



# REPORT

## Regional Procurement Consultancy

Guideline for Adoption of the  
Infrastructure design Manual

### Prepared For

Gippsland Regional Procurement Group

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# 1. Introduction

## What is the IDM?

The infrastructure Design Manual sets out the engineering requirements for the development of urban infrastructure in relation to land development. It gives clear and consistent direction towards the engineering requirements that will satisfy council strategies and policies. It isn't however an urban design manual or planning guide.

## Background

Over time different engineering standards and requirements have been developed by individual Councils, often quite different to the standards applying in other municipalities.

There is now a consensus amongst many local government bodies, developers and consultants that considerable financial and time savings can be gained by adopting shared infrastructure standards and procedures.

The Victorian government's Local Government Procurement Strategy identifies 5 strategies:

- Procurement to deliver value for money
- Policies and procedures to reduce burden of doing business
- Community's needs encompass economic sustainability and local market competition
- Local government should lead environmental sustainability
- Local government to enhance capability

The IDM is a means of working towards satisfying the objectives of the Local Government Procurement Strategy.

Currently, there are 3 IDM projects underway in different regions of Victoria.

- **North-Central Region IDM** - An Infrastructure Design Manual (IDM) developed by the Councils of Bendigo, Campaspe and Greater Shepparton. The popularity and potential benefits of the IDM have now driven its expansion to 10 regional Victorian Councils.
- **Gippsland IDM** – The Shire of Wellington as lead council on behalf of the 6 Gippsland Council's under the guidance of the Regional Procurement Group has let a consultancy to Meinhardt Infrastructure and Environment leading to the adoption of an IDM and associated documentation for each of the Gippsland Councils.

Adoption of the North Central Region IDM is the likely outcome of this project

Included in the consultancy is the preparation of this guideline document and a recommended governance model for the ongoing maintenance and development of the IDM

- **Growth Areas IDM** - The Growth Areas Authority is currently working with the six Growth Area Councils. The project is targeted for completion by the end of 2009 and will apply a common approach to infrastructure design across the Melbourne's Growth Areas.

The recommended Governance model includes an interim structure led by the Interim Infrastructure Design Standards Board (IIDSDB) comprising representatives from each of the 3 regional IDM groups, Industry, Peak Bodies, and the Department of Planning and Community Development (DPCD), with an independent Chair. Additional Councils wishing to adopt the IDM may form new regional forums and gain representation on this Board.

## 2. Administration

This consultancy is on behalf of the Gippsland Councils, using the North Central Region IDM: accordingly this document refers specifically to that IDM.

The North Central Region IDM is currently managed by the City of Greater Shepparton

### Originating Councils

The North Central Region IDM was developed by the City of Greater Shepparton, the City of Greater Bendigo, and the Shire of Campaspe. These three Councils are referred to as the Originating Councils.

### Member Councils

Since development of the IDM by the Originating Councils, a further 7 councils have agreed to adopt the IDM for which conditions have been imposed and fees set. These Councils known as Member Councils are:

- Moira Shire Council,
- Greater Geelong City Council,
- Gannawarra Shire Council,
- Rural City of Wangaratta,
- Mansfield Shire Council,
- Strathbogie Shire Council, and
- Murrindindi Shire Council

### Gippsland Councils

The Gippsland Councils, being the Councils of:

- East Gippsland Shire,
- Wellington Shire,
- City of Latrobe,
- Baw Baw Shire,
- South Gippsland Shire, and
- Bass Coast Shire

Each of the Gippsland Councils are currently considering the adoption of the IDM and have paid initial fees for membership. Adoption in Principle by these councils is expected in early 2010 following completion of this consultancy and recommendations to the Councils.

### **Memorandum of Understanding**

A Memorandum of Understanding (MOU) is being developed by the Originating Councils, formally setting out the conditions of membership for the IDM. When completed it is expected that it will be signed by all Originating and Member Councils. New applicants to adopt the IDM will be expected to sign the MOU, agreeing to the conditions contained within and payment of a joining fee and an ongoing maintenance fee.

### **IIDSB**

Consideration of ongoing management and development of the IDM led to the proposal for the formation of the IIDSB. The IIDSB will represent the current and future member councils and other stakeholders, and will coordinate the continued development of the 3 IDMs, possibly leading to their future consolidation as a single document.

Although the City of Greater Shepparton is the current custodian of the IDM, it is likely that this role will pass to the IIDSB or a future permanent representative body.

### **This Guideline document**

This document has been prepared on the understanding that the custodian of the IDM is the City of Greater Shepparton on behalf of the Originating and Member Councils. If the custodian role passes to the IIDSB it is expected that the same procedures will apply.



## 3. Adopting the Manual

### Benefits and Cautions

Consistent design standards and procedures across Council boundaries are expected to reduce the costs and delays in the provision of infrastructure for urban development. The benefits will accrue through standard components, consistency of standards reducing errors and rework and faster approval of development submissions. Standard requirements will remove barriers for designers and contractors, lead to greater price competition, and drive continual improvement through sharing of knowledge and experience.

The use of the IDM will however not remove the need to monitor and manage the provision of infrastructure for urban development. There will be different requirements needed for each municipality but these are expected to be on the basis of topography, climate and other specific physical or demographic needs. Typically, a flat grassland in a dry climate with a mostly retiree population and minimal development potential will have quite different development needs to a mountainous, wet climate and high bush fire risk with a largely young family population.

Although there will be a few differences in requirements, most engineering requirements will be the same. It is expected that in adopting the manual, consideration will be given to those special case engineering elements that must be specifically noted, and those for which the IDM standards are suitable. Where there is no clear case for differentiation, the provisions of the IDM should be accepted.

An aspect of the IDM is that many requirements will for some Councils, exceed current requirements. Consideration should be given to the general lifting of standards and requirements for infrastructure across the state.

### Demonstrating the need

Adoption of the IDM is a major step in creating efficiencies and cost savings in the provision of infrastructure within a municipality. It is therefore appropriate that the need to take this step is demonstrated by a full review of existing standards and practices to identify and highlight both deficiencies and existing good practice. Standard drawings are often an area of deficiency or difference where the IDM can be beneficial. A gap analysis should be undertaken when considering adoption of the IDM. Issues to be considered include:

- Likelihood of land development in Municipality
- Completeness and effectiveness of current standards and drawings
- Time and cost of council approval processes
- Delays and rework due to inadequate development submissions
- VCAT appeals relating to development submissions
- Issues and costs associated with maintaining completed land development works
- Customer satisfaction with current standards and processes, and
- Satisfactory standard of completed land development works

### Commitment and support

A natural tendency in any organization is to cling to existing practices and standard procedures, especially when they have been developed by the people using them. New standards and procedures are resented or not readily accepted and used. Generating strong commitment and support for the IDM is crucial to its successful adoption and use.

It is recommended that a statement of support is provided by senior management, preferably from the Chief Executive Officer, and that this support is reiterated at key stages of adoption.

Commitment to the adoption will come from the initial demonstration of need and benefit, the statement of support and a strong internal consultation program.

Support from the community will come from demonstration of benefit and extensive consultation.

### Stages of adoption

There are several key stages involved in proceeding to adopt the IDM:

#### 1) Decision to Proceed

Although the need for the IDM may be thought to be appropriate there should be a careful consideration of need leading to a decision to proceed.

#### 2) Becoming a member Council

Once commitment to adoption has been made, a process should be followed, including signing of the MOU and a program of consultation.

#### 3) Consultation with stakeholders

Critical to the process is consultation with key stakeholders who have had, and will continue to have a role in the development and ongoing improvement of infrastructure design standards within the local region. Consultation has a dual purpose – 1) To provide stakeholders with key information on the background, purpose, and structure of the IDM, 2) To obtain local perspectives on the key infrastructure design issues which may be particular to the region.

#### 4) Adopting the Manual

Once “Adopted in Principle” there will be a period of creating systems, training and familiarisation before the manual can be finally adopted and used.

### Guideline Flow Chart

A Guideline Flow Chart, mapping out the steps for adopting the manual is a part of this document.

## Post adoption

### 1) Education & Training

Following adoption of the IDM, there will be a role in ongoing education of decision makers, developers, consultants in the use of the manual. This may include workshops, forums, and familiarisation with the IDM and the Guideline document.

### 2) Continuous improvement & review

There will also be a need to provide input to the ongoing improvement and review of the IDM document itself. This will allow the opportunity for the IDM to be tailored to suit Council specific standards and requirements where practicable. Often, only until the IDM has been adopted and used will many of the regional specific infrastructure design issues be realized. The improvement and review process also allows the IDM to be embrace new and emerging technology.

### 3) Statutory implementation

Utilizing the provisions of the Planning Scheme will provide the IDM document with statutory weight. This will ensure that IDM standards are considered up front at the planning subdivision stage.

Once adopted, by Council, the IDM document may be used as a means of satisfying the objectives of Clause 56 of the Planning Scheme without the need for a planning scheme amendment.

However, a Planning Scheme Amendment will allow planning policy to be included within the scheme with a specific reference to the IDM. This will allow IDM standards to be formally considered through the planning process and provided with greater statutory weight.

Longer term, as the IDM becomes the standard for Infrastructure Design more broadly across the State, it can be expected that changes will be made to Clause 56 to reflect IDM standards.



## 4. Sample Documents

### Sample documentation

Sample documents that are suitable for use during the adoption of the Infrastructure design Manual are provided in the appendices to this guideline.

Sample document

No.	Appendix	Sample Document
1	2	Information for staff
2	2	Media Release
3	2	Key Stakeholder Register
4	2	Invitation to Public Launch
5	2	Follow up to Public Launch
6	3	Consultation Summary
7	4	Adoption Recommendation to Council

## 5. Guideline Flow Chart

### Guideline Flow Chart

A guideline flow chart has been prepared and included with this document as Appendix 1. The chart provides further explanation of the steps required and reference sample documents that may be used.

# Appendix 1

## Guideline Flow Chart for adoption of the Infrastructure Design Manual

PHASE	ACTION	COMMENT
<b>Stage 1: Decision to Proceed</b>		
Initiation	Having decided to consider the adoption of the IDM, nominate responsible council officer (RO) as project champion (with or without a supporting working group)	A working group could be representatives of the different Council departments, but smaller councils may find this unwieldy and time consuming.
Review and Report	The RO should undertake a Gap Analysis of existing practices and standards in use by council officers to assess the need for the IDM. Report and recommendation to be prepared for the Chief Executive Officer.	<p>Considerations should include:</p> <ul style="list-style-type: none"> <li>• Likelihood of land development in Municipality</li> <li>• Completeness and effectiveness of current standards and drawings</li> <li>• Time and cost of council approval processes</li> <li>• Delays and rework due to inadequate development submissions</li> <li>• VCAT appeals relating to development submissions</li> <li>• Issues and costs associated with maintaining completed land development works</li> <li>• Customer satisfaction with current standards and processes</li> <li>• Satisfactory standard of completed land development works</li> </ul>
Endorse	<p>CEO to consider report, determine that IDM is needed and endorse the project.</p> <p>CEO to brief Council</p>	The endorsement and commitment of the CEO is vital for a satisfactory consultation within council and "adoption" by staff. Without the endorsement there is likely to be some degree of reluctance to embrace the new standards during implementation.

<b>Stage 2: Becoming a Member Council</b>	<b>ACTION</b>	<b>COMMENT</b>
Application to IIDSDB	Apply to IIDSDB for membership which includes signing a Memorandum of Understanding to comply with the membership conditions of the IIDSDB and pay the necessary fees as may be set from time to time.	Membership of the IIDSDB has a requirement for consultation within the community and participation in ongoing maintenance and development of the IDM. Membership enables council to have specific local requirements incorporated in the IDM and provides a forum for discussion and sharing of knowledge and experience.
Internal Consultation	Inform	Distribute a letter to all staff informing of the application to become a member council of the IIDSDB and adoption of the IDM ( <i>See Sample Document 1</i> ). At this stage access to the manual and standard drawings should be provided. Ideally both electronically and in hard copy.
	Consult	A briefing to all staff should be provided followed by a workshop involving all departments potentially affected by the introduction of the IDM. The workshop provides an opportunity for detailed discussions and feedback on implications for existing practices, strategies and policies. It is essential that all Departments are engaged at this stage rather than allow subsequent realisation that "something is happening"
	Report	Compile feedback, identify issues and steps to address them and prepare report to CEO.
Review	CEO to consider report and confirm endorsement of IDM adoption.	Repeated endorsement by the CEO ensures acceptance of the new standards and procedures by staff

Stage 3: Consultation with stakeholders	ACTION	COMMENT
External consultation	Inform	<ul style="list-style-type: none"> <li>Media release advising that Council is considering adopting the IDM to be issued (<i>See Sample Document2</i>). Media release provides background to IDM and reasons for its adoption and advises details of proposed consultation program.</li> <li>Update Council website with project details.</li> <li>A register of key stakeholders likely to be affected by the IDM and its provisions should be compiled (<i>See Sample Document3</i>). Stakeholders will be identified through discussions with all affected Councils. The stakeholders would include all parties involved in the ownership, planning, design, construction and supply of components as well as regulatory authorities, government agencies and services suppliers likely to be affected.</li> </ul>

**Stage 3: Consultation  
with stakeholders  
(continued)**
**Consultation workshops**

- An Invitation letter is to be sent to all key stakeholders on the stakeholder register (*See Sample Document4*). Letter to again provide background to the IDM, and inform that Council is considering adoption of the IDM, and request attendance at a public workshop.
- Undertake workshop/workshops and invite feedback in writing to an email address. Workshop should answer queries, provoke discussion and explain the implications and benefits of the manual. Encouragement to join in the continued development of the manual should be provided. Use of a Powerpoint presentation and slides which attendees can take away may be particularly useful at this stage.
- After Workshop send a follow up letter (*See Sample Document5*) to the stakeholders and other attendees of the workshop and again inviting feedback. This step is essential as a reminder.
- During this consultation phase it is likely that new potential stakeholders will emerge. New stakeholders should be added to the stakeholder register.



Stage 4: Adopting the Manual	ACTION	COMMENT
Adoption	Adopt IDM "in Principle"	<ul style="list-style-type: none"> <li>• Prepare a report for Council outlining process to date and recommending that council "adopt in principle" the IDM. (<i>See Sample Document 7</i>).</li> <li>• The report should identify consultation undertaken to date, and note that further consultation with stakeholders will be undertaken.</li> </ul>
Development	Prepare for final adoption	<ul style="list-style-type: none"> <li>• Address issues arising from both the internal and external consultation. These issues could include existing standards or procedures to be superseded, standards and requirements exceeding those previously in place, or resources and training to enable council officers to administer the new standards.</li> <li>• Carefully assess the impact on council policies and strategies and ensure that there are no conflicts.</li> <li>• Provide training to relevant staff and key stakeholders.</li> </ul>
Implementation	Final adoption	Previous standards and procedures superseded.

# Appendix 2

## Sample Document 1: Staff Information

Dear .....,

## INFRASTRUCTURE DESIGN MANUAL

The **NAME OF COUNCIL** is considering the adoption of an Infrastructure Design Manual to replace our existing guidelines and standards so as to:

Clearly document the requirements for the design and development of infrastructure  
Standardise development submissions as much as possible and thereby speed up development approvals, and

Ensure that minimum design criteria are met with regards to design and construction of infrastructure.

The Infrastructure Design Manual was originally developed by the Shire of Campaspe, City of Greater Shepparton and the City of Greater Bendigo but has now been adopted by a number of other councils in regional Victoria. A longer term aim of the Victorian government is for a standardised Infrastructure Design Manual to be used across the State of Victoria under the guidance of a newly formed Interim Infrastructure Design Standards Board. The Board will have representation from member councils and interested stakeholder groups and is to provide a means of review and development of the manual to ensure ongoing usability and relevance.

The Infrastructure Design Manual is expected to provide greater clarity and consistency for consultants, developers and residents who need to know more about the rules, regulations and standards for new infrastructure when developing land.

**NAME** will be council's responsible officer for the introduction of the IDM.

**NAME** will be inviting relevant members of staff to a meeting to explain the Infrastructure Design Manual, answer questions and receive comment and feedback.

One of the keys to the success of the manual is consultation with stakeholders and users. Council will hold a public consultation launch to outline the background and content of the draft manual.

The Public consultation Launch will be held at:

**TIME:**

**DATE:**

**LOCATION:**

Should you have any queries relating to the Draft Infrastructure Design Manual, please feel free to contact **NAME** on **TELEPHONE NUMBER**

Yours faithfully

Sample Document 2: Media Release

## MEDIA RELEASE

New Infrastructure Design Manual to assist Developers and Councils

The **NAME OF COUNCIL** is to undertake consultation with the community prior to adopting and further developing a standardised Infrastructure Design Manual for use in the development of new housing projects.

The Infrastructure Design Manual was originally developed by the Shire of Campaspe, City of Greater Shepparton and the City of Greater Bendigo but has now been adopted by a number of other councils in regional Victoria. A longer term aim of the Victorian government is for a standardised Infrastructure Design Manual to be used across the State of Victoria under the guidance of a newly formed Interim Infrastructure Design Standards Board. The Board will have representation from member councils and interested stakeholder groups and is to provide a means of review and development of the manual to ensure ongoing usability and relevance.

The Infrastructure Design Manual is expected to provide greater clarity and consistency for consultants, developers and residents who need to know more about the rules, regulations and standards for new infrastructure when developing land. The primary objectives of the manual include:

- To clearly document the requirements for the design and development of infrastructure
- To standardise development submissions as much as possible and thereby speed up development approvals, and
- To ensure that minimum design criteria are met with regards to design and construction of infrastructure.

**COUNCIL REPRESENTATIVE NAME AND TITLE** said the introduction of the manual would also deliver greater efficiencies to the engineering and planning departments of the Council and a better understanding for all parties.

Council will be undertaking public consultation with stakeholders through a public launch to be held at:

**TIME:**

**DATE:**

**LOCATION:**

The manual is not retrospective, but is intended to apply new infrastructure design standards for new development. Those with an interest in developing land, agencies, or interested members of the community are invited to attend the public launch. The launch will provide an overview of the manual, and an opportunity to ask questions. An opportunity for feedback from interested parties will be offered following the public launch.

## CONSULTANCY REPORT

Regional Procurement Consultancy

### Sample Document 3: Key Stakeholder Register

## Stakeholder Register

Business Type	Business Name	First Name	Surname	Address	Town	Postcode	Telephone	Public Forum		Comments received	Date received
								RSVP Yes/No	Attended		
Developers											
Contractors											
Surveyors											
Consultants											
Planners											
Government Departments Department of Transport											

Dept of Primary Industries  
Dept Planning and  
Community Development  
Regional Development  
Victoria  
Dept. Sustainability and  
Environment

**Referral Agencies**  
VicRoads  
VicTrack  
EPA  
Catchment Management  
Coastal Boards  
Council Departments  
CFA

**Utility Companies**  
Electricity  
Water  
Gas  
Waste Management  
Telecommunications

Interest Group Associations MAV CCF IPWEA ALDE UDIA											
Others											



Sample Document 4: Invitation to Public Launch

Dear Sir/Madam,

## INFRASTRUCTURE DESIGN MANUAL

### INVITATION TO ATTEND PUBLIC CONSULTATION LAUNCH

The **NAME OF COUNCIL** is to undertake consultation with the community prior to adopting and further developing a standardised Infrastructure Design Manual for use in the development of new housing projects.

The Infrastructure Design Manual was originally developed by the Shire of Campaspe, City of Greater Shepparton and the City of Greater Bendigo but has now been adopted by a number of other councils in regional Victoria. A longer term aim of the Victorian government is for a standardised Infrastructure Design Manual to be used across the State of Victoria under the guidance of a newly formed Interim Infrastructure Design Standards Board. The Board will have representation from member councils and interested stakeholder groups and is to provide a means of review and development of the manual to ensure ongoing usability and relevance.

The Infrastructure Design Manual is expected to provide greater clarity and consistency for consultants, developers and residents who need to know more about the rules, regulations and standards for new infrastructure when developing land. The primary objectives of the manual include:

To clearly document the requirements for the design and development of infrastructure  
To standardise development submissions as much as possible and thereby speed up development approvals, and  
To ensure that minimum design criteria are met with regards to design and construction of infrastructure.

One of the keys to the success of the manual is consultation with stakeholders and users. The council is holding a public consultation launch to outline the background and content of the draft manual.

The Public consultation Launch will be held at:

**TIME:**

**DATE:**

**LOCATION:**

Please RSVP your attendance, indicating your attendance at the launch to **NAME**, on **EMAIL ADDRESS, or TELEPHONE NUMBER** by **DATE**. So that sufficient catering can be arranged.

If you are unable to attend the launch the Infrastructure Design Manual can be downloaded from the City of Greater Shepparton website:

<http://www.greatershepparton.com.au/designmanual/>. **(NEED TO CONFIRM LOCATION)** We welcome any written comments on the manual by **DATE**. Please address them to "Infrastructure Design Manual" at **EMAIL ADDRESS**

Should you have any queries relating to the Draft Infrastructure Design Manual, please feel free to contact **NAME** on **TELEPHONE NUMBER**

Yours faithfully

Sample Document 5: Follow-up to Public Launch

Dear Sir/Madam,

## INFRASTRUCTURE DESIGN MANUAL FEEDBACK REQUESTED

The **NAME OF COUNCIL** is to undertake consultation with the community prior to adopting and further developing a standardised Infrastructure Design Manual for use in the development of new housing projects.

The Infrastructure Design Manual was originally developed by the Shire of Campaspe, City of Greater Shepparton and the City of Greater Bendigo but has now been adopted by a number of other councils in regional Victoria. A longer term aim of the Victorian government is for a standardised Infrastructure Design Manual to be used across the State of Victoria under the guidance of a newly formed Interim Infrastructure Design Standards Board. The Board will have representation from member councils and interested stakeholder groups and is to provide a means of review and development of the manual to ensure ongoing usability and relevance.

The manual is a reference guide to the standards and requirements for infrastructure in regional Victoria and will be used to provide consultants, developers and other stakeholders with council requirements in respect of planning and infrastructure needs in development.

Following the launch of the manual on **DATE** at **LOCATION** we now invite stakeholders to review the manual and provide us with your feedback. Details are as follows:

- The manual will be available online on the Council Website from **DATE1 to DATE2**,
- Written responses to the manual will be considered up until **DATE3**,
- All responses should be forwarded to **NAME** at **EMAIL ADDRESS**

On compilation and review of the responses received, Councils will provide feedback, as necessary, to update stakeholders. The manual will then be presented to each council for formal adoption.

Should you have any queries regarding the Infrastructure Design Manual please feel free to contact **NAME** on **TELEPHONE NUMBER**.

Yours faithfully

# Appendix 3

Sample Document: 6 Consultation Summary

## IDM – CONSULTATION AND ENGAGEMENT REPORT

The following report provides a summary of the consultation and engagement initiatives undertaken in relation to the implementation of a standardised Infrastructure Design Manual (IDM) for Gippsland. The report is structured to provide the background and objectives of this work, a summary of feedback received, and implications for further consideration. This report should be used by Councils to inform the adoption and further development of the IDM.

### 1.0 Background

The Infrastructure Design Manual was originally developed by the Shire of Campaspe, City of Greater Shepparton and the City of Greater Bendigo but has now been adopted by a number of other councils in regional Victoria. A longer term aim of the Victorian government is for a standardised Infrastructure Design Manual to be used across the State of Victoria under the guidance of a newly formed Interim Infrastructure Design Standards Board. The Board will have representation from member councils and interested stakeholder groups and is to provide a means of review and development of the manual to ensure ongoing usability and relevance.

The Infrastructure Design Manual is expected to provide greater clarity and consistency for consultants, developers and residents who need to know more about the rules, regulations and standards for new infrastructure when developing land. The primary objectives of the manual include:

- To clearly document the requirements for the design and development of infrastructure
- To standardise development submissions as much as possible and thereby speed up development approvals, and
- To ensure that minimum design criteria are met with regards to design and construction of infrastructure.

One of the keys to the success of the manual is consultation with stakeholders and users. This report summarises the consultation undertaken and provides a summary of feedback received.

Consultation has been undertaken on the manual originally developed by the Shire of Campaspe, City of Greater Shepparton and the City of Greater Bendigo and adopted by other councils.

The manual provides a reference guide to the standards and requirements for infrastructure in regional Victoria and will be used to provide consultants and developers with Council requirements in respect of planning and infrastructure needs in development. Further opportunities for consultation and engagement will be offered following adoption by Council.

## 2.0 Consultation objectives

- To outline the background and content of the draft Infrastructure Design Manual (IDM) to be implemented.
- To identify other related projects and issues.
- To outline opportunities for review and contribute feedback on the manual.

## 3.0 Approach - Stakeholder engagement opportunities

A number of stakeholder engagement opportunities have been offered to date:

- Consultation and information sessions were held with Council staff to commence the project on Date and Location

The sessions provided an opportunity for Council officers to provide the consultant team with feedback regarding the need for the manual and likely issues that would arise during implementation.

- Stakeholder forums were held on DATE . A list of stakeholders invited to each the forum is provided in Attachment 1 (Insert Stakeholder Register, Sample document 3).
  - Prior to the stakeholder forums a media release was placed in local newspapers by Council.
  - The letter sent to stakeholders is provided in Attachment 2 (Insert invitation letter Sample document 4). The letter directed stakeholders to the IDM Manual and identified opportunities for comment.
  - Where invitation letters were returned, or where there were late inclusions to the invitation list, direct invitations by telephone were made.
  - Following the completion of each session, the full list of stakeholders received a follow up letter providing details of further opportunities to comment.
- The IDM and standard drawings are available on-line at <http://www.greatershepparton.com.au/designmanual/> (Need to verify location). Stakeholders, including individual Councils are able to download and review the material.

## 4.0 Feedback from Council Officers

Following Consultation and information sessions held with Council staff, written feedback was sought on the adoption of an IDM. The following is a summary of feedback received:

- Yes, there are common issues that can be addressed across the region which can be addressed through a standardised approach.
- Adoption of common standards across the region would assist in countering arguments presented by developers that “I’ve done this elsewhere.”
- IDM policy should complement, not contradict State Policy.
- The general layout and content of the Shepparton IDM could apply across the State, however the IDM needs to allow for flexibility to specify regional or municipal specific information, where required.
- Is it a ‘how to’ design or a subdivision manual?
- The IDM will not address all Council needs.
- The key objective of the IDM should be to improve certainty for all stakeholders.
- A number of sections of the IDM need to be updated.
- The document appears to pick up on matters such as landscaping which would be better contained within another document.
- The guidelines assume a second level of Governance for implementation.
- Local Government have a significant role to play in the ongoing control of the IDM, with representation by the MAV or equivalent state-wide body.
- Input is required from Industry groups.
- There are some contradictions between the existing document and State Policy.
- Higher/Lower standards than current practice.
- There will be a need to maintain and update the manual.
- Don’t focus on creating the perfect document initially.
- A legal standing on the contents of the IDM is required.
- The Manual needs to be audited against the provisions of the planning scheme.
- The level of information requested is too onerous.
- Distinction between planning and certification objectives and requirements is required.
- IDM too onerous for smaller developments.
- Some duplication with Clause 56.

- There is an need to include other Government Department requirements in the IDM, including CFA, and Council specific guidelines.
- Some of the maximum grade requirements need to be reviewed in light of step terrain or other topographic issues.

## 5.0 Stakeholder Forums

Council has completed a series of stakeholder forums held locally in relation to the adoption of Infrastructure Design Manual. Consultation sessions were held at:

**DATE:**

**LOCATION:**

Each forum provided information on the project, as well as the opportunity to ask questions and make comments. Each forum also provided the community with the background context of the project, including the concept of a Governance structure which was currently being developed to oversee the preparation and ongoing management of the IDM.

Stakeholders arrived at each of the four sessions with varying levels of understanding of the concept of standardisation, and work undertaken to date in relation to the IDM. Whilst some attendees had reviewed the IDM, for others, attendance at the launch provided an introduction as to how the document was structured and what it contained. The opportunity to provide written feedback following the sessions provided all stakeholders with an opportunity to have comments considered.

## 6.0 Written submissions

Attendees at each forum were encouraged to provide feedback to assist in the ongoing development of the IDM. Written feedback was sought by the DATE to enable the consideration of key issues and the adoption of the manual. A total of No. submissions have been received to date (as at DATE). Copies of written submissions are provided in Attachment 3.

## 7.0 Summary of feedback received to date

**(sample from a previous project)**

A summary of feedback received during the sessions, and as a result of written feedback received to date is provided below. Feedback has been separated into opportunities and concerns to enable a range of implications to be identified.



## 7.1 Opportunities

- Overall, stakeholders were generally supportive of the 'principle' of standardisation. In particular, the prospect of additional certainty for developers at the start of the process was seen as a key benefit.
- The rationalisation of different products to the supply chain was also considered as a key benefit of standardisation.
- There was an opportunity to sharing ideas and practices throughout the region to establish a common best practice approach.
- Comments such as *"We should have done this years ago"*, and *"It would be very beneficial for all councils to be operating on the same page"* were common.
- It was agreed that there would be benefit in conducting follow up sessions with Developers and Council staff to train them in the use of the new Manual once it has been introduced.
- The CFA noted guidelines regarding CFA requirements for Subdivisions that should be considered for inclusion in the IDM, particularly at the "Outline Development Stage". Assessment to determine conflicts between CFA requirements and those of other agencies would provide opportunity for discussion between agencies to identify common solutions. Documentation of common solutions was also raised verbally by VEMTEC, Envestra and the EPA.
- A certification process was raised as a possible implementation tool which may arise from the IDM to assist in demonstrating compliance with subdivision proposals.
- There was a need to provide certainty through standardisation, but at the same time, balance this need with the need to adapt to new standards and technologies as they emerge (innovation).
- The manual should address standardised requirements, as well as individual/special circumstances where required.
- Users of the manual want meaningful access to the ongoing process of review to the document.

## 7.2 Concerns

### (Sample from a previous project)

- Councils saw themselves as central to the ongoing development of the IDM, and its overall governance structure.
- It was frequently raised that there would be a period of transition and possible uncertainty from developers and Council staff following the introduction of the IDM.
- Whilst it was acknowledged that there may be some cost savings for Council, and suppliers, it was not universally agreed that an IDM would lead to cost savings for developer and consultants. Much of the feedback received during the sessions expressed concern about the potential cost impost of raising standards, particularly in delivering affordable products to the market.

- It was raised that there was some duplication of standards contained within existing documents. In other instances, it was raised that the IDM unnecessarily refers to documents outside of the manual. It was requested that a consistent approach be taken in relation to the relationship between IDM and other existing standards and documents.
- It was raised that the boundaries of this work were not clearly defined.
- There was concern about the imposition of “higher” or “lower” engineering standards.
- The manual will need to be adapted to accommodate different characteristics, including topography.
- Reference documents within the IDM need to be checked to ensure that they are true and correct.
- The objective of the IDM should be to simplify the approval process. There was some concern that satisfaction of the IDM may be too hard and detailed to be addressed at the planning stage.
- There is a need to separate requirements for small and larger developments.
- It was raised that the construction industry needs a voice in the further development of IDM. There is concern that by lifting standards, this may impact negatively on the delivery of affordability.

## 8.0 Implications for consideration

### (sample from a previous project)

Based on the feedback received, the following implications should be considered by Council:

- There is general support for the principle of standardisation, including additional certainty for developers and suppliers.
- Further stakeholder interest in the project is likely to arise once the IDM has been adopted and is being used by Council
- Whilst the manual has been updated on numerous occasions by Council's in Victoria's north, an audit of the manual will be required to identify and address local specific requirements which may be required.
- There will be a period of transition when the Manual is introduced and being used by Council. Training in the use of the manual following its introduction would be beneficial. Training could be targeted at different user groups – Council, Service Authorities, Consultants, and Developers where common issues are shared.
- There will be a need to ensure the involvement of key stakeholders, including Local Government, peak bodies, and key industry groups in the development and ongoing maintenance of the IDM standards.
- Further work to document the costs and benefits of an IDM may be useful in overcoming and addressing concerns from private industry.

- Further input from users of the manual will be important in revising standards which are appropriate for Shepparton are adapted to accommodate different characteristics (including topography).
- Following adoption by Council, a series of implementation issues are required to be resolved, including a proposed method of ensuring consistency between new and existing standards and processes.

## **9.0 Proposed consultative process from here**

- Consideration of stakeholder feedback by Council.
- Council Adoption.
- Further Communication with stakeholders & utilisation of IDM.
- Ongoing development and improvement of the IDM.
- Planning Scheme Amendment (following adoption by Council).

# Appendix 4

## Sample Document 7: Adoption Recommendations to Council

### ITEM X INFRASTRUCTURE DESIGN MANUAL (IDM)

DIRECTORATE: ASSETS & OPERATIONS

ACTION OFFICER: DIRECTOR ASSETS & OPERATIONS

DATE: DATE

IMPACTS									
Financial	Communication	Legislative	Council Policy	Planning Policy	Resources & Staff	Community	Environmental	Consultation	Risk Management
✓	✓	✓	✓	✓		✓	✓	✓	

### OBJECTIVE

To consider the adoption of the Infrastructure Design Manual (IDM) for use within **NAME** Council.

### BACKGROUND

The Infrastructure Design Manual provides a reference guide to the standards and requirements for infrastructure in regional Victoria and will be used to provide consultants and developers with Council requirements in respect of planning and infrastructure needs in development. The IDM is provided in **Attachment 1 (Insert Copy of IDM)**.

Consultation with stakeholders in relation to a standardised Infrastructure Design Manual (IDM) for **NAME** has been undertaken.

At present, the objectives and standards contained within Clause 56 of the Victorian Planning Provisions (VPP's) provide a performance based framework for the approval and implementation of residential subdivision development. Within this framework, engineering standards and requirements have been developed by individual Councils. The requirements for infrastructure design are not standardised and construction standards can vary considerably from Council to Council. This can in turn result in complications in the interpretation, design, assessment, and re-design of proposals.

Recognising this need, there are three projects currently underway in different regions across Victoria aimed at delivering improved and consistent infrastructure design standards.

- An Infrastructure Design Manual (IDM) has been developed by the Councils of Bendigo, Campaspe and Greater Shepparton. The popularity and potential benefits of the IDM have driven its expansion to the point where it has been adopted or considered for adoption in 10 regional Victorian Councils. Other independent councils from regional Victoria have been able to gain access to the north-central region IDM through an initial payment and ongoing annual payments. The north-central region IDM has demonstrated an innovative 'ground up' approach to the development, maintenance, and governance of shared infrastructure standards and could be expanded further to other regions in future.

- The Growth Areas Authority (with additional support through the CRB program) is currently working with the six Growth Area Councils towards the development of a separate shared Infrastructure Design Manual. A Memorandum of Understanding (MoU) has been drafted to identify responsibilities. The project is targeted for completion in early 2010 and will apply a common approach to infrastructure design across the Melbourne's Growth Areas.
- The third project is the Gippsland IDM. Consultation on an IDM for Gippsland has been undertaken on the manual originally developed by the Shire of Campaspe, City of Greater Shepparton and the City of Greater Bendigo. It is proposed that this IDM will be adopted for infrastructure design across Wellington Shire and the Gippsland region.

A longer term aim is for a standardised Infrastructure Design Manual to be used across the State of Victoria. This approach is yet to be formalised.

Standardised infrastructure design requirements (as reflected through the IDM) are a means of significantly improving the efficiency of developing and assessing infrastructure design proposals. Potential benefits include:

- Consistent requirements for consultants and developers who work across municipal boundaries.
- Clearer requirements which lead to applications of improved quality being received by Council.
- A more efficient approval processes due to the completeness of information being submitted.
- A reduction in the likelihood of costly re-designs at a later stage.
- The sharing of ideas and practices which will assist in a consistent and best practice approach.
- Potential costs savings for Council's, developers and industry.

Through consultation undertaken to date, there has been general support for the adoption of infrastructure design standards. Further stakeholder interest in the project is likely to arise once the IDM has been adopted and is being used.

## OPTIONS

Council must consider its position on the IDM, and its ongoing role in improving the IDM. Council therefore has the following options available for consideration:

- 1) Adopt the Infrastructure Design Manual for use within **NAME** Council as part of a consistent set of Infrastructure standards for the region.
- 2) Following adoption, continue to provide input to the ongoing improvement of the IDM.
- 3) Defer any formal action and continue to assess individual residential subdivision applications on their merits.

## PROPOSAL

It is proposed that Council note feedback received in relation to the Infrastructure Design Manual (IDM) and adopt the Infrastructure Design Manual (IDM) as its preferred infrastructure design standards for **NAME**. It is also proposed that Council continue to provide input to the ongoing improvement of the IDM.

A planning scheme amendment to implement the IDM will be the subject of a further Council report, following further consultation with the Department of Planning and Community Development (DPCD).

## **FINANCIAL IMPACT**

Development of the IDM is partly funded through the Local Government Procurement Strategy developed under the auspices of the Department of Planning and Community Development (DPCD).

An annual subscription fee covers the ongoing administration and legal costs associated with the maintenance of the standards. Initial fees for membership have been paid.

Any future costs associated with a planning scheme amendment will be the subject of a further report to Council.

## **COMMUNICATION IMPACT**

There will be a period of transition when the IDM is introduced and being used within Council. Training in the use of the manual following its introduction may be beneficial. Training will need to be targeted at different user groups – Council, Service Authorities, Consultants, and Developers.

There will also be a need to ensure the involvement of key stakeholders, including Local Government, peak bodies, and key industry groups in the development and ongoing maintenance of the IDM standards.

## **LEGISLATIVE IMPACT**

The primary legislative impact will occur through an amendment to the Planning Scheme. The Amendment will be the subject of a further report to Council. Following an Amendment to the Planning Scheme, the IDM will carry statutory weight when being considered by both Council and VCAT.

## **COUNCIL POLICY IMPACT**

There is no formal Council policy documenting engineering standards. Each application is currently considered on merits. Adoption of the IDM will provide clear policy direction as to Council's preferred Infrastructure design standards.

## **PLANNING POLICY IMPACT**

Residential subdivision proposals will be encouraged to take account of standards contained within the IDM to address the objectives of Clause 56 of the Planning Scheme. Planning Policy will be developed for inclusion within the Planning Scheme to provide further policy direction.

## **RESOURCES AND STAFF IMPACT**

Impacts on infrastructure staff through the adoption of the recommended option can be accommodated within the resources of the Assets & Operations Directorate.



## COMMUNITY IMPACT

Adopting the recommended proposal will

## ENVIRONMENTAL IMPACT

The proposed action will have no environmental impact.

## CONSULTATION IMPACT

Individual property owners will not be directly affected. Further interest in the project is likely to arise once the IDM has been adopted and is being used by Council. Additional input from users of the manual will be important in revising standards to accommodate different characteristics (including topography).

To date, stakeholders have been consulted as part of an extensive consultation process. Further consultation will be required following the adoption of the IDM. Opportunities offered to date have included:

- Consultation and information sessions were held with Council staff to commence the project. Each session provided an opportunity for Council officers to provide the consultant team with up front information regarding the expectations and requirements for each municipality.
- A media release was placed in local newspapers.
- An invitation letter to stakeholders for attendance at information forums directed them to the IDM Manual and identified opportunities for comment. Where invitation letters were returned, or where there were late inclusions to the invitation list, direct invitations by telephone were made.
- Information forums were held throughout the region. Each session provided information on the project, as well as the opportunity to ask questions and make comments.
- Following the completion of each session, the full list of stakeholders received a follow up letter providing details of further opportunities to comment.
- The IDM and standard drawings were made available on-line at <http://www.greathershepparton.com.au/designmanual/>. **(Verify location)** Stakeholders, including individual Councils were able to download and review the material.

A consultation and engagement summary, including a list of issues raised to date is provided in **Attachment 2. (Insert Sample document 6 Consultation Report)**. Council should note the issues raised in considering this report.

## RISK MANAGEMENT IMPACT

The proposed action will have no risk management impact.

## PUBLIC QUESTIONS AND COMMENTS FROM THE GALLERY

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### RECOMMENDATION

- *That Council note feedback received in relation to the Infrastructure Design Manual (IDM).*
- *That Council adopt the Infrastructure Design Manual (IDM) as its preferred infrastructure design standards for (NAME).*
- *That Council maintain involvement in the ongoing improvement of the Infrastructure Design Manual (IDM).*

## **INFRASTRUCTURE DESIGN MANUAL**

**Insert copy of IDM document**