



# Road Infrastructure Upgrade Policy

<b>Responsible Officer</b>	Chief Executive Officer
<b>Relevant Delegations</b>	Director Works and Infrastructure
<b>Legislation and References</b>	Local Government Act 1999

## 1 Introduction

This Policy provides a basis for Council to fairly and without prejudice, determine the merit of applications to extend or upgrade a road within the Clare & Gilbert Valleys Council road network.

Clare & Gilbert Valleys Council recognises that care and management of its existing road infrastructure assets is an essential element in achieving the organisation's stated vision and to meet the present and future needs of the community.

Council undertakes maintenance activities to a substantial road network which is broken down into a number of categories as detailed in the Asset Management Plan.

Funding programs such as the Special Local Roads, Roads to Recovery and Blackspot Programs provide opportunities to attract funding and accelerate capital works programs or upgrade existing roads within the network.

Council's opportunities to fund road extensions or upgrades are very limited and any decision to proceed with such works should be founded on the guiding principles of this Policy, Council's Strategic and Asset Management Plans and the Roads Upgrade Evaluation Matrix (Appendix A).

## 2. Scope

This policy applies when Council considers any application or request to upgrade (develop, upgrade, extend, widen, redirect) roads within the council district as applied for by the public.

This policy does not form any part or contribute to Councils Capital Works or Maintenance programs as Capital Works and Maintenance are covered by Council Asset Management Plans.

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# Road Infrastructure Upgrade Policy

## 3. Definitions

- Applicant – The land holder (or prospective land holder) making application to the Council in writing either through a Development Application or other request.
- Asset Management – The combination of management, financial, economic, engineering and other practices applied to physical assets with the objective of providing the required level of service in the most cost effective manner.
- Whole of Life Cost – The total cost of an asset throughout its life including planning, design, construction, acquisition, operation, maintenance, rehabilitation and disposal costs.
- Upgrade - To upgrade a road is to alter the road's classification within Council's Road Hierarchy, changing the purpose for which the road was designed. Examples include;
- upgrading a road from a Category 4 natural formed to Category 3 all-weather access road to facilitate the type of traffic movement,
  - upgrading a road from an unsealed to sealed surface
- Extension - To build additional tracks, roads or infrastructure to provide improved or additional access. This will generally only occur where there is new development or there is significant benefit to the community.
- Urban Network - is considered to be the road network within the townships of the Council district
- Rural Network - is considered to be the road network within the rural zoned areas of the Council district
- Rural Living Network- is generally considered to be the road network within the rural living zone, e.g. Armagh/Auburn East etc.

## 4. Policy Principals

Urban Network – Council will consider a sealed surface within townships where the sealing of the road and provision of associated infrastructure will provide important storm water management, dust control, or where substantial infill of recent vacant land has taken place.

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Rural Network – Council will maintain a network of unsealed roads and may decide to seal any of these roads where vehicle movements exceed 100 vehicles per day or meet criteria outlined below under Guidelines to Good Practice – Rural Roads, or as part of a regional strategy for freight improvements.

Rural Living Network – will be maintained as an unsealed network unless an assessment warrants upgrading to a sealed surface for safety or road durability reasons.

## 5. Objectives

Council is committed to directing available resources to the most cost-effective outcomes for the community, based on sound Asset Management and Planning principles

Council will achieve this objective by:

- a. Giving priority to funding the maintenance of existing road infrastructure ahead of extending or upgrading the road network in order to maximise Council's limited financial resources
- b. Undertaking works which reduce the future maintenance costs of Council and/or significantly extend the useful life of existing assets.
- c. Undertaking structure (integrated land use and transport) planning to identify strategic opportunities for growth in the road network
- d. Only considering applications for extension or upgrade to the road network where no other all-weather access (sheeted road) or road frontage is available
- e. Requiring applicants to pay for any extension or upgrade to the road network where the applicant is the primary beneficiary, e.g.: major industrial or tourism development etc.
- f. Only considering funding of an extension or upgrade of the existing road network where significant benefit to the community exists
- g. Upgrading of road infrastructure within existing township or expanding residential / township zoned areas e.g.: Rural Living zones land (or similar), will not be considered for sealing unless it exceed 100 vehicles per day.

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## 6. Guidelines to Good Road Practice – Rural Roads

The “Unsealed Roads Manual – Guidelines to Good Practice” published by the Australian Road Research Board states that it may be difficult to economically justify sealing a road carrying less than an annual average daily traffic (AADT) of 100 vehicles per day (VPD) unless there are special circumstances. Traffic Counts shall be captured and be an average of the low and high peak traffic volumes which may be dependant of seasonal conditions.

There may be exceptions to the general principles of this philosophy where there are, for example, exceptional maintenance or safety issues. These safety issues form Councils Capital Works and Maintenance Programs and road laws require all safety issues to be addressed. The extension of the rural sealed road network may be considered subject to a detailed evaluation including the following assessment of:

- Current and future volumes, and functional suitability of the road including consideration of the commercial vehicle usage
- Road user costs in terms of travel time, accident costs and vehicle operating costs
- Whether the proposal will divert traffic from other routes or generate new traffic
- Cost to maintain the road over the pavement lifecycle including consideration of existing maintenance costs and any reduction that may be obtained by the upgrade
- Cost of the proposal, which may be staged over a construction period
- Safety features of the unsealed road taking into consideration as road safety audit and crash statistics
- Industry/residential benefits e.g. consideration be given to sealing short segments fronting properties as an alternative to sealing a full section of road
- The number of properties/premises served by the road.

## 7. Request for Road Extension or Upgrade

Unless otherwise required by a Condition of Development or Agreement, Council will maintain the following road types, after they are constructed and after any applicable defects liability periods, at Council's cost, in accordance with the applicable category within Council's adopted Asset Management Plan.

### Opening a New Public Road (generally by way of land division)

Providing that all relevant Development Approvals are given, Council will approve the opening of a new public road subject to the applicant meeting the full cost (including all legal costs) of opening the public road and providing a road surface and associated infrastructure commensurate with Council's Standards and the adopted Asset Management Plan as referenced in the development approval.

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## **Opening a Public Road Reserve to Traffic or Upgrading a Category 4 Natural Formed Road to all weather access**

Where no other all-weather access (sheeted road) or road frontage is available, Council may upgrade a public road reserve or an earthen track to a trafficable standard commensurate with Council's Engineering Guidelines for Development and the adopted Asset Management Plan subject to the applicant meeting the full cost of the upgrade.

Where development approval (building, planning or land division) is sought, the requirement to pay the full cost of upgrading the public road reserve or earthen track and associated infrastructure should be referenced as a development condition.

Where no other all-weather access (sheeted road) or road frontage is available, and subject to there being sufficient funds available and in consideration of the additional benefits to the Community in excess of those to be received by the applicant, Council may consider contributing up to 50% of the cost towards the provision of the all-weather access (gravel road) to the subject property boundary by the shortest approved route from the existing road network.

## **Upgrading an Unsealed (sheeted) Road to a Sealed Road**

Council may approve the upgrade of a sheeted road to a sealed road standard subject to the applicant meeting the full cost of providing a sealed road pavement to the standard applicable under the Engineering Guidelines for Development and Council's adopted Asset Management Plan.

Subject to there being sufficient funds available and in consideration of the additional benefits to the Community in excess of those to be received by the Applicant, Council may consider contributing up to 50% of the cost towards the provision of a sealed road access based on the public/private benefit and where the whole of life cost to provide a sealed road is less than the whole of life cost to provide a sheeted road.

## **Sealing roads due to urban expansion**

Council understands that there is urban growth occurring across the Council area. This higher density residential development naturally increases expectations for sealed roads which were formerly unsealed.

Much of this urban growth is caused by rezoning and subsequent small-scale land divisions. Council may consider contributing up to 50% towards the provision of a sealed road within these areas provided there are sufficient funds available and the Road Upgrade Priority Matrix is achieved (see Appendix A). It is the responsibility of the land division applicant to negotiate with Council early before sub-division occurs.

If kerbing and water tables are required due to the storm water benefits or location within the township this cost shall be included as part of the road upgrade.

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## 8. Road Categories

### 8.1 Rural Sealed Roads

Road Category	Road Usage/Description
Township Seal	
Rural High Use Sealed	Roads where terrain does not restrict road width and high traffic volumes
Rural Normal Use Sealed	Roads where terrain does not restrict road widths and lower traffic volumes
Rural Narrow Sealed	Roads where terrain or historic constructions practices have restricted road widths
Rural Short Section Sealed	Road segments, generally on unsealed roads, where the sealed length is less than 100m

### 8.2 Unsealed Sheeted Roads

Road Category	Road Usage/Description
Township Sheeted	Not Applicable
Rural Class 1	High Use
Rural Class 2	Medium to high use
Rural Class 3a	Medium Use
Rural Class 3b	Medium to Low Use
Rural Class 3c	Low Use
Rural Class 4a	Very Low Use (sheeted)

For more information regarding Road Categories, please visit <https://www.claregilbertvalleys.sa.gov.au/council-documents/clare-and-gilbert-valleys-council-asset-and-infrastructure-management-plan>

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# Road Infrastructure Upgrade Policy

## 9. Review & Availability

This policy will be reviewed every four years, or as required.

The public may inspect a copy of this policy without charge at the Council offices during office hours and may obtain a copy for a fee fixed by Council

The policy is also available on Council's website [www.claregilbertvalleys.sa.gov.au](http://www.claregilbertvalleys.sa.gov.au)

## 10. References

Local Government Act 1999  
Asset Management Plan  
Asset Management and Accounting Policy  
Footpath - Verge Policy  
ARRB Unsealed Roads Manual – Guidelines to Good Practice  
ARRB Best Practice Guides

## 11. Document History

Approved by	Issue Date	Minute Reference – Details of Review
CGVC	20 Sept 2023	New policy adopted by Council
CGVC		

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# Clare & Gilbert Valleys Road Upgrade Priority Matrix

Matrix Ratings

Assessment Criteria					Funding			All weather access/road frontage			Serviced Properties			Estimated Peak Load			Integrated land use and transport			Primary Beneficiary			Future growth, demand and Land Use			Traffic diversions			
					Will the Community financially benefit from upgrading the road by reducing future maintenance costs?			Is there currently all weather access or road frontage available? Yes = 0 No = 10			How many properties/premises are served by the road per segment			Total average Vehicles Per Day (rounded to the nearest unit)			Will the upgrade provide strategic opportunities for growth in the region? 0=No 10=Yes			Who benefits i.e. major industrial / tourism development etc.			Are there significant benefits to the Community?			Will the proposed upgrade divert traffic from other routes or generate new traffic which may impact existing infrastructure/residents or cause safety issues?			
Criteria Weighting					10			10			10			10			10			10			10			10			
Road Name	From	To	Class	Length	Point Score	Weighting	Weighted Score	Point Score	Weighting	Weighted Score	Point Score	Weighting	Weighted Score	Point Score	Weighting	Weighted Score	Point Score	Weighting	Weighted Score	Point Score	Weighting	Weighted Score	Point Score	Weighting	Weighted Score	Point Score	Weighting	Weighted Score	Total
					0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0
					0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0
					0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0

Notes
This matrix is not to be used to determine the road infrastructure upgrade required for residential sub divisions as the costs fall to the developer (refer Road Infrastructure Upgrade Policy).
As this matrix is used to establish a criteria which must be met for consideration, scores of 75 will need to be achieved.



Matrix Ratings		Matrix detailed information	Scoring
Matrix Ratings		Information Sourcing and Justifications	Scoring
Funding:	Will the community financially benefit from upgrading the road by reducing future maintenance costs?	<ul style="list-style-type: none"> <li>- Refer to RSM Output and LTFP for predicted expenditure of current road network.</li> <li>- Refer to previous work plans to identify the funds spent on the road over the last 4 years. I.e., have there been significant or recurring defects over the term which have incurred excessive costs outside the normal maintenance budgets?</li> <li>- Refer to current road inspection information to identify current defects requiring maintenance.</li> </ul>	Using a sliding scale between 0 and 10, 10 being there is very little expenditure predicted for the following year, thus Council may consider a 50% contribution, 0 being the expenditure is predicted to be fully utilised so Council may not consider a 50% contribution.
All weather access road frontage:	Is there currently all weather access or road frontage available?	Refer to Councils GIS Application for Road Category and conduct a physical site visit.	Is a yes or no answer. Yes equals 0 meaning there is already road frontage and access to the properties so reduces the potential for contribution, No equals 10 lifting the matrix rating higher so may be considered for funding.
Services Properties:	How many properties are served per segment?	Refer to Councils GIS Application, rate information and conduct a physical site visit.	Using a sliding scale. If 20+ properties are services by the road, the matrix rating needs to be higher for Council to consider funding.
Estimated Peak Load:	Total Average Vehicles per day	Refer to Council Traffic Count Data	Using the total of average vehicles per day from traffic count data, 10 = 100+ average vehicles per day to lift the matrix rating for Council to Consider funding. Scored in units of 10, e.g. If the average is 48 VPD, the score should round up to 50 (5 in the matrix rating), if the average VPD is 43, score should round down to 40 (4 in the matrix).
Integrated Land Use and Transport:	Will the upgrade provide strategic opportunity for growth in the region?	Refer to Councils strategic and economic development plans to identify potential growth opportunities in the region. If there is potential growth by way of industry or residents, this should score higher to assist with Councils consideration for funding.	Is a yes or no answer. Yes equals 10 meaning there is potential for strategic growth if the road is upgraded, 0 = No meaning the Matrix score will lower.
Primary Beneficiary:	Who benefits? I.e. Major Industrial / Tourism.	Supporting documentation from the Applicant will be required to demonstrate the benefit to the Industrial Trade, the Tourism Industry and/or the local economy in general. The applicant will need to identify if they are the sole beneficiary.	Using a sliding scale, a score of 10 indicates that industrial trades, tourism etc. will benefit from a road upgrade, lower scores indicate there are few who would benefit.
Future Growth, demand and land use:	Are there significant benefits to the community?	Refer to Councils strategic and economic development plans to identify potential growth opportunities in the region. If there is potential growth by way of industry or residents, this should score higher to assist with Councils consideration for funding. Applicant will be required to demonstrate the benefits to the community, such as creating roads to connect townships or working partnerships with other industries which will inject money and growth into the community.	Using a sliding scale, a score of 10 indicates that there will a significant benefit to the Community with a road upgrade, lower scores indicate there are few who would benefit.
Traffic diversions:	Will the proposed upgrade divert traffic from other routes or generate new traffic that may impact existing infrastructure/residents or cause safety issues?	Refer to Councils GIS Application to identify existing infrastructure and residential areas. Use the NHVR network information to identify if Heavy Vehicles may potentially re-route past existing or future residential developments which may cause issues. Will diverted traffic cause safety issues by way of creating damage to surrounding road networks which will cause unscheduled maintenance.	Using a sliding scale, if the road upgrade has the potential to re-route traffic increasing the traffic loads creating safety issues and maintenance problems, the matrix score should be lower. If it will benefit the area with minimal impact, this score should be higher.