards and dressage arena at the Nana Glen Sports, Recreation and Equestrian Centre.**
- 2. That, if successful, Council consider matching the funding with an allocation of \$22,500 in the 2008/2009 Management Plan.**

---

## S42 LIBRARY STATISTICS REPORT

---

### **Purpose:**

To outline to Council the current status of the Coffs Harbour Library and Information Service as compared to other library services across NSW.

### **Description of Item:**

Since 1973, the State Library of NSW has gathered, collated and published NSW public library statistical measures, which has resulted in a significant body of material for comparative purposes.

A comparison of a number of measures collected over the last 30 years demonstrates the ongoing evolution of local public library services in NSW.

As of 1993, all NSW local government authorities (councils) had adopted the Library Act 1939, and of these, all but one provides public library services to their communities.

In February of this year, the State Library released the most recently completed statistical report which is for the 2004/05 financial year.

In 2004/05, there were 97 central library services including stand alone libraries and regional or joint libraries where up to eight local councils have entered into a written agreement to provide combined services.

This data collected and collated by the State Library of NSW provides useful comparative information and covers issues such as:

- Expenditure and subsidy
- Circulation
- Total stock
- Registered borrowers
- Library material
- Adult fiction
- Acquisitions
- Discards
- Staff
- Document delivery

The entire report can be viewed at <http://www.sl.nsw.gov.au/pls/statistics>. The purpose of this report is to highlight the trends for Coffs Harbour City Council in recent years.

State Government provides on an annual basis to local government authorities in NSW funding to assist with the operation of library services. This is in the form of a subsidy and a special purpose grant. The following table shows the level of funding to Coffs Harbour local government area, Hastings local government area and the State average over the last three years.

**Cont'd**

## S42 - Library Statistics Report (Cont'd)

### Subsidy and special purpose grants

Year	Coffs Harbour	Hastings	State average
2003/04	\$142,061	\$151,549	\$163,646
2004/05	\$148,239	\$156,603	Not available
2005/06	\$169,568	\$178,638	\$191,509

### Sustainability Assessment:

- **Environment**

There are no environmental factors.

- **Social**

Increasingly, public libraries are seen as focal points for their communities, and they play an important role in building communities as well as their traditional role of providing access to cultural, educational and informational resources. Library resources support cultural heritage and cultural diversity and are an essential resource for the community.

Libraries are fundamental to democratic societies by providing independent information that allows people to make informed decisions and be effective members of their community.

Literature, music and film allow us to experience a world beyond our own, they have the potential to broaden our minds and they play an important role in encouraging cultural tolerance.

Public libraries play an important role in literacy development within a community. The 'English as a second language' collection is a highly valued resource for growing migrant populations. Within the Coffs Harbour library service, programs such as children's storytime have very high attendances and the 'Let's Read Program' has a high take up rate for first time parents.

An effective library needs current relevant resources that meet the community's needs and staffing levels that allow for quality customer service and the effective delivery of library services. The facilities should allow easy access to the collections and sufficient room for individuals to read for relaxation or study and for small groups to meet.

- **Economic**

A poorly resourced library adversely affects the community and it impacts on lifelong learning, formal and informal education and literacy which in turn impacts on an individual's employment opportunities.

Entrepreneurs and local enterprises may not be able to access the necessary information for their proposed business venture.

If the library is seen to be an inadequate service, prospective residents and entrepreneurs may see it as the swaying factor to choosing alternative locations in which to live and work.

**Cont'd**

## **S42 - Library Statistics Report (Cont'd)**

### **Broader Economic Implications**

A close examination of the statistics suggests that the present funding level for library resources will see the collections continue to deteriorate. This will result in ineffectual collections with little relevance to contemporary Australian society and therefore, they will be unable to meet the needs of the Coffs Harbour community.

Statistical analysis also suggests that the present funding for staffing limits the range of services the library is able to provide and also may result in discontinuation of the existing services such as story time at all three branches, and the housebound library service.

### **Management Plan Implications**

The statistics indicate that an increase in funding is needed to raise the service levels and stock and improve the library services.

There was an increase in library resources included in the 2006/2007 budget to be raised through Section 94 contributions. These contributions have not occurred during this financial year. However, there will be approximately \$30,000 worth of Section 94 Contributions collected in 2007/2008 which will be allocated to resources.

The library resources budget requires an initial injection of at least \$30,000 in addition to the Section 94 money and an annual increase of at least 6%, to bring it in line with the State average.

An increase in staffing levels should also be considered in relation to the appointment of both professional staff and customer service staff.

### **Consultation:**

The statistics used in this report are taken from Public Library Statistics compiled by the State Library of NSW from statistical returns completed by NSW libraries and the expenditure reports completed by councils for the Library Council of NSW.

### **Related Policy and / or Precedents:**

There are no related policy or precedents in relation to this matter.

### **Statutory Requirements:**

The Library Act 1939 governs the provision of library services.

### **Issues:**

For the purposes of this statistical analysis, the State Library ranks each service numerically as compared with other services across the State.

There are many areas compared within the statistical report, there are some areas in which Coffs Harbour is trending positively and others in which the trend is a negative one.

**Cont'd**

## S42 - Library Statistics Report (Cont'd)

The 2002/03 and 2003/04 statistics compared 99 library services and the 2004/05 compared 97 services. This change reflects local government amalgamations.

The following are some of the statistics highlighted in the report:

### **POPULATION – Positive Trend**

This ranking is from population figures of estimated resident numbers in local government areas as at 30 June 2004 as supplied by the ABS. This statistical position indicated a growth in population numbers for Coffs Harbour and shows other areas declining in population.

	2002/03	2003/04	2004/05
Ranking	36 out of 99	36 out of 99	35 out of 97

(In 2004/05, 1 has the highest population and 97 the lowest population in the State.)

.....

### **REGISTERED BORROWERS – Positive Trend with Coffs Harbour in the top third of the State**

Coffs Harbour has experienced significant population growth and this is reflected in the registered number of library borrowers. State wide libraries are seeing an increase in membership as more and more people use the library for their education, cultural and information needs and as community meeting places.

	2002/03	2003/04	2004/05
Ranking	34 out of 99	29 out of 99	26 out of 97

(In this statistic, 1 represents best and 99 or 97 represents worst in the State.)

Graph 1 in the attachment shows a comparison of the total numbers of registered borrowers between Coffs Harbour, Port Macquarie and the State average.

The current membership numbers and visitation rates make the library service one, if not the most used facility of Council with 280,305 visits in 2004/05.

.....

### **ANNUAL CIRCULATIONS – Negative Trend with Coffs Harbour in the middle third of the State**

This shows circulation figures are declining. The main reasons for this are the lack of new resources and the inadequate accessibility of the collections.

	2002/03	2003/04	2004/05
Ranking	38 out of 99	38 out of 99	42 out of 97

(In this statistic, 1 represents best and 99 or 97 represents worst in the State.)

Graph 2 in the attachment shows a comparison of the annual circulation figures between Coffs Harbour, Port Macquarie and the State average.

.....

Cont'd

**S42 - Library Statistics Report (Cont'd)**

**STAFF LEVELS / POPULATION – Static Trend for last 2 years, significantly negative trend for previous statistical year, with Coffs Harbour consistently recording very high ratios**

This is a measure of the ratio of staff to people in the local government area. This ranking shows Coffs Harbour with one of the highest ratios.

	2002/03	2003/04	2004/05
Ranking	13 out of 99	3 out of 99	5 out of 97

(In this statistic, 99 or 97 represents best and 1 indicates worst in the State.)

.....

**QUALIFIED STAFF / POPULATION – Static Trend showing Coffs Harbour close to, if not the bottom in the State and with it’s library service operating with minimal staff.**

This is a measure of the ratio of qualified staff to people in the local government area. This ranking shows Coffs Harbour with one of the highest ratios.

	2002/03	2003/04	2004/05
Ranking	5 out of 99	1 out of 99	6 out of 97

(In this statistic, 99 or 97 represents best and 1 indicates worst in the State.)

Graph 3 in the attachment compares Coffs Harbour, Port Macquarie and the State average for spending on library salaries per capita.

Lack of qualified staff and staff in general limits the number, type and quality of the services that the library is able to provide.

Low staffing levels means it is more difficult to provide frontline services and keep the “behind the scenes” operations functioning effectively.

The current staffing levels make it very difficult to provide additional or enhanced services to the community.

.....

**EXPENDITURE / CAPITA – Negative Trend showing Coffs Harbour last in the State in 2004/05**

This is a measure of spending per capita in relation to library services by local government areas across the State with Coffs Harbour among the lowest in the State in 2002/03 and the lowest in the State in 2004/05.

	2002/03	2003/04	2004/05
Ranking	93 out of 99	Not ranked due to amalgamations	97 out of 97

(In this statistic, 1 represents best and 99 or 97 represents worst in the State.)

Graph 4 in the attachment compares Coffs Harbour, Port Macquarie and the State average for total library expenditure per capita.

.....

**Cont'd**

**EXPENDITURE ON LIBRARY MATERIALS / CAPITA – Negative Trend with Coffs Harbour moving to be close to last in 2004/05**

This is a measure of spending per capita on library resources by local government areas across the State with Coffs Harbour among the lowest in the State.

	2002/03	2003/04	2004/05
Ranking	79 out of 99	Not ranked due to amalgamations	94 out of 97

(In this statistic, 1 represents best and 99 or 97 represents worst in the State.)

Graph 5 in the attachment compares Coffs Harbour, Port Macquarie and the State average for expenditure on library material per capita.

The main issue is that the population has increased faster than the funding levels which has increased pressure on all aspects of the library service. The increased population and the existing level of funding is causing the library service to struggle to meet community expectations and needs.

.....

In the 2007/2008 Management Plan the following items have been included which represent an increase in spending on library services:

- Funding for staff upgrade
- \$50,000 of State Government grant funding for improvements to services

Council also continues to ensure that the information technology available to the public and staff in the library continues to be in line with the high corporate standards.

A decision has also been made to reorganise the staff area within the library to allow an increase in the space for the public areas. This development is planned to occur within the next six months.

The library funding has been increased each year, however, coupled with the increased cost of resources and staff costs, this is not keeping pace with the population increase. Overall, the statistics show a decline in the level of service that the library is able to provide.

There are a range of options which could be considered to address these issues.

Three options are proposed below for consideration by Council.

**Option 1 – No increase in library funding**

To do nothing in terms of further increasing the level of funding to the library will result in an ineffective library service that will fail to meet the community’s basic needs. Due to the rising costs of materials and staffing this may result in services being cut, including a reduction of opening hours, programs and services.

Cont'd

## **S42 - Library Statistics Report (Cont'd)**

### **Option 2 – Increase funding to match State averages**

To increase the level of funding for facilities, resources and staffing over the next 5 years so that the funding at least matches the State average.

This would require additional funding for resources of approximately \$30,000 as a one off injection (not including contributions from Section 94) and then an annual increase of at least 6% in subsequent years.

One avenue which could be explored to fund the resources would be a library resource levy to be applied to all ratable properties in the LGA.

The Finance Manager advises that the only means of raising additional funds from increased rates is by an application to the Minister of Local Government for a rate variation.

A \$5.00 increase per ratable property would raise approximately \$145,000 in extra funds.

The next opportunity for Council to apply for such a variation will be in March/April 2008 for the 2008/2009 financial year as applications for 2007/2008 were required to be submitted to the department some months ago.

If Council decided to apply for a rate variation in the future it may want to look at other projects which require funding at that time and determine a priority listing. This may result in an application for extra rate funding being for a more substantial amount than \$145,000. For example an application for a 3% rate variation would generate additional funding of approximately \$750,000.

A rate variation incorporating this extra library funding would need to be considered in conjunction with Council's entire budget to determine a priority of programs and projects.

In relation to staff there would need to be an increase of approximately \$100,000 in year one, then approximately \$70,000 per annum for three years to bring the staffing levels in line with the State average, allowing for much improved services.

### **Option 3 - Increase funding to be higher than State averages**

Should Council wish to pursue levels of excellence and best practice in relation to library facilities, resources and services, increases higher than those outlined above are required.

Coffs Harbour has a vision which involves the development of culture for the City. Coffs Harbour's role of leading the region in this is threatened as spending on library services continues to be significantly lower than State averages.

#### **Implementation Date / Priority:**

There is no implementation date in relation to this report.

**Cont'd**

**S42 - Library Statistics Report (Cont'd)**

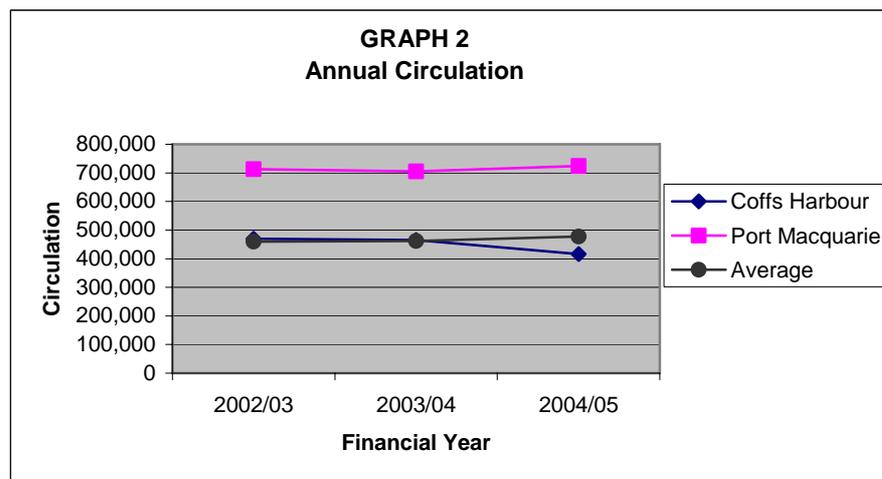
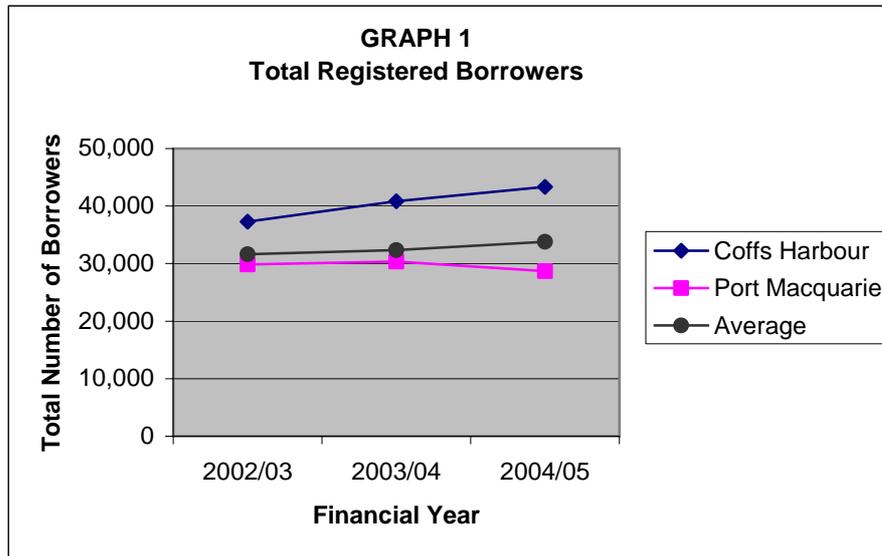
**Recommendation:**

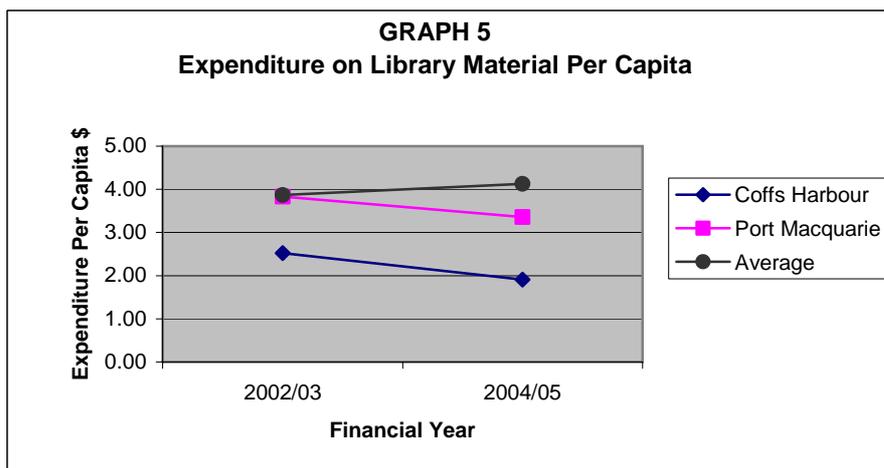
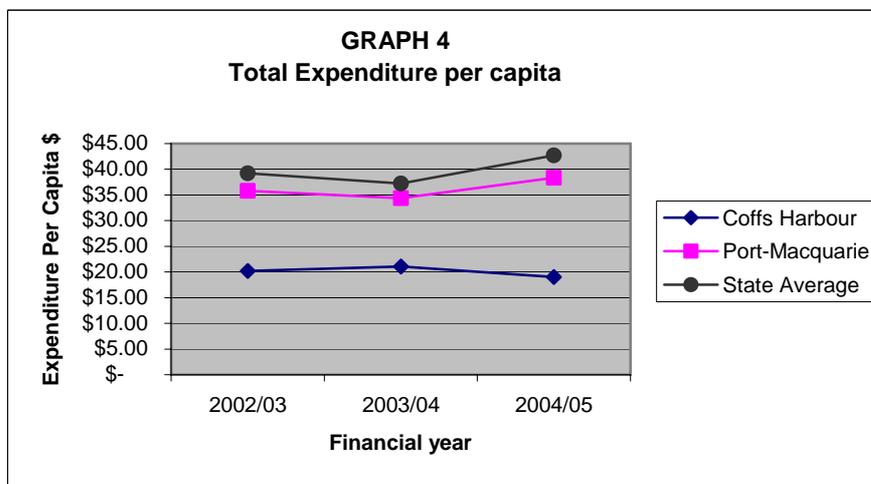
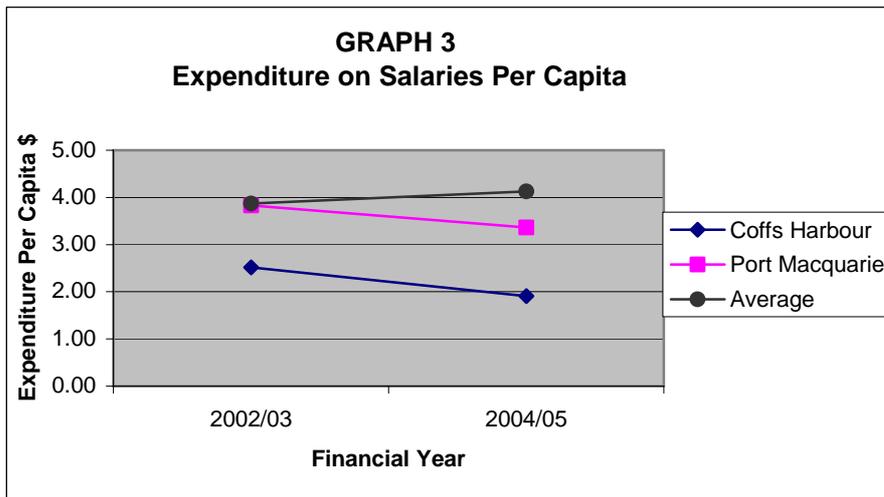
**That Council:**

- 1. Considers the implementation of OPTION 2 being the allocation of additional funding for the Coffs Harbour Library and Information Service during the development of the 2008/2009 Management Plan.**
- 2. Considers, as part of the preparation of the 2008/209 Management Plan, a rate variation which includes an annual percentage being allocated to library operations.**

**Attachments:**

Graphs Showing Comparison between Coffs Harbour City Council, Port Macquarie-Hastings Council and the State Average.





---

## S43 OPERATIONS BRANCH REPORT

---

### Purpose:

To advise Council of the progress of construction and maintenance programs undertaken by Operations Branch - Asset Construction, Maintenance and Recreational Services up to 22 June, 2007.

### Description of Item:

#### Asset Construction Report:

##### 1. Completed Works to 22 June 2007 and planned to 30 June 2007

- Hogbin Drive Stage 2 Victoria Street Intersection construction.  
Harbour Drive / Barrie Street Intersection.  
Coffs Creek - Bridge.
- Drainage Trafalgar Lane Woolgoolga (18m of 900mm dia, 42m of 750mm dia, 45m of 600mm dia, 39m of 525mm dia, 33m of 450mm dia) and associated pits.
- Footpaths/Cycleways Hogbin Drive - south of creek, under bridge abutment.
- Local and Roads to Recovery Little Street Coffs Harbour, Daley Street to Park Avenue (1587m<sup>2</sup>).  
Newcastle Drive Toormina (1000m<sup>2</sup> AC and 4000m<sup>2</sup> polymer emulsion seal).
- Spray Seal Program Fibre reinforced spray seal at various locations (25500m<sup>2</sup>).
- Regional Road Rehabilitation Lyons Road Sawtell Stage 1 (pavement 5660m<sup>2</sup>, kerb and gutter 850m, stormwater 30m 375mm dia).
- PAMPS Aleena Drive Toormina - pram ramps and median refuge.  
Lyons Road Sawtell - pram ramps and median refuge.  
MaKays Road Coffs Harbour - pram ramps and median refuge.  
Toormina Road and Sawtell Road - pram ramps, median refuge modifications and minor footpath connections. Line marking will also be carried out.

##### 2. Works Continuing into - July 2007

- Hogbin Drive Stage 2 Harbour Drive to Coffs Creek.  
Coffs Creek to Orlando Street (minor works).
- Road Rehabilitation Park Beach Road Coffs Harbour, Plaza Entrance to Phillips Street (5710m<sup>2</sup>).

Cont'd

### S43 - Operations Branch Report (Cont'd)

- Blackspots Road Safety Works, Coramba Road Red Hill to Karangi Blackspots. Culvert extensions, inlet improvements, shoulder widening, road realignments and cutting widening at selected high risk sections along 2km of road has been completed. Safety barrier installation is to be completed in July 2007.
  - Footpaths/Cycleways Gordon / Vernon Street pavement upgrade. Relay pavers (NE side), remove garden boxes, concrete pavement and landscaping (SE side)  
Linden Avenue Boambee
  - Drainage Bosworth Road Woolgoolga easement  
Jetty Lane Coffs Harbour Jetty
  - Bridgeworks Coral Street, Corindi bridge construction.  
Middle Creek Sawtell bridge replacement and associated roadworks
  - Community Facilities Program - Jetty strip improvements (replace six decks, minor drainage works, repair and paint garden walls, replace concrete footpath (250m<sup>2</sup>).  
14 Market Street Woolgoolga - demolition of house and construction of car parking.
  - Sewer and Water Arrawarra/Corindi watermain (1380m 150mm/200mm dia watermain and 1620m 150mm dia reuse)
3. Works proposed to be completed next year
- Local Road Rehabilitation - Beach Street Woolgoolga - scope for Communities Facilities Program to be finalised prior to commencement.
  - Nuisance Flooding Betal Palm Close Boambee - design to be finalised.  
The Boulevard Mullaway - major hydrology study to be commissioned.  
James Small Drive - scour repairs. Scope and design required.
  - Community Facilities Nana Glen - awaiting final community consultation/scope finalisation and design.  
Sawtell - awaiting final community consultation/scope finalisation and design.  
Woolgoolga - awaiting final community consultation/ scope finalisation and design.  
Sawtell Headland - awaiting final community consultation/ scope finalisation and design.
  - Flood Mitigation Bakers Road - awaiting final design.

Cont'd

## **S43 - Operations Branch Report (Cont'd)**

- Bridges Dufus Creek Upper Corindi and Finlays Bridge Korora will be commenced next year as resources are tied up on Middle Creek Sawtell and Coral Street Corindi bridges. Middle Creek Sawtell and Coral Street Corindi will carry over into 2007/08.

Attached for Council's information is a summary of expenditure versus budget for the 2006/07 Capital Works Program.

### **Asset Maintenance Report**

- Bridge procurement - Council staff are currently in discussions with Richmond Valley Council to establish a contractual arrangement to supply future bridge designs and precast concrete components. It has been recognised that the use of the Queensland Department of Main Roads prestressed bridge plank system provides Council with:
  - A cost effective method of bridge construction.
  - A flexible method that can be applied to various situations.
  - A system that can be readily undertaken by Council's day labour staff and local contractors.
- Middle Creek Bridge Sawtell is to be opened temporarily to restricted traffic for the Chilli Festival on 7th July 2007. Further approach works and pedestrian bridge works will still need to be undertaken.
- Coral Street Bridge Corindi, preliminary works have commenced with piling works underway.

### **Recreational Services Report**

- Construction continues on Park Beach viewing platform and ramp with "Work for the Dole" group.
- CDEP (Community Development Employment Programs) scheme continues with participants assisting with general maintenance in landscape areas, Botanical Garden and nursery.
- Bray Street - ongoing footpath construction with Tursa WFD group, linking Myuna / Namoi Places to Hughes Close and Taloumbi Road.
- Charlesworth Bay - walkway construction continues with WFD group.
- New floral bed displays in the roundabouts.
- Annual maintenance program for RTA contract sections completed.
- AusBiota program for Year 11 students at the Botanical Garden a great success, currently investigating to extend program to Year 12 students.
- Construction for the Community Vegetable Garden project from CHESS commenced on a site north of the Japanese Garden.
- Bray Street - street tree planting well progressed.
- RTA - successfully negotiated three new quotes for Korora median and Sawtell ramp worth \$92,000, work to commence in 2007/08.
- Fire mitigation LGA funding applications forwarded to RFS for four locations within Coffs region.
- Karangi Dam - revegetation project well progressed.
- Environmental Levy programs completed for Dolmans Point, Boambee Headland, NRCMA Koala protection site.

**Cont'd**

**S43 - Operations Branch Report (Cont'd)**

**Recommendation:**

**That Council:**

- 1. Notes the progress report on asset construction, maintenance and recreational services works undertaken by Operations Branch up to 22 June, 2007.**
- 2. Notes the individual program expenditures have been monitored and are generally within the allocated 2006/2007 budget.**

**Attachments:**

**OPERATIONS BRANCH  
Capital Projects Budget/Expenditure  
2006/2007 Program**

**AS AT DATE: 22-Jun-07**

<b>Description</b>	<b>Original Budget</b>	<b>Revised Budget</b>	<b>Adopted Expenditure</b>	<b>% Project Complete</b>	<b>% Costs Expended</b>
<b>Local Roads</b>					
Sealed Roads Reseals	\$644,000	\$644,000	\$640,074	100%	99%
Sealed Roads Reseals - Asphalt	\$61,000	\$61,000	\$60,637	100%	99%
Sealed Roads Rehabilitation (Note 3)	\$950,000	\$1,045,077	\$653,691	63%	63%
Dust Sealing	\$165,000	\$174,000	\$174,283	100%	100%
Unsealed Roads Gravel Resheeting	\$118,000	\$118,000	\$102,104	86%	100%
<b>Total:</b>	<b>\$1,938,000</b>	<b>\$2,042,077</b>	<b>\$1,630,789</b>		
<b>Federal Roads to Recovery</b>					
Residential Street Rehabilitation	\$340,000	\$349,695	\$349,695	100%	100%
Gravel Resheeting	\$20,000	\$20,000	\$18,578	100%	93%
Sealed Roads Reseals	\$170,892	\$170,892	\$180,923	100%	106%
Bridges - Middle Ck Sawtell (Note 4)	\$275,000	\$275,000	\$275,000	100%	100%
Sub Total	\$805,892	\$815,587	\$824,196		
<b>Supplementary R2R Grant</b>					
Sealed Roads Bitumen and Asphalt Reseals	\$209,959	\$210,369	\$202,092	100%	96%
Sealed Road Rehabilitation	\$274,000	\$274,000	\$253,684	93%	93%
Bridges	\$284,433	\$290,000	\$107,631	38%	37%
Sub total	\$768,392	\$774,369	\$563,407		
<b>Total:</b>	<b>\$1,574,284</b>	<b>\$1,589,956</b>	<b>\$1,387,603</b>		
<b>Regional Roads (note 2)</b>					
3 X 3 Program	\$131,000	\$131,000	\$131,000	100%	100%
Regional Roads Repair Program	\$224,000	\$224,000	\$224,000	100%	100%
Federal Blackspot Funding (Note 6)	\$1,181,253	\$1,181,253	\$1,154,559	94%	94%
<b>Total:</b>	<b>\$1,536,253</b>	<b>\$1,536,253</b>	<b>\$1,509,559</b>		
<b>Drainage</b>					
Drainage Impts / Nuisance Flooding (note 7)	\$230,000	\$236,184	\$232,231	55%	98%
<b>Total:</b>	<b>\$230,000</b>	<b>\$236,184</b>	<b>\$232,231</b>		

## Bridges

Major Repairs (Note 11)	\$168,000	\$415,000	\$216,397	52%	52%
Cathodic Protection (Fred Hanson Bridge)	\$200,000	\$193,195	\$184,980	100%	96%
Middle Creek Bridge (Note 4)	\$950,000	\$620,000	\$427,869	55%	69%
Coral St Bridge	\$620,000	\$620,000	\$47,375	8%	8%
Total:	\$1,938,000	\$1,848,195	\$876,621		

## Footpaths / Cycleways

Footpath Construction	\$267,000	\$244,030	\$224,833	97%	92%
PAMPS Footpath Works (Note 9)	\$50,000	\$70,000	\$825	1%	1%
Beacon Hill Environmental Levy	\$87,000	\$93,000	\$92,117	100%	99%
Cycleway Projects (Note 10)	\$118,000	\$295,834	\$163,041	65%	55%
Total:	\$522,000	\$702,864	\$480,816		

## Community Facilities Program (Note 8)

Hogbin Drive Extension (Note 5)	\$15,000,000	\$14,309,723	\$11,889,288	71%	79%
Jetty Strip Improvements	\$100,000	\$100,000	\$2,016	2%	2%
Jetty Structure Improvements	\$680,000	\$680,000	\$9,545	1%	1%
Woolgoolga Town Improvements	\$400,000	\$400,000	\$3,690	1%	1%
Sawtell Headland Improvements	\$380,000	\$380,000	\$245	0%	0%
Sawtell Town Improvements	\$300,000	\$300,000	\$7,708	3%	3%
Nana Glen Improvements	\$235,000	\$235,000	\$3,549	2%	2%
Hogbin Drive Airport Roundabout	\$750,000	\$950,000	\$936,663	100%	99%
Total:	\$17,845,000	\$16,404,723	\$12,852,704		

## Notes

1. Adopted expenditure considers ledger costs and site job costs and includes committed costs where ledger values are adopted.
2. Multiple funding sources make up Regional Roads Projects. Costs have been broken down into fund sources for reporting purposes.
3. Local Roads Rehabilitation - Jobs at Park Beach Road Coffs Harbour and Beach Street Woolgoolga to be completed.
4. Middle Creek funding doubled up in R2R and bridges \$620,000 total (\$275,000 of R2R funding).
5. Hogbin Drive costing extends over two years. FFC Bridge \$7,320,000 roadworks \$9,362,194. Planned completion in February 2008 (weather permitting) and to budget. To be subject to a further report to Council after workshop.
6. Blackspots expenditure of \$1,181,253 includes \$50,000 of R2R funding. Work will be committed or completed 2006/2007
7. Drainage program completed eight of the 11 jobs due to scope increases. Remainder to be carried out next year under 2007/08 Program
8. Community Facilities Programs in liaison phase. To be completed in 2007/2008
9. PAMPS work to be mainly completed in June 2007 with possible minor carry over into July 2007
10. Fencing and signs to be completed July 2007.
11. Coldwater creek allocation of \$200,000 held for 2007/2008

---

## S44 UNMAINTAINED PUBLIC ROADS

---

### **Purpose:**

To report to Council the current status of unmaintained roads in the City and the impact of various maintenance options.

### **Description of Item:**

Following the recent report on Crown Roads (see attached), this report has been provided to inform Council regarding unmaintained public roads.

Roads within the Coffs Harbour City are under the control of three road authorities; Roads and Traffic Authority, Department of Lands and Coffs Harbour City Council. All roads that are used for local access purposes are controlled by either the Department of Lands (Crown Roads) or Council (Local Roads). In regard to maintenance levels for Council, access roads come under two categories either maintained and listed on Council's maintained roads register, or unmaintained and listed on the unmaintained roads register.

Included on the unmaintained roads register are 13.3km of unsealed gravel roads which are Council local road reserves servicing approximately 57 residences.

Roads listed on the unmaintained roads register historically have been formed as a private driveway in the road reserve to access the first one or two houses built. The accesses constructed often wind between trees, have not been cut into the land to provide acceptable grades and have insufficient drainage and gravel pavement depths. Also many of the road reserves have significant vegetation and are not adequately cleared to construct a roadway to Council's standards.

As the population of the City increases, people are taking up building rights on land which is accessed by an unmaintained local road. With the increased use on these roads, the resident's expectation is for Council to provide a maintenance service comparable to the service provided for a property constructed on Council maintained roads.

Residents on a number of unmaintained Council roads have lodged petitions and submissions to the 2007/08 Management Plan for their roads to be upgraded to Council standards and be included on the maintained roads register. These submissions have been assessed and to date have not received funding.

### Legal Advice

Legal advice was sought on the responsibilities of Council in relation to construction and maintenance of unformed public roads and is summarised as follows:-

### Unmade Public Roads Vested in Council

*"there is no duty on Council to construct, maintain, repair or light a road vested in it".*

At that time Council resolved that:-

*"Council not undertake the construction or maintenance of any road not currently identified in the asset register for roads".*

Cont'd

## **S44 - Unmaintained Public Roads (Cont'd)**

This does not satisfy the residents whose argument is based on the premise *"I pay my rates so why doesn't Council provide a maintained road to my property"*. Consequently this report aims at informing Council and presenting the options available for the treatment of unmaintained roads.

### **Sustainability Assessment:**

- **Environment**

Many of the unmaintained road reserves contain thick vegetation. Generally the driveway accesses that have been constructed go around vegetation and to build a road to Council's standard would mean clearing a corridor approximately 10m wide, depending on the terrain. Before such works commence, appropriate environmental clearances would be obtained, however there may be fauna / flora issues that could restrict road building in some locations.

With an improved road alignment and pavement, traffic speeds are likely to increase producing more dust than is currently generated. Council regularly receives complaints regarding dust, which is an environmental concern to residents.

- **Social**

An argument that is raised by many of the residents that live along unmaintained road reserves is the issue of equity in provision of access to their properties. This issue is not addressed by the Roads Act and Council is clearly under no legal obligation to provide equivalent levels of access to all properties in the local government area. The residents are, however, quick to point out that they pay the same level of rates as other rural property owners but receive a lower level of service.

On some occasions the property owners have not been aware that their property is accessed by an unmaintained road. More often this situation arises with recently purchased properties and is not well received by the residents who have the impression that they have bought a property on a Council maintained road.

Council has the ability to include a schedule of advice attached to the 149 Certificate which can inform potential purchasers of the status of the road adjacent to their property. This method of informing buyers is yet to be ratified and it is suggested that Council consider this option. For some time the ownership of some road reserves, either Crown or Council has been unclear however recent mapping and investigations have resolved many ambiguities, and properties on roads with an unmaintained status can be clearly identified.

- **Economic**

#### **Management Plan Implications**

Staff see that there are four options for the treatment of Council unmaintained roads that impact on Council's budgets.

1. Upgrade the unmaintained road network to an unsealed road standard

To construct minimum width pavements of 6m is in the order of costs of \$450,000 per kilometre. Over 13.3km a program budget of \$5,985,000 would be required over several years. The continuing costs to the maintenance budget would be \$51,000 per annum which would be a perpetual allocation.

**Cont'd**

## S44 - Unmaintained Public Roads (Cont'd)

2. Request that residents pay for the initial upgrade and Council takes over the maintenance

At such a large initial cost it is unlikely that property owners will be able to contribute 100% of the upgrade costs. If residents pool funds and are able to complete sections of the roadway Council could take these segments into maintenance as they are completed.

3. Council takes a minimalist approach to unmaintained roads

Taking a minimalist approach would include Council providing a basic service only. This would include minor vegetation clearing, gravel spotting of pavement, minor drainage works and minimal grading. Assuming basic works only undertaken, an annual budget of approximately \$30,000 would be required.

If Council decides to allocate funds for a minimalist approach to access on these roads, serious consideration needs to be given to additional funding in future budgets to ensure that the work is not lost and is brought to a standard that only requires routine maintenance. Thin gravel layers and minimal drainage provisions, while satisfying the residents initially, will lead to very quick degradation under adverse weather conditions. The present level of routine maintenance allocations cannot fund repairs to such degradation.

4. That Council continues not to maintain local roads on the Unmaintained Roads Register

At present, it is unlikely that Council could be held liable for any mishaps or loss of access on these roads because Council has never constructed or maintained a trafficable formation. As soon as work is done on these roads, there is a responsibility on Council to maintain the works in a safe and trafficable condition. This requires resources on a continuing basis, in perpetuity.

### Issues:

Council has an outstanding road rehabilitation liability of about \$15M on sealed pavements, and \$48M on unsealed pavements and a backlog on bitumen sealing works. With this financial liability for the existing maintained road network there are no funds available within the existing operational programs to fund any roadworks on the unmaintained road network.

Council's current policy 'not to undertake the construction or maintenance of any road not currently identified in the asset register for roads' may not be viewed favourably by residents serviced by these roads, however any other approach is unaffordable at current funding levels.

Cont'd

## S44 - Unmaintained Public Roads (Cont'd)

### Coffs Harbour City Council roads not identified in the asset roads register.

#### Unmaintained roads

Name	Location	Houses	Length (m)	Seal/Unsealed	Condition
Shephards Lane	Coffs	4	860	Unsealed	Fair
Rippingale Road	Korora	1	218	Unsealed	Poor
Smiths Lane	Emerald Heights	10	286	Sealed	Good
Cavanaghs Rd	Lowanna	4	2,400	Unsealed	Poor
Korora Basin Rd at 264	Korora	2	150	Unsealed	Poor
Boundary Road	Coffs	4	450	Unsealed	Poor
Off Finlays Rd at 105-105	Korora	4	450	Sealed	Good
Off Finlays Rd at 109-109	Korora	3	-	Gravel / Dirt	Poor
Gentle Annie Road	Woolgoolga	2	560	Unsealed	Good
Kings Ridge Forest Rd	Eastbank	4	756	Unsealed	Good
Farleys Rd	Upper BoBo	0	2,435	Unsealed	Poor
Blackbut Ridge Road	Lowanna	2	774	Unsealed	Poor
Walters Road	Orara	8	806	Unsealed	Fair
Whitton Place	Mullaway Drive	4	300	Unsealed	Good
Tramway Drive	Woolgoolga	2	1,366	Unsealed	Good
Camp Creek Road	Lowanna	3	1,477	Unsealed	Poor
<b>TOTALS:</b>		<b>57</b>	<b>13,288</b>		

Note: Conditions rated May 2007

#### Recommendation:

1. The report on unmaintained roads be noted
2. Council endorse the current policy as resolved on 15 May 1997 being "Council not undertake the construction or maintenance of any road not currently identified in the asset register for roads".
3. Standard notation for S149 Certificates be developed for unmaintained and Crown Roads.

## **Attachments:**

### **S28 - CROWN ROAD RESERVES**

#### **Purpose:**

To report on various issues associated with the treatment of Crown road reserves within the City of Coffs Harbour.

#### **Description of Item:**

The NSW Department of Lands has indicated that there is approximately 560km of Crown road reserve located within the Coffs Harbour LGA. The use of Crown road reserves varies widely within the city as follows:-

1. Unformed rural land used for agriculture purposes.
2. Reserve used for access, but without a properly constructed roadway.
3. Reserve used for access with a properly constructed roadway to Council's standard.

Where a Crown road reserve is used for primary access a number of complications occur for Council:

- Council's legal advice is that there is no power under the Roads Act that provides Council with authority to carry out work on Crown public roads. This raises issues of liability if Council does undertake work on Crown roads as the protection afforded by the Roads Act is then not available to Council.
- In recent times several residents have expressed concern over the fact that Council does not provide a maintenance service to the Crown road from which they access their properties. At times new residents are not even aware that the road past their property is not a maintained Council road. In the past there has not been an automated system that could quickly check the road status. This has been a difficulty as even the Department of Lands has not had a complete register of lands for which they are responsible. Council's GIS now has a map layer that shows the extent of the Council maintained road network and it is a relatively simple query to determine whether or not the property of interest is accessed from a maintained public road.
- Under the Roads Act, 1993 Crown roads can be transferred to Council's ownership by the State Government at any time without Council's approval. This was recognised by councils shortly after the Act was gazetted and the Minister has informally agreed, at this stage, not to transfer any Crown roads without Council's prior concurrence. This situation could change at anytime, however, particularly where councils allow development of properties which only have access via a Crown public road.

The State Government is not funding any road maintenance for Crown public roads and is unlikely to do so in the future. On this basis, and because an increasing number of property owners are wanting to build in rural areas of the City, it is likely that there will be increasing pressure on Council to take over existing Crown public roads for the purpose of maintaining suitable access to residents' properties.

Considering the issues surrounding Crown roads Council needs to confirm its position in regards to its treatment of Crown road reserves. This will provide property owners, the Department of Lands and Council's Operational staff a clear basis for future decisions.

## **Sustainability Assessment:**

- **Environment**

The Department of Lands is responsible for environmental matters within Crown road reserves. Environmental issues become relevant when works are proposed within the reserve which is not the subject of this report.

- **Social**

Legal advice has previously been sought on the responsibility of Council in relation to construction and maintenance of Crown roads, and states the following:-

*'a Council has no power, under the Act (Roads), to effect roadworks on Crown roads'*.

An argument that is raised by many of the residents that live along Crown road reserves is the issue of equity in provision of access to their properties. This issue is not addressed by the Roads Act and Council is clearly under no legal obligation to provide equivalent levels of access to all properties in the local government area. The residents are, however, quick to point out that they pay the same level of rates as other rural property owners but receive a lower level of service.

Whilst arguments about Council's legal responsibilities can be advanced, it is difficult for these residents to accept the strictly legal situation. It is this issue that the residents seem most aggrieved about.

- **Economic**

### **Management Plan Implications**

There are 2 Options for the treatment of Crown roads that impact on council's budgets, these are:

#### **Option 1**

Council requests the transfer of Crown roads servicing residents to become local Council roads.

At this stage Council's records don't allow the exact number of residences serviced by Crown roads or the length of road to be known. In late May 2007 the aerial photography of the LGA will be complete which will enable an estimate of the number of properties to be provided and hence a road length to be measured. By examining the named Crown roads it is expected that the number of residents will not be significant, however in the rural areas there is often a long distance between houses so the length of Crown road will be considerable.

When the length of Crown road serving as primary access to properties is known, budgets can be prepared for:

1. Constructing the roadway within the Crown reserve
2. Providing annual maintenance to the pavement and roadside

Many existing accesses have been formed by rural landowners for access by agricultural machinery only and are not suitable for regular vehicular traffic.

This option assumes that Council will bear the cost of upgrading and maintaining the Crown road reserve system. Legally the NSW Department of Lands is the authority and as such are responsible for the use and funding of infrastructure within the Crown reserve. The Department of Lands considers the transfer of Crown roads to councils as a satisfactory outcome as the costs associated with the reserve are shifted to the local authority.

Council should not entertain having Crown roads where no roadway is properly constructed, transferred to local road status without corresponding funding from the Department of Lands. The provision of funding from the Department is unlikely and hence render this option most unsatisfactory to Council.

## **Option 2**

Council continues to treat Crown road reserves in accordance with current policy.

Council's current policy regarding Crown roads is:

*Council:*

- 1. Not carry out any construction or other roadworks on any Crown road within the City area except where Council Road Asset Register identifies the road as having been previously maintained by Council*
- 2. Give consideration to accepting dedication of any Crown road with the concurrence of the lands Department and provided that the road is first constructed at no cost to the Council, to an appropriate standard to be determined in each case*

This policy has ensured that a uniform approach is taken to enquiries from private property owners and State Departments regarding Crown roads. At times the application of this policy has not pleased or delivered the outcome that property owners desire, however it does ensure that each is treated fairly.

With this policy in place no additional funding is required for road maintenance and rehabilitation.

## **Issues:**

Council's roads register currently contains roadways that have a Crown road status that Council maintains. This situation has evolved as historically ad-hoc decisions were made to include roads on the maintained roads register. A point was reached somewhere in the 1980's where further roads could not be taken into maintenance because of budget limitations. The roads identified as being Crown and maintained by Council should be transferred from the Crown to become local Council roads. This will give Council the protection afforded to the Road Authority under the Roads Act when Council undertakes maintenance activities. The costs to transfer these roads to local road status is negligible.

Continuing on with the issue of road maintenance, a further report will be presented to Council on the options for maintenance of roads that are currently on the unmaintained roads register, which have both local and Crown Road Reserve status.

Below are the roads to be transferred from the Crown to local road status.

#### Unsealed Crown Roads

Road	Length I/m	Number of Houses Served
Newmans Road	343	10
Phuos Road	291	4
Avondale Road	944	7
Mackays Road North	140	26
Middle Boambee Road	200	10
Barbarescos Road	206	2
Poperaperin Creek Road	70	6
O'Neils Road	316	2
Bushmans Range Road	705	2
<b>Total</b>	<b>3215</b>	

#### Sealed Crown Roads

Road	Length I/m	Number of Houses Served
Blackadder Close	97	9
Freemans Road	272	4
Greys Road	61	9
Smiths Lane	171	1
Morgans Road	146	19
MacCues Road	719	9
Gaudrons Road	364	6
Gatyls Road	283	7
Mastracolas Road	224	7
Myers Road	64	0
Hogbin Drive Nth (Arthur St)	145	0
Nelson Street	94	5
Gundar Street	52	2
Armstrong Road	260	8
Newcastle Drive	73	1
Cedarvale Drive	205	3
Yarraman Road	196	6
Moodys Road	120	5
Old Upper Orara Road	200	8
Hartleys Road	583	3
O'Neils Road	488	2
Daniels Road	108	7
Coldwater Creek Road	690	8
<b>Total</b>	<b>5615</b>	

**Recommendation:**

**That Council:**

- 1. Endorse Crown roads policy as adopted 22 April 2000 being:**

***Council:***

- 1. Not carry out any construction or other roadworks on any Crown road within the City area except where Council Road Asset Register identifies the road as having been previously maintained by Council***
- 2. Give consideration to accepting dedication of any Crown road with the concurrence of the lands Department and provided that the road is first constructed at no cost to the Council, to an appropriate standard to be determined in each case***

---

## S45 NURSERY OPERATIONS - PRELIMINARY FUNCTIONAL AUDIT

---

### **Purpose:**

To report to Council on the results of the Nursery preliminary functional audit and to obtain a recommendation that the minuted meeting outcomes be adopted.

### **Description of Item:**

Local nursery owners had expressed concern about Council's Nursery sales activities to the public and operating as a wholesale nursery in direct competition with local nursery businesses.

A meeting with local nurseries owners took place on 19<sup>th</sup> December 2006 to discuss these concerns and investigate improvements to the current sale practices.

Local nursery business owners expressed specific concern about the following issues:

- That ratepayers money being used to fund a commercial venture,
- That Council Nursery should not compete with local businesses,
- That Council Nursery should not sell to the general public.

Notwithstanding this, prior to this meeting Council had undertaken a Preliminary Audit Investigation into Nursery Operations which included:

Policies and Procedures – primary document is the “Business Plan to Operate and Expand Coffs Harbour City Council Wholesale Nursery 2005-2008” adopted by the Executive Team at the 12 October 2006. *“That the plan be adopted and implemented . Consideration be given to a large scale initiative.”*

Purpose of Plan – to manage, operate and expand Council's existing Nursery to include producing and marketing small plant stock and established tree stock to external customers. The intention is to expand the Nursery to a profitable wholesale business.

Mission Statement - identified customers as contract buyers, landscapers, developers, retail nurseries and Coffs Harbour City Council's various Departments.

Current position and outlook – to increase sales and use Morgans Road Farm as a tree farm

Goals – to increase external transactions by approximately 40% for three years and then 20% for the following years.

Also to continue as a Landscape/wholesale business so that it is functional within two years of establishing a business unit.

Financial Information – each transaction type is being accounted for in different places as Finance One splits transactions, expenses and operating costs.

Competitive neutrality – National competition Policy requires Council to assess whether an activity should be classified as a business, which is when it has over \$2M turnover.

**Cont'd**

## **S45 - Nursery Operations - Preliminary Functional Audit (Cont'd)**

Recommendations from Council's Internal Auditor were as follows:

1. The business plan be revisited to determine whether this is the way Council wants to go and put the plan to Council for approval given the significance of the activity. The plan makes it quite clear that the running of a wholesale business for profit is the intention and the associated Executive Team minutes indicate a large scale initiative was to be considered.
2. Perform self-assessment of Council's position in relation to competitive neutrality.
3. If determined to be a business for competitive neutrality purposes, revisit the calculation of unit costs to ensure all elements are adequately covered.
4. It is ensured that Nursery staff are made aware of what the boundaries of their operations are to be in terms of who they deal with and what type of purchases are allowable (eg if wholesale is the sole intention then minimum quantities is something else that might be considered).

### **Sustainability Assessment:**

- **Environment**

In house plant propagation enables Council to support Council projects and initiatives without causing pollution. Coffs Creek has been tested for nutrients run off and nutrient levels have been acceptable. All nursery operations are regularly monitored and chemicals are used as per OH & S guidelines.

- **Social**

Council's nursery plant propagation can have a potential impact on other local nurseries, however the sales activities to the public have been reviewed and tightened.

An offer has been made to provide a compilation of local nurseries plant lists with contact details during the development application process which will ensure equal information distribution to developers.

- **Economic**

The nursery employs currently two permanent staff and casuals/volunteers on an as needs basis. The facility is also used to keep other horticultural staff employed on wet weather days.

Propagating our own plants assists Council greatly to provide cost effective plant materials for all in-house projects, which enables Council to achieve much more than if plant supply was outsourced. Certain projects could not be implemented otherwise due to high plant material/freight costs from nurseries outside the district.

The broader implications are that Council continues to provide an economically viable nursery service, which does not compete with local nursery businesses.

**Cont'd**

## **S45 - Nursery Operations - Preliminary Functional Audit (Cont'd)**

### Morgans Road Tree Farm:

The Business Plan – Operate and Expand Coffs Harbour City Council Wholesale Nursery - includes the Morgans Road Tree Farm operations and was adopted by the Executive Team on the 12 October 2006.

This Business Plan is currently being reviewed and will be put forward for Council approval this year. A Sustainability Assessment will be carried out as part of the review.

### **Consultation:**

A meeting took place with local nursery owners on 19 December 2006 after people from the Plantsman Wholesale Nursery gathered support from other local nurseries re their concerns about the Morgans Road Tree Farm potential for growing plants in competition with local growers.

Representatives from the following nurseries were invited: The Plantsman Wholesale Nursery, Bonville Wholesale Nursery, Bucca Palms, Total Gardens, Wholesale Nursery and Sawtell Nursery. The owners of Bimdagen Wholesale Nursery and Sawtell Nursery did not attend the meeting.

Council's representatives were the Executive Manager Operations and the Assistant Manager Recreational Services.

The Plantsman Wholesale Nursery was the only business that has forwarded their plant list for the compilation of a local nursery plant list. Subsequently this nursery was visited on the 18 April and the points of our December meeting were confirmed.

### **Related Policy and / or Precedents:**

Councils Executive Team adopted the Business Plan to Operate and Expand Coffs Harbour City Council Wholesale Nursery 2005-2008 on the 12 October 2006, however, this Business Plan has to date not been adopted by Council.

### **Issues:**

The concerns raised by local nurseries were addressed at the meeting of 19 December 2006 and the outcomes were outlined accordingly (see Attachment B).

The sales activities at the Nana Lane Nursery and Morgans Road Tree Farm were reviewed and processes put in place to tighten up the sales operations.

Nursery staff have been made aware of these changes immediately following the December meeting and are complying with the new procedures.

The current Business Plan 2005-2008, which includes the tree farm operations is being reviewed.

The issue of competitive neutrality will be addressed when the review of the Business Plan takes place.

**Cont'd**

**S45 - Nursery Operations - Preliminary Functional Audit (Cont'd)**

**Implementation Date / Priority:**

A new Business Plan will be put forward to Council later this year.

**Recommendation:**

- 1. That the outcomes from the meeting of 19 December 2006 with local Nursery owners resulted in a Sales Policy - Nursery Operations, as shown in Attachment A, be adopted.**
- 2. That recommendations of Council's Internal Auditor as detailed in the report be implemented:**

**Attachments:**

**ATTACHMENT A**

**Sales Policy - Nursery Operations**

- That Council ceases any future plant sales to private ABN holders.
- That the free plant scheme to new homeowners and parents of newborn babies continues as a service to ratepayers.
- That Council continues to grow plants for their own purposes, parks, gardens etc.
- That Council will not compete with local nurseries when selling excess plants from the Nana Lane Nursery and any such plants will be sold at twice yearly public sales at wholesale prices. Local nurseries will have first choice of buying plants.
- That landscapers are only allowed to buy plants from Council's Nursery once they have been unable to source plants from local nurseries.
- Landscapers must sign Council's Nursery External Private Works Account Transactions Sheet, acknowledging that they have been asked by Nursery staff to contact local nurseries prior to purchasing any stock from Council.
- That a plant list be compiled from local nurseries and Council, which will greatly facilitate external customer's choice of plants in the future.
- That Council has no influence on developer's choice of sourcing plants as they pursue the most viable/suitable supplier for their purposes. This may include Council, local nurseries or out of district suppliers.
- That a compilation of local nurseries list and contacts be provided during the development application process.
- That the development of a Tree Farm at Morgans Road was approved by Council's Senior Executive Management Team in 2005.
- That the Tree Farm is producing tree stock only.
- That Nana Lane Nursery will have an open day for local nursery owners to view Council's operations.

---

## **S46 TENDER - SUPPLY & DELIVERY OF BITUMEN SEALING WORKS**

---

### **Purpose:**

To obtain Council approval to accept a tender for the supply and delivery of bitumen sealing works for the 2007/08 financial year.

### **Description of Item:**

Council called annual tenders for the supply and placement of hot bitumen seals including the incorporation of aggregates supplied under a separate contract. The current contract held by Boral Asphalt is due to expire on 1 July 2007.

In compliance with Section 55 of the Local Government Act, open tenders were called in local and capital city newspapers and closed at 3.30pm on 29 May, 2007 for the 2007/08 program for hot bitumen spray sealing.

Three tenders were received from:

1. Boral Asphalt
2. Pioneer Road Services Pty Ltd
3. Works Infrastructure

Tenders were evaluated on the following criteria:

- Tender Price
- Business address
- Experience and performance in similar works
- Financial resources
- Plant and equipment

### **Sustainability Assessment:**

- **Environment**

Bitumen is a petroleum based, non renewable resource. Historically the product has provided a very effective and economical waterproof seal to gravel road pavements. Unfortunately at this time there are no other comparable materials that perform the same function as bitumen when sealing roads.

To avoid the bitumen becoming airborne no spraying is undertaken in windy conditions.

- **Social**

Spray bitumen sealing is necessary to maintain a trafficable surface on Council's road network. Safety and driving conditions are improved and the likelihood of dangerous pavement failures is reduced.

**Cont'd**

## **S46 - Tender - Supply & Delivery of Bitumen Sealing Works (Cont'd)**

- **Economic**

Undertaking periodic bitumen sealing on the road network extends the life of the road and ultimately provides economic benefit by reducing the overall whole of life costs of the road.

Funds for the supply and delivery of bitumen sealing works are available in the 2007/2008 Works Program. The tendered rates include GST, which is not a net cost to Council.

### **Related Policy and / or Precedents:**

Tendering procedures were carried out in accordance with Council's policy. Council's Tender Evaluation System has been applied during the tender review process. Council's policy is that the tenderer with the highest weighted score becomes the recommended tenderer.

Tender details and evaluations are included in the confidential attachment.

### **Statutory Requirements:**

The calling, receiving, opening and reviewing of tenders were carried out in accordance with the Local Government (General) Regulations 2005.

### **Issues:**

The recommended tenderer, Boral Asphalt, has a local business address which will benefit the local community through employment opportunities and support to other local businesses.

Increases in crude oil prices have impacted heavily on the price Council pays for bitumen. Under the 1998/99 spray seal contract Council paid \$0.56 per litre with the price gradually increasing to \$0.78 per litre in 2005/06. Since this time, prices have increased on average approximately 35%.

The result of this unusually high increase is that less roadway is resealed exposing the pavement to potential damage during wet periods and increasing length of roadway requiring rehabilitation at a much higher cost than resealing. Ultimately Council may have to assess the amount allocated to bitumen reseals to ensure that the road network is maintained to its current standard.

### **Implementation Date / Priority:**

The contract to supply and deliver bitumen sealing works should be awarded no later than early August to allow the resealing program to commence when the weather is suitable in September. A contract can be awarded upon Council's resolution to accept a tender. The due contract completion date is 30 June 2008.

### **Recommendation:**

1. **That Council accept the tender submitted by Boral Asphalt, ABN 53 000 102 376, for Contract No. 07/08-312-TO, Supply and Delivery of Spray Bitumen Sealing Works, for the rates as tendered, on the basis that it is the most advantageous tender.**
2. **That the contract documents be executed under the Common Seal of Council.**

**Jason R Gordon**  
**Director of City Services**