



ATTACHMENTS TO MINUTES ORDINARY COUNCIL MEETING

22 SEPTEMBER 2021

TABLE OF CONTENTS

ITEM	SUBJECT	PAGE NO
11.2	Unsealed Road Asset and Service Management Plan	
	Attachment 1 Unsealed Roads Asset and Service Management Plan.....	2
11.3	Draft Transport Asset Management Policies.	
	Attachment 1 Provision of Transport Network Policy	50
	Attachment 2 Use of Roads Policy	60



Unsealed Roads Asset and Service Management Plan

Document Control

Date	Version	Description
August 2021	1	Plan developed
Sept 2021	1.1	As reviewed at Council Workshop 1 September 2021

EXECUTIVE SUMMARY

Purpose of the Plan

Asset management planning is a comprehensive process to ensure delivery of services from infrastructure is provided in a financially sustainable manner.

This Asset and service management sub-plan details information about infrastructure assets including actions required to provide an agreed level of service in the most cost effective manner while outlining associated risks. The plan defines the services to be provided, how the services are provided and what funds are required to provide the services over a 20-year planning period.

This sub-plan covers the unsealed road assets that contribute to providing transport services.

Assets

Unsealed road assets that contribute to providing transport services include:

Asset Category	Quantity	Unit	Replacement Value
Unsealed Roads	1634	km	\$107M

Levels of Service

Present funding levels are insufficient to provide existing services at current levels in the short term.

The main service consequences are the inability to:

- Complete identified proactive and reactive maintenance
- address known service performance issues, and
- plan for the renewal and replacement of assets as they reach the end of their useful life.

Future Demand

The main demands for new services are created by:

- known asset capacity and performance deficiencies, and
- desire for more flood resilient structures.

These will be managed through a combination of managing service levels on existing assets, upgrading assets as they reach end-of-life and looking at the service level/ cost trade off when considering upgrades.

Unsealed Road Expenditures

What does it Cost?

The projected outlays necessary to provide the services covered by this Asset and service management sub-plan includes operations, maintenance, renewal, upgrade and new assets over the 10-year planning period is \$9.24 M or \$0.92 M on average per year.

What we will do

Estimated available funding for this period is \$6.99 M or \$0.70 M on average per year as per the long term financial plan or budget forecast. This is 76¹ per cent of the cost to sustain the minimum level of service at the lowest lifecycle cost.

The infrastructure reality is that only what is funded in the long term financial plan can be provided. The emphasis of the Asset and service management plan is to communicate the consequences that this will have on the service provided and risks, so that decision making is informed.

¹ Budget/ Projected requirements expressed as a percentage.

The allocated funding leaves a shortfall of \$225,000 on average per year of the projected expenditure required to provide services in the Asset and service management plan compared with planned expenditure currently included in the Long Term Financial Plan. This is shown in the figure below.

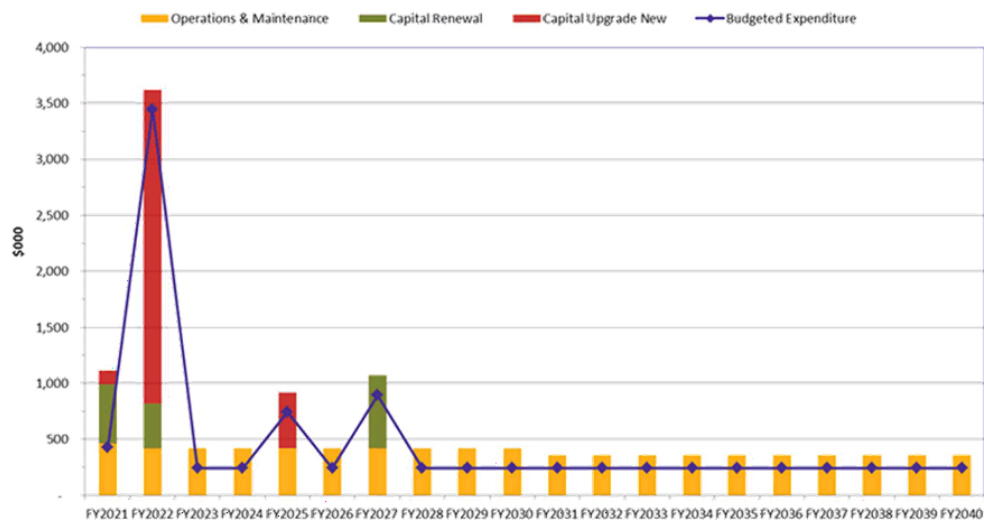


Figure values are in 2020 (real) dollars.

With the available funding Council will provide the following services:

- Continue to perform routine and condition and defect inspections of major structures
- Some maintenance activities, on a prioritised basis
- Replace two structures that have reached end-of-life, and
- Upgrade two assets to more resilient structures.

What we cannot do

We currently do not allocate enough funding to sustain these services at the desired standard. Under present funding levels maintenance is unable to be completed as it is identified.

Managing the Risks

Our present funding levels are insufficient to continue to manage risks in the short term.

The main risk consequences are:

- Reduction in the level of service to the community through the load limiting or closure of structures
- Increased costs to the community to provide major structures as a result of underfunding of maintenance activities

Council will endeavour to manage these risks within available funding by:

- Prioritising maintenance of higher order structures to ensure they remain fit-for purpose
- Performing cost-benefit analysis on the impacts of reducing service levels, and
- Considering alternative solutions where the cost-benefit analysis does not stack up.

Monitoring and Improvement Program

The next steps resulting from this Asset and service management plan to improve asset management practices are:

- Implement the WhichBridge prioritisation tool for maintenance activities
- Monitor and report on levels of service, and
- Improve the end-to-end planning for major structures by improving the connectivity between maintenance and capital functions.

Contents

1. INTRODUCTION	6
Purpose.....	6
Transport Services.....	6
Road Classification & Hierarchy	7
Assets Covered by this Plan	0
Relationship with other Council Policies, Strategies and Plans.....	0
Legislative Requirements.....	2
Core and Advanced Asset Management.....	3
2. LEVELS OF SERVICE	4
Customer Levels of Service	4
Technical Levels of Service.....	6
3. GROWTH AND DEMAND	12
Demand Forecasts	12
Demand Management Plan	14
Asset Programs to meet Demand	15
Climate Change and Adaption.....	15
4. UNSEALED ROAD NETWORK.....	16
Summary of Assets and Value.....	16
Asset Condition.....	17
Critical Unsealed Road Assets.....	18
Asset capacity and performance.....	18
5. UNSEALED ROADS EXPENDITURE PROGRAMS	19
Operations and Maintenance Expenditure.....	19
Capital Expenditure Program	20
Projected Operating and Capital Expenditure Requirements.....	23
6. RISK MANGEMENT	24
Service Risk Trade Offs.....	26
7. FINANCIAL SUMMARY	27
Financial Statements and Projections.....	27
Funding Strategy	29
Valuation Forecasts.....	29
Key Assumptions Made in Financial Forecasts.....	30
Forecast Reliability and Confidence.....	30
8. CONTINUOUS IMPROVEMENT	31
APPENDIX A: Overview of Routine Maintenance Treatments.....	33
APPENDIX B: Background Information for the Planning Assumptions for the Local Government Infrastructure Plan	34
APPENDIX B: Major Structure Expenditure Projections	35
APPENDIX C: Major Structure Projects in Long Term Financial Plan	36

1. INTRODUCTION

Purpose

Southern Downs Regional Council (Council or SDRC) is required to prepare a long-term asset management plan under the *Local Government Act 2009* and *Local Government Regulations 2012*. Under the legislation the asset management plan must:

- Cover a period of at least 10 years
- Provide strategies to ensure the sustainable management of long-term infrastructure assets
- State the estimated capital expenditure for renewing, upgrading and extending the assets for the period covered by the plan, and
- Inform, and be consistent with, the long term financial plan.

Council is committed to implementing sound asset management principles and practices to ensure that transport services are delivered to the community in a socially, economically and environmentally responsible manner that does not compromise the ability of future generations to make their own choices.

This Asset and service management sub-plan seeks to enable the sustainable delivery of transport services by integrating community values, priorities and an informed understanding of the trade-offs between risks, costs and service performance over a 20-year planning period. To do this, this sub-plan:

- Describes the unsealed road assets that contribute to providing transport services to the community
- Defines Council's level of service and how we monitor performance,
- Outlines our strategy to manage the impact of growth through demand management and infrastructure investment,
- Takes a lifecycle approach to developing cost-effective management strategies for the long-term that meet the defined level of service,
- Outlines how Council identifies, assesses and appropriately controls risk; and
- Links to a long-term financial plan which identifies required, affordable expenditure and how it will be allocated.

Transport Services

Council provides transport services to the community to:

- provide access to, and enable movement of goods, commodities, services, and skills
- drive productivity and efficiency to maximise economic and community benefits, and
- link urban centres and rural communities.

Council has a legislative obligation under the *Local Government Act 2009* to provide transport services.

Council's transport services comprise of seven elements:

- sealed roads
- unsealed roads
- bridges and major culverts
- kerb and channel
- car parks
- footpaths, and
- street furniture.

This Asset and Service Management sub-plan addresses unsealed road assets.

Road Classification & Hierarchy

Council's manages roads, bridges and major structures totalling approximately \$428 M². It is not practical or financially possible to manage all roads, bridges and major structures to the same standard. A functional road classification organises roads (and structures) into categories according to their purpose, strategic importance and level of use.

The road hierarchy further delineates roads within a functional class, where the functional classification does not provide sufficient granularity on its own.

Together the functional road classification and road hierarchy provide a basis for establishing construction, maintenance and operational standards and assists Council to communicate with the community regarding the:

- delineation of responsibilities between Federal, State and Local governments
- services we provide, and
- standard to which Council can afford to deliver the services.

Functional Road Classification

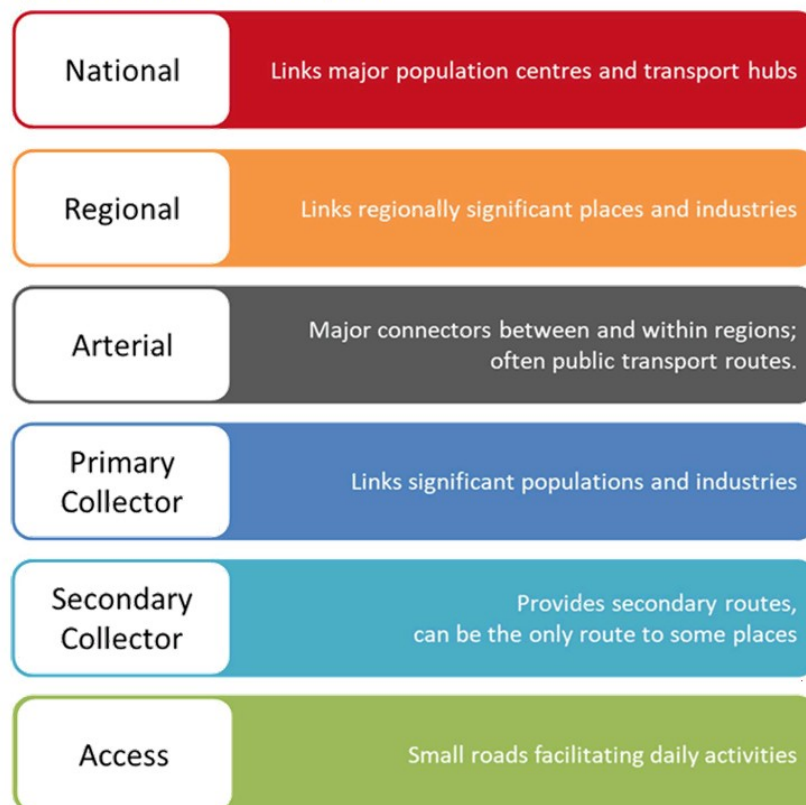
Southern Downs Regional Council uses the One Network Road Classification. This classification classifies Council's roads based on:

- traffic volumes
- commercial use (ie, heavy commercial vehicle volumes), and
- roads that link communities.

The road classes within the One Network Road Classification are identified in Figure 1.1.

²Replacement Cost as at 30 June 2019. Replacement cost is in current (real) dollars.

Figure 1.1: One Network Road Classification



Council is responsible for Primary Collector, Secondary Collector and Access roads within the region. Arterial Roads can be the responsibility of either the Queensland Department of Transport and Main Roads or Council.

Each road, or section of road, is classified in accordance with the One Network Classification Criteria. Where a road meets criteria for multiple classes, a holistic view of the roads function and importance to the community is considered. The One Network Road Classification criterion is provided at Figure 1.2.

Figure 1.2: One Network Road Classification Criterion.

	Average Daily Traffic	Heavy Commercial Vehicles/ day	Linking Places (population)
National			
Regional			
Arterial	> 3,000	> 300	> 10k
Primary Collector	> 1,000	> 150	> 2k
Secondary Collector	> 200	> 25	> 250
Access	< 200	< 25	< 250

Road Hierarchy

Council's road hierarchy sets out the technical requirements, maintenance practices and levels of service within each (functional) class of road. Where the length of road within a functional class is too large to manage as a homogeneous cohort the road hierarchy organises roads into secondary classes according to the hierarchy characteristics (ie, vehicles per day, access to houses).

Unsealed Roads & Unsealed Road Hierarchy

Council's unsealed road network is classified as Access roads. Access roads facilitate daily activities; provide access to adjacent properties, and access to the wider road network.

Council's unsealed road network is made up of approximately 830 roads covering 1,634 km. Given the significant length of road within the unsealed road network, an unsealed road hierarchy has been developed to enable Council to manage the network efficiently and effectively and maximise value for the ratepayer and the community. Council's Unsealed Road Hierarchy aligns with the Lower Order Road Design Guidelines (2016) published by the Institute of Public Works Engineering Australasia, Queensland. Table 1.1 provides an overview of the Southern Downs Regional Council Unsealed Road Hierarchy.

Table 1.1: Unsealed Road Hierarchy

	Primary Access	Secondary Access	Formed Track	Road Reserve
Vehicles per Day	51-150	11-50	0-10	
Access to dwellings	> 25	4 to 25	< 4	
Road Category	Gravel	Gravel	Formed ³	Unformed
Road Status	Constructed	Constructed	Not Constructed	
Approximate km of road	203	814	617	132 ⁴
Design Standard				
Pavement (Gravel) width (m)	7.0 m (minimum)	4.0 m ⁵ (minimum)	3.0 m (minimum)	
Gravel Depth (minimum)	100 mm	100 mm	No gravel	
Target Intervention Levels				
Routine Inspection	18 months	18 months	4 years	
Maintenance	IRI > 7 or 8 (future target)		Where deemed necessary following an inspection.	

Constructed Road Definition

Council's Planning Scheme currently defines a constructed road as being a road constructed to a minimum standard of 4m-6m width of 100mm compacted gravel. Under this definition a Formed Track (or Formed Road) does not constitute a constructed road.

Council's planning scheme requires the construction of a new dwelling house to have frontage to a constructed road.

³ Approximately 558 km of roads in this class currently have some level of gravel.

⁴ Drawn road reserves. Most road reserves are visible on the cadastral mapping but have not been drawn for asset management purposes.

⁵ For safety considerations to allow 2 vehicles to pass. Current average width for Minor Access roads is 5.2 m

Assets Covered by this Plan

The infrastructure assets covered by the Unsealed Road Asset and service management plan are listed in Table 1.2.

Table 1.2: Assets covered by this Plan

Asset Category	Quantity	Unit	Replacement Value
Unsealed Roads			
<i>Primary Access</i>	<i>203</i>		
<i>Secondary Access</i>	<i>814</i>	<i>km</i>	
<i>Formed Track</i>	<i>617</i>		
TOTAL	~1,634		\$ 107 M

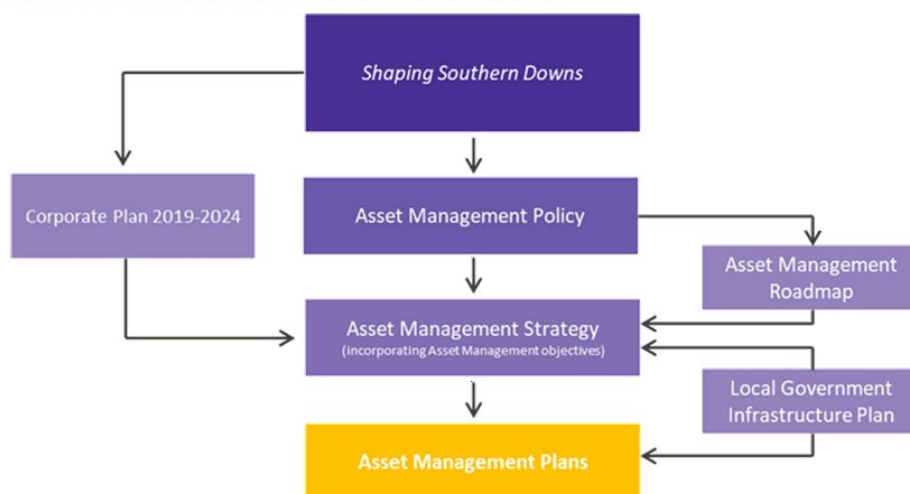
Relationship with other Council Policies, Strategies and Plans

This asset service and management sub-plan communicates the actions required for the responsive provision of transport services and the management of the unsealed roads that contribute to the provision of these services. This plan also outlines how Council complies with relevant regulatory requirements, and the funding needed to provide the defined levels of service over a 20-year planning period.

The plan is to be read in conjunction with the Council planning documents. The relationship between Shaping Southern Downs, Council's Asset Management Policy and other planning documents is shown in Figure 1.3.

Note Shaping Southern Downs is the current lead strategic document but is current paused pending review.

Figure 1.3: Relationship between Council's Planning Documents



Strategic and Corporate Goals

The vision for Southern Downs Region is 'To be a prosperous, diverse and growing community because it is a sought-after location for people to visit, live and invest.'⁶

Shaping Southern Downs has four themes that underpin the vision:

- Grow;
- Connect;
- Prosper; and
- Sustain.

Table 1.2 outlines how these themes link to this Asset and service management plan.

Table 1.2: Strategic Themes and how these are addressed in this Plan

Theme	Objective	How Goal and Objectives are addressed in AM Plan
Grow	Improve the relationship between Council policy, service delivery, infrastructure, advocacy and community priorities.	This Asset and service management plan is a step towards improving Council and community understanding of road assets. This plan seeks to inform Council policy in relation to the transport services provided by Council. This includes articulating the services provided to customers, the cost of providing those services and the risks and opportunities presented by current funding levels.
Connect	People and freight move efficiently around the region as population grows, maximizing community and economic benefits. Regional and local infrastructure networks are maintained and enhanced to provide interlinked service and facilities for greater choice and access	This plan outlines the plan for the maintenance, renewal and upgrade of the unsealed roads that contribute to the provision of transport services. A strategic and effective approach to the delivery of transport infrastructure will maximize community and economic benefits through the provision of an interlinked and accessible transport network.
Prosper	To delivery well-placed and high-quality infrastructure and services that support local and regional economic activity.	This plan enables the delivery of high-quality transport infrastructure by identifying the actions required to manage and deliver infrastructure that meets the needs of the community over the long term in a cost-effective manner.

⁶ Shaping Southern Downs Strategy, p8

Legislative Requirements

Council's legislative obligations relating to the management of bridge and major culvert assets are outlined in Table 1.3.

Table 1.3: Legislative Requirements

Legislation	Requirement
<i>Local Government Act 2009</i> <i>Local Government Regulation 2012</i>	<p>Outlines the nature and extent of a local government's responsibilities, powers and a system of local government that is accountable, effective, efficient and sustainable.</p> <p>Under the Act and Regulation local governments must prepare:</p> <ul style="list-style-type: none"> ▪ A long-term asset management plan ▪ A long term financial forecast ▪ Asset registers
<i>Disaster Management Act 2003</i>	Details the roles and responsibilities of local and state governments in a disaster or emergency event.
<i>Transport Infrastructure Act 1994</i>	Details a regime that allows for and encourages effective integrated planning and efficient management of a system of transport infrastructure.
<i>Transport Operations (Road Use Management) Act 1995</i>	Details a scheme for managing the use of the State's roads ensuring roads are managed effectively and efficiently.
<i>Planning Act 2016</i>	<p>The purpose of the Planning Act is to establish an efficient, effective, transparent, integrated, coordinated, and accountable system of land use planning, development assessment and related matters that facilitate the achievement of ecological sustainability.</p> <p>Ecological sustainability is a balance that integrates—</p> <ul style="list-style-type: none"> ▪ the protection of ecological processes and natural systems at local, regional, State and wider levels; and ▪ economic development; and <p>the maintenance of the cultural, economic, physical and social wellbeing of people and communities.</p>
<i>Environmental Protection Act 1994</i>	Details the role and responsibilities to protect Queensland's environment while allowing for development that improves the total quality of life, both now and in the future, in a way that maintains the ecological processes (ecologically sustainable development).
<i>Vegetation Management Act 1999</i>	The purpose of this act is to regulate the clearing of vegetation.
<i>Work Health and Safety Act 2011</i>	Details the roles and responsibilities in the workplace to enable the protection of health, safety and welfare of all workers.

Core and Advanced Asset Management

This Asset and service management plan is prepared as a core Asset and service management plan over a 20 year planning period in accordance with the International Infrastructure Management Manual⁷. Core asset management is a 'top down' approach where analysis is applied at the system or network level. An 'advanced' asset management approach uses a 'bottom up' approach for gathering detailed asset information for individual assets.

This Asset and service management plan has been developed with references to the benefits, fundamentals principles and objectives of asset management outlined in:

- International Infrastructure Management Manual 2015 ⁸
- ISO 55000: 2014 Asset Management – Overview, principles and terminology⁹

⁷ IPWEA, 2015, IIMM.

⁸ Based on IPWEA 2015 IIMM, Sec 2.1.3, p 2 | 13

⁹ ISO 55000 Overview, principles and terminology

2. LEVELS OF SERVICE

Customer Levels of Service

Levels of Service are defined in two terms: customer levels of service and technical levels of service. Customer levels of service describe how the community receives or experiences transport services in a way they can understand.

Levels of service are monitored and measured on two bases, performance measures and customer measures. Performance measures are those that can be measured objectively, and are related to the service delivery outcomes. Customer measures are subjective and are used to identify potential trends in asset performance.

Research has not been conducted on customer expectations. Community satisfaction will be investigated for future iterations of the Unsealed Road Asset and service management plan.

Council's customer levels of service are detailed in Table 2.1. Based on the current Budget and Long Term Financial plan it is expected that the performance of unsealed roads over the forecast period (to FY2041) will deteriorate. Sufficient planning, and funding of maintenance activities is essential for Council to achieve the services levels outlined below.

Table 2.1: Customer Levels of Service

Strategic Outcome	<ul style="list-style-type: none"> Provide access to, and enable movement of goods, commodities, services, and skills Drive productivity and efficiency to maximise economic and community benefits Link urban centres and rural communities
Service level Statements	<ul style="list-style-type: none"> Unsealed roads are generally well compacted, with suitable drainage and adequate warning, delineation, guidance & roadside furniture in line with Council's road classification and hierarchy. Unsealed roads will have seasonal variability in travel speed, requiring the user to drive to the conditions with safety guidance provided at high risk locations. Unsealed roads are available to most vehicles in most weather conditions. Unsealed roads may be impacted by weather events during which alternative routes may not exist. Unsealed roads have adequate capacity for their classification and hierarchy. Unsealed roads are appropriately services by undertaking routine inspections and operational activities.
Performance measures	<ul style="list-style-type: none"> Percentage of unsealed roads inspected per annum. Percentage of unsealed road services requests requiring intervention (outside of routine maintenance). Average and median roughness (IRI) of the unsealed network. Percentage of gravel road network with adequate gravel coverage (% above target intervention). Number of road closures for more than 1 week. Percentage completion of operations program.
Customer performance measures	<p>Number of service requests relating to:</p> <ul style="list-style-type: none"> Road condition (grading, scours, potholes, slippery roads) Guideposts, road signs and road furniture Dust control Road upgrades Visibility and roadside vegetation.

Performance measures and customer performance measures are monitored on an annual basis. Current performance and planned targets are outlined in Table 2.2.

Table 2.2: Levels of Service - Current performance and planned targets

	2020 result	2021 result	2021 target	2022 target	2023 target	2024 target	2025 target
Performance Measures							
Percentage of unsealed road network inspected per annum	n/a	n/a	New measure	70%	70%	70%	70%
Percentage of unsealed road service requests requiring intervention	n/a	n/a	New measure				
Average and median roughness (IRI) of unsealed road network	n/a	n/a	New measure	< 8	< 8	< 8	< 8
Proportion of unsealed road network with adequate gravel.	n/a	n/a	New measure ¹⁰	tbd	tbd	tbd	tbd
Percentage completion of operation/ maintenance program	n/a	n/a	New measure	> 90%	> 90%	> 90%	> 90%
Customer Measures							
Service requests relating to road condition		tba					
Service requests related to guideposts, road signs and road furniture		tba					
Service requests related to dust control		tba					
Service requests related to road upgrades		tba					
Service requests relating to visibility and roadside vegetation		tba					

¹⁰ Condition assessment of Council's Unsealed Network is scheduled for FY2022.

Technical Levels of Service

Supporting the customer service levels are technical levels of service. Technical levels of service relate to the allocation of resources to service activities to best achieve the desired customer outcomes and demonstrate effective performance.

Technical levels of service can be separated into two components:

- Operational levels of service, and
- Capital levels of service.

Operational levels of service describe the day-to-day activities undertaken to keep the assets in good order. These include:

- routine inspections, cleaning, and repairs identified from inspections
- a condition assessment program, and
- emergency response and reactive works as identified by Council and the community

The implementation of the technical levels of service influence the customer levels of service.

The technical levels of service expected to be provided under this Asset and service management plan are outlined below.

Indicative costs have been provided where they an external contractor is used. Future iterations of this plan will aim to identify activity level costing for internally managed activities.

Operational Levels of Service

Routine Inspections

Routine inspections assesses the asset's ability to operate as required on a day-to-day basis and identifies any maintenance required to keep the asset functioning properly (patching of minor defects, clearing of debris, etc.).

Activity	Purpose	Schedule	Who	Indicative Cost (p.a.)
Pre-maintenance inspection	Assess the condition of the road and determine maintenance requirements	One (1) month prior to the arrival of maintenance crews.	Maintenance Unsealed Network Inspector	Internally managed activity
Post-maintenance inspection	Ensure the condition of the road is in line with standards	Within two (2) weeks of maintenance	Unsealed Network Supervisor & Unsealed Network Inspector	

Reactive Inspections

Activity	Purpose	Schedule	Who	Indicative Cost (p.a.)
Reactive inspections	Respond to a request for service and identify if intervention is required.	Within 30 days of request.	Maintenance unsealed Network Inspector	Internally managed activity

Rain Event Response

Following major rain events bridge and major culvert assets are inspected to identify any emergent repairs and maintenance required.

Activity	Purpose	Schedule	Who	Indicative Cost
Localised heavy rain event	Assess damage to the network and plan a prioritised response.	Inspection within one (1) week of rain	Maintenance Unsealed Network Grader Crews	Internally managed activity
Declared rain event	Full mobilization of Emergency Response	On declaration		

Condition and Defect Inspections

Condition and defect inspections are carried out to determine the condition of the assets and identify any preventative or remedial action required. A condition and defect inspection program ensures that assets are identified before their point of failure, minimizing the risk and consequences of failure to the community.

Condition and defect inspections are to be carried out in accordance with SDRC condition assessment manual(s) and/or IPWEA Condition Assessment & Asset Performance Guidelines.

Activity	Purpose	Schedule	Who	Indicative Cost
Condition & defect inspection(s)	<p>To provide an evidence base for the renewal program by assessing the gravel coverage across the network. The condition and defect inspection includes:</p> <ul style="list-style-type: none"> ▪ full inspection of the network; ▪ an assessment of: <ul style="list-style-type: none"> - gravel coverage - International Roughness Index - Defects ▪ Sample road coring to establish gravel deterioration and depths. 	Every 3 years	External contractor(s)	\$100,000

Routine, Preventative, and Reactive Maintenance activities

Maintenance activities aim to slow down deterioration and delay the requirement for rehabilitation or replacement. Maintenance does not increase the service potential of the asset or keep it in its original condition.

Routine and preventative maintenance is an essential part of the on-going care and upkeep of an asset. Cleaning is an example of a routine maintenance activity that enables assets to function as designed. Assets that have a higher likelihood or consequence of failing to function properly are maintained more regularly.

Reactive maintenance activities are those that are identified following an inspection, assessment or complaint and restore an asset as near as practicable to its current condition.

SDRC has a comprehensive maintenance program for unsealed road assets. Maintenance activities undertaken are predominately routine in nature and Council is looking to transition to an intervention led approach. An overview of routine maintenance treatments is provided at Appendix A. Maintenance activities are discussed further at Section 5.

Activity	Purpose	Schedule	Who
Maintenance treatment - Patrol grade - Medium formation grade - Heavy formation grade	To return the road to an acceptable standard - Roughness - Crossfall	Approximately every 18 months.	Unsealed Network Maintenance Crews
Application of binding agent	Reduces gravel loss in problem areas	As required	Unsealed Network Maintenance Crews
Minor road repairs	A spot repair to return the road to an acceptable standard	As required	Maintenance Unsealed Network Inspector & Skid Steer Operator
Guide Posts	Replacement of missing or damaged guide posts	As required	Unsealed Network Maintenance Crews
Roadside/ verge maintenance	Mowing of roadside/ verge where: - Vegetation is obstructing vision of traffic and deemed dangerous; - Regrowth of trees in the table drain impedes routine maintenance - Tree branches overhang the road (height clearance of 4.3m)	As required	Unsealed Network Maintenance Crews <i>and/or</i> Maintenance Unsealed Network Inspector & Plant Operator
Road Signs	Inspections of road signs to: - Identify missing signs; and - Assess condition of signs	Every 2 years (50% p.a.)	Slasher Crews

Capital Works Program

Renewal program

Renewal and activities are those that restore the road to its design capacity and performance under the road classification and unsealed road hierarchy.

Council has a condition based renewal and replacement program. Assets are identified for renewal through the condition inspection program taking into account:

- The gravel depth and specified intervention level
- International Roughness Index
- Maintenance recommendations & inspections
- Customer complaints

Activity	Schedule	Who
Gravel Resheeting <ul style="list-style-type: none"> ▪ Restores road to design standards <ul style="list-style-type: none"> - Road dimensions - Gravel depth - Cross-fall ▪ Restores table drains ▪ Replaces guideposts ▪ Clearing of roadside vegetation as required (ie, dangerous trees) ▪ Assessment of road & signs to ensure compliance with current standards ▪ Assessment of road furniture and replaced as required. 	As approved following successful CPD submission to EMT and adoption by Council.	SDRC Capital Works program

Upgrade program

Upgrade activities result in a road that increases the level of service by improving the capacity or performance of the asset.

A full upgrade to an unsealed road (ie, widening, or sealing) generally only occurs where it meets the requirements under the Road Classification and Hierarchy. That is, when the traffic volume or number of houses increases to the point where the road meets the criteria for the next category or classification.

Activity	Strategy	Schedule	Who
Minor Upgrade (Sealed section) <ul style="list-style-type: none"> Sealing of a section of road that requires high maintenance, is steep, or has tight curvature 	Strategic sealing of a short section ¹¹ at Council's discretion and where the section: <ul style="list-style-type: none"> Has an incline of 10% or greater Has a maximum superelevation of 9% (depending on nature of truck traffic), horizontal curve less than or equal to 70 meters radius or the driver is required to slow down to 40km/h or less to safely drive the road (tight curvature) Requires 3 repeat treatments within 12 months 	As approved following successful CPD submission to EMT and adoption by Council.	SDRC Capital Works program
Widening of an Unsealed Road	Widening of an unsealed road where it meets the requirements under the Road Classification and Unsealed Road Hierarchy		
Sealing an Unsealed Road <ul style="list-style-type: none"> Upgrade of an unsealed road to a sealed road incorporating a full road design 	Sealing an unsealed road where it meets the requirements under the Road Classification and Unsealed Road Hierarchy (e.g. has daily traffic of at least 200 vehicles per day)		

¹¹ Less than an entire segment

New Assets

New assets provide a service that was not previously provided, such as the creation of a new road which was previously unformed road reserve.

New unsealed roads are predominantly constructed by ratepayers/ developers and transferred to Council.

Activity	Schedule	Who
Creation of an unsealed road	As approved following successful CPD submission to EMT and adoption by Council	SDRC Capital Works program

Selection criteria

New assets and the upgrade of existing assets are identified from various sources including community requests, proposals identified by strategic plans, or partnerships with others. Council has adopted a Capital Prioritisation and Decision Making Framework (CPD) to evaluate capital works proposals. Capital proposals are ranked by priority and available funds and scheduled in future works programmes. Southern Downs Regional Council has adopted a multi-criteria assessment for capital project selection. The multi-criteria assessment considers Asset Strategy, Risk, Community outcomes, Financial implications, Environmental outcomes, Council commitments, and Efficiencies.

3. GROWTH AND DEMAND

Southern Downs Regional Council covers an area of 7,500 km², adjoining South East Queensland, south of Toowoomba and north of Queensland's border with New South Wales. The region has a current population of approximately 35,500 and is projected to grow to approximately 38,300 by 2036¹², an annual average growth rate of 0.4 per cent.

Southern Downs is a community that welcomes growth and population diversity by offering a rural lifestyle with a temperate climate which is well-connected to South East Queensland's services and facilities. Council is seeking to leverage the strengths and attributes of the region to drive population growth to 50,000 in the foreseeable future.¹³ Understanding where and how the region will grow is a critical factor in the effective management of infrastructure and community assets.

Growth is one factor affecting demand. Other drivers affecting demand include (but are not limited to) State and Federal Government regulations, seasonal factors and climate change, environmental awareness, technological changes, economic factors, and community preferences and expectations.

Demand Forecasts

The demand and growth assumptions used in this Asset and service management plan are consistent with Southern Downs Regional Council's Local Government Infrastructure Plan and are detailed in Appendix A. Where more recent growth figures are available these have been used and referenced.

The present position, projections and impact of demand drivers that may impact future service delivery and use of assets are identified and documented in Table 3.1. Further opportunities will be developed in future revisions of this Asset and service management sub-plan.

¹² Queensland Government Statistician Office, accessed 23 May 2020.

¹³ Shaping Southern Downs Strategy, p1

Table 3.1: Demand Drivers, Projections and Impact on Services

Demand drivers	Present position	Projection	Impact on services
Population growth	~35,500 as at 30 June 2020 ¹⁴	~39,000 people by 2041 ¹⁵	<ul style="list-style-type: none"> ▪ Increase in demand on transport infrastructure. ▪ Increased popularity of new dwellings in rural areas (new development) results in increased asset base.
Climate Change		<p>Climate change is likely to exacerbate the frequency and severity of climate extremes. For Southern Downs this will mean:</p> <ul style="list-style-type: none"> ▪ More intense downpours ▪ Higher temperatures ▪ Hotter and more frequent hot days ▪ Harsher fire weather ▪ Fewer frosts ▪ Less rainfall in winter and spring¹⁶ 	<ul style="list-style-type: none"> ▪ Increased disruption to services. ▪ Increased maintenance costs. ▪ Increased costs associated with upgrading to more resilient structures (where appropriate).
Known service performance deficiencies	<i>To be identified through Condition Assessment Program</i>	-	<ul style="list-style-type: none"> ▪ Reduction in levels of service (in some locations) ▪ Increased costs associated with upgrading to higher capacity structures where appropriate (in line with road classification & hierarchy).

¹⁴ Queensland Government Statistician Office, accessed 3 August 2021.

¹⁵ Queensland Government Statistician Office, accessed 3 August 2021.

¹⁶ Queensland Department of Environment and Heritage Protection, Climate change in the Eastern Downs region (Draft), 2016

IncDemand Management Plan

Demand for new services will be managed through a combination of managing existing assets, upgrading of existing assets and providing new assets to meet demand and demand management. Demand management practices can include non-asset solutions, insuring against risks and managing failures.

Opportunities identified to date for demand management are shown in Table 3.2. Further opportunities will be developed in future revisions of this Asset and service management plan.

Table 3.2: Demand Management Plan Summary

Demand Driver	Impact on Services	Demand Management Plan
Population growth	<ul style="list-style-type: none"> Increased popularity of new dwellings in rural areas (new development) results in increased asset base. Increase in demand on transport services. 	<ul style="list-style-type: none"> Review requirements for the construction of a dwelling in rural areas under the Planning Scheme. Engage with the community regarding the levels of service provided for low volume roads. Target population growth at existing regional centres of Warwick and Stanthorpe to utilise existing infrastructure and services
Climate Change	<ul style="list-style-type: none"> Erosion and infrastructure damage from extreme rainfall events. Increased maintenance costs. Increased disruption to services. 	<ul style="list-style-type: none"> Engage community regarding impact of climate change on existing service levels and trade-offs between cost and risk. Review impact of climate change on existing design standards
Known service performance deficiencies	<ul style="list-style-type: none"> Reduction in levels of service (in some locations) Increased costs associated with upgrading to higher levels of service where appropriate (in line with road classification & hierarchy). 	<ul style="list-style-type: none"> Engage with the community regarding the levels of service provided for low volume roads. Cost-benefit analysis of impacts of service deficiency.

Asset Programs to meet Demand

New unsealed roads are generally constructed by ratepayers/ developers. Construction of new assets, commits Council to operations, maintenance and renewal costs in perpetuity. See Section 5 for further discussion of additional assets and future operations, maintenance and renewal costs for inclusion in the long term financial plan.

Climate Change and Adaption

The impacts of climate change can have a significant impact on the assets Council manages and the services they provide. In the context of the Asset and service management planning process climate change can be considered as both a future demand and a risk.

How climate change will impact on assets can vary significantly depending on the location and the type of services provided, as will the way in which we respond and manage those impacts.

As a minimum we should consider both how to manage our existing assets given the potential climate change impacts, and then also how to create resilience to climate change in any new works or acquisitions. Opportunities identified to date for management of climate change impacts on existing assets are shown in Tables 3.1 and 3.2.

4. UNSEALED ROAD NETWORK

Summary of Assets and Value

The assets covered by this Asset and service management plan are shown in Table 4.1.

Table 4.1: Unsealed Road Assets

Asset Category	Quantity	Unit	Replacement Value
Primary Access	203	km	
Secondary Access	814		
Formed Track	617		
TOTAL	~1,634		\$101.62 M

Council's unsealed road assets have two components:

- Formation; and
- Pavement.

The formation represents the finished earthworks on which a road pavement is constructed. It includes the earthworks, general shaping of the road and table drains. The formation is depreciated over a very long period (~1000 years) and in practice is rarely renewed.

The pavement is the portion of the road designed to support and to form the running surface for vehicular traffic. For unsealed roads this is commonly referred to as the gravel.

Table 4.2 provides a summary of the componentization of Council's Unsealed Roads.

Table 4.2: Unsealed Road Componentization

Asset Category	Formation Replacement Value	Pavement Replacement Value	Total Replacement Value
Primary Access			
Secondary Access			
Formed Track			
TOTAL			

Council does not have a full asset age profile for unsealed road. This is largely due to construction dates not historically being collected as part of the capitalization process.

As the condition of gravel roads can be significantly impacted by environmental variables such as weather, and soil conditions, age is not always a good indicator for when assets will require renewal. The lack of age profile for unsealed roads means that Council does not have an age indicator for when assets will require renewal in the future. The rate at which the unsealed network deteriorates is largely a function of traffic volumes and weather conditions. As a result, an asset age profile is not an essential requirement for efficient and effective management of the unsealed road network. A robust routine inspection and condition assessment program can appropriately inform and provide a basis to develop a renewal profile for Council's unsealed road network.

Asset Condition

The condition of Council's unsealed road network has historically been monitored on a cyclical basis, once every 4 years. A comprehensive condition assessment was last conducted in 2015.

A comprehensive condition assessment of the unsealed road network is budgeted for in FY2022 and will form the basis of the condition profile in this sub-Asset and Service Management Plan. The condition profiles will be updated following the completion of the project, estimated to be June 2022.

Asset condition is measured using a 1 – 5 grading system¹⁷ as detailed in Table 4.3.

Table 4.3: ARRB Unsealed Roads Best Practice Guide Condition Index Descriptions

Condition Rating	Description of Condition
1	Very good condition (as new)
2	Good condition
3	Fair or moderate condition
4	Poor condition
5	Very poor condition

Assessment of asset condition is an important tool in assessing asset performance. The benefits of knowing the current and future asset performance include:

- being able to assess the probability of asset failure and mitigate the associated risks
- avoiding unplanned outages
- more robust prediction of future expenditure and capital expenditure requirements
- enhanced value for money (cost effectiveness) as the service life of an asset can be optimised and in some cases extended through effective, proactive management.

A condition assessment program for the unsealed road network has been adopted as part of the Unsealed Roads Operational Levels of Service. Refer to Section 2 for further discussion.

¹⁷ Abbreviated from ARRB Unsealed Roads Best Practice Guide 2, 2020, Sec 2.4.1, p18.

Critical Unsealed Road Assets

Critical assets are defined as those which have a high consequence of failure causing significant loss or reduction of service. Critical assets have been identified utilising Council's Unsealed Road Hierarchy and are summarised in Table 4.3 along with the impact of reduced levels of service.

Table 4.3 Primary Access Roads with confirmed Est. ADT > 100 vpd

Road Name	Locality	Est. ADT	Ch Start	Ch End
Mount Tabor Road	Mount Tabor	126	920	2295
Ogilvie Road	Rosehill	113	3764	4587
Condamine River Road	The Head	101	19374	20640

Table 4.4 Primary Access Roads with Est. ADT > 100vpd to be confirmed

Road Name	Locality	Est. ADT	Ch Start	Ch End
Diery Street	Rosenthal Heights		1992	2699
East Street	Sladevale		705	1487
Pyramids Road	Eukey		7555	7824
Thornton Road	Rosenthal Heights		3664	4580
Allens Road	Sladevale		1440	4926
Inverramsay Road	Goomburra		20418	22622
Lyndhurst Lane	Rosenthal Heights		7340	8252
Mardon Road	Rosenthal Heights		2692	3316
Rabbit Road	Leslie		1055	1843

Asset capacity and performance

Known deficiencies in service performance will be identified through the FY22 Condition Assessment Program.

The projected operations and maintenance expenditure outlined in Section 5.1 does not include the costs associated with addressing known service performance deficiencies. The known service performance deficiencies outlined in Table 4.4 will be scoped and prioritised, prior to an operational or capital budget submission as part of Council's annual budget processes.

5. UNSEALED ROADS EXPENDITURE PROGRAMS

Operations and Maintenance Expenditure

Operational and Maintenance activities are the day to day activities undertaken by Council to keep bridge and major culvert assets in good order.

Operational activities include regular activities that provide services such as public health, safety and amenity. This includes activities such as routine and condition and defect inspections, and cleaning.

Maintenance activities include all actions necessary to retain an asset as near as practicable to an appropriate service condition including any regular ongoing day-to-day work necessary to keep the asset operating. This includes instances where portions of an asset fail and require immediate repair to make the asset operational again.

Historical operations and maintenance expenditure

Council's historical maintenance expenditure is shown in Table 5.1.

Table 5.1: Road Maintenance Expenditure Trends

Operations and Maintenance Budget	FY2017 Actual	FY2018 Actual	FY2019 Actual	FY2020 Actuals	FY2021 Actuals	FY2022 Budget
Road Maintenance	\$4.9 M	\$3.9 M	\$5.6 M	\$2.40 M	\$6.5 M	

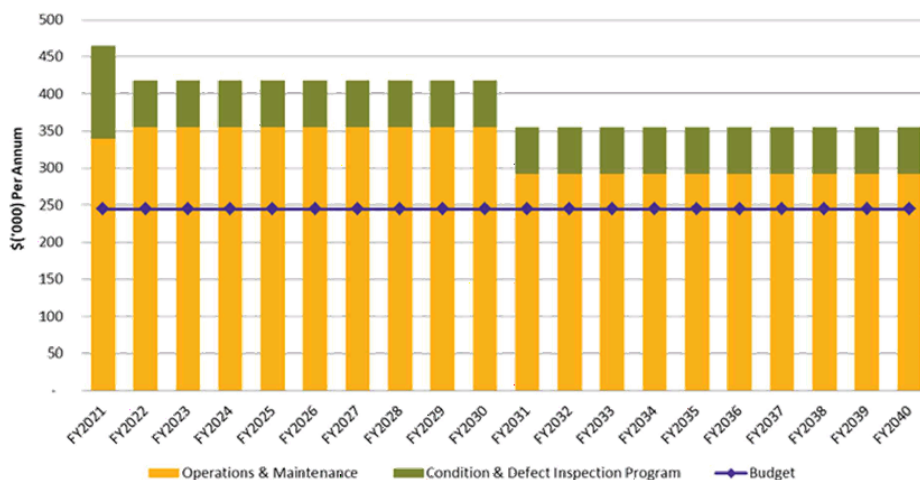
Operations and Maintenance Budget	FY2017 Actual	FY2018 Actual	FY2019 Actual	FY2020 Actuals	FY2021 Actuals	FY2022 Budget
General				\$1.51 M	\$1.51	
Unsealed	\$4.9 M	\$3.9 M	\$5.6 M	\$2.40 M	\$2.84	
Sealed				\$1.58 M	\$1.80	
Drainage				\$0.48 M		

The above operational and maintenance expenditure levels do not reflect the minimum levels of service outlined in Section 2 of this Asset and service management plan. Historical operational and maintenance expenditure levels are **not adequate** to meet the minimum levels of service. A failure to increase operational and maintenance expenditure will result in load limiting or closing additional structures in the short to medium term. The consequences and risks of not fully funding the operational and maintenance program are identified and discussed in Section 6.

Future operations and maintenance expenditure

Forecast operational and maintenance expenditure is shown in Figure 5.1.

Figure 5.1: Projected Operations and Maintenance Expenditure¹⁸



Future operations and maintenance expenditure is based on the minimum levels of service outlined in Section 2. The projected operations and maintenance expenditure does not include the costs associated with addressing operational performance issues identified in Section 4.4

Council has a predominately reactive maintenance program for bridge and major culvert assets. Assets are able to be effectively managed through operational activities, maintenance activities and renewals **provided that they are funded and completed when required**.

Deferred maintenance, i.e. works that are identified for maintenance and unable to be funded are to be included in the risk assessment and analysis in the infrastructure risk management plan (Section 6).

Capital Expenditure Program

Renewal Program

Renewal or replacement expenditure is major work which does not increase the asset's design capacity but restores, rehabilitates, replaces or renews an existing asset to its original service potential. Work over and above restoring an asset to original service potential is considered to be an upgrade or new expenditure resulting in additional future operational and maintenance costs.

Assets requiring renewal are identified using Council's condition data and outputs from the routine inspection program. Incomplete asset age data makes it difficult to project renewal costs solely using the acquisition or construction year and useful life.

Assets are identified for renewal and entered into the 10 year Capital Works Program as they approach end of life. Projected future renewal and replacement expenditures are expected to increase over time as the existing asset stock ages, asset data improves and there are better linkages between operational and capital activities.

Council currently has bridges with a replacement cost of \$1.4 M and major culverts with a replacement cost of \$2.7 M in condition rating 4 and 5. Critical assets in condition rating 4 (very poor) amount to \$1.5 M¹⁹. There are no critical assets in condition rating 5 (unsafe).

¹⁸ Figure values are in current (real) dollars.

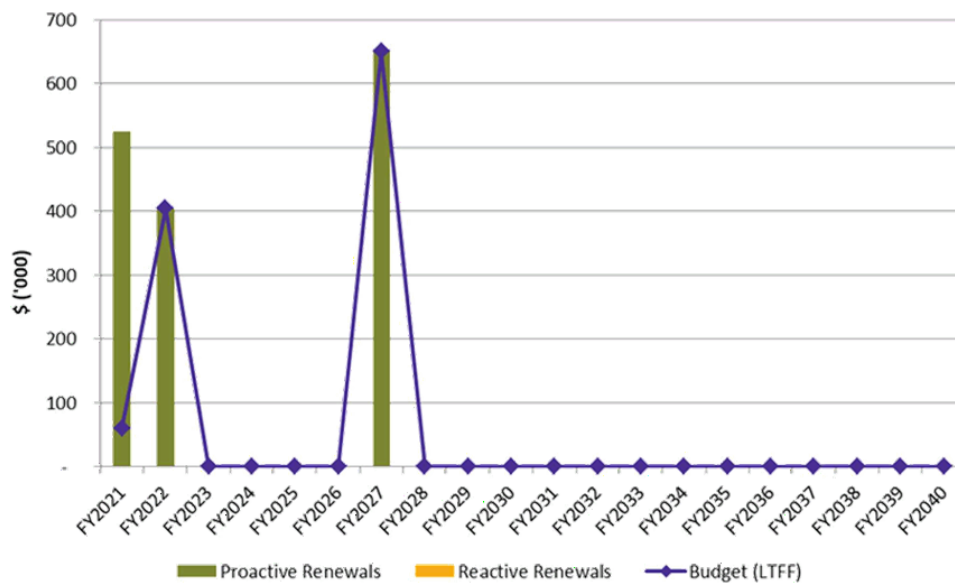
¹⁹ William Deacon Bridge, Allora Drive and Major Culvert on Park Rd, Warwick

Table 5.2: Estimated value of assets in Condition 4 and 5

	Estimated Replacement Cost
Bridges in Condition 4	\$1.0 M
Major Culverts in Condition 4	\$2.7 M
Bridges in Condition 5	\$0.4 M
Major Culverts in Condition 5	-

The \$0.4 M of assets in condition level 5 relate to three bridges. One bridge is currently being replaced. The two remaining bridges are low-order timber bridges. A cost-benefit analysis for the replacement of the two low-order bridges will be conducted and alternative solutions evaluated.

Figure 5.2: Projected Capital Renewal and Replacement Expenditure



Projects identified for renewal have been budgeted for in the long term financial plan. It is likely that additional assets will be identified for renewal in the medium term as linkages between operational and capital activities improved.

Asset renewal and replacement is typically undertaken to either:

- Ensure the reliability of the existing infrastructure to deliver the service it was constructed to facilitate (e.g. replacing a bridge that is at end-of-life), or
- To ensure the infrastructure is of sufficient quality to meet the service requirements (e.g. load capacity of a structure is appropriate for the road class).²⁰

²⁰ IPWEA, 2015, IIMM, Sec 9.4.4, p 3|91.

It is possible to get some indication of capital renewal and replacement priorities by identifying assets or asset groups that:

- Have a high consequence of failure,
- Have high use and subsequent impact on users would be greatest,
- Have a total value representing the greatest net value,
- Have the highest average age relative to their expected lives,
- Are identified in the AM Plan as key cost factors,
- Have high operational or maintenance costs, and
- Have replacement with a modern equivalent asset that would provide the equivalent service at a savings.²¹

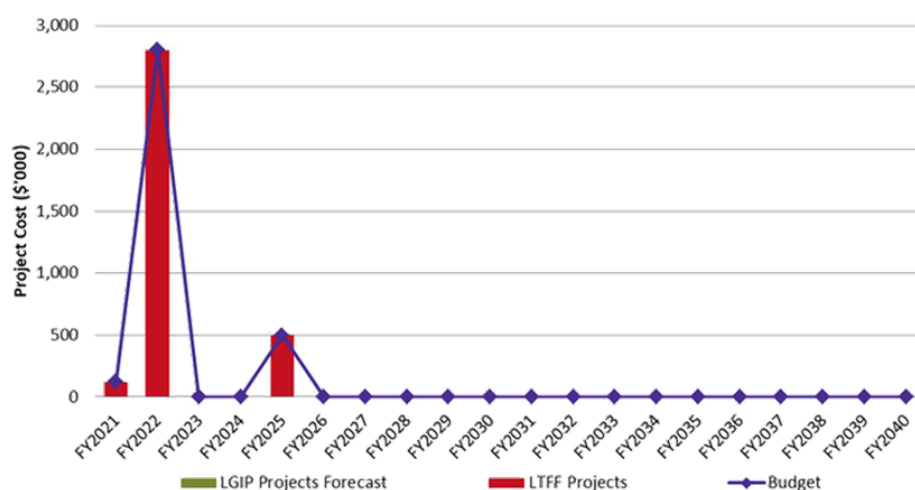
Upgrade and New Assets

New and upgrade works create an asset that did not previously exist, or increases the level of service by improving the capacity or performance of an existing asset. New and upgrade assets may result from growth, social or environmental needs.

New major structures within the Southern Downs and Granite Belt region are generally constructed by Council. Council's upgrade and new asset program for major structures is mostly limited to projects improve flood resilience. No Major structure assets are currently identified in the LGIP.

Projected capital upgrade and new asset expenditure is outlined in Figure 5.4.

Fig 5.4: Projected Capital Upgrade and New expenditure²²



Construction of new assets will impact the funding required for ongoing operations, maintenance and renewal expenditure. All new and upgrade assets should be taken into consideration as Council develops a robust projection of the funding required for the ongoing operation, maintenance and renewal of existing major structures. This is further discussed in Operations and Maintenance Expenditure and Section 8.

²¹ Based on IPWEA, 2015, IIMM, Sec 3.4.5, p 3|97.

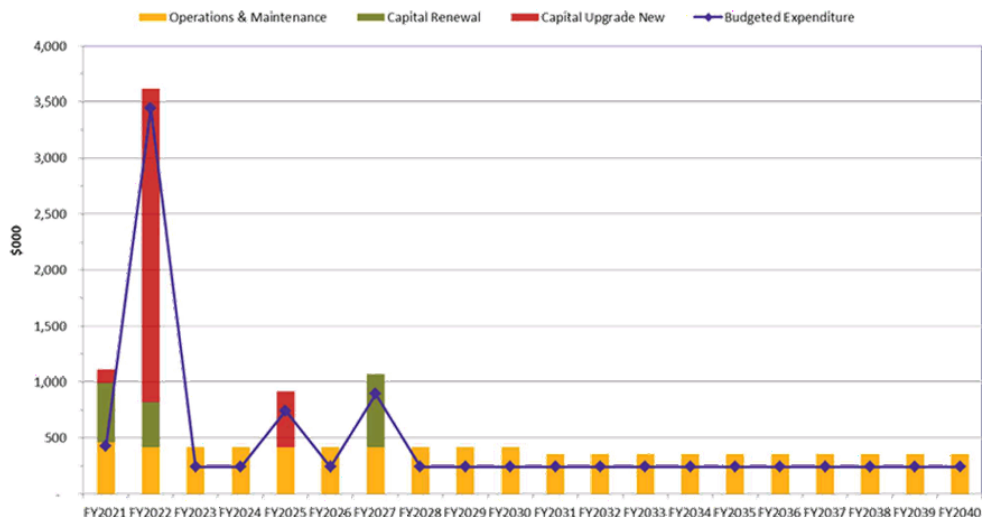
²² All amounts are shown in real values.

Projected Operating and Capital Expenditure Requirements

The financial projections from this Asset and service management plan are shown in Figure 5.6 for projected operating (operations and maintenance) and capital expenditure (renewal and upgrade /new assets).

The bars in the graph represent the anticipated budget needs required to meet service levels, the budget line indicates what is currently available. The gap between these informs the discussion on achieving the balance between services, costs and risk to achieve the best value outcome.

Figure 5.6: Projected Operating and Capital Expenditure



6. RISK MANGEMENT

Council's Risk Management Policy describes Council's commitment to risk management, staff responsibilities for risk management, and how the risk management process is managed. Procedural information regarding the implementation of the risk management program is described in the Risk Management Framework. Council's Policy and Framework are consistent with ISO 31000: 2009 Risk Management – Principles and Guidelines.

Figure 6.1 describes Council's risk management process.

Figure 6.1: Council's Risk Management Process



An assessment of risks²³ associated with service delivery from major structure assets has identified critical risks that will result in loss or reduction in service from infrastructure assets or a 'financial shock'. The risk assessment process identifies credible risks, the likelihood of the risk event occurring, the consequences should the event occur, develops a risk rating, evaluates the risk and develops a risk treatment plan for non-acceptable risks.

²³ Southern Downs Regional Council Risk Management Procedure, July 2017.

Key Major Structure Risks

The key risks associated with bridge and major culverts are identified in Table 6.1.

Table 6.1 Key Risks and Treatment Plans

Risk	Likelihood	Consequence	Risk Rating (VH, H)	Risk Treatment Plan	Residual Risk *
Failure of a major structures causing injury or death to a community member or resulting in damage to infrastructure or property (<\$500k)	Possible	Catastrophic	Extreme	<ul style="list-style-type: none"> Annual condition and defect inspection program in line with the Transport and Main Roads Structures Inspection Manual (2016) Risk based prioritisation of maintenance activities to ensure higher order assets remain fit for purpose. 	High
Major structures fail to reach design life and require early renewal due to underfunding of major structures operations and maintenance.	Likely	Moderate	High	<ul style="list-style-type: none"> Annual reporting of performance measures which include % completion of urgent & high priority maintenance activities completed. Risk based prioritisation of maintenance activities to ensure higher order assets remain fit for purpose and more likely to reach design life. 	Moderate
Increased requirement for renewal or upgrade expenditure in the medium term due to better information and planning	Likely	Moderate	High	<ul style="list-style-type: none"> Cost-benefit analysis of impacts on service delivery. Consideration of alternative solutions where cost-benefit does not stack up. 	Moderate

Service Risk Trade Offs

The decisions made in adopting this Asset and service management plan are based on the objective to achieve the optimum benefits from the available resources.

What we cannot do

At current levels of funding (i.e. proposed FY2021 Budget) the following operational and maintenance activities and capital projects will not be undertaken within the next 10 years. These include:

- Completing maintenance activities as they are identified, and
- Addressing all known service performance deficiencies.

Service trade-off

Operations and maintenance activities and capital projects that cannot be undertaken will maintain or create service consequences for users. These include reduction in levels of service through load limiting or closing structures.

Risk trade-off

The operations and maintenance activities and capital projects that cannot be undertaken may create risk consequences. These include:

- Failure of a major structure causing injury, death or resulting in significant damage to infrastructure
- Increased cost to the community due to assets failing to reach design life

These actions and expenditures are considered in the projected expenditures, and where developed are included in the Risk Management Plan.

7. FINANCIAL SUMMARY

This section contains the financial requirements resulting from all the information presented in the previous sections of this Asset and service management plan. The financial projections will be improved as further information becomes available on desired levels of service and current and projected future asset performance.

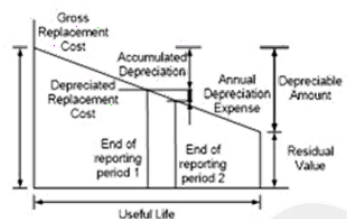
Financial Statements and Projections

Asset valuations

The best available estimate of the value of assets included in the Asset and service management plan are shown in Table 7.1.

Table 7.1: Value of Bridge Assets

Gross Replacement Cost	\$24.56 M
Accumulated Depreciation	\$4.20 M
Fair Value	\$20.36 M
Annual Average Asset Consumption	\$0.17 M



Sustainability of service delivery

Two key indicators for service delivery sustainability that have been considered in the analysis of the services provided by this asset category, these being the:

- asset renewal funding ratio, and
- medium term budgeted expenditures/ projected expenditures (over the 10 year planning period).

Asset renewal funding ratio

Asset Renewal Funding Ratio²⁴ 70%

The Asset Renewal Funding Ratio is the most important indicator and indicates that over the next 10 years of the forecasting that we expect to have 70 per cent of the funds required for the optimal renewal and replacement of assets.

Medium term – 10 year financial planning period

This Asset and service management plan identifies the projected operations, maintenance and capital renewal expenditures required to provide an agreed level of service to the community over a 10 year period. This provides input into 10 year financial and funding plans aimed at providing the required services in a sustainable manner.

These projected expenditures may be compared to budgeted expenditures in the 10 year period to identify any funding shortfall.

²⁴ AIFMM, 2015, Version 1.0, Financial Sustainability Indicator 3, Sec 2.6, p 9.

	Projected Expenditure (FY21 to FY30)	Budgeted Expenditure per LTFP (FY21 to FY30)	Total Shortfall	Ave. Annual Shortfall	% of Projected Expenditures Budgeted
Operations & Maintenance	\$4.23 M	\$2.45 M	\$1.78 M	\$178,000	58%
Capital Renewals	\$1.58 M	\$1.11 M	\$0.47 M	\$47,000	70%
Capital Upgrade & New	\$3.43 M	\$3.43 M	-	-	100%
Total	\$9.24 M	\$6.99 M	\$2.25 M	\$225,000	

The projected operations, maintenance and capital renewal expenditure required over the 10 year planning period is \$5.81 M or \$581,000 on average per year.

Estimated (budget) operations, maintenance and capital renewal funding is \$356,000 on average per year giving an average 10 year funding shortfall of \$225,000 per year. This means that Major Structure assets are receiving only 62 per cent of the projected expenditures needed to provide the services documented in the Asset and service management plan.

Providing services from infrastructure in a sustainable manner requires the matching and managing of service levels, risks, projected expenditures and financing to achieve a financial indicator of approximately 1.0 for the first years of the Asset and service management plan and ideally over the 10-year life of the Long Term Financial Plan.

Projected operating, maintenance and capital expenditures required over the 10 year planning period are detailed in Appendix B.

Projected expenditures for long term financial plan

Table 7.2 shows the projected expenditure for the 10 year long term financial plan.

Expenditure projections are in 2020 real values.

Table 7.2: Projected Expenditures for Long Term Financial Plan (\$'000)

Year	Operations and Maintenance	Capital Renewal	Capital Upgrade/ New	Disposals
FY2021		60	125	-
FY2022		404	2,800	-
FY2023		-	-	-
FY2024		-	-	-
FY2025		-	500	-
FY2026		-	-	-
FY2027		650	-	-
FY2028		-	-	-
FY2029		-	-	-
FY2030		-	-	-
Total		1,114	3,425	-

Appendix C provides a breakdown of the projected Capital expenditures by project in the Long Term Financial Plan.

Funding Strategy

Funding for assets is provided from the budget and long term financial plan.

Valuation Forecasts

Asset values are forecast to increase as additional assets are built by Council and assets are renewed as they reach end of life.

Additional assets will generally add to the operational and maintenance needs in the longer term, as well as the need for future renewal. Additional assets will also add to future depreciation forecasts.

Key Assumptions Made in Financial Forecasts

The expenditure and valuation projections in this AM plan are based on:

- Asset data obtained from the Council's technical asset register
- Financial information obtained from Council's:
 - Financial system
 - FY2021 budget, and
- Council's (FY2021) Long Term Financial Forecast.

The robustness of the asset and financial data used in future revisions of this Plan will be improved by better:

- data capture and maintenance,
- understanding of the asset condition profile, and
- understanding of operational and capital funding levels.

Forecast Reliability and Confidence

The expenditure and valuations projections in this AM Plan are based on best available data. The estimated confidence level for and reliability of data used in this AM Plan is considered to be Reliable.

Currency and accuracy of data is critical to effective asset and financial management. Data confidence is classified on a 5 level scale²⁵ in accordance with Table 7.5.

Table 7.5: Data Confidence Grading System

Confidence Grade	Description
Highly reliable	Data based on sound records, procedures, investigations and analysis, documented properly and agreed as the best method of assessment. Dataset is complete and estimated to be accurate $\pm 2\%$
Reliable	Data based on sound records, procedures, investigations and analysis, documented properly but has minor shortcomings, for example some of the data is old, some documentation is missing and/or reliance is placed on unconfirmed reports or some extrapolation. Dataset is complete and estimated to be accurate $\pm 10\%$
Uncertain	Data based on sound records, procedures, investigations and analysis which is incomplete or unsupported, or extrapolated from a limited sample for which grade A or B data are available. Dataset is substantially complete but up to 50% is extrapolated data and accuracy estimated $\pm 25\%$
Very Uncertain	Data is based on unconfirmed verbal reports and/or cursory inspections and analysis. Dataset may not be fully complete and most data is estimated or extrapolated. Accuracy $\pm 40\%$
Unknown	None or very little data held.

²⁵ IPWEA, 2015, IIMM, Table 2.4.6, p 2|71.

8. CONTINUOUS IMPROVEMENT

Asset Management Practices

Asset management data sources

Southern Downs Regional Council does not currently have a dedicated Strategic Asset Management software solution. Geographic and technical asset data is held within Intramaps.

Accounting and financial data sources

Southern Downs Regional Council operates the Technology One software system for management of financial information and Queensland Treasury Corporation Long Term Forecasting Model. The Technology One system and Long Term Forecasting model is managed by the Finance and Information Technology team.

Plan Review

This Asset and service management plan is intended to be a living document that is updated regularly as new or improved information becomes available. To ensure the plan becomes a living document the review activities are outlined in Table 8.1.

Table 8.1: Plan review activities

Action	Frequency	Audience
Reporting on Levels of Service	Annual	Asset Management Steering Committee
Track and report progress of improvement plan	Annual	Asset Management Steering Committee
Update Asset and service management plan with: <ul style="list-style-type: none"> new knowledge condition data operations and capital projections annual budget and financial forecasts 	Annual (August)	Asset Management Steering Committee
Formal review of Asset and service management plan	~ 4 years	Council

Improvement Plan

The asset management improvement plan generated from this Asset and service management plan is shown in Table 8.2.

Table 8.2: Major Structures Asset Management Improvement Plan

Area	Task	Responsibility	Resources Required	Timeline
Criticality & Risk	Implement TMR's Whichbridge structures prioritisation tool	Maintenance Principal Engineer	GIS Officer	< 1 year
Asset Data	Improve asset data on load capacity of Major Structures	Maintenance Principal Engineer	Asset Management Coordinator GIS Officer	< 1 year (ongoing)
Asset Data	Implement defect tracking through reflect to improve maintenance back-log forecast	Maintenance Principal Engineer	GIS Officer Asset Management Coordinator	< 18 months
Growth & Demand	Develop a comprehensive view of assets where resilience issues have been identified	Maintenance Principal Engineer Capital Delivery Principal Engineer	Asset Management Coordinator GIS Officer	< 2 years
Service Strategy	Develop a management plan for major culverts to proactively manage replacement and maintenance as the asset base ages.	Maintenance Principal Engineer	Asset Management Coordinator GIS Officer	<2 years
Service Strategy	Review the service statement and performance measure for resilience level of service to align with current level of service once performance data has been obtained.	Asset Management Coordinator	Maintenance Principal Engineer	< 3 years
Asset Information	Identify where hydraulic modelling is required for the future replacement of major culverts on high-order roads	Maintenance Principal Engineer	Manager Works	< 3 years
Expenditure Programs/ Financial Forecasts	Review actual costs for inspections and maintenance and review assumptions included in the Asset Management Plan and/ or Operational Budget	Asset Management Coordinator	Maintenance Principal Engineer	

APPENDIX A: Overview of Routine Maintenance Treatments

Maintenance Treatment	Activity	Schedule	Who
Patrol Grade	Rectifies single defect utilising a grader		
Medium Formation Grade	Rectifies multiple defects and <ul style="list-style-type: none"> - Restores width and shoulders - Restores shape of table drains (if required) - Restores cross-fall/ shape - Does not restore gravel depth - Spot application of gravel to cover formation where exposed. - No ripping in a medium formation grade. 	Approximately every 18 months. <i>Future target:</i> Where IRI > 7 or 8	Unsealed Network Maintenance Crews
Heavy Formation Grade	Rectifies multiple defects and <ul style="list-style-type: none"> - Restores width and shoulders - Restores shape of table drains - Restores cross-fall/ shape - Does not restore gravel depth - Spot application of gravel to cover formation where exposed - Ripping and water utilised. 		

APPENDIX B: Background Information for the Planning Assumptions for the Local Government Infrastructure Plan

Attach planning assumption document

APPENDIX B: Major Structure Expenditure Projections

	Budget FY2021	F'cast Y1 FY2022	F'cast Y2 FY2023	F'cast Y3 FY2024	F'cast Y4 FY2025	F'cast Y5 FY2026	F'cast Y6 FY2027	F'cast Y7 FY2028	F'cast Y8 FY2029	F'cast Y9 FY2030
Operations & Maintenance										
Routine Inspection Program	20,000	35,200	35,200	35,200	35,200	35,200	35,200	35,200	35,200	35,200
Maintenance Program	320,100	320,100	320,100	320,100	320,100	320,100	320,100	320,100	320,100	320,100
Total General O & M	340,100	355,300	355,300	355,300	355,300	355,300	355,300	355,300	355,300	355,300
Condition & Defect Inspection Program										
Level 2 Inspections	54,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000	23,000
Level 3 Inspections	70,800	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000
Total Condition Program	124,800	63,000	63,000	63,000	63,000	63,000	63,000	63,000	63,000	63,000
Operations & Maintenance	464,900	418,300	418,300	418,300	418,300	418,300	418,300	418,300	418,300	418,300
Capital Program										
Proactive Renewals										
Renewals identified and scoped (from LTFP)	60,000	404,000	-	-	-	-	650,000	-	-	-
Renewals not included in LTFP	467,000	-	-	-	-	-	-	-	-	-
Renewals identified and yet to be scoped (from Condition Data)	-	-	-	-	-	-	-	-	-	-
Total Proactive Renewals	527,000	404,000	-	-	-	-	650,000	-	-	-
Reactive Renewals										
Emergent Renewals of failed assets	-	-	-	-	-	-	-	-	-	-
Total Reactive Renewals	-	-	-	-	-	-	-	-	-	-
Capital Renewal	527,000	404,000	-	-	-	-	650,000	-	-	-
Upgrade and New Works										
LGIP Projects	-	-	-	-	-	-	-	-	-	-
LTFP Projects	125,000	2,800,000	-	-	500,000	-	-	-	-	-
Capital Upgrade New	125,000	2,800,000	-	-	500,000	-	-	-	-	-
Capital Program	652,000	3,204,000	-	-	500,000	-	650,000	-	-	-
Operating Budget	244,800	244,800	244,800	244,800	244,800	244,800	244,800	244,800	244,800	244,800
Capital Budget	185,000	3,204,000	-	-	500,000	-	650,000	-	-	-
Budgeted Expenditure	429,800	3,448,800	244,800	244,800	744,800	244,800	894,800	244,800	244,800	244,800

APPENDIX C: Major Structure Projects in Long Term Financial Plan

<i>Projects</i>	Budget	F'cast Y1	F'cast Y2	F'cast Y3	F'cast Y4	F'cast Y5	F'cast Y6	F'cast Y7	F'cast Y8	F'cast Y9
	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	FY2027	FY2028	FY2029	FY2030
<i>Renewal</i>										
Bourke Rd Bridge Replacement	-									
Connolly Dam Rd - Major Culvert Widening	60,000	404,000								
Laidis Ln Bridge Replacement							650,000			
Renewal Total	60,000	404,000	-	-	-	-	650,000	-	-	-
<i>Upgrade/ New</i>										
Victoria St - Major Culvert to Bridge Upgrade	50,000	1,810,000								
Homestead Rd - Minor Culvert to Major Culvert Upgrade	75,000	990,000								
Bronson Bridge - New Bridge					500,000					
Upgrade/ New Total	125,000	2,800,000	-	-	500,000	-	-	-	-	-
Capex Total	185,000	3,204,000	-	-	500,000	-	650,000	-	-	-



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:	22 September 2021
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

Date	Version	Revision description
August 2021	1	Policy created

PROVISION OF TRANSPORT NETWORK POLICY

Policy no: *Policy Number*

Created: August 2021

Page 1 - 10

© Southern Downs Regional Council

CONTENTS

1	Purpose.....	3
2	Legislative Context	3
3	Policy Details.....	3
3.1	Construction and Maintenance Standards.....	3
3.2	Capital Works Programming.....	4
3.3	Road Network	4
3.4	Unformed Road Reserves.....	4
3.5	Unsealed Road Maintenance	4
3.6	Stormwater System	5
3.7	Traffic Sign Standards.....	5
3.8	Load Limits.....	5
3.9	Slashing and Mowing Standards.....	6
3.10	Trees and Vegetation	6
3.11	Property Addressing.....	7
3.12	Road Closures	7
3.13	Bus Stops.....	7
3.14	Street Lighting	7
3.15	Parking.....	8
4	Definitions.....	9
5	Related Documents.....	10
6	References.....	10

PROVISION OF TRANSPORT NETWORK POLICY

Policy no: *Policy Number*

Updated:

Page 2 - 10

© Southern Downs Regional Council

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 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.

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 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 <i>road</i> 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	As defined in the Southern Downs Regional Council Planning Scheme.
Road Access	A Council maintained formed road/ track or higher category road.
Road Hierarchy	<p>A framework for segmenting an asset classification based on quantifiable characteristics.</p> <p>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.</p>

PROVISION OF TRANSPORT NETWORK POLICY

Policy no: *Policy Number*

Updated:

Page 9 - 10

© Southern Downs Regional Council

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

PROVISION OF TRANSPORT NETWORK POLICY

Policy no: *Policy Number*

Updated:

Page 10 - 10

© Southern Downs Regional Council



USE OF ROADS POLICY

Policy Number:	Policy Number to be inserted by Governance
Department:	Infrastructure Services
Section:	Works
Responsible Manager:	Manager Works
Date Adopted:	22 September 2021
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

Date	Version	Revision description

USE OF ROADS POLICY

Policy no: *Policy Number*

Updated:

Page 1 - 8

© Southern Downs Regional Council

CONTENTS

1	Purpose.....	3
2	Scope	3
3	Legislative Context	3
4	Policy Details.....	4
4.1	Property accesses.....	4
4.2	Temporary accesses	4
4.3	Gates and grids.....	5
4.4	Roadside memorials.....	5
4.5	Private infrastructure within the road	5
4.6	Public utilities infrastructure	6
4.7	Events on roads	6
4.8	Commercial use of roads.....	6
4.9	Regulated activities on roads.....	7
5	Definitions.....	7
6	References.....	8

USE OF ROADS POLICY

Policy no: *Policy Number*

Updated:

Page 2 - 8

© Southern Downs Regional Council

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

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 road 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, 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.

USE OF ROADS POLICY

Policy no: *Policy Number*

Updated:

Page 7 - 8

© Southern Downs Regional Council

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