

Wagga Wagga City Council

RESTRICTED VEHICLE ACCESS MANAGEMENT POLICY

REFERENCE NUMBER	POL 002		
ORIGINAL APPROVAL DATE	October 2008		
RESPONSIBLE MANAGER	Manager Operations		
RESPONSIBLE DIRECTORATE	Commercial Operations		
<p>This document is to be reviewed: every four years or in the first twelve months of the new term of Council, whichever is the earliest. Next Review Date: September 2020</p>			
Revision number	Issue Date	Council Resolution	Council Meeting Date
1	27 July 2009	Res No: 09/077	27 July 2009
2	April 2003	E Team	7 May 2013
3	August 2013	Res No: 13/224.1	26 August 2013
4	August 2017	Res No: 17/279	28 August 2017

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PART 2: INTRODUCTION

This Restricted Access Vehicle Management Policy reflects Council's Vision, Mission, and asset management objectives as encapsulated in the Wagga Wagga City Council Strategic Plan.

Council's vision for Wagga Wagga is "*A thriving, innovative, connected community on the Murrumbidgee, rich in opportunity, choice, learning and environment, where paths cross, where people meet*".

2.1 Legislation

- Local Government Act 1993, and the subsequent Regulations under the Act.
- Road Transport (General) Act 2005
- Road Transport (Safety and Traffic Management) Act 1999
- Roads Act 1993
- Road Transport (Driver Licensing) Act 1998
- Road Rules, 2008
- Road Transport (Vehicle Registration) Act 1997
- Law Enforcement (Powers and Responsibilities) Act 2002

2.2 Policy Objectives

The objective of this Policy is to define Council's management of Restricted Access Vehicles on Council Roads and to best manage the balance between the economic contributions that these vehicle types provide to the community, with the impact of their operation on Council infrastructure.

The Restricted Access Vehicle Management Policy will complement and build upon Council's Strategic Plan, and with its continued implementation and more formalised approach to heavy vehicle access, Council will achieve significant benefits including:

- A clear direction and management of Restricted Access Vehicle to Council roads;
- A guide to more informed and transparent decision-making by Council, staff and community;
- A framework to implement continuous improvement in Restricted Access Vehicle management;
- Management of community needs and expectations;
- Management of Council's risk;
- Greater resource efficiency through the appropriate regulation of Restricted Access Vehicles; and
- Compliance with State and Federal legislation

2.3 Scope of Policy

This Policy applies to all Restricted Access Vehicle Types identified in Appendix A. Appendix A is subject to Restricted Access Vehicle Types as defined by the NSW Roads and Maritime Services (formerly Roads and Traffic Authority) and as modified from time to time.

2.4 Definitions

- **GVM** – Gross Vehicle Mass – nominated in the vehicle registration details. This is the maximum weight at which the vehicle may be operated on roads in NSW
- **Restricted Access Vehicles** – (RMS 2001) “Restricted Access” vehicles are all those vehicles or combinations that cannot have general access to the road system because of their size, mass or the need for special operating conditions. Any vehicle outside the “general access” limits is classified as “restricted access”, and includes
 - combination vehicles longer than 19 metres (eg B-Doubles and Road Trains);
 - vehicles more than 4.3 metres high (eg livestock crates, loaded car carriers and other commodity concessions);
 - vehicles carrying indivisible oversize loads; and
 - special purpose vehicles exceeding “general access” mass or dimension limits

Each of these vehicle categories operates under specific arrangements in NSW. All restricted access vehicles are categorised in one of three classes:

- Class 1
Oversize and over mass vehicles
 - Class 2
B-Doubles, Road Trains, controlled access buses longer than 12.5 metres up to 14.5 metres long, loaded car carriers longer than 19 metres and up to 4.6 metres high, livestock vehicles up to 4.6 metres high.
 - Class 3
Restricted access vehicles not covered by Class 1 or Class 2.
- **Rigid Vehicles** - Vehicles up to a maximum length of 12.5m and a usual maximum Gross Vehicle Mass (GVM) of no more than 26.5t.
 - **Semi-Trailers** - A Prime Mover towing a single semi-trailer combined with a turntable assembly to a maximum length of 19m and a usual maximum GVM of 42.5t. A rigid vehicle with a trailer can also be placed in this category.

- **19m B-Doubles up to 50t GVM** - A prime mover towing 2 semi trailers combined by two turntables assemblies where the trailers are superimposed over the turntables. A maximum length of 19m and a maximum general GVM of 50t applies. No route restrictions apply in this configuration.
- **19m B-Doubles over 50t GVM** - A prime mover towing 2 semi trailers combined by two turntables assemblies where the trailers are superimposed over the turntables. These vehicles may operate over the 50t limit but only on gazetted B-double routes. This is a restricted access vehicle.
- **25/26m B-Doubles** - A prime mover towing two semi-trailers combined by two turntable assemblies where the trailers are superimposed over the turntables. This double articulation is the main defining feature of a B-Double arrangement. Maximum length is 25m for assemblies using “cab over” prime movers or 26m for assemblies using “hooded” prime movers. A maximum usual GVM of 62.5t applies. This is a restricted access vehicle.
- **4.6m High Vehicles** – Any vehicle that is over 4.3m high and up to 4.6m high. These can include stock carriers, vehicle transporters, primary produce carriers, and vehicles carrying loads that cannot be divided. This is a restricted access vehicle.
- **Oversize and Overmass Vehicles**
Any vehicle that exceeds the dimension or mass limits that are stipulated in Road Transport Legislation. Those dimension limits generally are:

Width	-	2.5 metres
Height	-	4.3 metres
Length	-	12.5 metres (for a rigid vehicle)
	-	19.0 metres (for a combination vehicle)

There are three main types of vehicles or vehicle combinations that fall under this definition. They are:

- Load-carrying vehicles or combinations, e.g. a low loader, which is designed to carry large indivisible loads. NB: B-double and 4.6 metre high vehicles fall into this category.
- Special-purpose vehicles – e.g. mobile crane and concrete pumps, which is designed to perform some other task other than carrying a load
- Agricultural vehicles – e.g. headers, ploughs, which are used for agricultural purposes.

Operators of oversize vehicles must carry the relevant Permit Notice in the vehicle at all times when operating oversize in New South Wales. The Notices can be downloaded from the Roads and Maritime Services (RMS) website at www.rms.nsw.gov.au/heavyvehicles/index.html

The operator may also be required to apply to the RMS for a specific permit, depending on the height, length and width of the vehicle together with any load that it is carrying. Each permit must be carried in the vehicle to which the permit applies at all times. (See section 7.4)

Where a vehicle is travelling pursuant to a Specific Over Dimension Permit, the vehicle operator must obtain written authority from a road authority to allow the vehicle to be used on a road that is administered by that road authority. In the case of Wagga Wagga City Council, the Traffic Section issues conditional authority letters that coincide with the Specific over Dimension permits that are issued by RMS.

For a vehicle to operate **overmass**, the operator must obtain a specific permit from the RMS. At all times the permit must be carried in the vehicle to which it applies. (see section 7.4)

- Reference: **Oversize and Overmass Vehicles** is from "Operating Conditions: specific permits for oversize and overmass vehicles and loads, "RMS, 2007.
- **B-Triples** - A prime mover towing three semi trailers combined by three turntable arrangements. Maximum length is 36m and usual maximum GVM is up to 72 tonnes. This is a restricted access vehicle. There are no provisions for B-Triples to operate in the Wagga Wagga Local Government Area.
- **Super B-Doubles** - A prime mover towing two semi trailers combined by two turntable assemblies. They differ from the usual b-double arrangement in that they are 30m long, have 4 axles in the centre wheel grouping, and have some degree of "steerability" in some wheel sets. This is a restricted access vehicle. There are no provisions for Super B-Doubles to operate in the Wagga Wagga Local Government Area.
- **Restricted Access Buses** – This type of vehicle is usually only used as a tourist coach. The vehicle length may be up to 14.5 metres. The vehicles can usually be easily identified due to the inclusion of a second axle under the rear section of the vehicle.
- **Restricted Access Routes** – Any roads that have been assessed to be suitable for specified restricted access vehicle types.
- **RMS** – NSW Roads and Maritime Services (formerly Roads and Traffic Authority). Part of the New South Wales Government Ministry, *Transport for NSW*.
- **HML** – Higher Mass Limits vehicles. Vehicles that are permitted to operate with increased axle load limits above the usual axle load limit for various axle combinations. These vehicles must operate in accordance with the requirements of the Intelligent Access Program (IAP) and National Heavy Vehicle Accreditation Service (NHVAS) and must operate with Road Friendly Suspension (RFS) (covered in more detail in section 5.3 this policy)

Higher Mass Limits (HML) is the operation of vehicles at higher payloads in accordance with Table 2.4. Only those vehicle types defined in the table are permitted to operate at these higher mass limits.

Table 2.4: HML vehicle types and weights in NSW

Vehicle Configuration	Standard (Gross) Mass Limit	Higher Mass Limit (HML)	Payload Increase (%)
19 metre (6 axle) Semi Trailer*	42.5 tonnes	45.5 tonnes	10%
25/26 metre (9 axle) B-Double*	62.5	68	13%
Double Road Train	79 tonnes	85 tonnes	7%

Source: Higher Mass Limits (HML) in NSW – Information for Local Governments (RMS January 2007)

*Car Carriers are included in eligible vehicle types

- **IAP** - Intelligent Access Program. (covered in more detail in section 5.3 this policy)
- **RFS** - Road Friendly Suspension, Suspension systems designed to reduce the dynamic loading of vehicles onto the road pavement. (covered in more detail in section 7.5 of this policy)
- **NHAS** - National Heavy Vehicle Accreditation System (covered in more detail in section 5.3 this policy)

2.5 Review procedures

This policy is subject to review on a 2 year basis and is the responsibility of the Manager, Infrastructure Planning.

PART 3: POLICY CONTENT

3.1 Restricted Access Vehicle Planning

Council will adopt a planned approach to granting access to Council Roads for Restricted Access Vehicles. The granting of access will be based on sound assessment of commercial need, compatibility with Council planning principles, and infrastructure impact considerations.

3.2 Restricted Access Budget Considerations

3.2.1. The cost of restricted access vehicle route assessment is catered for in the operational budget of Council's Traffic section in the Infrastructure Planning Division.

3.2.2 Restricted Access Vehicle operations have an impact on infrastructure. This can be both positive and negative depending on the context. Route assessments that require specific assessment of pavement or bridge infrastructure incur assessment costs.

Note: Where these costs fall outside of normal maintenance assessment costs, the restricted access route applicant will be given the option of either funding the assessment immediately, or waiting until the assessment is carried out as part of routine maintenance procedures. The applicant is to be aware that funding of the assessment does not guarantee route approval, if the assessed infrastructure does not meet the required standard.

3.2.3 Similarly where infrastructure is of an insufficient standard to meet applicant's requirements, the applicant will be given the option to fund upgrading works if the works are not already on Council's works program in the timeframe required by the applicant.

3.2.4. The cost of infrastructure assessment and/or upgrade to meet specific route assessment or access requirements of applicant's may therefore be met in one of three ways:

- i. As part of Council's pre-planned infrastructure maintenance or upgrade budget
- ii. Through contributions by an applicant to upgrade infrastructure to the appropriate level.
- iii. Through a combination of i and ii.

3.3 Risk Assessment and Management

3.3.1 As part of Council's Asset Management Policy, Council will maintain a program of regular inspection of assets under its control to minimise Community risk. This will also identify asset degeneration that may have been caused by heavy vehicle access.

3.3.2 Council will maintain a Quality and Work Health and Safety System for its employees and contractors in assessing heavy vehicle routes.

3.4 Restricted Access Route Record Keeping

3.4.1 Council will maintain records of all approved restricted access routes.

3.4.2 The records will specify

- The road name
- The start and end points of the approved part of the road
- Any special condition/s that applies to the route in respect of restricted access vehicles.
- The expiry date of the approval, (where applicable)
- All information that was included in the request to RMS for gazettal of the route

PART 4: RESTRICTED ACCESS VEHICLE ROUTES - ROLES AND RESPONSIBILITIES

To achieve the outcomes of this Policy the following key roles and responsibilities are identified:

4.1 Council

- To act as stewards for infrastructure assets.
- To set corporate Asset Management Policy and vision with linkage to the Community Strategic Plan.
- To ensure appropriate resources and funding for Asset Management activities are made available for Total Asset Management into the corporate governance framework.

4.2 Executive Management Team

- To continue to oversee the Community expectation for the movement of freight across the LGA and the alignment of those expectations with the Community Strategic Plan.

4.3 Infrastructure Planning Division of Council

- Continue to review and update the Restricted Access Vehicle Policy to ensure it remains consistent with other policies and procedures overseen by the Infrastructure Planning Division.

4.4 Traffic Section

- Assess applications for Restricted Access Vehicles against this Policy
- Maintain a register of restricted access routes and approvals
- Develop processes and policies for new types of restricted access vehicles that are permitted on the road network by the State Government from time to time
- Provide linkage between the community, key stakeholders and the Council on the management of Restricted Access Vehicles and Routes
- Encourage continuous improvement, innovation and cost effective methods to improve route assessment practices in respect of restricted access vehicles.

PART 5: DELEGATIONS

Restricted Access Route assessments and approvals carried out by Council are done so under delegation from the NSW Minister for Roads as follows:

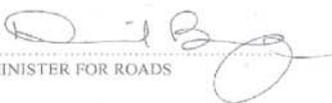
A.2 Minister's delegation to councils

DELEGATION PURSUANT TO SECTION 11 OF THE ROAD TRANSPORT (GENERAL) ACT 2005

I, David Borger, Minister for Roads, being the 'Authority' as defined in the *Road Transport (Mass, Loading and Access) Regulation 2005 (Regulation)* and pursuant to section 11 of the *Road Transport (General) Act 2005* and all other enabling powers hereby:

DELEGATE to the persons identified in Schedule 1 to this Delegation, with effect on and from the earlier of the expiration of the delegation of the Minister for Roads pursuant to the Regulation dated 28 November 2007 or the date of this delegation, those of my functions as an 'Authority' under the Regulation, as provided in Schedule 2 to this Delegation.

Dated this day of March 2011


MINISTER FOR ROADS

SCHEDULE 1

- (1) A council constituted under the Local Government Act 1993.

SCHEDULE 2

Route approval

- (1) The Delegate may, by a notice published in accordance with the Regulation, approve routes or areas upon or in which a Class 1, 2 or 3 vehicle may travel.
- (2) An approval under clause 1 of this Schedule 2 may only be granted for vehicles greater than 4.3 metres high but no more than 4.6 metres high, whether by construction or together with any load.
- (3) An approval under clause 1 of this Schedule 2 may only be published as a supplement to, and subject to the conditions or requirements of, the 4.6 Metre High Vehicle Route Notice 2008 made under the Regulation.
- (4) The Delegate may also, by a notice published in accordance with the Regulation, approve routes or areas upon or in which a Class 2 vehicle being a B-Double or road train may travel.

Note: Clause (4) allows a Delegate to also approve routes for use by B-Doubles and Road Trains that are 4.3 metres or less in height. These vehicles would otherwise be excluded by the terms of clause (2)

- (5) An approval under clause (4) of this Schedule 2 may only be published as a supplement to the Class 2 B-Double Notice 2010 or the Class 2 Road Train Notice 2010, each made under the Regulation.

Conditions

- (6) The Delegate may only approve routes, within the local government area of the delegate, on Local or Regional roads designated in accordance with the New South Wales Road Management Arrangements 2008.
- (7) The Delegate must approve routes in accordance with the Route Assessment Guidelines for RAV (May 2002).
- (8) The Delegate must not amend or repeal an approval of an existing route made by the Roads and Traffic Authority of New South Wales.
- (9) A reference to a notice, guideline or established arrangement includes a reference to the notice, guideline or arrangement as amended or replaced from time to time.
- (10) Any approval by a Delegate may be amended or repealed by the Roads and Traffic Authority of New South Wales.

PART 6: POLICY

Restricted access vehicles are designed for specific purposes and should be limited to roads where their use is appropriate.

The following statements outline the road categories available to Restricted Access Vehicles in the Wagga Wagga Local Government Area.

6.1 B-Double Routes

B-Double access in the Wagga Wagga Local Government Area will be limited to:

1. Industrial Areas
2. Direct access to industrial areas via the shortest or most appropriate route.
3. Regional Routes where reasonable state road alternatives are not available
4. Regional Routes for access to rural businesses from the nearest state route if the regional route is not otherwise a B-Double route
5. Local Rural Roads for access to rural businesses from the nearest main roads, but limited to routes that avoid the creation of "short cuts".

Note: The above criteria may be over-ruled by physical constraints of a route that limit the appropriate operation of B-doubles.

6.2 4.6m High Vehicles

4.6m High Vehicles Access in the Wagga Wagga Local Government Area will be limited to any other roads in the Local Government Area with the following priorities placed on the assessment of routes:

1. Industrial areas as defined in the Wagga Wagga Local Environment Plan 2010
2. Highway, Arterial/Regional and Sub Arterial Roads in the Urban Area
3. Highway, Arterial/Regional and Sub Arterial roads in the rural area
4. All other Rural Roads/ All other Roads

Note: Roads in this category must be individually assessed to ensure no physical obstructions prevent the operation of 4.6 metre high vehicles. A specific assessment in respect of the electricity power supply must be carried out by the organisation that is responsible for the provision of the local electricity supply network.

6.3 Oversize and Overmass Vehicles

Oversize and Overmass Vehicles may only travel on roads that are individually assessed as being suitable for their vehicle type in accordance with the RMS issued operating permit.

6.4 Higher Mass Limit (HML) Vehicles

Higher Mass Limit Vehicle Access in the Wagga Wagga Local Government Area will be limited to roads that meet all of the following criteria:

1. Roads with bridges and traffic load bearing drainage structures that are capable of carrying the extra weight that is allowed for this class of vehicles.
2. Industrial areas adjacent to the Sturt or Olympic Highway including East Wagga Wagga, the Dobney Avenue industrial area, the Bomen industrial area, and the Moorong Street industrial area.

Road sections permitted for HML access are listed in Appendix C.

6.5 Restricted Access Buses

Restricted Access Buses will be permitted to operate in the Wagga Wagga Local Government Area wherever routes have been assessed as suitable for such vehicles in accordance with "Route Assessment for 14.5 metre buses" (RMS, 1998), and where any necessary cost to modify routes for these vehicles are met by the Bus Operator who makes the application.

Application for consideration of a route to be approved for the operation of controlled access buses may be made through Roads and Maritime Services or by written applications direct to Council. Applications must be referred for input from the Local Traffic Committee (see *'Route Assessment for 14.5 metre buses, section 5.4 (RMS, 1998)*).

PART 7: ROUTE ASSESSMENT PROCESSES

7.1 Responsibilities for route assessment

Responsibilities for the assessment of various routes are set out in Table 7.1

Table 7.1 Responsibilities for route assessment.

Road Class	Road Manager
State Roads including National Highways	Roads and Maritime Services (RMS)
Regional and Local Roads	Local Council*
Road over rail bridges on most state, regional, and local roads	The contracted organisation that has responsibility for the maintenance of that particular rail line at any time
Irrigation Structures under roads	Department of Land and Water Conservation and / or the owner of the infrastructure.
Various other roads and bridges	Other bodies such as State Forests, Federal Airports Corporation, Sydney Ports, National Parks and Wildlife Service, or private sector tollway operators or the owner of the infrastructure
Roads in the Unincorporated Area of far western New South Wales	Roads and Maritime Services (RMS)

*RMS still maintains a small number of bridges on Regional and Local roads. An example in Wagga Wagga LGA is Mundowry Bridge over the Murrumbidgee River on Mundowry Lane, between Collingullie and Currawarna.

Source: RMS (2002)

(NB - If a vehicle is such that it must operate under more than one Restricted Access Vehicle category, then it may only travel on routes that are approved for all of the categories).

7.2 Process for Assessment of Restricted Access Vehicle Routes

7.2.1 Assessment Process

B-Double routes have been gazetted in NSW since about 1986. The (draft) RMS document '*NSW Route Assessment Guidelines for Restricted Access Vehicles – January 2012*' outlines the legislative framework and general processes for B-double Route assessments. In April 2012 RMS instructed Local Government Authorities that this document should be adopted for the assessment of applications for new routes.

In summary, the process for Council is as follows:

- An application is received,
- Council assesses the route and carries out appropriate consultation (see 7.2.2 below)
- The matter is reported to the Local Traffic Committee,
- Local Traffic Committee make a recommendation to Council,
- Council informs the Local Traffic Committee of its decision
- The provisions of the RMS document '*A guide to the delegation to council for the regulation of traffic, Including the operation of Traffic Committees (RMS February 2009)*' in respect of the appeal process must be adhered to.
- Assuming no appeal, Council informs the applicant of the outcome.

Section 4.6 of the '*(DRAFT) NSW Route Assessment Guidelines for Restricted Access Vehicles – January 2012*' outlines the timetable for the completion of assessments. In general, and without adding the option of conducting a field trial, it is considered that a determination should be made within **50 days** from the date that a completed application is received by Council.

Section 6 of the '*(DRAFT) NSW Route Assessment Guidelines for Restricted Access Vehicles – January 2012*' outlines the appeal process that is followed by an applicant in the event that the route is refused by a Road Authority.

Applications are received from the Regional Freight Route Coordinator at the RMS, or come directly to Council from a transport operator requesting the use of a certain route. The application should be in the form that is specified in '*NSW Route Assessment Guidelines for Restricted Access Vehicles – January 2012*', as shown in Appendix C. Some routes such as those in new industrial areas are assessed for gazettal by Council without any specific application in anticipation of the intended use of an area.

7.2.2 Consultation

In assessing RAV Routes, consultation with various stakeholders may be required. These stakeholders may include (but not limited to):

- The Applicant - to better understand the reason for the application
- The destination business - to determine suitability of the destination site
- Residents along the requested route - in relation to amenity issues
- Heavy Vehicle Operators - to understand their operating requirements and limitations
- Police - in relation to enforcement matters
- RMS - in relation to intersections with classified roads and for concurrence if the route is a regional road.

7.2.3 Restricted Access Vehicle Route Assessment Criteria

The following criteria might be considered when assessing a route for use by a particular class of restricted access vehicle:

- Environment and Community Amenity
 - Noise
 - Dust
 - Community Amenity
- Dimensional Capacity
 - Lanes and shoulders
 - Swept paths
 - Bridge widths
 - Railway Level crossings and adjacent intersections
 - Terminals
- Road Safety
 - Overtaking opportunities – Rural areas
 - Traffic composition
 - Sight distance
- Structural Capacity (of Bridges)

The Guidelines are the primary reference document that should be used in assessing B-Double routes. They set out dimensional and traffic elements and limits that need to be considered. The assessor should be familiar with the operational peculiarities of B-Doubles and be familiar with the operational differences between B-Doubles and Semi-Trailers.

Note: In regional areas many B-Doubles are carrying livestock or agricultural goods with loads that exceed 4.3m in height. It is therefore good practice to assess a B-Double route application for use by 4.6m high vehicles at the same time.

7.3 4.6 Metre High Vehicle Route Assessment Guidelines

The route assessment for 4.6m high vehicles should focus on the operating parameters that differentiate 4.6 metre high vehicles from 4.3 metre high vehicles.

7.3.1 Vertical Clearance: The main consideration for the assessment of 4.6 metre high vehicle routes is overhead obstructions. These can take the form of:

- Power lines – There are requirements for minimum clearances depending on the voltage of the lines. The relevant authority should be consulted as necessary. This will usually be Essential Energy or Transgrid for power, or Telstra or Optus for telecommunications in the Wagga Wagga area, (recommended minimum vertical clearance of 600 mm to low voltage power lines)
- Bridges – This includes underbridge, plus bridges with overhead structural or other components. It is important to ensure that all clearance allow for short vertical curves. (recommended minimum vertical clearance of 200 mm)
- Trees – If trees are likely to be an issue for clearance, community amenity should be considered. If the trimming of trees makes them unsightly then the amenity of the route may need to be weighed against the importance of the route for high vehicles. (recommended minimum vertical clearance of 200 mm)
- Signs – These should always be mounted with sufficient clearance. However, this cannot be taken for granted. Signage should be visually checked and clearances measured if necessary. (recommended minimum vertical clearance of 200 mm)

It is important that 4.6 metre high vehicles be able to travel over the route without deviating from their lane to avoid overhead objects.

7.3.2 Vehicle stability: It is reasonable to expect that 4.6 metre high vehicles will comply with the loading requirements as set out in the various current Permit Notices for the Operation of restricted access vehicles. As such, these vehicles should display similar handling and stability characteristics to 4.3 metre high vehicles.

Therefore, 4.6 metre high vehicles should be able to travel on any route accessible to 4.3 metre high vehicles (subject to unique 4.6 metre high vehicle issues).

If there are any concerns with isolated curves or grades, then a field trial should be undertaken prior to deeming the route suitable. An example is curves where “tipping truck” curve warning signs are erected.

7.3.3 Lateral clearances: Where roads have particularly high cross fall, particularly in urban areas, the lateral clearance to power poles, signs, and other roadside objects may need to be considered.

7.3.4 Terminals: The access to terminals must be free of vertical obstructions for 4.6 metre high vehicles to enter and exit.

The comments and findings related to the assessment of the route are applicable to the date of assessment only. Any subsequent works that impact on the route are to be re-assessed and appropriate action undertaken where some action is required because the route is no longer appropriate for use by a particular class of restricted access vehicle, e.g. modify route or revoke approval for the route to be used by a particular class of restricted access vehicle. This would be an extremely rare occurrence.

7.4 Process for Assessment of Oversize and Overmass Vehicle Access Applications

7.4.1 Assessment Conditions

The RMS guidelines for Oversize and Overmass vehicles do not specifically mention any conditions that must be set by Council. However, the Guidelines do specify that the vehicle must not travel along a section of road if it is likely to cause damage to infrastructure.

Oversize and Overmass Vehicles

If a Class 1 Restricted Access Vehicle requires a specific permit, one of the standard conditions is:

"...where the nominated route on the permit requires travel on any road or structure owned or maintained by a controlling authority that is not the Roads and Maritime Services, consent must be obtained from that controlling authority before travel can commence over that road or structure. (Examples of controlling authorities include, but are not limited to, local councils, railway operators and waterways authorities.) ("Operating Conditions: Specific Permits for oversize and Overmass Vehicles and Loads – Version 2 (RMS 2008))"

Conditions set will depend on the type of vehicle, the type, weight, and dimension of the load and the route to be taken. Ideally an operator will consult with Council on appropriate routes prior to submitting an application, but this is not always the case. It is important that the most appropriate route is approved rather than the most convenient.

The conditions issued would generally fit into the following general criteria:

- Times of operation (considering peak periods, school times, day time, night time, etc)
- Route to be taken (Considering bridge loadings, turning locations, narrow points, etc)
- Whether traffic control should be implemented at specified points.

Some restricted access vehicles are granted annual approvals by the RMS. Permission to use local roads is still required for these permits and can be subject to specific restrictions as noted above.

Note: Mobile Cranes are a Class 1 Special Purpose Vehicle and therefore should be considered within this section of this policy.

7.4.2 Infrastructure Impact and Associated Costs – In assessing Class 1 Vehicle access considerations, there will be costs to Council in assessing road and especially bridge infrastructure.

Where infrastructure needs structural engineering assessment Council may charge an applicant for the costs incurred in doing this. Applicants should be given the following options in this regard:

- i. Fund the assessment themselves
- ii. Wait for Council to assess the infrastructure as part of routine infrastructure maintained assessments with no guarantee as to when or if this may happen
- iii. Withdraw the application for this route.

Where an applicant chooses to fund an assessment, the cost to the applicant will be the cost of the assessment to Council (including GST). Council should ensure that all other aspects of the route assessment have been considered before an assessment is carried out. The applicant should also be made fully aware of any other restrictions on a route (e.g whether the route is approved for B-Doubles or 4.6 metre high vehicles) so that there is no confusion about vehicle types and heights that infrastructure is being assessed for. Applicants should also be made aware that there is no guarantee that the infrastructure will meet the required standard.

If infrastructure is assessed and meets the required standard then approval for the route should be given. If the required standard is not met, the applicant should be informed with the following options being considered.

- i. The application is withdrawn
- ii. That the applicant fully fund the upgrade
- iii. The cost of upgrading the infrastructure be funded jointly by the applicant and Council. The proportions agreed upon should reflect the degree to which the upgrading is needed for normal use of the road by vehicles that currently use the road.

7.5 Process for Assessment of Higher Mass Limit Vehicle Access Applications

The stated intention for the use of Higher Mass Limit (HML) vehicles is to improve productivity of the freight network by allowing greater payloads per trip.

The framework under which HML has been introduced is complex and administratively intensive. Unlike B-double and 4.6 metre high vehicle routes that allow access for all vehicles that meet the criteria, each operator must apply individually for access to HML routes. HML also has cost implications for local government.

HML Vehicles in the Wagga Wagga Local Government Area may be Semi-Trailers or B-Doubles.

7.5.1 Definitions

Higher Mass Limit vehicle operation and regulation definitions are as follows.

7.5.1.1 Higher Mass Limits (HML)

Higher mass limits in NSW are governed under Clause 7 of Schedule 1 of the Road Transport (Mass, Loading and Access) Regulation 2005. Under this regulation, HML vehicles must:

- Not exceed the manufacturers Gross Vehicle Mass (GVM) rating;
- Be fitted with Road Friendly Suspension (RFS)
- Be accredited under the Mass Management module of the National Heavy Vehicle Accreditation Scheme (NHVAS) and comply with new enhancements to the module which require RFS to be properly maintained; and
- Be pre-enrolled under the Intelligent Access Program (IAP) which introduces satellite-tracking as a compliance tool.

7.5.1.2 National Heavy Vehicle Accreditation Scheme (NHVAS)

The National Heavy Vehicle Accreditation Scheme (NHVAS) currently has two modules

- Maintenance Management Module, and
- Mass Management Module

Under the Mass Management Module, transport operators must

- Develop an in-house quality assurance system
- Document the procedures that staff must follow to achieve compliance
- Produce (and keep for audit) sets of documents that prove compliance
- Undergo periodic audits by a third party auditor
- Be subject to random inspections from time to time.

These requirements include the maintenance of road friendly suspension to manufacturer's specifications.

NHVAS accredited vehicles must display an NHVAS sticker adjacent to the drivers door of the prime mover.

From a local government perspective, there is no direct administrative implication of the NHVAS other than to be aware of the need for transport operators to be accredited.

7.5.1.3 Road Friendly Suspension (RFS)

Road Friendly Suspensions (RFS) are designed to reduce the effect of increased vertical axle loads associated with HML. (RMS 2006)

Most air suspension systems and some spring suspension systems meet the RFS requirements. (RMS 2006)

7.5.1.4 Intelligent Access Program (IAP)

The Intelligent Access Program uses satellite based tracking technology to remotely monitor where, when and how heavy vehicles are operated on the road network.

The IAP is supported by the Road Transport (Mass, Loading and Access Regulation, 2005 (as amended) Part 6A.

7.5.2 The Higher Mass Limit (HML) Network.

The HML Network includes Auslink roads in the Greater Sydney area and in regional and rural NSW. In the Wagga Wagga City Council area the Hume and Sturt Highways are eligible for HML access.

Operators may also apply for access to roads within 100km of these roads. The entire WWCC LGA may be the subject of HML access applications. Local roads in Wagga Wagga LGA that have been approved for use by HML vehicles are listed in Appendix D.

7.5.3 Access to Higher Mass Limits (HML) for Transport Operators

For HML access to any road, a transport operator must:

- "Pre-enrol for HML under the IAP
- Provide the name of the requested road
- Provide the location of the start and end points
- Provide the name, address, phone number and ABN of the depot or facility to be serviced by the road(s)

- Provide tonnage and axle configurations of the vehicles
- Provide a description of the commodity to be transported
- State the estimated percentage of trips that the combination will be operating at HML

This information is provided to the RMS. If local roads are involved in the proposed route a standard format letter is sent to the transport operator who then writes to the local government authority concerned, with a copy of the RMS letter attached, requesting access to the local road network..

Once assessed, a formal letter must be sent to the applicant who then forwards this to the RMS.

The RMS will not approve an application for a HML route unless the **entire** route is approved (including local roads).

7.5.4 Council control of Higher Mass Limit Access Approvals on Local Roads

The RMS document “Higher Mass Limits (HML) in NSW – Information for Local Governments (2007)” makes the following statement about HML access to local roads:

“Local Governments retain control of functions relating to the provision and management of local roads under the Roads Act 1993 and the Transport Administration Act 1988.

Decisions to grant HML access on local roads are entirely the responsibility of Local Governments”

The same document continues with the following statements about approved HML routes

”To reduce the administrative burden to Local Governments, it is proposed that the RMS maintain a central register of all local roads that have been approved/not approved for HML access.

“To ensure the currency of the register, it is the responsibility of all Local Governments to advise the RMS of any changes to HML access arrangements in their area of responsibility”, and;

”Where the route request involves a local road that has not been previously assessed for HML, the RMS will direct the applicant to the Local Government Authority.

However, the standard RMS letter of reply sent to transport operators is the following statement:

“Attention Local Government Officers: If a local road is listed as “approved” for HML access on the RMS’s central register, all subsequent applications from transport operators for HML access to that road will be approved by the RMS”

Note: This means, the approval of HML access to a road for one transport operator is approval of access to all HML operators. In practice this makes the administrative control of HML access to local roads little different to B-Double route or similar approvals.

7.5.5 HML Access Assessments

In assessing HML access the following needs to be considered as a minimum.

7.5.5.1 Road Friendly Suspensions (RFS) – Generalised statements made in the RMS “Higher Mass Limits (HML) in NSW – Information for Local Governments (2007)” that Road Friendly Suspension (RFS) “...reduces the impact of increased vertical axle loads...” on the road, do not specify at what speeds this is most effective or (important from a local access perspective) at what speeds or turning movements the benefits become negligible potentially resulting in increased infrastructure damage.

7.5.5.2 Infrastructure Impact and Associated Costs – In assessing HML access considerations, there will be costs to Council in assessing road and especially bridge infrastructure. In none of the RMS information provided to date, is the issue of the funding of assessments made clear except for the following statement in section 3:

“Local Governments should approach HML access in their region by considering both the costs and the benefits that could be observed through the expansion of HML on their roads” (RMS 2006).

Where infrastructure needs structural engineering assessment Council may charge an applicant for the costs incurred in doing this. Applicants should be given the following options in this regard.

- i. Fund the assessment themselves
- ii. Wait for Council to assess the infrastructure as part of routine infrastructure maintained assessments with no guarantee as to when or if this may happen
- iii. Withdraw the application for this route.

Where an applicant chooses to fund an assessment, the cost to the applicant will be the cost of the assessment to Council (including GST). Council should ensure that all other aspects of the route assessment have been considered before an assessment is carried out. The applicant should also be made fully aware of any other restrictions on a route (e.g whether the route is approved for B-Doubles or 4.6 metre high vehicles) so that there is no confusion about vehicle types and heights that infrastructure is

being assessed for. Applicants should also be made aware that there is no guarantee that the infrastructure will meet the required standard.

If infrastructure is assessed and meets the required standard then approval for the route should be given. If the required standard is not met, the applicant should be informed with the following options being considered.

- i. The applicant is withdrawn
- ii. That the applicant fully fund the upgrade
- iii. The cost of upgrading the infrastructure be funded jointly by the applicant and Council. The proportions agreed upon should reflect the degree to which the upgrading is needed for normal use of the road by vehicles that currently use the road.

7.5.5.3 Record Keeping – It is important that Council maintain a record of HML suitable roads and approvals that have been given for specific roads within the LGA for the purposes of ensuring that RMS records and approvals are consistent with Council approved roads, and to assist in the assessment of the impact of HML on Council infrastructure. This will also assist with customer inquiries on HML issues.

7.5.5.4 Traffic Committee and Higher Mass Limits - As HML assessment is an infrastructure rather than a traffic management issue, HML applications need not be mandatorily considered by the Local Traffic Committee, however, where possible, the view of the Traffic Committee members should be sought in respect of an application.

7.5.5.5 Higher Mass Limit vehicles and emergency detours – Vehicles that are travelling under HML arrangements are not permitted to use non-HML approved routes. This may mean that a HML vehicle has to be parked for the duration of an emergency where there is no appropriate detour route that is available for use..

7.6 Process for Assessment of Restricted Access Buses

Buses over 12.5m long and up to 14.5m long can be operated by bus operators on routes that have been assessed as suitable for this purpose in accordance with "Route Assessment for 14.5 metre buses" RMS (1998).

7.6.1 Controlled Access Bus Route Assessment

In accordance with "Route Assessment for 4.5 metre buses" (RMS (1998) the assessment for a controlled access bus route is carried out by the bus operator wanting access to the route.

The route must meet the following criteria.

- **Swept Paths** - The swept paths of 14.5m long buses have greater front and rear overhang. Buses must be able to manoeuvre without:
 - Encroaching on the opposing traffic side of an unbroken centre line at an

- intersection
 - Encroaching on the opposing traffic side of a road centre line (broken line or un-marked) at an intersection except where risk is considered low
 - any footpath area
 - encroaching on any median that is frequent by pedestrians or has signs erected
 - encroaching on the centre annulus of a roundabout except where the annulus has been designed to allow this
 - posing any risk to persons or infrastructure are along their route due to their swept path.
- **Bus Zones** - Bus zones must be assessed to determine whether the zones are of sufficient length to accommodate the different access and egress requirements of longer buses. "For pedestrian safety the front and rear over hang must not encroach over the footpath area more than 350mm when the bus pulls into or departs from a bus zone" RMS (1998)

7.6.2 Process for controlled access bus route assessment

Bus Operator

- Assess the route
- Give Council and RMS 28 days notice prior to the commencement of services using restricted access buses. The notice must include certification that the route has been assessed in accordance with RMS guidelines
- Meet any cost associated with the modification of infrastructure when restricted access buses are introduced.

RMS

- Approve or decline restricted access bus routes on state routes
- Decline approval for restricted access routes on local roads
- Convening of the Regional Traffic Committee in necessary.

Council

- Record assessed restricted access bus routes
- Provide advice to bus operators assessing restricted access bus routes with input from the Local Traffic Committee
- Send a request to the RMS for convening of the Regional Traffic Committee where there is a dispute between Council and bus operator regarding assessment issues covered in the RMS "Route Assessment for 14.5m buses" (1998).

Appendix A: Restricted Access Vehicle Categories considered under this policy

This Policy considers Restricted Access Vehicles including:

- B-Doubles greater than 19m long up to 26m long
- B-Doubles up to 19m long but over 50t GVM
- Vehicles between 4.3m and 4.6m high
- Higher Mass Limit (HML) Vehicles
- Over Mass and Over Size Vehicles
- Buses between 12.5m and 14.5m long

Appendix B – Application for Assessment of a new RAV route

Appendix C Application for a Restricted Access Vehicle route

1. Applicant's details

Name:		Position:	
Company Name:			
Company Address:			
	City/Town:	State:	Post Code:
Phone:		Fax:	email:

2. Restricted Access Vehicle

Indicate restricted access vehicles to be operated on the proposed route and complete the relevant information.

Vehicle type	Overall Vehicle Length (m)	≤ 4.3 m High	4.3m to 4.6m High	Mass Limit	
				GML	HML
Semi-trailer operating under Higher Mass Limits regime					HML
B-double				GML	HML
A-double road train				GML	HML
A-triple road train				GML	HML
B-triple high productivity freight vehicle				GML	HML
AB triple high productivity freight vehicle				GML	HML
Other vehicle					t

Note: * Tick the relevant boxes

Attach a **layout drawing** for the vehicle with length and axle spacing dimensions. Where possible, a photo of the vehicle taken from different angles will assist the assessment

3. Route details

Map of the area with the proposed route marked attached.

Description of route:

Point of departure: Business Name & Address		
Point of arrival: Business Name & Address		
Attach agreement for access to/from terminal	<input type="checkbox"/>	
Left/Right	Name of road	Name of suburb/town
Turn	into	at
then turn	into	at
then turn	into	at
then turn	into	at
then turn	into	at
then turn	into	at
then turn	into	at
then turn	into	at
then turn	into	at

4. Benefits

Provide separate attachments that:

- Explain the reason for the application and the benefits of providing access to your proposed route and why it will deliver these benefits (e.g. increased productivity, compare number of truck movements, efficiency of operations, commercial role of the business in the state and region, improved road safety or improved work health and safety).
- Should be taken into account when considering the application.

Signature

Date

Name (please print)

Position in company

☛ **Send application to the Roads and Maritime Services coordinator**

Appendix C - Council controlled Roads approved for HML Vehicles.

Road	From	To	Suburb
Bomen Road	Olympic Highway	Dampier Street	Bomen
Dampier Street	Byrnes Road	Southern End	Bomen
Lewington Street	Bomen Road	Webb Street	Bomen
Webb Street	Entire Length	Entire Length	Bomen
Hereford Street	Lewington Street	Western End	Bomen
Bachali Street	Lewington Street	Western End	Bomen
Heinz Watties	Bomen Road	Southern End	Bomen
Byrnes Access Road	3.5km North of Dampier Street	1.9km South of Dampier Street	Bomen
Travers Street	Olympic Highway	Beckwith Street	Wagga Wagga