



SOUTHERN DOWNS REGIONAL COUNCIL ORDINARY COUNCIL MEETING

LATE AGENDA ITEMS
Wednesday, 25 August 2021

ORDER OF BUSINESS:


11. FINANCE, ASSETS AND SPECIAL PROJECTS 1

11.3 Draft Transport Asset Management Policies..... 1

11. FINANCE, ASSETS AND SPECIAL PROJECTS

11.3 Draft Transport Asset Management Policies.

Document Information

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|  Southern Downs REGIONAL COUNCIL | Report To: Ordinary Council Meeting | |
| | Reporting Officer: | Meeting Date: 25 August 2021 |
| | Asset Management Coordinator | ECM Function No/s: |

Recommendation

THAT Council adopt the Draft Provision of Transport Network Policy and Draft Use of Roads Policy.

REPORT

Background

The Draft Use of Roads Policy and Draft Provision of Transport Network Policy provide policy positions that underpin the delivery of services and asset management planning for transport infrastructure.

Report

The Draft Provision of Transport Network Policy sets the general standards to which Council aims to achieve in the provision of the transport network.

The Draft Use of Roads Policy provides a framework for the management of the use of the Local Government controlled roads.

Between them the Policies provide a basis on which to plan, deliver and manage the transport network. The Policies document current practice. The accompanying asset management plans and processes based on these policies typically recognise funding gaps that will need to be addressed and may result in adjusting service levels to balance Community needs and expectations against Council's financial capacity.

Conclusion/Summary

These Policies and the related Unsealed Roads Asset Management Plan that is included elsewhere in the agenda have been prepared as core documents and future revisions will build maturity.

FINANCIAL IMPLICATIONS

These policy documents set service level standards that have a fundamental impact on the cost of delivery of these services.

RISK AND OPPORTUNITY

Risk

By reducing the risk of unsafe use within the road, a safer road network is achieved for all road users.

Opportunity

Part of Council's long term sustainability planning.

COMMUNITY ENGAGEMENT

Internal Consultation

Policies have been presented to Councillors. The policies were developed by the Asset Management Team in consultation with key Infrastructure Services Staff. There has been a short consultation period with all Staff that has resulted in meaningful feedback, in particular from the Planning and Environment Section.

External Consultation

There has been no direct External Consultation, however the hierarchies and standards are heavily reliant on accepted industry practice. The starting point for the policies setting has been existing practice that has been modified to address inconsistencies and risks that fall outside what is considered a reasonable risk appetite.

LEGAL / POLICY

Legislation / Local Law

Legislative basis is quoted in the Policies

ATTACHMENTS

1. Draft Provision of Transport Network Policy [1](#)
2. Draft Use of Roads Policy [2](#)



PROVISION OF TRANSPORT NETWORK POLICY

| | |
|-----------------------------|--------------------------------------------|
| Policy Number: | Policy Number to be inserted by Governance |
| Department: | Infrastructure Services |
| Section: | Works |
| Responsible Manager: | Manager Works |
| Date Adopted: | Insert Date adopted |
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| August 2021 | 1 | Policy created |
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1 **Purpose**

To provide the general standards to which Council aims to achieve in the provision of the transport network.

2 **Legislative Context**

Local Government Act 2009

Local Government Regulation 2012

Local Law 1 (Administration) 2011

Subordinate Local Law 1.1 (Alteration or Improvement to Local Government Controlled Areas and Roads) 2011

Subordinate Local Law 1.15 (Carrying Out Works on a Road or Interfering with a Road and its Operation) 2011

Subordinate Local Law 1.16 (Gates and Grids) 2011

Local Law 4 (Local Government Controlled Areas, Facilities and Roads) 2011

Subordinate Local Law 4 (Local Government Controlled Areas, Facilities and Roads) 2011

Local Law No. 5: Parking.

3 **Policy Details**

Council is responsible for a large transport network consisting of roads, bridges, footpaths and trails, and drainage structures across the region. This policy outlines the general standards to which Council aims to achieve in the provision of the transport network and road assets under Council Control within the road reserve.

Council uses standards and a risk-based approach to determine the type of infrastructure, and the level of maintenance required in the provision of the transport network.

3.1 **Construction and Maintenance Standards**

Design and construction of transport assets are to be in accordance with relevant Australian, Queensland, Local Government and Industry Standards, rules and guidelines which outline the requirements to be met for new, upgraded, or renewed infrastructure assets within Council-controlled areas.

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3.2 Capital Works Programming

Capital Works are works that renew or upgrade existing assets or create new transport assets. Council uses a prioritisation system to determine programming of transport-related Capital Works. This system is based on a number of factors including renewal and upgrade of projects identified in the respective Asset and Service Management Plans, and new projects identified in Council's Local Government Infrastructure Plan. A ten-year collation of transport projects is produced for planning purposes and integrated with the Long Term Financial Plan.

Factors influencing the prioritisation process include the condition of the asset, legislative requirements, safety improvements, community benefit, environmental impacts and financial cost.

3.3 Road Network

Council is not required to construct a road solely on the basis of there being a road reserve leading to a property. A property owner is entitled to legally access their property within the road reserve; however Council has no obligation to form a road to provide this access.

Once a road is deemed a Council asset, Council will maintain that road in line with the Road Classification and Hierarchy.

From time-to-time, Council may review the road network it maintains, and determine to make changes to the extent of the network, including the removal of roads from Council's register of maintained roads that do not provide sufficient benefit to the wider community.

3.4 Unformed Road Reserves

Upon application, Council may grant approval for the construction of a formed track within the unformed road reserve at the applicant's expense.

3.5 Unsealed Road Maintenance

Council will undertake routine maintenance on unsealed roads in the region based on the road hierarchy, asset performance, asset condition, safety and budget.

Due to damage suffered through abnormal traffic or weather events, reactive maintenance may be required on a road. Following an inspection, Council will attempt to incorporate this work with a routine maintenance treatment or minor road repair in so far as safety necessitates and resources permit.

3.6 Stormwater System

Within the road reserve, a stormwater system may be provided by Council to ensure rainfall runoff is collected and discharged at suitable locations. In urban areas this system may consist of kerb and/ or channel and an underground network of pipes, pits and other structures. In rural areas, the stormwater system consists of a series of independent table drains, open drains, culverts, pipes and other structures.

Only stormwater runoff is allowed to enter the stormwater system. Foreign substances entering and illegal connections to the system contravene Council's local laws, may result in harm to the environment and fines. An application to connect to the stormwater system is required and if the connection is allowed by Council, a permit with conditions will be issued.

Council's Stormwater System is not designed to take all water in every weather event. Weather events that result in more stormwater runoff than the asset is designed to accommodate may result in a temporary disruption to services.

3.7 Traffic Sign Standards

Council erects signage on roads in accordance with AS 1743:2018 Road Signs – Specifications and the Queensland Manual of Uniform Traffic Control Devices (MUTCD). The standard and manual contains the design, methods, standards and procedures in relation to every sign, signal, marking, light or device, installed on a road.

<https://www.tmr.qld.gov.au/Business-industry/Technical-standardspublications/Manual-of-uniform-traffic-control-devices.aspx>

For a variety of reasons, particularly for the improvement of road safety, Council may review and change speed limits on Council-controlled roads. This is undertaken in accordance with MUTCD requirements and is endorsed by a Speed Management Group (a sub-group of the Traffic Advisory Committee), which includes representation from Council, Queensland Police Service and the Department of Transport and Main Roads. Unsealed roads are generally not speed limited in accordance with MUTCD requirements.

3.8 Load Limits

Council may deem it necessary to impose load limits to parts of the transport network as a temporary or permanent measure. Where reasonably practicable, this measure will only be undertaken when there is an alternative route available, other than in the case of damage to a network or an individual asset or structure.

3.9 Slashing and Mowing Standards

The responsibility to mow grass and maintain the nature strip in urban, including rural residential, areas between the kerb and property boundary remains with the land owner or leaseholder. Council will generally only slash or mow footpaths in urban areas if they are adjacent to Council-controlled land.

Collector Roads will be slashed approximately three times per year, this can be subject to change dependent on a season, to a width of one to two slasher passes where the road and drainage infrastructure allows. High risk areas such as intersections and established bus stops will be slashed in their entirety for improved visibility and safe sight distance. Generally slashing is performed under a maintenance program annually, however if deemed a safety risk may be slashed more regularly after inspection by Council officers and if deemed necessary.

Generally Council does not slash unsealed roads. By exception, for the purpose of improved road safety, certain locations, such as intersections on gravel roads, may be slashed if deemed a safety concern and may be slashed more regularly after inspection by council officers and deemed necessary.

Council has no obligation to maintain unformed road reserves, and generally will not undertake any maintenance such as slashing, tree removal, burning or weed control, etc., in such road reserves. Fire risk is managed by the Queensland Fire Service in consultation with Council.

Approaches to townships may be slashed or mowed to a higher standard as deemed appropriate by Council from time-to-time.

3.10 Trees and Vegetation

Trees and vegetation that are deemed dangerous by Council will be removed from the road reserve at Council cost.

Planting of trees and vegetation within the road reserve is to be undertaken in accordance with Council's Street Tree Planting Guide. Plantings that do not comply may be removed at Council's sole discretion.

Upon request from a rural property owner, and at the discretion of Council, Council may clear vegetation from the front of a property to allow the owner to mow and maintain the road reserve.

Property owners wishing to undertake clearing of vegetation within the road reserve must apply to and obtain approval from Council before any clearing proceeds. Property owners are responsible for ensuring they comply with all State and Federal legislation for vegetation clearing.

3.11 Property Addressing

Council recognises the importance of rural property addressing that assists all road users, particularly emergency services. Road access and a fit-for-purpose property access must be available to the lot before a rural address number can be allocated.

Replacement numbers can be supplied upon application and the appropriate fee being paid.

3.12 Road Closures

Council may close a road either permanently or temporarily. Council may restrict access or temporarily close a road where repeat damage or safety issues arise and there is inadequate budget and/or insufficient community benefit to repeatedly repair and/or maintain the road.

Temporary road closures of part or the entire road may be required when special events are taking place, and will only be allowed if prior approval has been granted by Council. An application to Council including compliance with MUTCD signage is required for a road closure.

3.13 Bus Stops

Council will locate bus stops at locations it deems the most appropriate and beneficial to the public. Council may remove bus stops from locations where they are deemed no longer necessary. Any new development requiring relocation/removal of a bus stop will be at the expense of the applicant.

Developers may be required to contribute infrastructure charges for future bus stops if they do not provide bus stops.

3.14 Street Lighting

New developments are required to provide street lighting in accordance with *AS/NZS 1158 Series: Lighting for roads and public spaces* and other relevant prevailing standards.

Existing streets will only be retrofitted with street lighting in special circumstances as deemed appropriate by Council following a review of the safety of the street and available budget.

3.15 Parking

Parking of vehicles in the road reserve should be in accordance with the Queensland Road Rules and Council's *Local Law No. 5: Parking*.

4 Definitions

| Term | Meaning |
|-----------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Road | <p>In accordance with Section 59(2) of the <i>Local Government Act 2009</i> a road is:</p> <p>(2) A road is—</p> <p>(a) an area of land that is dedicated to public use as a road; or</p> <p>(b) an area of land that—</p> <p>(i) is developed for, or has as 1 of its main uses, the driving or riding of motor vehicles; and</p> <p>(ii) is open to, or used by, the public; or</p> <p>(c) a footpath or bicycle path; or</p> <p>(d) a bridge, culvert, ford, tunnel or viaduct.</p> <p>(3) However, a road does not include—</p> <p>(a) a State-controlled road; or</p> <p>(b) a public thoroughfare easement.</p> <p>Note that a 'road' means an area of land that has been dedicated, notified or declared to be a road for public use. A physical vehicular track need not have been created.</p> <p>A road as defined under the <i>Local Government Act 2009</i> is also referred to as a dedicated road or a road reserve.</p> |
| Road Reserve | A legally described area which facilitates services such as roads, footpaths, and other transport infrastructure. It is the total area between boundaries shown on a cadastral plan. |
| Unformed Road Reserve | A road reserve that has no capital improvements undertaken by Council. An unformed road reserve may be trafficable and used by the public. An unformed road reserve is also known as an unformed road. |
| Formed Road | <p>A road reserve that has been cleared and formed by grading so that the stormwater will drain off laterally. A formed road customarily has table drains, and cross fall with the running surface consisting of natural materials.</p> <p>A formed road provides very low volume access to rural properties. A formed road is also known as a track or formed track.</p> |
| Gravel Road | A road reserve that has been cleared, formed, and surfaced with a gravel pavement (usually transported to the site). |
| Unsealed Road | Used to refer to both formed and gravel roads, usually as type of road. Eg, the unsealed road network. |
| Sealed Road | A gravel road that has had a single or multiple application of bitumen or asphalt applied as a running surface. |
| Constructed Road | <p>As defined in the Southern Downs Regional Council Planning Scheme, under Council's Planning Scheme. A road reserve that has been cleared and constructed to a minimum standard of 4m width, with a compacted gravel pavement of 400mm.</p> <p>Gravel roads and Sealed roads are considered constructed roads under the Planning Scheme.</p> |
| Road Access | A Council maintained formed road/ track or higher category road. |

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| Road Hierarchy | A framework for segmenting an asset classification based on quantifiable characteristics. The road hierarchy works in tandem with the road classification and assists in developing design standards, levels of service and making informed data based investment decisions. |
| Road Classification | A classification system that divides roads into classes based on purpose and use. |
| Transport network | The roads, bridges, cycleways, footpaths, walking tracks, bus stops, street lighting and the like forming part of the asset stock lawfully created within a road for transport purposes. The transport network also includes the likes of traffic signs, linemarking and stormwater systems. |
| Maintenance expenditure | Recurrent expenditure, which is periodically or regularly required as part of the anticipated schedule of works required to ensure that the asset achieves its useful life and provides the required level of service. |
| Renewal expenditure | Returns an existing asset to its original service capability or replaces an existing asset with an asset with the same service capability. |
| Upgrade | Replaces or improves a previously existing asset with enhanced capability or function, where an option existed for replacement or renewal without the enhanced capability or functionality. |
| New | Creates a new asset, providing a service and/ or output that did not previously exist. |

5 Related Documents

Street Tree Planting Guide

Unsealed Roads Asset and Service Management Plan

6 References

AS/NZS 1158 Series: Lighting for roads and public spaces

AS 1743:2018 Road Signs – Specifications

Queensland Manual of Uniform Traffic Control Devices

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| Department: | Infrastructure Services |
| Section: | Works |
| Responsible Manager: | Manager Works |
| Date Adopted: | Insert Date adopted |
| Date to be Reviewed: | Insert Date to be reviewed (once a year) |
| Date Reviewed: | Insert Date reviewed (if applicable) |
| Date Rescinded: | Insert Date rescinded (if applicable) |

REVISION RECORD

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1 Purpose

The objective of this policy is to provide a framework for the management of the use of the Local Government controlled roads across the Southern Downs Region. By reducing the risk of unsafe use within the road, a safer road network is achieved for all road users.

2 Scope

This policy applies to the use of roads under the control of Southern Downs Regional Council. Activities undertaken by third parties within the local government controlled road reserve are addressed in this policy.

This policy does not address the general standards which Council aims to achieve in the provision of the transport network and roads assets under Council control within the road reserve.

3 Legislative Context

Local Government Act 2009

Local Law 1 (Administration) 2011

Subordinate Local Law 1.1 (Alteration or Improvement to Local Government Controlled Areas and Roads) 2011

Subordinate Local Law 1.2 (Commercial Use of Local Government Controlled Areas and Roads) 2011

Subordinate Local Law 1.14 (Undertaking Regulated Activities on Local Government Controlled Areas and Roads) 2011

Subordinate Local Law 1.15 (Carrying Out Works on a Road or Interfering with a Road and its Operation) 2011

Subordinate Local Law 1.16 (Gates and Grids) 2011

Local Law 4 (Local Government Controlled Areas, Facilities and Roads) 2011

Subordinate Local Law 4 (Local Government Controlled Areas, Facilities and Roads) 2011

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4 **Policy Details**

Council has a responsibility as the authority for the control of local roads in the region, to ensure all road users can utilise the network in a safe manner. Council has a responsibility to minimise the risk of injury and ensure the road network is maintained in a safe and environmentally sustainable manner. Standards and permits (normally with conditions) are employed to ensure any person or company working within the road or erecting permanent infrastructure, do so in a manner which meets Council requirements.

Any such work, as listed below, requires notification to Council in the form of an application for works within a road. Works are unable to be commenced until all relevant Council approvals are received by the applicant. Failure to adhere to the conditions may result in the approval permit being revoked, the infrastructure being removed and/or a penalty being issued.

Conditions of approvals may include, but are not limited to, a requirement for appropriate traffic control measures during the works within the road, in accordance with the Queensland Manual of Uniform Traffic Control Devices (MUTCD).

4.1 **Property accesses**

The construction of property accesses to any lot, private or commercial, must be approved by Council through a minor works or operational works application. Council will provide advice on the required standard of construction, which must be adhered to. The cost of construction and maintenance of the property access is the responsibility of the property owner.

Where property accesses are not constructed to the relevant standard, the owner may be requested to rectify the access. Alternatively this rectification work may be undertaken by Council at the cost of the owner should Council deem the access to be a safety hazard to road users or cause damage to the road network due to the required standard not being met.

4.2 **Temporary accesses**

From time-to-time temporary accesses may be required for entrance to a lot. Temporary accesses must be approved by Council to ensure the safety of the location, and to ensure the construction is deemed suitable for the temporary use with no resulting damage to the

road network. Temporary accesses will only be valid for a specified period of time as approved under the relevant application to Council.

4.3 Gates and grids

Council discourages the use of gates and grids where possible. It is acknowledged that, under certain circumstances, gates and grids may be required for genuine primary production purposes.

Council will only consider approval of a gate and/or grid following the approval of the relevant State entity for a permit to occupy on the adjacent section of road. Gates and grids may be constructed after approval by Council, in accordance with *Subordinate Local Law 1.16 (Gates and Grids) 2011* and the Queensland Department of Transport and Main Roads Standard Drawings for Gates & Grids, and remain the responsibility of the applicant or subsequent property owner.

Existing gates and grids are the responsibility of the benefiting land owner. Should a gate or grid be deemed a road safety hazard, Council may request the land owner to maintain or replace the gate or grid. Failure to maintain or replace the gate or grid by the land owner may result in Council removing the gate or grid. Gates must be unlocked at all times to enable public access to the road.

Council, at its sole discretion, may require a gate and/or grid to be removed and the property fenced.

4.4 Roadside memorials

Roadside memorials are not generally permitted on Council roads, as they may create a distraction to drivers. In extenuating circumstances Council may allow a roadside memorial in line with Queensland Department of Transport and Main Roads guidelines taking into consideration road user safety, the local environment and surrounding community. An application is required to be submitted and approved by Council for a roadside memorial. Unapproved memorials will be removed by Council.

4.5 Private infrastructure within the road

Persons wishing to install private infrastructure, or undertake works within the road (other than basic landscaping works) must first apply to Council through a minor works or operational works application.

Permits are required for privately-owned (but not Public Utility) infrastructure within the road. This includes pipes crossing under a road, or running beside a road in the road reserve. Private pipe infrastructure within the road reserve is to be located underground where possible. Permits ensure Council can keep a record of the location of infrastructure to reduce the risk of damage to private and Council infrastructure.

Council will not approve the installation of infrastructure associated with a water bore if the relevant State authority has not approved the bore.

Council allows open cut installation methods on unsealed roads. Under-boring is required on sealed roads, unless otherwise approved.

Based on Council's risk management approach, infrastructure proposed in a location deemed inappropriate or unsuitable for the road will not be approved. Council's preference for locating above ground infrastructure such as mailboxes is on the property boundary to ensure there is no hazard to road users, including pedestrians, cyclists and horse riders.

Maintenance of the infrastructure remains the responsibility of the applicant or subsequent owners. A temporary closure of part or all of the road for maintenance may be required from time to time. This may require a Traffic Guidance Scheme for the continued safe movement of road users, as well as an application for minor works.

4.6 Public utilities infrastructure

Service utilities such as water, sewerage, power and telecommunications networks shall be installed to the standard alignment adopted by Council where possible. Where this is not possible, Council will work with the service providers to determine the most appropriate location within the road, to ensure minimal impact on the road network.

4.7 Events on roads

Council acknowledges that some community events such as festivals, markets, cycling events, formal parades and others will require use of the road. Application is to be made to Council for the event, including details of use of the road and associated traffic management developed in accordance with the Manual of Uniform Traffic Control Devices (MUTCD), if applicable.

4.8 Commercial use of roads

Council may allow commercial use of the road such as roadside vending and footpath dining if an applicant can demonstrate compliance with *Local Law 1 (Administration) 2011*

and *Subordinate Local Law 1.2 (Commercial Use of Local Government Controlled Areas and Roads) 2011*. Upon application, Council may issue a permit with conditions.

4.9 Regulated activities on roads

Council may allow regulated activities on roads such as street stalls, information booths, and busking, if an applicant can demonstrate compliance with *Local Law 1 (Administration) 2011* and *Subordinate Local Law 1.14 (Undertaking Regulated Activities on Local Government Controlled Areas and Roads) 2011*. Upon application, Council may issue a permit with conditions.

5 Definitions

| Term | Meaning |
|---------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Road | <p>In accordance with Section 59(2) of the <i>Local Government Act 2009</i> a road is:</p> <p>(2) A <i>road</i> is—</p> <ul style="list-style-type: none"> (a) an area of land that is dedicated to public use as a road; or (b) an area of land that— <ul style="list-style-type: none"> (i) is developed for, or has as 1 of its main uses, the driving or riding of motor vehicles; and (ii) is open to, or used by, the public; or (c) a footpath or bicycle path; or (d) a bridge, culvert, ford, tunnel or viaduct. <p>(3) However, a road does not include—</p> <ul style="list-style-type: none"> (a) a State-controlled road; or (b) a public thoroughfare easement. <p>Note that a 'road' means an area of land that has been dedicated, notified or declared to be a road for public use. A physical vehicular track need not have been created.</p> <p>A road as defined under the <i>Local Government Act 2009</i> is also referred to as a dedicated road or a road reserve.</p> |
| Council | Southern Downs Regional Council |
| Gate | Any form of barrier, Hinged or sliding barrier used to close an opening in a road. |
| Grid | <p>A structure designed to –</p> <ul style="list-style-type: none"> a) permit the movement of pedestrian or vehicular traffic along a road; but b) prevent the passage of livestock. |

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| Property access | facilities provided for the purpose of vehicles making entry or exit at, or substantially at, right angles between a road and land adjoining or adjacent to the road and may include an invert, pipe or driveway at, or adjacent to, the boundary of the land. |
| Roadside memorial | a monument, ornament or anything erected or placed within the roadside to commemorate a deceased person. |

6 References

Queensland Manual of Uniform Traffic Control Devices

Queensland Department of Transport and Main Roads Standard Drawings for Grids & Grates