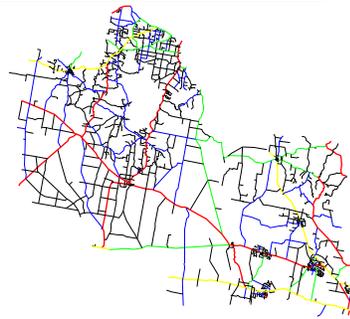


Golden Plains Shire Council



Road Management Plan



June 2017-2021

DISTRIBUTION REGISTER

Copy Number	Location
1	Works Manager, Golden Plains Shire
2	Golden Plains Shire Customer Service Office – 2 Pope Street, Bannockburn
3	Golden Plains Shire Customer Service Office – 68 Sussex Street, Linton.

AMENDMENT REGISTER

Amendment Number	Amendment Description	Date	Amended By
1	3.2.1 – amended clauses arterial roads	23/3/06	Bill K
2	Reviewed	2009	
3	Formatting changes	16/02/12	Dick D
4	Amendments / Review	01/02/13	Bill K
5	Addition of Annexure C / Formatting	09/01/13	Jo Burns
6	Reviewed – No Change	30/06/2017	David G

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1. INTRODUCTION

Golden Plains Shire Council has developed this Road Management Plan for its Municipal Road network as part of Council's commitment to provide a safe and efficient road network for use by all members of the public in accordance with Policy 6.8: Asset Management.

The Road Management Plan (RM Plan) has been developed for compliance to the Road Management Act July 2004 and compliments Council's Corporate Plan.

This Road Management Plan has been developed to manage the Golden Plains Shire's Municipal roads, taking into consideration the important arterial links provided by the State Highway, Arterial (main) roads and Tourist roads within and connecting to the Shire's road system, which caters for the needs of those who reside within the municipality and those who traverse through both our urban and rural community.

In accordance with the Act, Council will from time to time review and amend its Road Management Plan as necessary.

1.1 Hierarchy of Documents

There is a hierarchy of documents that makes up the Golden Plains Road Management System.

- Asset Management Policy
- Asset Management Improvement Strategy
- Road Strategy
- Road Management Plan
- Road Register

1.2 Glossary of Terms

Term	Definition
Road Management Act (RM Act)	Road Management Act 2004 (Vic). The Act provides a statutory framework for the management of the road network in Victoria.
Code of Practice	Code of Practice for Road Management Plans (13 September 2004). Supporting document to the legislation, which provides practical guidance to Road Authorities in the making of RM Plans.
Road Management Plan (RM Plans)	A document developed by Councils to assist in the management of their road related duties and responsibilities, as defined in the RM Act.
Responsible Road Authority	The organisation responsible for the management of the road, as determined under s.37 of the RM Act.
Road	Includes a street; right of way; cul de sac; by-pass; bridge or ford; footpath; bicycle path or other land or works forming part of the road.
Arterial Roads	Freeways, Highways & Declared Main Roads which are managed by the State Government through VicRoads.
Municipal Roads	Roads for which the Council is the responsible Road Authority.
Other Roads	Includes roads in State reserves, and roads on private property. Council is not responsible for the care and maintenance of these roads.
Public Road Register	List of roads within a municipality that a Council is responsible for. Council is required to keep a register under s.19 of the RM Act.
Road Infrastructure	The infrastructure which forms part of a roadway, pathway or shoulder, including: <ul style="list-style-type: none">• Structures forming part of the roadway, pathway or shoulder; and the road-related infrastructure;• Materials from which a roadway, pathway or shoulder is made; such as asphalt, bitumen, gravel, lane markers and lines.

Road Related Infrastructure	Infrastructure which is installed by the relevant road authority for road related purposes to: <ul style="list-style-type: none"> Facilitate the operation or use of the roadway or pathway; or Support or protect the roadway or pathway. Examples : Traffic islands, traffic management signage, traffic control sign, traffic light, kerb and channel, a bridge, culvert or ford, road drain or embankment, a noise wall, gate, post or board installed on the road reserve.
Proactive Inspections	Inspections performed as part of a scheduled program, according to the hierarchy of roads, which is based on the road classification, volume of traffic etc.
Reactive Inspections	Inspections performed in response to a complaint about the condition of the road, or report of injury and/or property damage to a member of the public.
Condition Inspections	Inspections conducted to assess the life of the road and footpath network and to prioritise major works.
Hazard / Defect Description	Refers to a change to the road or footpath surface that introduces a hazard to public safety. Common terminology includes: pothole, lift, shove, lip, crazing, depression.
Intervention Level	The size of the defect at which the defect will be rectified.
Infrastructure and works managers	Road Authority staff responsible for the management and maintenance of roads as determined by the classification system within the Road Management Act 2004 (Vic), and as contained in the road register.
Consent Applications	Applications made by other Road Authorities and Utility companies to perform works on Council-managed roads.
“Exceptional Circumstances” or “Force Majeure” Clause	A clause included in the RM Plan that describes the conditions under which a Council can suspend its maintenance and inspection responsibilities under the RM Plan due to the occurrence of events outside its control.
Liability Audit	The biennial audit of members’ risk management practices conducted by the MAV Insurance-Liability Mutual Insurance Scheme.

2. PURPOSE OF THE PLAN

The purpose of the Golden Plains Shire Road Management Plan (RMP) is to detail the management system for Council’s road management function that is based on policy and operational objectives as well as available resources.

It also sets the relevant standard in relation to discharge of duties in the performance of those road management functions.

The plan reflects how Council will provide a safe and efficient road network and ensure that Council’s asset management practices are focussed on delivering optimal outcomes having regard to affordability, available resources and Council policies and strategies.

3. ROAD NETWORK WITHIN GOLDEN PLAINS SHIRE

Within the boundaries of Golden Plains Shire there is an extensive Local Road network comprising 1000 kilometres of sealed local roads and 700 kilometres of gravel local roads. There is also a further 359 kilometres of “Arterial Roads” including Main Roads, the Glenelg, Midland and Hamilton Highways, and Steiglitz Tourist Road, which pass through the municipality. There are also approximately 167 kilometres of unmade fire access tracks, unformed tracks and unused road reserves within the Shire.

As a requirement of section 205 of the *Local Government Act* 1989, Council has the care and management of municipal roads within its responsibility.

In addition, Council must ensure that if a road is required for public traffic, it is kept open for public use, and may carry out work on the road. The Council is not obliged to do any specific work on the road and in particular is not obliged to carry out any surface or drainage work on an unmade road.

3.1 Road Register

Golden Plains Shire, pursuant to the requirements of the *Road Management Act 2004* (the Act), is the “coordinating road authority” for all municipal roads within the municipality. These roads are listed on the Shire’s Register of Public Roads, as Public Roads for which Council is responsible.

Council has determined that those roads and footpaths on the Register of Public Roads are those that are considered to be reasonably required for public use. The Register of Public Roads has been adopted by Council and is amended from time to time as required. The Register of Public Roads is available for inspection at Council Customer Service Centres.

3.2 Criteria for determining whether a road is reasonably required for general public use

The following criteria will be used to assess whether any section of road is “reasonably required for general public use” and should therefore be included in Council’s Register of Public Roads.

(a) Mandatory Requirement

The road must be a public road:

ie, the road is:

- declared to be a public highway under section 204(1) of the *Local Government Act 1989*
- declared to be a municipal road under section 14(1) of the *Road Management Act*
- a public highway under section 24(2)(c) of the *Subdivision Act*

It should be noted that roads which are public roads (or public highways) are not necessarily going to be deemed to be “reasonably required for public use” and therefore will not necessarily be included on Council’s Register of Public Roads.

(b) Non-Mandatory requirements

The road must satisfy at least seven of the following ten criteria:

- provides primary access to at least one full-time occupied residence
- is named and signed
- has previously been constructed by and / or maintained by Council
- contains public utilities (*ie*, Powercor, Telstra)
- provides clear benefit to several property owners (not just one)
- is required for fire access purposes
- connects into and forms part of the wider network of public roads
- is fenced on both sides
- is required for vehicular use
- the road is the only means of access to abutting property/properties

The register provides a listing of the roads for which Council is the responsible authority, and includes (where possible):

- Road Name
- Locality
- Date road became a Public Road
- Start and end description
- Length
- Classification
- Footpath Classification
- Demarcation responsibility
- Details of ancillary areas

The Ballarat Skipton Rail Trail is not listed on Council's Road Register.

(Refer also to Annexure C).

3.3 Road Hierarchy

Golden Plains Shire's Road Hierarchy has been developed and adopted by Council to clarify the presentation of the municipal road network in such a manner that the road classifications are based on function, not on the capacity or importance – eg, main, secondary and minor.

There are several classifications of roads existing within the Shire for which Council is not the Road Authority.

A map showing the Road Hierarchy is attached as Annexure A.

3.3.1 Arterial Roads

Freeway/Highways (AR) – Funded and Maintained by VicRoads as the “Co-ordinating Road Authority” – Arterial Roads. Within Golden Plains Shire these roads are:

- Glenelg Highway
- Hamilton Highway
- Midland Highway

Main Roads and Tourist Roads (AR) – Funded and Maintained by VicRoads as the “Co-ordinating Road Authority” – VicRoads Arterial Roads. Within Golden Plains Shire these roads are:

- Ceres Road
- Colac-Ballarat Road
- Friend In Hand Road
- Fyansford-Gheringhap Road
- Inverleigh-Shelford Road
- Inverleigh-Winchelsea Road
- Lismore-Scarsdale Road
- Rokewood-Shelford Road
- Rokewood-Skipton Road
- Shelford-Bannockburn Road
- Geelong-Ballan Road, and
- Steiglitz Tourist Road

The VicRoads Road Management Plan is available for inspection at VicRoads Regional Offices located in Geelong and Ballarat or on the VicRoads website – www.roads.vic.gov.au.

Council's responsibility for operation of elements of arterial roads is detailed in the Code of Practice - Operational Responsibility for Public Roads.

3.3.2 Municipal Roads

Golden Plains Shire is the Co-ordinating Road Authority for most local roads within the municipality, and there are several classifications for these roads. These classifications are reflected in the Road Hierarchy.

Link Roads (LR) – Those roads which supplement the arterial roads by providing through traffic movement to an individually determined limit that is sensitive to roadway characteristics and abutting land uses. These have been categorized based on their primary function as main routes between localities and/or towns within the Shire as well as traffic count data.

Collector Road – Rural (CR) and Urban (CU) – Important local roads whose function is to distribute traffic between the arterial roads and the local road system and to provide access to abutting property. Rural and Urban Roads.

Access Road – Rural (AR) – Those roads and streets not having a significant through traffic function, whose function is to provide access to abutting rural properties.

Access Road – Urban (AU) – Those roads and streets not having a significant through traffic function, whose function is to provide access to abutting urban properties.

Access Road - Fire Access (AF) - Designated fire access tracks throughout the Shire. Access (AF) roads consist primarily of Fire Access Tracks, which are open for traffic in a controlled Level of Service, however are infrequently used or dry weather access only. **Maintenance of these roads is only carried out as agreed with CFA.**

Access Road - Unmade Road (UN) / Formed Only (FO) - Unmade track on road reserve. **These roads are not maintained by Council.**

3.3.3 Other Road Authorities

Roads not listed in the VicRoads or the Golden Plains Shire Road Registers, are deemed to be managed by other Road Authorities or Private Entities. This includes any driveway or pathway providing access from private property to a public road.

The following are roads located within the municipality that Council does not maintain as the Road Authority.

Private Road (PR) - Not Maintained By Council – Under ownership/control of private entities.

DSE Controlled Leased Road Reserves (DL) - Not Maintained By Council – Unused road reserves leased by private entities

External Authority Controlled Roads (EX) - Not Maintained By Council – Roads/tracks controlled by authorities other than Council such as Parks Victoria or the Department of Sustainability and Environment (DSE).

3.3.4 Footways

Footpaths for which Council is the Road Authority

Footpath – Commercial (FC) – Footpaths in commercial/business areas and/or adjacent to schools

Footpath – Township (FT) – Footpaths and/or bicycle paths within townships

Footpath – Rural (FR) - Footpaths and/or bicycle paths in rural areas

The Ballarat – Skipton Rail Trail does not form part of the Road Management Plan. However it is still subjected to annual proactive inspections and periodic maintenance activities.

3.3.5 Management Arrangements with other Road Authorities

Abutting Municipalities / Shared Assets

Golden Plains Shire has various agreements in place regarding maintenance responsibilities of shared roads and bridges with adjoining Council's. These agreements, formal or informal, define which boundary roads or bridges Council is responsible for maintaining. The costs of capital works and periodic maintenance are shared equally between the Councils. These agreements are subject to further revision and improvement and where available can be viewed at the Golden Plains Shire Council offices. Agreements exist between Golden Plains

Shire and its seven [7] neighbouring Councils, these being City of Ballarat, City of Greater Geelong, Colac-Otway Shire, Corangamite Shire, Moorabool Shire, Pyrenees Shire and Surf Coast Shire.

Road-Rail Interface

The management of safety risks at road rail interfaces is undertaken in accordance with Safety Interface Agreements (RSA's). All maintenance activities, pavement construction and maintenance of roads at level crossings within a distance of 2.44 metres from each side of the outer rails are the responsibility of the railway authority. The railway authority is responsible to erect and maintain railway crossing position signs together with other signs, warning devices, gates, boom barriers, lights, etc located at the crossing.

Council is responsible for the erection and maintenance of advance warning signs and all pavement markings associated with crossings on roads under its control.

The relevant rail authority is also responsible for road bridges over railway lines, and rail bridges over roads. Road over rail bridges within Golden Plains Shire are in Peel St (Inverleigh), Spring Creek Rd (Bannockburn), Hills Rd (Batesford) and Quarry Rd (Lethbridge), and the rail over road bridge is located at O'Connor Rd in Lethbridge.

Utilities

Utility assets located on the road reserve are provided and maintained by the respective authorities. The responsibility authorities within Golden Plains Shire include:

- Water and Sewerage – Barwon Water and Central Highlands Water
- Power Supply – Powercor
- Street Lighting – Powercor – Council pays fee for maintenance
- Telecommunications – Telstra
- Gas Transmission Lines – GasNet Australia P/L

4. ROAD ASSET MANAGEMENT SYSTEMS

4.1 Strategic Framework for Roads

The objective of Council's Road Strategy is to provide the framework to make the best use of the available funding and target priority areas for improvements and maintenance. The Council Plan establishes the basis to ensure that sufficient funding is provided to meet the annual maintenance requirements for the existing road network, and that planning is in place to provide for the renewal and replacement of roads when required.

Golden Plains Shire uses the Moloney Asset Management System as the basis for its road asset management planning and monitoring process. The Moloney AM System is installed as Council's pavement management system, and is regularly updated to provide ongoing and accurate financial and physical information as to the condition of the roads.

The details of the completed maintenance and capital works for a particular year are entered into the Moloney Asset Management System database, so that the inventory of the road assets is up to date.

4.2 Road Maintenance Systems

Road asset management involves the management of both the physical and function of road assets and the aspects of the use and operation of those assets that affects the "day to day" and "lifelong" condition of the assets. It applies to all road assets, including the road pavement & surface, footpaths, kerb & channel, structures (bridges and culverts), roadside and road associated infrastructure (eg, vegetation and traffic management devices).

4.2.1 Monitoring System

Golden Plains Shire has a tiered regime to inspect all roads for which it is responsible on a cyclic basis to achieve the specific level of service for the elements of the road network. These inspections identify potential safety hazards and defects, which exceed accepted maintenance standards.

There are four types of road inspections undertaken.

4.2.2 Road Infrastructure Defect Inspections (Compliance Inspections)

These programmed regular inspections (Routine Maintenance Inspections) are undertaken as part of routine maintenance activities of the network, and are designed to be proactive in the management of defects such that intervention is achieved and defects rectified before the specified tolerable level of service is reached.

Inspection intervals have been determined having regard to the particular road asset element, the type, volume and nature of road usage, and the resources available.

Inspection Type	Inspection Frequency by Classification				
	Link Road	Collector Road	Access Road	Access Road Unmade and Formed Only	Footpath
Day	Yearly	Yearly	Yearly	Not inspected	Yearly
Night	Yearly	Yearly	Yearly	Not inspected	Not inspected

4.2.3 Hazard Inspections

This inspection is initiated by a reported defect or perceived hazard that exists within the Council's road network. Following receipt of the report, an inspection is undertaken to verify the report and instigate measures to affect appropriate warning and/or temporary measures to deal with the hazard and program appropriate repairs.

4.2.4 Condition Inspections

The Asset Management process involves a review with a full condition inspection and survey of all Council's roads on a five year cycle as required by Council's Road Strategy. The system is regularly updated by Council staff and includes data on roads upgraded through Council's capital works program or by the construction of subdivisional roads by private developers.

The Moloney Asset Management System contains details on road pavement composition, width and depth, seal, the pavement condition and valuation. The register is kept up to date with details on Council's roads and footpath and in addition has some data on main roads, fire access tracks and unmade roads through the Shire. Council's road asset register is derived from the Moloney System however it only includes those roads for which Golden Plains Shire is the Road Authority. Council's Register of Public Roads is included in Council's Moloney Asset Management System.

4.2.5 Incident Inspections

These are inspections carried out to comply with the requirements of the Road Management Act 2004, Part 6 - Civil Liability, Clause 116. The inspection enables an incident condition report to be prepared for use in legal proceedings and the gathering of information for the analysis of the causes of accidents and the planning and implementation of road management and safety measures.

4.2.6 Response to Complaints and Requests

Customer and road user enquiries are recorded and subsequent actions tracked electronically.

When a defect is identified through routine inspection, or reported by a customer, the defect is logged in Council's Customer Request Management System in order to identify the nature of the defect, its location, the responsible officer and the action taken. The defect is given a reference number so that customers can, as required, contact Council to make enquiries and track its progress.

5. Force Majeure

Council will make every effort to meet its commitments under its Road Management Plan.

However, there may be situations or circumstances that affect Council's business activities to the extent that it cannot deliver on the service levels of the RM Plan. These include but are not limited to: natural disasters, such as fires, floods, or storms, or a prolonged labour or resource shortage, due to a need to commit or redeploy Council staff and/or equipment elsewhere.

In the event that the Chief Executive Officer (CEO) of Council has considered the impact of such an event on the limited financial resources of Council and its other conflicting priorities, and determined that the RM Plan cannot be met, then pursuant to section 83 of the Wrongs Act, the CEO will write to Council's Officer in charge of its Plan and inform them that some, or all of the timeframes and responses in Council's RM Plan are to be suspended.

Once the scope of the event/s have been determined, and the resources committed to the event response have been identified, then there will be an ongoing consultation between Council's CEO and Council's Officer responsible for the RM Plan, to determine which parts of Council's Plan are to be reactivated and when.

Council statements to residents about the suspension or reduction of the services under the RM Plan will include reference to how the work that will be done has been prioritised, and the period for which it is likely to be affected.

ANNEXURES:

- Annexure A – Golden Plains Shire Road Hierarchy Map.
- Annexure B – Hazard and Hazard Response
- Annexure C – Procedure for adding or removing roads to or from "Register of Public Roads"

ANNEXURE A TO GPS RMP

**GOLDEN PLAINS SHIRE
MAP OF ROAD HIERARCHY**

ANNEXURE B TO GPS RMP

DESCRIPTION OF HAZARD AND HAZARD RESPONSE

PAVEMENTS			
Description of Hazard	Response Time by Road Classification ##		
	Link Road	Collector Road	Access Road
Obstructions and Substances in Traffic Lane			
Materials fallen from vehicles, dead animals, wet clay and other slippery substances, hazardous materials, accumulation of dirt or granular materials on the traffic lane of sealed roads	1 week	1 week	1 week
Ponding of water >300mm deep, fallen trees, oil spills, stray livestock.	24 hours	24 hours	24 hours
Pavement or Surface Defects			
Potholes in traffic lane of a sealed pavement greater than 300mm in diameter and greater than 100mm deep or in the traffic lane of an unsealed pavement greater than 500mm diameter and 150mm deep	6 weeks	6 weeks	3 months
Installation of warning signs or treatment at sites where assessment of the skid resistance indicates a slippery surface	1 month	1 month	3 months
Deformations greater than 100mm under a 3m straight edge	1 month	3 months	6 months
Edge drops onto unsealed shoulder greater than 100mm	3 month	6 months	12 months
Drainage			
Damaged or missing drainage pit lids, surrounds, grates, in pedestrian areas or traffic lanes.	1 month	3 months	6 months
ROADSIDES			
Vegetation – Trees Shrubs and Grassed Areas			
Tree limbs or trees that have been classified as in danger of falling	3 months	6 months	12 months
Trees, shrubs or grasses that have grown to restrict design sight distance to intersections or restrict viewing of safety signs	6 weeks	3 months	6 months
Vegetation intruding within an envelope over roadways from the back of shoulder and/or kerb and a minimum of 5m height clearance over pavement and the trafficable portion of shoulders.	6 months	12 months	24 months
Roadside Furniture			
Safety Signs*			
Safety signs missing, illegible or damaged making them substantially ineffective	1 month	3 months	6 months
Guide Posts			
Missing or damaged at a critical location** making them substantially ineffective	3 months	3 months	12 months
Safety Barriers and Fencing			
Missing or damaged at a critical location** making them substantially ineffective	3 months	6 months	12 months
Islands and Bicycle/Shared Paths			
Missing, illegible or confusing at a critical location**	3 months	6 months	12 months

Pavement Markings			
Missing, illegible or confusing at a critical location**	3 months	6 months	12 months
STRUCTURES			
Damage affecting structural performance.	24 hours	24 hours	1 week
FOOTPATHS AND PATHWAYS			
	Classification	Footpath Commercial FC	Footpath Township FT, Rural FR
Defective pedestrian areas with a step greater than 50 mm		1 month	3 months
Vegetation which presents a physical hazard to the public over pedestrian/bicycle paths, intruding into a clearance envelope between the edges of path and a minimum of 2.4m height clearance over path.		6 months	12 months

** A critical location is a location where the road alignment and/or pavement width and/or geometry are identified by additional markings or furniture to guide the travelling public (cars, trucks, motor cycles bicycles and Pedestrians)

* A “safety sign” is a road sign that provides the driver with advice on the safe use of the road.

When Council inspect or is notified of a hazard, Council will inspect and rectify if possible, or provide appropriate warning within the response time indicated.

Where, because of the nature of the repair required, level of resources required or workload, it is not possible to rectify within the time shown, appropriate warning of the hazard is to be provided until the repair can be completed

Appropriate warning could include, for example:

- Provision of warning signs
- Traffic control action
- Diverting traffic around the site
- Installation of a temporary speed limit
- Lane closure
- Closure of the road to use by certain vehicle (eg, a load limit), or
- Road closure

ANNEXURE C TO GPS RMP

PROCEDURE FOR ADDING OR REMOVING ROADS TO OR FROM THE COUNCIL'S REGISTER OF PUBLIC ROADS

Introduction

The Golden Plains Shire Council (the Council) is the relevant road authority for maintaining a Register of Public Roads within Council's municipal district.

Legislation

The *Road Management Act 2004* [the Act] applies.

Road registration obligations

The Council must register on its Register of Public Roads a road in respect of which a decision has been made that the road is reasonably required for general public use pursuant to section 17(3) of the Act.

Status after registration

The registration of a road on the Register of Public Roads results in the road becoming a "public road" within the meaning of section 17(1)(e) of the Act.

It imposes a statutory duty on the Council to inspect, maintain and repair the road to the standard specified in the Road Management Plan, pursuant to section 40(1) of the Act.

Pursuant to section 40(2) of the Act, there is no obligation to upgrade a road or to maintain a road to a higher standard than that to which the road is constructed.

Road removal obligations

The Council **must** remove a road from its Register of Public Roads if the Council has made a decision that the road is no longer reasonably required for general public use pursuant to section 17(4) of the Act.

Status after removal

Pursuant to section 17(5) of the Act, the removal of a road from Council's Register of Public Roads does not affect:

- the status of the road as a public highway; or
- the right of public use of the public highway

Decision to register or remove

The decision to add or remove a road from Council's Register of Public Roads can be made by the Council's Chief Executive Officer (CEO) in the exercise of the powers authorised in the CEO's Instrument of Delegation.

Prior to making any decision to add or remove a road, the CEO must first consider a report from the Council's Director Assets and Amenity that includes an assessment of the road in question against the criteria for determining whether a road is reasonably required for general public use (*refer to Section 3.2*).