

# Notice of Meeting

**Notice is hereby given that a meeting of the Local Government Transport Advisory Panel (LGTAP) will be held on**

**Thursday 10 February 2022 at 10:30am**

**Microsoft Teams meeting**

For further information about the Local Government Transport Advisory Panel (LGTAP), [click here](#).

## **Local Government Transport Advisory Panel**

### **LGTAP Members**

Mayor Keith Parkes	Chairperson/LGA Board Director
Mr Richard Dodson	Country Council Representative
Mr Peter Tsokas	Metropolitan Council Representative
Mr Lea Bacon	LGA Representative
Mr Peter Ilee	Minister for Transport, Infrastructure and Local Government Representative
Mr Andrew Excell	Minister for Transport Representative

### **Proxy Members**

Mr Mike Wilde	Proxy for the Minister for Transport Representative
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# Agenda

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The next meeting of the Local Government Transport Advisory Panel will be held at a date to be determined at Local Government House, 148 Frome Street, Adelaide.	
<b>6. Close</b>	

## Draft minutes of the Local Government Transport Advisory Panel's Special Local Roads Program Governance Review Workshop

*held on Friday 17 December 2021 at 2:30pm in the Eyre Peninsula Room at Local Government House, 148 Frome Street, Adelaide and on MS Teams*

### 1. Present / Apologies

#### Panel Members:

Mayor Keith Parkes (Alexandrina Council) – member of the LGA Board\*

Richard Dodson (Light Regional Council) – member from a country Council\*

Peter Tsokas (City of Unley) – member from a metropolitan Council\*

Peter Ilee (South Australian Local Government Grants Commission, Attorney General's Department) – nominee of the Minister for Planning and Local Government\*

Mike Wilde, proxy for Andrew Excell (Department for Infrastructure and Transport) – nominee of the Minister for Transport\*

Lea Bacon (LGA) – delegate of the Local Government Association

#### LGA Secretariat:

Michael Arnam, Director Strategy LGA.

#### Apologies:

Andrew Excell (Department for Infrastructure and Transport) – nominee of the Minister for Transport

Patricia Coonan, (Think Purple) Special Local Roads Program Coordinator, LGA consultant

\*indicates attendance via MS Teams

### 2. LGTAP discussion

Mayor Parks opened the workshop and invited Lea Bacon to lead the discussion to facilitate LGTAP feedback on the draft SLRP Future Directions Discussion Paper.

Lea provided background information explaining that the LGA Board requested the Discussion Paper be prepared in response to the complaint from Yorke Peninsula Council and the inability to finalise and adopt the recommendations from the Hudson Howells review.

Key points of conversation from LGTAP members included that:

- LGTAP's discussion around improving SLRP processes started over two years ago, and appears to be drifting away from process improvements and towards more substantive change
- Draft Discussion Paper has a broad focus, and insufficiently addresses the original process improvements that LGTAP was seeking to address in the governance review
- Key process improvements that LGTAP are looking for include:
  - Better managing underspend on projects
  - Standardised application forms
  - Being clear about the definition of the key SLRP criteria – and the evidence required from councils to evaluate against these criteria

- Supporting councils to ensure their projects are properly planned/estimated, and managed
  - Improved LGTAP documentation, eg more detailed minutes and making these publicly accessible
  - Providing LGTAP members with papers well in advance of meetings
  - Complaint handling mechanism
  - Explore opportunity for LGTAP members to become more familiar with roads
  - Consider pros/cons of having applicants present to LGTAP
  - Guidance around management of multi-year (or potentially multi year) applications
- A broader question worth contemplating is what the cost of running the program is for all involved, eg councils, LGTAP, LGA, State Government. General sense from committee that benefits > costs.
  - Core intent of SLRP remains in funding local roads of regional significance. The criteria are right, so our focus should be on improving processes, and not eroding the principles.
  - There is a need to improve councils' understanding of the SLRP's purpose, and how the application and assessment processes are run.
  - LGTAP shouldn't shy away from upholding the core purpose of the SLRP, and clearer and stronger process should help to manage expectations from councils.
  - To the question of Regional LGA's charging a fee on successful projects to fund their regional plans, this is a matter between RLGAs and councils, and not a concern to LGTAP.
  - To the question of the costs to the LGA in administering the SLRP and LGTAP:
    - Noted that this comes at a real cost and needs to be addressed
    - The current arrangement of the LGA secretariat managing this from 'side of the desk' is not working
    - The ideal scenario would be to employ a SLRP Program Manager/Coordinator who can fulfill the administrative/grant management functions as well as work with councils beforehand to improve application quality and support successful applicants during delivery.
    - Acknowledged funding this is an issue that requires further analysis and consideration.
  - On the 2022/23 round, timelines with the Federal Minister mean that it will be possible to postpone, so some process improvements will need to be implemented in early 2022.

### 3. Next steps

The LGA secretariat will update the draft Discussion Paper, to be recommended to the LGA Board of Directors at its meeting of 20 January 2022, to focus on the desired process improvements for the SLRP, with the aim of implementing these ready for the 2022-23 round due to open in March 2022. This is likely to comprise:

- Updated Terms of Reference for LGTAP
- Updated SLRP Policies and Guidelines
- Full implementation of the transition to the Smarty Grants online grant management platform; and
- Clear communication to the LG sector, including establishment of a publicly accessible LGTAP website with accessible, clear and relevant information.



The LGA Secretariat will continue to liaise with, consult and seek guidance from LGTAP with a meeting anticipated in late January / early February 2022.

## 3.1 LGTAP Terms of Reference

### Reports for Discussion

From: Michael Arman, Director Strategy  
Meeting: LG Transport Advisory Panel 10 February 2022  
ECM: 771854 Attachments: 771613 & 646745

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### Recommendation

**That the Local Government Transport Advisory Panel:**

- 1. Provide feedback on the draft updated Terms of Reference for LGTAP; and**
- 2. Recommend that the LGA Board of Directors adopt the new Terms of Reference for LGTAP (as amended).**

### Discussion

The LGA secretariat have drafted new Terms of Reference for LGTAP to respond to matters previously raised by LGTAP, and through the Hudson Howell review.

This document, together with the new LGTAP Policy Manual (Item 3.2), is expected to replace the current SLRP “Terms of Reference, Guidelines, Policy and Processes” document. Both the draft updated Terms of Reference, and the existing document, are attached to this report.

The draft Terms of Reference have been modelled on the Terms of Reference used for other LGA Board Committees, including those for other major grants, such as the Research and Development Scheme

The draft Terms of Reference aim to better define LGTAP’s role and how it reports through the LGA Board. There are no substantive changes to the core roles of LGTAP nor significant changes to the composition or operation of LGTAP. It should be noted, however, that the number of council representatives has been changed to 2-4 to allow for a degree of succession planning.

LGTAP members are invited to provide comment on the draft Terms of Reference and consider recommending their adoption (with any amendments) to the LGA Board.



# **Local Government Transport Advisory Panel Terms of Reference**

**Adopted by the LGA Board of  
Directors on DATE**

**Note this is a Working Draft that  
has not been considered by the  
LGA Board of Directors**





## Local Government Association of South Australia

### Local Government Transport Advisory Panel

#### Terms of Reference

Adopted by the LGA Board of Directors on **DATE**

#### 1. Establishment

To support the governance and operations of the Special Local Roads Program (SLRP), the Board of Directors (the Board) of the Local Government Association of South Australia (LGA) has resolved to establish a committee to operate as an independent and objective advisory committee to the Board, and to discharge the functions as determined by the Board.

#### 2. Terms of Reference

- 2.1. These Terms of Reference set out the functions to be discharged by LGTAP.
- 2.2. The operation of the Terms of Reference may be altered by the Board either generally or in respect of specific circumstances by resolution. A resolution for the purposes of this clause 2.2 will be reported to all members of LGTAP within 7 business days of the meeting of the Board at which the resolution was passed.

#### 3. Status

- 3.1. LGTAP is a committee of the LGA and is responsible to the Board for the discharge of its functions.

#### 4. Objectives

- 4.1. LGTAP is responsible for providing oversight of the governance and operations of the SLRP. This includes providing strategic oversight of grant rounds, assessing applications for SLRP funding and providing recommendations to the Board regarding strategic local road projects suitable for funding in accordance with SLRP policy. LGTAP is also responsible for overseeing the management and reporting of active projects funded from the SLRP.
- 4.2. LGTAP provides advice and recommendation to the LGA Board who in turn provides advice and recommendations to the SA Local Government Grants Commission in accordance with the SLRP policies.

#### 5. Membership

- 5.1. The membership of the LGTAP will comprise of:
  - 5.1.1. One Director from the LGA Board (**Director Member**) appointed by the Board, who shall be the Chair
  - 5.1.2. One senior representative of the LGA to provide an holistic whole of local government sector perspective as appointed by the LGA CEO

- 5.1.3. At least two and no more than four representatives of South Australian councils with requisite skills and experience in infrastructure planning and delivery, and/or grant management, and who are appointed by the Board (**Sector Members**). At least one sector member should come from a Greater Adelaide council and at least one sector member should come from a Regional council.
- 5.1.4. The Executive Officer of the SA Local Government Grants Commission as the representative of the Minister for Local Government
- 5.1.5. One representative of Minister for Transport
- 5.1.6. One representative of the Commonwealth Department of Transport and Regional Services.
- 5.2. Each member of LGTAP, with the exception of the Sector Members, will have a proxy member to attend meetings in their absence.
- 5.3. The term of office for members of LGTAP will be:
  - 5.3.1. Two years for the Director Member and will align with the bi-annual LGA elections of the Board. The Board may implement transitional arrangement to achieve this term, in the first instance, following the adoption of these Terms of Reference.
  - 5.3.2. Three years for the Sector Members. The Board may implement transitional arrangements to achieve this term, in the first instance, following the adoption of these Terms of Reference.
  - 5.3.3. There is no term limit for the members nominated by the Minister for Local Government, Minister for Transport and LGA CEO.
- 5.4. Director Member and proxy
  - 5.4.1. Appointment of the Director Member and proxy to LGTAP will be made by the LGA Board, as resolved from time to time.
  - 5.4.2. A casual vacancy in the position of a Director Member or proxy will occur if that member is no longer a Director on the LGA Board.
  - 5.4.3. The Board may resolve to re-appoint a Director Member or proxy on this Committee for up to two consecutive terms.
  - 5.4.4. The Director Member should ideally have knowledge, skills and experience in infrastructure planning and delivery, project management, local government, and governance.
  - 5.4.5. If required, training and development will be sourced and provided to the Director Member on matters/subjects within the LGTAP Terms of Reference.
- 5.5. Appointment and removal of the Sector Members will be managed by the LGA's Nominations Committee, who will facilitate an Expression of Interest (EOI) process and make recommendations to the LGA Board. The Board may appoint a Sector Member for up to two consecutive terms.
- 5.6. Members Skills and qualification
  - 5.6.1. All members will collectively bring the following knowledge, skills and experience to LGTAP:

- sound project management, financial management and governance skills.
- knowledge in infrastructure planning and delivery, and grant management.
- an understanding of local government and the operations of councils, and/or relationship with the local government sector.

5.7. Each member of LGTAP member must:

- 5.7.1. Undertake their role as a committee member honestly and act with reasonable care and diligence in the performance and discharge of functions and duties.
- 5.7.2. Not make improper use of information acquired by virtue of their position as a committee member to gain, directly or indirectly, an advantage for himself or herself or for another person or to cause detriment to the LGA or any of its controlled entities.
- 5.7.3. Not make improper use of their position as a committee member to gain, directly or indirectly, an advantage for himself or herself or for another person or to cause detriment to the LGA or any of its controlled entities.
- 5.7.4. Not act in any matter where the committee member has a conflict of interest.

## 6. Basis of Operation

- 6.1. The LGTAP is responsible to the Board. It does not have any delegations or authority to implement actions in areas over which the Chief Executive Officer has responsibility.
- 6.2. The Committee does not have any management functions and is therefore independent of management.

## 7. Responsibilities

### 7.1. Board

- 7.1.1. The Board will receive, consider and respond to any report or recommendation provided to the Board by the LGTAP.

### 7.2. LGTAP

- 7.2.1. LGTAP will report the outcomes from LGTAP meetings to the Board.
- 7.2.2. LGTAP will make recommendations to the Board regarding any matter considered by the Committee.
- 7.2.3. LGTAP will fulfil its functions under these Terms of Reference in a timely, objective and professional manner.
- 7.2.4. Individual Committee members will bring their respective skills, expertise, and regulatory knowledge to assist the Committee to achieve its objectives.

### 7.3. Director Member

- 7.3.1. The Director Member will act as a conduit between LGTAP and the Board, and raise matters (within the scope of the LGTAP Terms of Reference) with the LGTAP, on behalf of the Board.

- 7.3.2. The Director Member will provide context for any recommendation of LGTAP.
- 7.3.3. The Director Member will provide a verbal report to the Board on key matters being considered by LGTAP at each Board meeting at which the minutes of the LGTAP are to be considered by the Board.

#### 7.4. Chief Executive

- 7.4.1. The Chief Executive will make available to the LGTAP information of the LGA which is relevant to the functions of the SLRP.
- 7.4.2. The Chief Executive will ensure that administrative, executive and program management support, as well as other resources are made available to LGTAP to enable the Committee to discharge its obligations under these Terms of Reference.

### 8. Functions of the LGTAP

- 8.1. LGTAP will assist the LGA in its role managing the SLRP for the benefit of South Australian councils and local government entities.
- 8.2. LGTAP will submit reports on the status of the SLRP to the LGA Board following each Committee Meeting.
- 8.3. LGTAP will review the SLRP policies every two years and submit any proposed changes to the LGA Board.
- 8.4. LGTAP will facilitate an annual grant round of the SLRP in accordance with the SLRP policies. As part of this role, LGTAP will assess and evaluate all applications for SLRP funding, and provide recommendations to the Board regarding strategic local road projects suitable for SLRP funding.
- 8.5. LGTAP will receive and evaluate regular progress reports from grant recipients in relation to funded projects, and report on the status of projects to the Board.
- 8.6. LGTAP may provide advice regarding the project management of funded projects, including extension requests, in accordance with SLRP policy.
- 8.7. ~~The LGTAP will, by April each year, develop and adopt a budget to cover anticipated expenses of activities expected to be undertaken during the next financial year. After adoption by the LGTAP, the budget will be provided to the Board for consideration and approval.~~
- 8.8. ~~The LGTAP will monitor the Scheme's financial performance against the approved budget, and provide any relevant recommendations to the Board.~~
- 8.9. ~~LGTAP will approve financial reports to the Board no later than October each year providing a true and correct record of the expenditure against the annual budget.~~
- 8.10. The chairperson of the LGTAP will meet with the Audit and Risk Committee of the LGA or the LGA's external auditor on request.
- 8.11. LGTAP will ensure that the SLRP is being delivered in accordance with the LGA's policies and procedures, including the LGA's Grant Management Framework.
- 8.12. LGTAP will consider and respond to any other matter relating to the SLRP referred to the Committee by the President of the LGA or the relevant State Government Ministers.

8.13. The LGTAP will:

8.13.1. ensure that the Board is informed of:

8.13.1.1. any actual or potential breaches of the SLRP Policies and Procedures that it is aware of; and

8.13.1.2. any SLRP funded project that it is aware of that has or is anticipated to materially exceed the approved project budget or time frame, or where there has been or anticipated to be a failure by a grant recipient, a breach of legislative, or any other item materially impacting the project.

8.13.2. make recommendations to the Board on any matter relevant to these Terms of Reference.

8.13.3. review these terms of reference bi-annually and make recommendations to the Board for any changes.

**9. Sub-Committees**

LGTAP may establish sub-committees consisting of any person with relevant experience, skill or expertise for any purpose and determine the terms of reference for such sub-committees.

**10. Meetings**

10.1. Resolution of the Board

Requirements under this clause 10 may be altered, supplemented or replaced by resolution of the Board.

10.2. Frequency of meetings and venue

10.2.1. LGTAP will meet at least three times per year at a venue and time determined by the Committee Chair;

10.2.2. LGTAP may meet remotely using video conferencing technology; and

10.2.3. The Chair of LGTAP or the Board may convene additional meetings of the LGTAP.

10.3. Chairperson

10.3.1. The chairperson of the LGTAP will be the Director Member, appointed by the Board; and

10.3.2. The representative of the LGA appointed by the LGA CEO shall act as the chairperson for the LGTAP meetings in the absence of the Chairperson.

10.4. Meeting procedure

LGTAP will adopt the LGA's meeting procedures. This includes the ability for LGTAP to discuss items in confidence in accordance with these procedures.

10.5. Attendance

10.5.1. Meetings of LGTAP will be closed to the public.

10.5.2. Relevant LGA staff may attend meetings of LGTAP on an ex officio basis; and

10.5.3. LGTAP may invite any person to attend its meetings.

## 10.6. Minutes

- 10.6.1. Minutes will be kept of all LGTAP meetings including a record of the actions of the Committee; and
- 10.6.2. Within five business days of a LGTAP meeting, the chairperson will review and confirm the draft minutes. The draft minutes will then be circulated to the LGTAP members for comment and if necessary, amendment before being certified as correct by the chairperson at the next meeting of LGTAP.

## 10.7. Quorum

A quorum for a LGTAP meeting is 4 members.

## 10.8. Out of session resolutions

- 10.8.1. The Committee may be asked to consider an item of business out of session.
- 10.8.2. When an out of session resolution is sought, Committee members will be provided with a written report and recommendation, and given five business days to respond in writing.
- 10.8.3. Out of session reports may or may not be accompanied with an out-of-session meeting to discuss the item.
- 10.8.4. Out of session resolutions will be formally noted in the minutes of the next LGTAP meeting.

## 11. Other

### 11.1. Performance assessment

The LGTAP will assess its performance against the delivery of the SLRP Policy Manual and these Terms of Reference annually.

### 11.2. Induction

- 11.2.1. There will be a program for inducting new members to the LGTAP.

### 11.3. Reporting

- 11.3.1. LGTAP will provide an annual report to the Board of Directors and the LGA Annual General Meeting summarising:
  - (a) the discharge of the LGTAP responsibilities and function under these Terms of Reference;
  - (b) the activities of the SLRP during the previous year;
  - (c) any other relevant information.

## 12. Access to information

- 12.1 LGTAP is entitled, acting through the Chief Executive, to access any information or discuss matters with staff of the LGA secretariat.
- 12.2 The Committee is authorised, at the LGA's expense, to obtain outside legal or other professional advice on any matter within its Terms of Reference.



12.3 Subject to confidentiality requirements as determined by the Board or the LGTAP, a copy of the Committee agenda, reports and minutes will be published on the LGA website for public viewing.

### **13. Remuneration and Expenses**

13.1. No remuneration is payable to LGTAP members.

13.2. Expenses reasonably incurred in carrying out the role of a member of the LGTAP will be reimbursed by the LGA in accordance with the LGA's Board and Committee Member Allowances and Expenses Policy.

# Local Government Transport Advisory Panel

**Terms of Reference,  
Guidelines, Policy and  
Processes for the Special  
Local Roads Program**

**Adopted by the LGA Board on 25  
January 2017**

**Next review due November 2019**



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## 1. Terms of Reference

### Introduction

Funding for strategic local roads in South Australia is made available under the South Australian Special Local Roads Program (SLRP).

Funding for the Special Local Roads Program is provided from:

- 15% of Identified Local Road Grants; and
- 15% of funding from the SA allocation of Roads to Recovery.

### Functions

The Local Government Transport Advisory Group (LGTAP) is established to provide advice to the Local Government Association Board for the recommendation of projects under the 15% of Identified Local Road Grants and 15% of funding from the SA allocation of Roads to Recovery to the Federal Minister for Local Government and Territories.

### Process

The LGTAP will make one call for applications for funding each year for:

- 15% of Identified Local Road Grants; and
- 15% of funding from the SA allocation of Roads to Recovery.

### Identified Local Road Grants

The LGTAP will consider applications from Regional Local Government Associations, the Metropolitan Strategic Roads Committee, and groups of Councils. In performing this function the LGTAP will give preference to those projects that have been developed through Local Government Regional Transport Plans and transparent planning processes as will projects that have been previously funded by the LGTAP and remain a priority for the region.

The LGTAP in prioritising roads for funding for consideration by the South Australian Local Government Grants Commission (the Grants Commission) give due weight to State Government Plans such as the State Strategic Plan, State Infrastructure Plan and the State Land Use and Transport Plan. The Grants Commission in turn will make recommendations to the State Minister for Local Government who in turn will forward these to the Federal Minister for Local Government and Territories for approval.

### Roads to Recovery

The LGTAP will consider applications from Regional Local Government Associations, the Metropolitan Strategic Roads Committee, and groups of Councils or consortiums where projects are driven by Local Government with substantial financial contributions and support from partner organisations.

The LGTAP will propose a program of works across South Australia for allocation of funding. In performing this function the LGTAP will give preference to those projects that have been developed through Local Government Regional Transport Plans and transparent planning processes.

The LGTAP will in making its recommendations to the Local Government Association Board for recommendation to the Federal Minister for Local Government and Territories, give due weight to State Government Plans such as the State Strategic Plan, the Planning Strategies and the State Transport Plan.

### **Membership**

The LGTAP will have the following membership:

- Three Members from Local Government:
  - At least one Member will be a member of the LGA Board;
  - At least one Member will be from a metropolitan Council with the required skills and experience;
  - At least one Member will be from a country Council with the required skills and experience;
- A nominee of the Minister for Local Government;
- A nominee of the Minister for Transport;
- A representative from the Commonwealth Department of Transport and Regional Services who will have an advisory role (AusLink requirement); and
- A Senior Officer of the Local Government Association.

The LGA Board will nominate the Chairperson for the LGTAP which shall be a person from the group of three Local Government Members.

### **Executive Support**

Executive support for the Committee will be provided by the Local Government Association.

### **Reporting**

Agendas and Minutes of the LGTAP will be published on the Local Government Association website. The LGTAP will provide an annual report on its operations and provide details of approved submissions on the LGA website by 30 September each year.

### **Review**

The membership and Terms of Reference of the LGTAP will be reviewed every 2 years and a report provided to the LGA Board.

## 2. Guidelines

The Local Government Transport Advisory Panel (LGTAP) uses a specialist database developed by the Grants Commission as a consistent framework to assist planning and prioritising road proposals. The Roads Infrastructure Database assists the LGTAP in assessing candidate road proposals on an equitable basis, accounting for State and regional strategic planning processes and technical issues.

A project to review the database was undertaken in early 2013 with an additional review undertaken in August 2013. The additional review involved an update to the “fit for purpose” standards spreadsheet, including associated references, developed as part of the original methodology. It is consistent with Recommendation 3 from the Final Report of the initial review. Both review projects were undertaken by HDS Australia.

The following process describes the framework of this database as used by the LGTAP for the assessment and prioritising of particular road proposals. The flow chart shows the key steps taken to assess an individual road proposal, ranging from determination of the primary purpose of the road through to establishment of its priority against other road proposals.

Prior to the commencement of this process in any application year, the LGTAP will ensure that applications have met the basic requirements of legislation, AusLink and Special Local Roads Program (SLRP) criteria where applicable. Generally, applications must include:

- Justification and objectives of the project, including a description of the functions of the road and any existing problems;
- A map showing the location of the project in the road network;
- Description of the nature and extent of the project, highlighting the principal aspects and aligning these with each of the “fit for purpose” categories, that is, freight, tourism, social; and
- Points at which the proposal interlinks with other regional, State or Federal plans or policies. The LGTAP will in making its recommendations give due weight to available State Government plans such as South Australia’s Strategic Plan, State Planning Strategies, the State Infrastructure Plan and the State Transport Plan.

Further to these requirements, LGTAP will seek assurances that applications have been formed and submitted with the support of other Councils, Regional LGA’s/Metropolitan Local Government Group or other partnering organisations, and that Councils and/or regions will contribute funding to the project.

### Analysis Process

- Step 1: Define Purpose – Primary, Secondary, Second Level within Purpose. Primary purposes provide mutually exclusive priority lists.
- Step 2: Determine Standards – construction and maintenance consideration; the “ideal” situation. Determine standards by primary purpose, modified by Secondary purpose modified by Second Level of purpose.
- Step 3: Establish the Gap – existing state of the road.

- Step 4: Determine the Cost – technical issues; degree of gap closure achieved by proposal vs cost.
- Step 5: Determine the Benefit – list of benefits; economic, social and safety issues.
- Step 6: Prioritise within Primary Purpose – three priority lists by Primary Purpose. Weighted influencing factors eg roadside use; social need.
- Step 7: Prioritise across Primary Purposes – single priority list. Policy considerations and project urgency issues.

A brief description of each step in the analysis process follows. Subsequent sections expand the description of each step and discuss underlying requirements that will assist in the completion of the "Funding Application":

### Step 1 - Define Purpose

- The term "primary purpose" is used in order to incorporate the breadth of strategic activities and to address the range of varying design standards that will apply to different road proposals.
- For each of the primary purpose areas, a mutually exclusive priority list will be established.
- In addition to the primary purpose, each road may have one or two secondary purposes that add weight to the importance of the road.
- Moreover, there may be one or more secondary levels of purpose, which will further affect "fit for purpose" standards.

### Step 2 - Determine Standards

For each primary purpose, and as further modified by the secondary level of purpose, a particular "fit for purpose" standard can be established. "Fit for purpose" can be defined as providing **minimum acceptable design/construction standards** for the situation (ie a road has a specific purpose and is then built/maintained to a standard to enable it to be fit for purpose).

### Step 3 - Establish the Gap

By comparing the existing road standard against the defined "fit for purpose" standard, it is possible to determine the "gap". The "gap" is therefore defined as the improvement in standard required to upgrade a particular road from its current standard to a standard that is fit for purpose.

### Step 4 - Determine the Cost

Once the gap is determined, it is possible to estimate the cost of improvements required to bring the particular road up to a standard which is fit for purpose. This "Cost to Close the Gap" is best equated to the cost of the proposed upgrade (as supplied in grants applications), as it is not practical to arbitrarily apply automated cost estimation techniques to estimate the cost to close the gap. *However, using "Cost of Upgrade" as an approximation for "Cost to Close the Gap" assumes that the upgrade proposal brings the road to a fit for purpose standard. This may not always be the case.*

#### **Step 4A Determine the Extent to which the Gap is Closed**

An assessment needs to be made of the extent to which any gap (between the current standard and the fit for purpose standard of a road) is closed by an upgrade proposal.

#### **Step 5 Determine the Benefit**

To assess the benefit of a particular proposal, consideration needs to be given to a range of influencing factors that define what benefits can be achieved by the proposal. The most important of these factors is the road's "significance", as defined within relevant Council, regional and state transport strategies.

#### **Step 6 Prioritise within Primary Purpose**

- By weighting the various influencing factors identified in Step 5, an initial prioritised list of proposals is obtained for each of the three primary purpose categories. This initial ranking by "weighted benefit" provides a general overview of the relative benefit of various proposals, but does not take into account the number of road users and other industry or community groups which benefit from the proposal, nor the individual cost of the proposal.
- By combining the weighted benefit with a measure of the road use (namely traffic volume), divided by road length and proposed cost, it is possible to come up with a second prioritised list. This list of "weighted benefit cost scores" will then indicate which proposals provide greatest "value for money" in terms of maximising benefits to the greatest number of users per km of road upgraded per dollar of cost.
- Note that whilst it is technically possible for the "weighted benefit cost score" list to be used to compare road upgrade proposals across the state, it is not considered advisable to do so. The influence of "traffic volume" and "cost per km" factors vary considerably across LGA Regions, and even across Councils within regions. The weighted benefit cost score will therefore be used as a tool for differentiating road upgrade proposals that otherwise show similar "weighted benefits". This can be applied within individual LGA Regions and/or across (or even within) individual Councils

#### **Step 7 Prioritise Across Primary Purposes**

To determine priorities between each of the primary purpose areas, policy and project urgency considerations will need to be applied. The LGTAP will undertake this step manually, using the three "priority within purpose" lists based on weighted benefits, as generated in Step 6.

## 1. Development of Purpose

### a) Primary Purpose

Three primary purpose categories have been developed as a basis for this approach, namely:

#### **Freight**

*Facilitates industry development by linking key industries to major transport routes and contributes to efficient movement of large volumes of heavy freight vehicles.*

#### **Tourism**

*Provides access to tourism sites and locations, and enables people to view scenic attractions in a safe and enjoyable manner.*

#### **Community Access**

*Provides for community development and equitable access to community facilities, whilst minimising the impact of heavy vehicles on the community.*

While a particular road proposal may have one primary purpose, say **freight** it may well have a secondary purpose, such as providing for a **community access** purpose by linking communities within the regional area. This factor will assist the LGTAP in determining an appropriate "fit for purpose" standard for the road and to enable roads with multiple purposes to be weighted accordingly when determining benefits.

### b) Second Level within Purpose

Following the determination of key primary purpose categories, there is often a second level within each purpose that will impact on design standards. For example, the use of B-Doubles will require a higher standard with respect to road geometry than normal commercial vehicles.

A set of second levels within each purpose category has been developed which involve a number of specific design standards. It is important to note that there is some overlap between these second levels of purpose and their associated primary purpose categories (eg "Commercial" appears in the "Freight" category of primary purpose, while "Commercial / Bus" appears in both the "Tourism" and "Community Access" categories).

The second levels for each of the primary purpose categories are as follows:

#### **Freight**

- PBS Classification L1 – Up to Single Articulated
- PBS Classification L2 – B-Double
- PBS Classification L3 – Double Road Train

### Tourism

- General Passenger
- Commercial / Bus
- Bicycle Route

### Community Access

- General Passenger
- Commercial / Bus
- Bicycle Route

## 2. Determination of "Fit for Purpose" Standards

This step employs a **planning tool** to look at a broad range of minimum performance standards. These collectively create a basis for quantitatively assessing whether a particular road is "fit for purpose". It is **not an engineering tool** for use in designing new or upgraded roads, because it cannot reasonably address the many qualitative considerations and detailed site investigations necessary to fully define all requirements for safe and efficient operation of a particular road.

The proposed set of standards listed in this section have been settled on after an extensive, though not necessarily exhaustive, literature search of available state, federal and some overseas road/traffic design standards.

Before considering which standards to apply, it is necessary to recognise that road/traffic design standards vary considerably between "metropolitan" and "rural" situations. However, the term "metropolitan" can often mean just the Adelaide region, whereas many regional cities and towns in South Australia also contain roads for which a metropolitan standard of road/traffic design should apply. Thus, the terms "built up area" and "non-built up area" are used, rather than metropolitan and rural. These terms are then consistent with the extensive work already carried out by the Grants Commission in defining all Local Government administered roads within South Australia as being in "built up" or "non-built up" areas.

In addition to knowledge of any particular road's primary purpose, second level within purpose, and whether or not the road is in a built up area, details of various traffic parameters are required before appropriate standards can be determined.

The critical parameters are:

- Traffic volume (in AADT - Annual Average Daily Traffic per Austroads Definition);
- Heavy vehicle loading (expressed in "Equivalent Standard Axles" ie ESA's, for the design life of the pavement);
- Presence of parking/cyclists (built up areas only), and
- Speed environment.



Applications must also include surface type (ie simply "surfaced" vs "unsurfaced") as a further initial parameter before standards can be applied.

The choice of "surfaced" vs "unsurfaced" is not, however, completely unrestricted. Common sense and engineering judgement, has been used to apply some restrictions, such as:

- only "Category A - Formed and Sheeted" unsurfaced roads (as defined in the LGA's Unsurfaced Roads Manual) should be permitted as an option in built up areas;
- only "Category A - Formed and Sheeted" unsurfaced roads should be permitted as an option for roads in non-built up areas with "freight" as the primary purpose; and
- only "Category D - Tracks" unsurfaced roads should be permitted as an option for roads with "tourism" as the primary purpose and "4WD" as the second level within that purpose.

Considering the above factors, it is possible to select appropriate standards for defining whether a road is fit for its purpose. These standards have been grouped under four fundamental headings, namely:

#### a) **Speed Environment**

Design speed is a key standard which applies in both "built up" and "non-built up" areas, collectively reflecting such fundamental parameters as vertical profile, horizontal geometry and site distance, all leading to a particular safe travel speed.

In built up areas, the average flow speed (both in off-peak conditions and in peak hour) reflects the degree of congestion in the road segment, collectively reflecting the capacity of the cross-section layout (through lanes vs mixed through/turning lanes), capacity of intersections and number of access points onto the road.

#### b) **Dimensions**

Overall carriageway width is a measure of the overall width of the road surface required to safely handle the type and volume of traffic. Carriageway width (bridges) provides an added measure of the minimum clearance requirement for points of restricted access (and high construction cost) where shoulders may not be cost effective to provide.

Lane width is a measure of "through lane" requirements, particularly as they apply to multi-laned roads. Lane width is highly dependent on traffic volumes, and the presence of a high percentage of heavy vehicles, such as on freight routes. In built up areas, allowing room for on-street parking and/or cyclists can add up to 2.1 metres to the recommended width of the kerbside lane on a freight route, where at least one through lane is required (bicycle and freight movements are incompatible).

Consideration should be given to providing for cycling movements on the adjacent road network or with off-road facilities, where this is not possible, the width above applies).

In non-built up areas, shoulder width is also a key dimension, reflecting the need to allow vehicles room for pulling off of the main carriageway (such as due to a breakdown), or to recover in the event of accidentally running off the main carriageway. The standard for shoulder width increases significantly with increase in traffic volume. Whilst for normal circumstances shoulders do not need to be sealed, designated cycle routes require between one and three metres of sealed shoulder (depending on the speed environment) in addition to normal sealed carriageway requirements. Sealed shoulders can also be worthwhile on some sections of road to reduce the risk of run-off road crashes.

Height clearance is a major consideration for freight routes, and also where buses (commuter or tourist) use the route.

### c) Geometry

Whilst basic geometric considerations are covered by "design speed" under the speed environment heading, special consideration needs to be given to horizontal curve radius (particularly in hilly areas where isolated curves can be very tight) due to the problems of heavy vehicle tracking (corner cutting) creating a significant safety risk for on-coming vehicles.

Vertical grade is also a key consideration, particularly for freight routes, because of the high safety risks associated with the large uphill speed differential between commercial vehicles and cars, and the potential for loss of control (including brake failure) on steep downhill grades (similarly for routes used by vehicles towing caravans).

In built up areas, critical to the movement of large vehicles (freight and, occasionally, buses) is intersection turning radius, while roundabout lane width and roundabout radius are also two major considerations for safe movement of commercial vehicles and buses.

### d) Strength/Durability

Traditionally, pavement strength has not been directly specified, but has been reflected in design pavement depths chosen after site investigation of sub-soil conditions, knowledge about the available sub-base and/or base course material strengths and traffic loading predictions have been taken into account. Such a methodology is very site specific. As a more practical alternative, this report specifies pavement thickness as an indicator of overall pavement strength.

Whilst suitable for surfaced roads, pavement thickness is not a suitable indicator of pavement strength for unsurfaced roads. As an alternative, road quality categories (defined in the Local Government Association of SA's "Managing Unsealed Roads in South Australia" publication) are proposed. These categories range from a graded track (Category D) through to a fully formed and engineered road (Category A).

Individual bridge/culvert mass limits are a second important strength related design consideration. Often, the overall route classification may be down-graded due to

one or two isolated bridges having a lower capacity and being unable to be bypassed.

Surface roughness has been included as a measure of strength related performance of a road pavement as it ages. Although some examples of high roughness counts reflect initial poor construction standards, it is generally more likely that high roughness is a sign of a deteriorating pavement which manifests itself in general deformation, rutting and high levels of pavement defects. High roughness of a road surface also has a potential economic cost to vehicles using the road, particularly heavy vehicles, in terms of extra wear and tear on the vehicle and possible damage to the load.

Section 4: Standards of the application form lists, as columns, the above 17 standards and then establishes individual "fit for purpose" levels for each relevant standard against each combination of primary purpose, second level within purpose, built environment and surface type. Not all standards apply to each purpose/category combination. In addition to the actual standards, the spreadsheet identifies where traffic parameters influence the standard. The spreadsheet also lists relevant references, highlighting the source of information upon which the selected standard has been based.

### 3. Establishment of the Gap

The 17 individual standards discussed in the previous section collectively define the "fit for purpose" standard of a particular road. These same parameters, *from a planning viewpoint*, provide the basis for defining the current state of a road. Note that, apart from measuring pavement deflection and surface roughness, no other pavement condition or seal condition measurements, or maintenance standards, are suggested. This is because the methodology in this report is focussed upon the ability of a road to safely and efficiently meet its purpose, *not* what physical condition the road is in, unless that physical condition has reached such a state of disrepair that it directly impacts upon the road's ability to meet its purpose.

In order to establish the gap between current condition of the road and its "fit for purpose" standard, Councils will need to supply data on relevant traffic parameters and on the current standard of the road. Traffic parameters required are the traffic volume and heavy vehicle loading, along with (for built up areas only) the presence of parking/cyclists and (for unsurfaced roads) the general speed environment. Note that traffic parameters should be supplied for the conditions expected within a two to five year timeframe, *not* current conditions, since the reason for many roads requiring an upgrade is the expected increase in traffic loading resulting from planned developments, not just current traffic loads.

By comparing "fit for purpose" standards with current standards, the gap in the ability of the road to meet its purpose is established.

#### 4. Determination of the Cost to Close the Gap

The gap between current and fit for purpose standards represents an economic cost in terms of the inability of individual roads within the road network to meet suitable standards for safe and efficient operation in line with their defined purpose. However, quantifying that cost requires an understanding of the individual situation for each road, since the gap in standard may be caused by many varying factors. Therefore the cost to close the gap should be derived from individual Council estimates of the road upgrade proposals as contained in grant applications, rather than some holistic formula which attempts to put a broad dollar value on the gap using arbitrary (non-site specific) parameters.

Before a cost to close the gap can be adequately defined using this method, any proposed upgrading of the road (and its associated cost) must be tested against the fit for purpose standards. This is because it cannot automatically be assumed that a particular proposal will close all aspects of the gap in standards. Councils will therefore be required to define the standards achieved by the proposed upgrade, using the same (up to) 17 standards defined earlier, and also provide their estimate of the percentage of the gap which is closed by the upgrade proposal.

Once the above information is supplied, a modifying factor can be applied to the upgrade's proposed cost, to obtain a closer approximation of the total cost to close the gap. The proposed modifying factor is:

$$\text{Cost to Close Gap} = \text{Upgrade Cost} / \% \text{ of Gap Closed}$$

As an example, a proposed upgrade which only closes 80% of the identified gap in standard would result in the "cost to close gap" being 25% greater than the upgrade cost.

This method for determining the cost to close any gap in standards is clearly an approximation, which cannot ultimately replace a detailed assessment of costs on a site specific basis. However, it will be a valuable planning tool for the purpose of assessing and prioritising road grant applications, where it is clearly impractical to perform a detailed independent analysis of the cost to close the gap in standards for every proposal submitted.

## 5. Determination of Factors Influencing Benefits

The relative potential benefits of any proposed road upgrade are derived from a series of "benefit influencing factors". These influencing factors, in turn, impact on the priority of each proposal.

Influencing factors have been categorised into six key areas. Each key area has been weighted according to its relative importance in determining the overall benefit of road upgrade proposals. In the case of the "Economic" area, further individual weightings have been applied to the three sub-areas of road user benefits, community benefits and road owner benefits. Within each area (or sub-area in the case of the "Economic" area), influencing factors have been given equal importance in determining the percentage of that area (or sub-area) weighting which should be applied for any given road upgrade proposal.

The key areas, sub-areas and specific influencing factors are as follows:

### a) Secondary Purpose (10%)

#### Does the road offer?

- One secondary purpose (eg freight, tourism or social) in addition to the primary purpose.
- Two secondary purposes (eg freight, tourism or social) in addition to the primary purpose.

### b) Regional Significance (25%)

#### Does the road have?

- Community significance (ie part of a formal Council transport strategy).
- Regional significance (ie part of a regional transport strategy).
- State significance (ie links in with a state freight or tourism strategy).

### c) Economic (20%)

#### Does the road proposal provide a?

Road user benefit (10%), such as:

- Reduce delays and operating costs for heavy vehicles.
- Provide direct access to major industrial developments, freight generators and specific facilities such as grain silos, wineries, processing plants, etc.
- Facilitate a higher classification of freight movements (eg commercial to B-double).
- Facilitate direct access for intermodal transport operations:
  - Rail
  - Sea
  - Air

- Assist export of products by improving quality (market condition) and reducing impacts of dust, etc.
- Provide direct access to new industrial precincts.

Community benefit (5%), such as:

- Benefit regional employment and sustain communities
- Assist attraction of economic investment to region

Road owner benefit (5%), such as:

- Reduce the road maintenance effort

#### **d) Access (15%)**

**Does the road proposal?**

- Reduce traffic congestion.
- Link areas of particular land uses to strategic routes.
- Provide a higher standard alternative route.
- Complement the existing arterial road network.
- Provide improved access to key population centres.
- Ensure communities are not isolated by flooding.
- Act as a collector road for local traffic and for heavy traffic.
- Provide all weather access.
- Provide access to other types of transport as a passenger intermodal connector:
  - Bus
  - Rail
  - Air

#### **e) Safety (20%)**

**Does the road proposal?**

- Reduce conflicts between tourist, freight and commuter traffic.
- Contribute to safer travel and reduced accidents.
- Provide safe overtaking opportunities and reduce frustration and fatigue.
- Reduce exposure to travel risk.
- Provide access for school buses.
- Provide access for emergency services.
- Remove traffic from city/town areas.

- Reduce road roughness and potential dust hazards.
- Reduce the impact of roadside hazards such as culverts and overhanging trees.

#### f) **Environmental (10%)**

##### **Does the road proposal?**

- Reduce environmental pollution:
  - Air
  - Noise
  - Water
- Minimise impact of heavy vehicles on local community.
- Reduce reliance on road transport and encourage other forms of transport.

### **6. Prioritisation within Primary Purpose**

As previously stated, this initial ranking by "weighted benefit" provides a general overview of the relative merits of various proposals, with maximum priority given to those proposals with regional and/or state significance that have the most individual benefits. The ranking does not take into account the number of road users and other industry or community groups which benefit from the proposal, nor the individual cost of the proposal. However, the results reasonably accurately reflect the current evaluation process applied by the LGTAP. It is therefore recommended that the "weighted benefit within primary purpose" priority lists be used as the main criteria for ranking of road upgrade proposals.

In order to differentiate proposals that show much the same weighted benefit score, it is proposed that the above weighted benefit score also be expanded as follows:

- Multiply the weighted benefit score (wb) by the traffic volume (tv) using the route (in AADT). This applies the individual benefits of the proposal to each user of the route, to provide a "total road user benefit" score. At this point, the formula will clearly be biased towards more highly trafficked roads, which is not unreasonable. Note that broader benefits to the economy and/or community are not specifically included, having already been covered in the original weighted benefit score.
- Divide the total road user benefit score by the "cost to close gap / road length (rl) to be upgraded (in km)". This will effectively "normalise" the total road user benefit score on a "per \$ per km" basis, so that lower cost proposals, or those where a relatively long length of road is being upgraded, will have their benefit score elevated.

Noting that the "cost to close gap" has previously been defined as being equal to "upgrade cost (uc) / % of gap closed (gc)", then the components of the formula described above can be brought together as follows:

$$\text{Weighted benefit/cost score} = \text{wb} \times \text{tv} \times \text{rl} \times \text{gc} / \text{uc}$$

Using the above "weighted benefit/cost score", new priority lists within primary purpose can be generated. These will indicate which proposals offer the greatest "value for money" on a "road user benefit per \$ per km" basis. However, as previously stated, it is important at this stage to only apply the weighted benefit/cost score as a means of differentiating proposals within individual LGA Regions, or across (or within) individual Councils. Other factors still need to be considered for inclusion before such a score could be unilaterally applied in establishing state-wide priority lists.



### 3. General Policy

#### Introduction

The Special Local Roads Program (SLRP) was established under the joint approvals of the South Australian, Commonwealth and Local Governments. The Program commenced in 1985-86 and facilitates funding of significant and strategic works throughout the State.

Funding for the SLRP is provided from:

- 15% of Identified Local Road Grants; and
- 15% of funding from the SA allocation of Roads to Recovery.

As a result of the Commonwealth's AusLink White Paper the LGA State Executive has established the LGTAP to propose and monitor a continuing program of projects for the prioritisation of funding under the SLRP.

Each year the Panel will call for submissions from Regional LGA's and the Metropolitan Local Government Group and groups of Councils or consortiums where projects are driven by Local Government with substantial financial contributions and support from partner organisations. The LGTAP will propose a program of works across SA for allocation of funding from the SLRP. In performing this function the LGTAP will give preference to those projects that have been developed through Local Government Regional Transport Plans and transparent planning processes.

Priorities can be established by assessment of submissions from member Councils or by the Regional LGA/Metropolitan Local Government Group itself. There will be a call for submissions each year for the Special Local Roads Program. The LGTAP will make recommendations for projects to the LGA Board which will, in turn, make recommendations to the Grants Commission for review. The Grants Commission will then forward its recommendations to the State Minister for Local Government for his endorsement and the State Minister will forward the recommendations on to the Federal Minister for Local Government and Territories for approval.

#### Candidate Projects

All submissions for projects to be funded under the Special Local Roads Program are to be made on a "Standard Funding Application". These applications must be forwarded to the LGTAP through the appropriate Regional LGA/Metropolitan Local Government Group or agreed body by the published closing date. It must be noted that all projects submitted for funding must be prioritised by Regional LGA's/Metropolitan Local Government Group or, where appropriate, Councils.

The application to the LGTAP also provides for a written financial commitment from the Council/Councils to the project.

In addition, a project submission should provide the justification, cost, scope, nature and design features of the project and its timeframe. Sufficient detail is required for the Committee to assess the appropriateness of the proposal in terms of its purpose and also its technical aspects.

Any requests for changes to submitted funding applications must be made in writing to the LGTAP.

The LGTAP encourages substantial projects, but will not endorse funding in any particular region of the State that commits too great a proportion of the available funds such that other regions of the State cannot be funded for a considerable period of time.

Councils are required to certify that the projects submitted are financially sustainable. The LGTAP will not provide funding to projects that have not completed the relevant financial sustainability documents.

Councils need to agree to contribute to the cost of the project. Additionally, continuing projects funded in one particular year under the Special Local Roads Program, or the special projects component of the Roads to Recovery Program, will need to be re-submitted for funding consideration in subsequent years. An update on the progress of these projects is to be provided to the Panel annually.

## 4. Communications Policy

### Principles

The LGTAP is committed to the principles of open governance. It will undertake its activities according to principles of transparency and accountability to ensure that each sphere of government and all applicants for funding are satisfied that decisions are made on equitable and common guidelines.

### Decision Making

The minutes of the LGTAP will be published on the LGA website.

Information explaining the purpose and function of a database used for the assessment of road funding proposals will also be available at the LGA website, along with the guidelines used by the LGTAP to guide its decisions.

To ensure that the LGTAP decisions are made with the authority delegated to it, decisions will only be made when a quorum of members is present.

### Record Keeping and Availability of Information

Copies of all correspondence relating to the decisions and operation of the LGTAP will be retained by the Senior Officer at the LGA offices, 148 Frome Street, Adelaide. All correspondence relating to funding submissions will be provided to each Panel member.

Proceedings for LGTAP meetings will be noted in minutes to be drafted by the Project Coordinator. Hard copies of minutes approved by the subsequent meeting of LGTAP will be stored at the LGA and placed on the LGA website by the Project Coordinator.

Records of LGTAP meetings will be publicly accessible except when commercial in confidence issues are discussed, during which the LGTAP will function in camera.

LGTAP may elect to discuss or consider in confidence any information or matter of a confidential nature, the disclosure of which could reasonably be expected to prejudice the person who supplied the information, or to confer a commercial advantage on a third party.

When in camera discussion occurs, the LGTAP will note in minutes the reasons for discussions being so held. At the end of a meeting the LGTAP may decide that the discussion as recorded may be returned to the public record, or if it shall remain confidential.

The LGTAP in its annual report will note the occasions and reasons discussions took place in confidence.

The records of the LGTAP (including minutes, reports, recommendations and financial statements) will be presented to the LGA Board along with its recommendations for project funding. The LGA Board will note these records and deliberate upon the recommendations of the LGTAP.

The same information will be available in the annual report of the LGTAP, with the exception of exclusions noted elsewhere in this policy.

## **Accountability**

Calls for funding will be made in January each year for the following financial year.

The Project Coordinator will provide the call for funding LGA Circular to Regional LGA's and the Metropolitan Local Government Group inviting application.

The LGTAP will be required to report to the membership of the LGA by way of update reports to:

- LGA Board;
- Annual General Meeting of the LGA; and
- An annual report.

Once approved by the respective Federal Ministers and successful applicants have been notified the LGA will include the approved projects via the LGA website and through LGA Circulars.

## **Publicity**

The LGTAP will continue to promote its role throughout Local Government in SA to ensure that all parties with an actual or potential interest in its processes are aware of the opportunities available to them. The Chair of the LGTAP will be its spokesperson.

Information about the Panel and its functions, where deemed appropriate and necessary by LGTAP, will be announced in LGA News, via Circular, information sessions at meetings including Regional LGA's/Metropolitan Local Government Group and on the LGA website.

The Grants Commission will also continue to provide information about the SLRP and the LGTAP to Council Members and Council Staff as part of its visiting program.

## 5. Application Process

- Step 1: Council to complete road designs (note this cost is NOT funded by LGTAP)
- Step 2: Council to consider Relevant Cost
- Step 3: Complete Whole of Life Cost
- Step 4: Complete Application Form
- Step 5: Submit application to Regional LGA or MSRC\*\*

If successful, Councils will be required to complete a Progress Report annually.

\*\*Regional LGA's – Central Local Government Region, Eyre Peninsula LGA, Murray & Mallee LGA, South East LGA and Southern & Hills LGA

MSRC – Metropolitan Strategic Roads Committee

## 6. Consideration and Approval Process

- Step 1: The LGA will call for submissions
- Step 2: Regional LGA's and the Metropolitan Strategic Roads Committee will provide deadlines to Councils
- Step 3: Councils will complete applications (following LGTAP guidelines) which will be forwarded to their Regional LGA or MSRC
- Step 4: The Regional LGA or MSRC will then assess and forward prioritised funding applications to LGTAP in April
- Step 5: LGTAP will make its recommendations to the LGA Board in June
- Step 6: LGA Board recommendations will be provided to the Grants Commission for its consideration in June/July
- Step 7: The Grants Commission will forward its recommendations to the State Minister for Local Government for his endorsement and the State Minister will forward the recommendations on to the Federal Minister for approval in July/August.
- Step 8: The Minister will make announcement of projects via letter to Councils (August/September)

\*\*Regional LGA's – Central Local Government Region, Eyre Peninsula LGA, Murray & Mallee LGA, South East LGA and Southern & Hills LGA

MSRC – Metropolitan Strategic Roads Committee

## 3.2 SLRP Policy Manual

### Reports for Discussion

From: Michael Arman, Director Strategy  
 Meeting: LG Transport Advisory Panel 10 February 2022  
 ECM: 771855 Attachment: 771614

### Recommendation

**That the Local Government Transport Advisory Panel:**

- 1. Provide feedback on the draft SLRP Policy Manual; and**
- 2. Recommend that the LGA Board of Directors adopt the SLRP Policy Manual (as amended).**

### Discussion

The LGA secretariat have drafted a new SLRP Policy Manual to respond to matters previously raised by LGTAP, through the Hudson Howell review and learnings arising from the complaint received during the 2021 grant round.

This document, together with the new LGTAP Terms of Reference, is expected to replace the current SLRP “Terms of Reference, Guidelines, Policy and Processes” document.

Key considerations in developing the SLRP Policy Manual have been to:

- Remain faithful to the historical intent of the SLRP and processes that have a long and successful legacy
- Clarify and clearly communicate the overall objectives of the SLRP, as well as application and assessment processes
- Simplify the assessment criteria whilst retaining the robustness of application evaluation processes
- Clarify the roles of regional LGAs in the overall assessment processes
- Support the full transition to an electronic grant management system.

While many of the policies are essentially a re-write and/or formalisation of existing processes, changes are proposed in relation to the role of Regional LGAs. To avoid any confusion about LGTAP’s core role in evaluating applications and making recommendations to the LGA Board, the role of the regional LGAs has been re-framed as providing advice based on regional transport plans. In this way, the Regional LGAs are proposed to act as a referral body that provides input into the assessment process, with LGTAP retaining responsibility for evaluating applications against the SLRP criteria, preparing priority lists and making recommendations to the LGA Board.

Another area of more significant change relates to the actual assessment criteria that is currently managed via the SLRP database. An attempt has been made to better align the overall objectives of the SLRP with the assessment criteria, while still being faithful to the original methodology and SLRP database.

The revised assessment criteria is structured around:

- Purpose of the road
- Scope of works
- Value for money
- Project benefits.

It is anticipated that the revised assessment criteria will be easier to communicate with councils. It should also allow for a stronger nexus between defined assessment criteria, evidence supplied by applicants and LGTAP's deliberations applications. Should LGTAP be of the view to adopt the refreshed assessment criteria, it will be necessary to review the application form to ensure it aligns with the criteria, and suitable information and evidence is requested from applicants.

One matter that warrants LGTAP's consideration is the future of the Metropolitan Strategic Roads Committee (MSRC). This body has been written into the Policy Manual, but the committee has an outdated Terms of Reference and frequently carries vacant positions that prove challenging to fill and or refill on an annual basis. As such, the MSRC will need to be reformed for the policies to take effect. Alternatively, LGTAP may consider that it is appropriate for Greater Adelaide councils to apply direct to LGTAP without the need for a referral to the MSRC, especially given the slightly expanded membership of LGTAP.

Finally, it should be noted that a few issues remain partially unresolved in the policy manual, such as dealing with underspends, changes in scope and funds management. LGTAP's feedback on these matters will be discussed at the meeting.

LGTAP members are invited to provide comment on the draft SLRP Policy Manual and consider recommending their adoption (with any amendments) to the LGA Board.

# Special Local Roads Program Policy Manual

Adopted by the LGA Board of  
Directors on DATE

Note: This is not an endorsed LGA Board of Directors document. It has been prepared by the LGA Secretariat for consideration at the LGA Board of Directors meeting on **date month year**.



# Draft

## About this Document

This document contains the policies that govern the operations of the Special Local Roads Program (SLRP).

## Approval

<b>Issued / Approved</b>	February 2022
<b>Next Review</b>	February 2024
<b>LGA File Reference</b>	ECM 771614
<b>Responsible Officer</b>	Special Local Roads Program Coordinator
<b>Relevant Legislation</b>	Local Government Act 1999
<b>Related Documents</b>	LGA Grant Management Framework ECM 697821 Local Government Transport Advisory Panel Terms of Reference ECM 771613

## Review History

Document History	Version No:	Issue Date:	Description of Change
	1.0	2017	Consolidated Terms of Reference, Guidelines, Policy and Processes for the Special Local Roads Program (ECM 646745)
	2.0	2022	Comprehensive review of all content in response to SLRP Review. Terms of Reference for the Local Government Transport Advisory Panel excised into separate document (ECM 771613)

Draft

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## 1. About the Special Local Roads Program

The Special Local Roads Program (SLRP) has been in place in South Australia since 1985.

Since its inception, it has supported South Australian councils to construct and maintain significant and strategic local roads that otherwise would exceed an individual council's capacity.

Its existence is built on the premise that the local government sector as a whole benefits from councils pooling a portion of their road funding to deliver more strategic outcomes.

Funding for an annual competitive SLRP grant round is provided from:

- 15% of identified local roads component of Commonwealth Financial Assistance Grants.
- 15% of South Australia's Supplementary Local Road Funding (in available years).
- 15% of South Australia's allocation of Roads to Recovery.

The LGA operates the Local Government Transport Advisory Panel (LGTAP) to oversee the governance and operations of the SLRP. This includes considering applications for SLRP funding and making recommendations to the LGA Board of Directors, which flow to the South Australian Local Government Grants Commission and relevant State and Federal ministers for approval. Executive support for LGTAP is provided by the LGA Secretariat.

Each year LGTAP calls for applications for SLRP funding from councils. To ensure that proposed projects are strategic and regional in nature, Regional LGA's (Eyre Peninsula, Legatus, Limestone Coast, Murraylands and Riverland, Southern and Hills and Spencer Gulf Cities) and the Metropolitan Strategic Roads Committee (MSRC – established by the LGA's GAROC committee in lieu of a metropolitan 'regional' LGA) are asked each funding year to review and comment on applications proposed by their members.

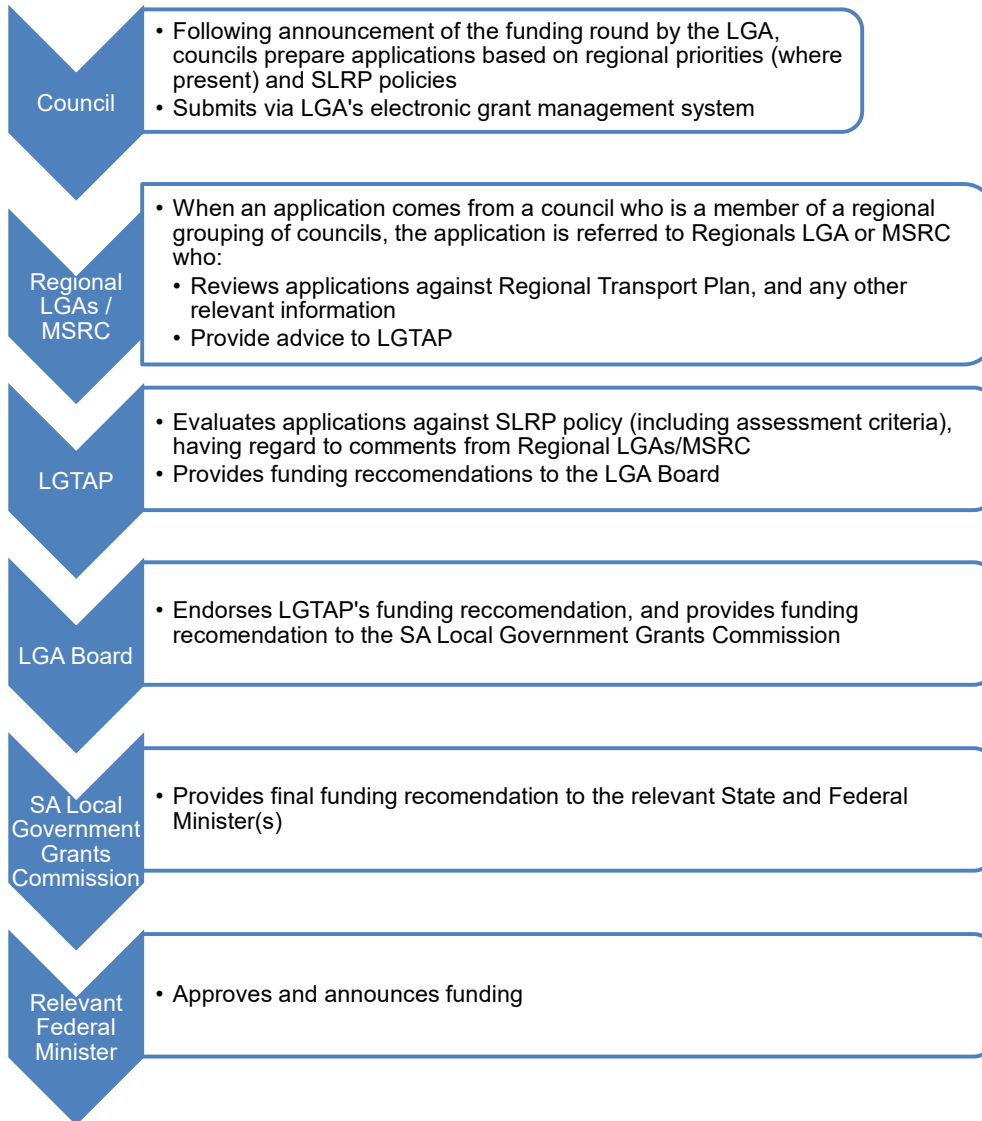
Applications received and comments provided by Regional LGAs and MSRC are then considered by LGTAP, who propose an annual program of works across SA for the allocation of funding from the SLRP. LGTAP analyses applications in accordance with the adopted LGTAP policies (this document) which assures transparency and accountability in its decisions.

Following assessment, LGTAP provides recommendations to the LGA Board of Directors for endorsement, which in turn, makes recommendations to the South Australian Local Government Grants Commission.

The SLRP application, assessment and approval process is summarised in Figure 1, with further detail of these processes outlined in the remainder of this document.

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**Figure 1: Overview of SLRP application, assessment and approval process**



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## 2. SLRP Objectives

2.1 The objectives of the Special Local Roads Program are to:

- a. Facilitate the construction of strategic and significant local roads whose benefits exceed the boundary of the council and its community.
- b. Support the delivery of local roads in an orderly and coordinated manner through evidence-based decisions that draw upon the best available State, Regional and Local plans.
- c. Demonstrate accountability and transparency in the administration of the program.

### 3. SLRP Guiding Principles

3.1 The principles that guide the operations of the SLRP are:

#### Strategic and significant

The SLRP exists to facilitate the construction and maintenance of strategic and significant roads whose benefits exceed the boundary of the council and its community.

#### Sector approach

The existence of the SLRP reflects a shared understanding that local government delivers better outcomes for community when it works together.

#### Equitable across regions

The SLRP seeks a degree of equity across South Australia's regions, so that strategic and significant are developed across the state.

#### Equal access

All South Australian local government bodies should have access to the SLRP regardless of their membership to any local government association and/or regional grouping of councils.

#### Transparent

SLRP assessment criteria and application processes are clear, and decisions are made in an open and accountable manner.

#### Evidence based

Funding recommendations are based on the best available evidence, and consistent with regional transport plans.

3.2 LGTAP are required to adhere to these guiding principles in assessing SLRP applications.

3.3 In the case of apparent conflict between SLRP Assessment Criteria (refer Section 6) and the Guiding Principles, the Guiding Principles take precedence.

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## 4. Eligibility

4.1 The SLRP is open to all South Australian local government bodies who are recipients of Commonwealth Financial Assistance Grants.

4.2 To be considered eligible, an application to the SLRP must:

- a. be received in writing via the LGA's electronic grant management system using the standard SLRP Application Form
- b. include a written confirmation of the eligible council(s) financial commitment to the project
- c. include attachments containing supporting evidence as requested on the SLRP Application Form.

4.3 LGTAP reserves the right to request additional information at any point in the application process to confirm a project's eligibility for funding.

4.4 There is no minimum or maximum project value, however LGTAP will consider the principle of achieving a degree of equity across South Australia's regions when considering higher value applications and/or multiple projects from any given region.

4.5 Projects with multiple stages over multiple years are encouraged. Each stage must be submitted on an annual basis as a separate application; and each application will be assessed independently on its merits.

4.6 LGTAP may deem an applicant ineligible from one or more funding rounds based on performance in previous projects if:

- a. The applicant has breached their conditions of funding as outlined in the Project Funding Agreement
- b. The applicant has utilised SLRP funding for purposes other than the defined project outputs and outcomes
- c. The applicant failed to deliver the project outputs and outcomes
- d. The applicant has failed to complete their project within a reasonable time frame and/or
- e. The application has failed to report and/or evaluate their project.

4.7 The LGA will maintain a register of all breaches for the purpose of clause 4.6.

**Commented [MA1]:** Not sure how relevant this is, but may be useful to have.

**Commented [MA2]:** Is there a funding agreement for successful SLRP projects?

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## 5. Application and Assessment Process

5.1 Each year, LGTAP will announce the opening of the grant round via a Latest News item on the LGA website and direct email to the SLRP distribution list. The SLRP distribution list will contain contact details of all eligible South Australian local governments (regardless of membership to any regional groupings of councils), regional local government associations and previous applicants.

5.2 Each grant round will be open for a minimum of four and maximum of eight weeks.

Commented [MA3]: Not sure if these timeframes are quite right

5.3 LGTAP only accepts applications through the dedicated grant round, but the Board reserves the right to:

- a. Change the timing of the grant round
- b. Change the closing date and time of a grant round
- c. Postpone or cancel a grant round.

5.4 Late applications including attachments will not be accepted.

5.5 The SLRP Coordinator can grant an extension to an application for up to five business days if:

- a. The applicant contacts the LGA prior to the due date clearly stating the reasons for the request; or
- b. there is an outage associated with the LGAs electronic grant management system.

5.6 Once applications are received on the LGA's electronic grant management system:

- a. If the applicant is a member of a regional grouping of councils, the LGA will provide access to the application and all supporting documentation to the relevant regional grouping of councils on the electronic grant management system. Regional groupings of councils will then be given two weeks to provide their comments directly into the electronic grant management system.
- b. If the applicant is not a member of a regional grouping of councils, LGTAP will proceed to directly assess the application.

5.7 To assist LGTAP, the LGA's SLRP Coordinator will undertake a preliminary assessment of all applications, and provide this information to LGTAP.

5.8 LGTAP members will be provided with access to all applications in full, including any attachments. They will also be provided with the preliminary assessment from the SLRP Coordinator. LGTAP will evaluate all applications on a competitive basis against:

- a. Objectives and Guiding Principles of the SLRP (refer Sections 2 and 3)
- b. SLRP Assessment Criteria (refer Section 6)
- c. Comments from the relevant regional grouping of councils (if applicable).

5.9 LGTAP reserves the right to seek further information from applicants at any point in the assessment process. This includes the ability for LGTAP to request applicants to attend LGTAP meetings to answer questions about the applications.



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- 5.10 LGTAP will make recommendations to the LGA Board of Directors about projects eligible and suitable for funding. LGTAP will consider applications and make recommendations in confidence in accordance with the LGA's Meeting Procedures, noting that it is the prerogative of the relevant State and Federal Minister to approve and announce successful projects.
- 5.11 The LGA Board of Directors will review LGTAP's recommendations, and endorse these to the SA Local Government Grants Commission. The LGA Board will consider LGTAP's recommendations in confidence in accordance with the LGA's Meeting Procedures,, noting that it is the prerogative of the relevant State and Federal Minister to approve and announce successful projects.
- 5.12 The SA Local Government Grants Commission will then inform the relevant State and Federal Ministers who approve and announce the funding.

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## 6. Assessment criteria

6.1 The following table contains the SLRP Assessment Criteria that LGTAP will use to assess applications:

Criteria	Weighting
<p><b>1. Road purpose</b></p> <p><b>To what extent does the application demonstrate a strategic and significant purpose for the road?</b></p> <p>Key considerations include:</p> <ul style="list-style-type: none"> <li>• What are the primary and secondary purposes<sup>1</sup> of the road?</li> <li>• Are the desired purposes of the road significant and strategic?</li> <li>• How well are these purposes evidenced?</li> <li>• To what extent is the application aligned with local, regional, state and national road/transport plans and strategies?</li> <li>• Is the council's future intention and ownership of the road clearly outlined?</li> </ul>	<b>30%</b>
<p><b>2. Scope of works</b></p> <p><b>How well does the application outline an acceptable and achievable scope of works to support the road's desired purpose? To what extent does the project represent value for money?</b></p> <p>Key considerations include:</p> <ul style="list-style-type: none"> <li>• How well does the application outline the extent of the project and scope of works?</li> <li>• What is the gap between current and desired construction and maintenance standard of the road; and how well is this gap addressed by the project?</li> <li>• How well does the application justify the project in terms of the key parameters of traffic volumes, heavy vehicle loading, presence of parking/cycling (built up areas only) and the speed environment?</li> <li>• Is the project 'shovel ready' and able to be delivered in a timely manner?</li> </ul> <p>Further information about road construction and maintenance parameters is provided in Appendix A.</p>	<b>20%</b>

<sup>1</sup> The SLRP has adopted the following definitions to assist determining the strategic and significant purpose of a road:

Freight – facilitates industry development by linking key industries to major transport routes and contributes to efficient movement of large volumes of heavy freight vehicles.

Tourism – provides access to tourism sites and locations, and enables people to view scenic attractions in a safe and enjoyable manner.

Community access – provides for community development and equitable access to community facilities, whilst minimizing the impact of heavy vehicles on the community.

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	Criteria	Weighting
3	<p><b>Value for money</b></p> <p><b>To what extent does the project represent value for money?</b></p> <p>Key considerations include:</p> <ul style="list-style-type: none"> <li>• What is the cost to bring the road to the desired standard?</li> <li>• How realistic are the proposed budget and timelines?</li> <li>• How detailed and accurate are the cost estimates?</li> <li>• Does the project represent value for money having regard to the road's purpose?</li> <li>• What other funding sources are committed? What other funding sources is the council currently exploring?</li> </ul>	20%
4.	<p><b>Benefits of the project</b></p> <p><b>To what extent does the application outline the economic, access, safety and environmental benefits of the project?</b></p> <p>Key considerations include:</p> <ul style="list-style-type: none"> <li>• What are the economic benefits of the projects for road users, regional economic development and/or road owners?</li> <li>• What are the access benefits in terms of improved connection, contribution to the road network, reduced congestion and access to other types of transport?</li> <li>• What are the safety benefits in areas including reduction of the risk of conflict, overtaking opportunities, access for community and emergency services, and removal of hazards?</li> <li>• What are the environmental benefits in terms of reduction of pollution, the impact of heavy vehicles on communities and reducing reliance on road transport?</li> </ul> <p>Further information about potential project benefits is provided in Appendix B.</p>	30%

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## 7. Eligible expenditure

7.1 SLRP funding is intended to be used for construction of sealed and unsealed roads, and bridges.

**Commented [MA4]:** Is this correct? Anything else we can add about eligible expenditure?

7.2 SLRP funding cannot be used for the following:

- Infrastructure or asset management planning
- Preliminary design work and/or project planning
- Purchase of equipment or land
- Grant writer, auspice or auditor fees
- Ongoing maintenance costs not directly related to the project
- Projects that are traditionally funded through other sources
- Administrative or corporate overhead costs not directly attributable to the project
- Existing staff wages.

## 8. Monitoring and Reporting

**Commented [MA5]:** Not sure how relevant some of this info is; but included just in case. Would be good to better understand the LGA/LGTAP's role in overseeing SLRP projects once they are provided funding.

8.1 The LGA will provide all grant recipients with a funding agreement which will include:

- (a) project details
- (b) funds management requirements
- (c) reporting requirements/schedule
- (d) any other conditions recommended by LGTAP .

8.2 Grant recipients are required to provide regular progress reports to the LGA via the LGA's electronic grant management system in accordance with the reporting schedule in their Funding Agreement.

8.3 The LGA will maintain a portal with information about current and completed SLRP projects on the public-facing section of the LGA website, along with LGTAP agendas and minutes (excluding any information retained in confidence).

8.4 The LGA will update LGTAP regarding the progress of the current projects, any overdue progress reports, project completions and discontinued projects at each meeting.

8.5 If an applicant fails to meet a reporting deadline, they will receive a regular reminder from the LGA to provide their overdue report.

8.6 When a report is overdue by 30 days, the LGA will issue a Final Reminder outlining the consequences of not adhering to the reporting requirements.

8.7 If the recipient fails to provide a report within 60 business days of the due date, the LGA will arrange for the project to be closed and for the funding to be returned to ???.

**Commented [MA6]:** This is what we do for other grants. Will need to work through whether SLRP requires a similar mechanism for overdue projects.

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8.8 The LGA reserves the right to request additional reporting at any time, including upon the receipt of a Progress or Final Report.

## 9. Extensions

9.1 All requests for extensions must be made in writing through the LGA's electronic grant management system.

9.2 Any request for extensions must be submitted prior to the relevant milestone completion date, identify the revised milestone dates, explain the rationale for the extension and any impacts this will have on the achievement of original project outcomes.

9.3 Project extensions of up to 12 months are approved by the SLRP Coordinator. The SLRP Coordinator reserves the right to seek feedback from LGAP on any extension request.

9.4 Any project extension beyond 12 months (including cumulative extensions totalling twelve months) must be approved by the LGAP. LGAP reserves the right to escalate an extension request to the LGA Board of Directors.

## 10. Changes in scope

**Commented [MA7]:** Will be good to have LGAPs input around what changes in scope are appropriate, how these are managed, and what this means for fund management.

10.1 All requests to change the project scope must be made in writing through the LGA's electronic grant management system.

10.2 All requests to change the project scope are to be determined by LGAP.

10.3 LGAP reserves the right to seek advice from the LGA's Audit and Risk Committee and/or LGA Board before determining the outcome of a Change in Scope application.

## 11. Discontinued projects

11.1 Grant recipients must report to the LGA as soon as practicable if the project cannot be completed.

11.2 If the project is discontinued, the LGA will arrange for unspent funding to be returned to ???.

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11.3 If the project is partially completed the recipient must complete the final report stating clearly the outcomes achieved. The report must include a financial statement and the LGA will arrange for remainder of the funding to be returned to ???.

## 12. Fund management

**Commented [MA8]:** For discussion.

This is where we could discuss the management of underspends

This is where we could discuss the idea of a SLRP account with LGFA or similar

## 13. Feedback and complaints

### Application outcomes

13.1 The recommendations from LGTAP and the LGA Board of Directors is confidential information until a final decision and announcement by the relevant Federal Minister. For this reason, no information about the status of applications will be available until a decision is made by the relevant Federal Minister.

**Commented [MA9]:** I understand that historically, RLGAs have been informed of LGTAP/LGA Board recommendations but asked to retain confidence. In 2021, this confidence was breached and this exacerbated some of the issues that led to the complaint. For this reason, suggest that LGTAP keeps its recommendation confidential until formal announcement.

13.2 The LGA will inform all applicants of the outcome of their grant applications within 10 business days of the decision of the relevant Federal Minister.

13.3 The outcome of the application as determined by the relevant Federal Minister is final.

13.4 The LGA will provide feedback to unsuccessful applicants upon request based on the summary comments recorded by the LGTAP and the LGA Board.

### Grant management processes

13.5 Applicants are encouraged to provide feedback on the application process through the electronic grant management system. The feedback will be reviewed by LGA staff upon the completion of each grant round. Any changes relating to the feedback will be incorporated into future grant rounds. The LGA will only provide written feedback to the applicant if it is specifically requested.

### Complaints

13.6 Complaints regarding a decision of the relevant Federal Minister, and/or the recommendation of LGTAP or the LGA Board must be made in writing. The LGA will:

- a. Acknowledge receipt of the complaint within five working days

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- b. Provide the complainant with an update on the status of their complaint within 20 working days of receiving the complaint.
- c. The LGA will inform LGAP regarding all written complaints and any actions taken.
- d. The LGA reserves the right to seek feedback on a written complaint from the LGAP, the LGA Audit and Risk Committee and/or the LGA Board.

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## Appendix A – Road Construction Parameters

The critical parameters are:

- Traffic volume (in AADT - Annual Average Daily Traffic per Austroads Definition);
- Heavy vehicle loading (expressed in "Equivalent Standard Axles" ie ESA's, for the design life of the pavement);
- Presence of parking/cyclists (built up areas only), and
- Speed environment.

Applications must also include surface type (ie simply "surfaced" vs "unsurfaced") as a further initial parameter before standards can be applied.

The choice of "surfaced" vs "unsurfaced" is not, however, completely unrestricted. Common sense and engineering judgement, has been used to apply some restrictions, such as:

- only "Category A - Formed and Sheeted" unsurfaced roads (as defined in the LGA's Unsurfaced Roads Manual) should be permitted as an option in built up areas;
- only "Category A - Formed and Sheeted" unsurfaced roads should be permitted as an option for roads in non-built up areas with "freight" as the primary purpose; and
- only "Category D - Tracks" unsurfaced roads should be permitted as an option for roads with "tourism" as the primary purpose and "4WD" as the second level within that purpose.

Considering the above factors, it is possible to select appropriate standards for defining whether a road is fit for its purpose. These standards have been grouped under four fundamental headings, namely:

### a) Speed Environment

Design speed is a key standard which applies in both "built up" and "non-built up" areas, collectively reflecting such fundamental parameters as vertical profile, horizontal geometry and site distance, all leading to a particular safe travel speed.

In built up areas, the average flow speed (both in off-peak conditions and in peak hour) reflects the degree of congestion in the road segment, collectively reflecting the capacity of the cross-section layout (through lanes vs mixed through/turning lanes), capacity of intersections and number of access points onto the road.

### b) Dimensions

Overall carriageway width is a measure of the overall width of the road surface required to safely handle the type and volume of traffic. Carriageway width (bridges) provides an added measure of the minimum clearance requirement for points of restricted access (and high construction cost) where shoulders may not be cost effective to provide.

Lane width is a measure of "through lane" requirements, particularly as they apply to multi-laned roads. Lane width is highly dependent on traffic volumes, and the presence of a high percentage of heavy vehicles, such as on freight routes. In built up areas, allowing room for on-street parking and/or cyclists can add up to 2.1 metres to the recommended width of the kerbside lane on a freight route, where at least one through lane is required (bicycle and freight movements are incompatible).



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Consideration should be given to providing for cycling movements on the adjacent road network or with off-road facilities, where this is not possible, the width above applies).

In non-built up areas, shoulder width is also a key dimension, reflecting the need to allow vehicles room for pulling off of the main carriageway (such as due to a breakdown), or to recover in the event of accidentally running off the main carriageway. The standard for shoulder width increases significantly with increase in traffic volume. Whilst for normal circumstances shoulders do not need to be sealed, designated cycle routes require between one and three metres of sealed shoulder (depending on the speed environment) in addition to normal sealed carriageway requirements. Sealed shoulders can also be worthwhile on some sections of road to reduce the risk of run-off road crashes.

Height clearance is a major consideration for freight routes, and also where buses (commuter or tourist) use the route.

### c) Geometry

Whilst basic geometric considerations are covered by "design speed" under the speed environment heading, special consideration needs to be given to horizontal curve radius (particularly in hilly areas where isolated curves can be very tight) due to the problems of heavy vehicle tracking (corner cutting) creating a significant safety risk for on-coming vehicles.

Vertical grade is also a key consideration, particularly for freight routes, because of the high safety risks associated with the large uphill speed differential between commercial vehicles and cars, and the potential for loss of control (including brake failure) on steep downhill grades (similarly for routes used by vehicles towing caravans).

In built up areas, critical to the movement of large vehicles (freight and, occasionally, buses) is intersection turning radius, while roundabout lane width and roundabout radius are also two major considerations for safe movement of commercial vehicles and buses.

### d) Strength/Durability

Traditionally, pavement strength has not been directly specified, but has been reflected in design pavement depths chosen after site investigation of sub-soil conditions, knowledge about the available sub-base and/or base course material strengths and traffic loading predictions have been taken into account. Such a methodology is very site specific. As a more practical alternative, this report specifies pavement thickness as an indicator of overall pavement strength.

Whilst suitable for surfaced roads, pavement thickness is not a suitable indicator of pavement strength for unsurfaced roads. As an alternative, road quality categories (defined in the Local Government Association of SA's "Managing Unsealed Roads in South Australia" publication) are proposed. These categories range from a graded track (Category D) through to a fully formed and engineered road (Category A).

Individual bridge/culvert mass limits are a second important strength related design consideration. Often, the overall route classification may be down-graded due to one or two isolated bridges having a lower capacity and being unable to be bypassed.

Surface roughness has been included as a measure of strength related performance of a road pavement as it ages. Although some examples of high roughness counts reflect

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initial poor construction standards, it is generally more likely that high roughness is a sign of a deteriorating pavement which manifests itself in general deformation, rutting and high levels of pavement defects. High roughness of a road surface also has a potential economic cost to vehicles using the road, particularly heavy vehicles, in terms of extra wear and tear on the vehicle and possible damage to the load.

## Appendix B – Road Benefit Criteria

### a) Economic

#### Does the road proposal provide a?

##### Road user benefit, such as:

- Reduce delays and operating costs for heavy vehicles.
- Provide direct access to major industrial developments, freight generators and specific facilities such as grain silos, wineries, processing plants, etc.
- Facilitate a higher classification of freight movements (eg commercial to B-double).
- Facilitate direct access for intermodal transport operations:
  - Rail
  - Sea
  - Air
- Assist export of products by improving quality (market condition) and reducing impacts of dust, etc.
- Provide direct access to new industrial precincts.

##### Community benefit, such as:

- Benefit regional employment and sustain communities
- Assist attraction of economic investment to region

##### Road owner benefit, such as:

- Reduce the road maintenance effort

### b) Access

#### Does the road proposal?

- Reduce traffic congestion.
- Link areas of particular land uses to strategic routes.
- Provide a higher standard alternative route.
- Complement the existing arterial road network.
- Provide improved access to key population centres.
- Ensure communities are not isolated by flooding.
- Act as a collector road for local traffic and for heavy traffic.
- Provide all weather access.
- Provide access to other types of transport as a passenger intermodal connector:
  - Bus
  - Rail

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- Air

**c) Safety**

**Does the road proposal?**

- Reduce conflicts between tourist, freight and commuter traffic.
- Contribute to safer travel and reduced accidents.
- Provide safe overtaking opportunities and reduce frustration and fatigue.
- Reduce exposure to travel risk.
- Provide access for school buses.
- Provide access for emergency services.
- Remove traffic from city/town areas.
- Reduce road roughness and potential dust hazards.
- Reduce the impact of roadside hazards such as culverts and overhanging trees.

**d) Environmental**

**Does the road proposal?**

- Reduce environmental pollution:
  - Air
  - Noise
  - Water
- Minimise impact of heavy vehicles on local community.
- Reduce reliance on road transport and encourage other forms of transport.

## 3.3 Correspondence received from Legatus

### Reports for Discussion

From: Lea Bacon, Acting Executive Director Public Affairs  
Meeting: LG Transport Advisory Panel 10 February 2022  
ECM: 771940 Attachment: 771941

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### Recommendation

**That the Local Government Transport Advisory Panel notes the correspondence received from the Legatus Group, and request the LGA prepare a response that explains how the matters are being addressed through the SLRP Policy Manual under development.**

### Discussion

The LGA received the attached correspondence from the Legatus Group. The key points raised are that:

- a. That any gaps identified in the data / applications and prioritising by the regions needs to be articulated to each Regional LGA to assist them in ensuring they have the most rigorous process that aligns with funding assessment obligations; and
- b. there needs to be a review of the criteria to ensure equity occurs for all councils and that this should include identifying a standard format for assessment.

The LGA has acknowledged the receipt of the letter but has not formally responded pending the work underway updating the SLRP Policy Manual, as this will address both matters.

Legatus have also invited the LGA to present at the Legatus Roads Forum on 24 March 2022 regarding the SLRP.

This correspondence highlights the need for proactive communication with Regional LGAs and councils regarding the work underway to refine SLRP governance and processes in advance of the 2022 grant round.



13 December 2021

ABN: 34 728 242 315

**Chairman:**  
Mayor Phillip Heaslip

**Chief Executive Officer:**  
Simon Millcock

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Adelaide Plains Council  
Barunga West Council  
Clare and Gilbert Valleys Council  
Copper Coast Council  
District Council of Mount Remarkable  
District Council of Orroroo Carrieton  
District Council of Peterborough  
Light Regional Council  
Northern Areas Council  
Port Pirie Regional Council  
Regional Council of Goyder  
The Barossa Council  
The Flinders Ranges Council  
Wakefield Regional Council  
Yorke Peninsula Council

Mr Clinton Jury  
CEO LGA  
LGA House  
148 Frome St  
Adelaide SA 5000

Dear Clinton

**RE: Special Local Roads Program Funding**

The Legatus Group through our Road Transport and Infrastructure Committee have the role of annually prioritising the applications from our member councils for the Special Local Roads Program (SLRP) funding for consideration by the Local Government Transport Advisory Panel (LGTAP) for their recommendations to the LGA Board on the allocation of funds.

During the 2021 process the recommendation from the Legatus Group on their prioritising was not fully followed by LGTAP for their recommendations.

The Chair of the Legatus Group Road Transport and Infrastructure Committee and I met with LGTAP and provided a report to our Committee.

The Legatus Group meeting held on 10 December 2021 discussed with a motion to provide the following response to the LGA with regards SLRP funding:

- a. That any gaps identified in the data / applications and prioritising by the regions needs to be articulated to each Regional LGA to assist them in ensuring they have the most rigorous process that aligns with funding assessment obligations; and
- b. there needs to be a review of the criteria to ensure equity occurs for all councils and that this should include identifying a standard format for assessment.

We look forward to the LGA taking these matters into consideration and welcome a response.

Yours sincerely

Simon Millcock  
CEO

## 3.4 Key dates for 2022

### Reports for Discussion

From: Michael Arman, Director Strategy  
 Meeting: LG Transport Advisory Panel 10 February 2022  
 ECM: 771856

### Recommendation

**That the LG Transport Advisory Panel note the key dates for 2022 grant round.**

### Discussion

The following dates are proposed for the 2022 grant round having regard to:

- Likely timeframes for finalising and implementing the LGTAP Terms of Reference and SLRP Policy Manual
- The importance of proactive communications regarding changes to SLRP processes
- Meeting the Federal Government's expected timeframes for funding announcements.

Mid February	Finalise LGTAP Terms of Reference and SLRP Policy Manual
Mid February	Communication to Regional LGAs about work underway
Late February / Early March	LGA Board to adopt LGTAP Terms of Reference and SLRP Policy Manual (extraordinary meeting)
Early March	Communication to councils and regional LGAs regarding the 2022 grant round
Late March	LGTAP meeting to discuss current projects and 2022 grant round
4 April 2022	Launch 2022 Grant Round
Early April	Webinar/Information session for councils and regional LGAs
27 May 2022	Grant round closes
1 June 2022	Regional LGAs sent applications for referral comments
15 June 2022	Deadline for comments from Regional LGA
Late June	Preliminary assessment by SLRP Coordinator, and information package prepared for LGTAP
Late June	LGTAP meeting to evaluate applications
Early July	Follow up LGTAP meeting if required
21 July 2022	LGA Board Meeting