

# KAROO HOOGLAND MUNICIPALITY



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## ROAD CONSTRUCTION & MAINTENANCE POLICY

2018/2019  
REVISION APPROVAL DATE: \_\_\_\_\_

POLICY/ PLAN FOR 2018 – 2022

SIGNATURE: \_\_\_\_\_  
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**PREAMBLE**

This policy is part of a suite of policies developed by the Karoo Hoogland Municipality. It acts as the link with other the legislative requirements.

This policy document serves to capture the policies of the Karoo Hoogland Municipality with specific respect to the planning, delivery, implementation and operations of the road construction and maintenance functions within the Karoo Hoogland Municipality area. It will guide the development of the road construction and maintenance function and serve to assist with improving the existing road infrastructure inventory as well as addressing the current backlog.

## 1 DEFINITIONS

Construct or Construction	includes planning, design, surveying, laying out, clearing of vegetation, excavation, forming and making of a road or other transport infrastructure, and the construction of a bridge or drift to service, all road signs and markings and necessary approaches, excavations, embankments, subways, furrows, drains, curbs, weigh-bridges and other control stations, fences, parapets, guards or drainage works within or outside such road, or other works or things forming part of or connected with or relating to such road or transport infrastructure and further includes an alteration, deviation, widening, rehabilitation or improvement of such road or transport infrastructure.
Development	means sustainable development and includes Integrated social, economic, environmental, spatial, Infrastructural, institutional, organizational and Human resources upliftment of a community aimed At improving the quality of life of its members with Specific reference to the poor and other Disadvantaged sections of the community.
District Municipality	means a municipality that has municipal executive And legislative authority in a area that includes More than one municipality, and which is described In section 155(1) of the constitution as a category C Municipality
Environmentally Sustainable	in relation to the provision of a municipal service, Means the provision of a municipal service in a manner aimed at ensuring that: (a) the risk of harm to the environment and to human health and safety is minimized to the extent reasonably possible under the circumstances; (b) the potential benefits to the environment and to human health and safety are maximized to the extent reasonably possible under the circumstances; and (c) legislation intended to protect the environment and human health and safety is complied with;
Financially Sustainable	in relation to the provision of a municipal service, Means the provision of a municipal service in a Manner aimed at ensuring that the financing of that Service from internal & external sources, including Budgeted income, grants and subsidies for the Service, is sufficient to cover the costs of (a) the initial capital expenditure required for the service; (b) operating the service; and (c) maintaining, repairing and replacing the physical assets used in the provision of the service
Infrastructure	means fixed capital equipment and facilities in the Road reserve.

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<b>Lengthman</b>	means a community-based road and road Infrastructure maintenance system whereby Contractors undertake routine maintenance of Specified lengths of minor roads; the contractors Usually live with in the specified length of road, which is typically 1.5-2.0 kilometers in length
<b>Local Municipality</b>	means a municipality that shares municipal Executive and legislative authority in its area with a District municipality within whose areas it falls and Which is described in section 155(1) of the Constitution as a category B municipality
<b>Maintain or Maintenance</b>	includes the maintenance in good order of municipal Road infrastructure together with all bridges, Approaches and drifts within the road reserve, all Road and traffic signs, traffic control devices and Markings, excavation, embankments, subways, Furrows, drains, curbs, weigh-bridges and other Control stations, fences parapets, guards or Drainage works within or outside such infrastructure, And any other work or thing forming part of or connected with or relating to such infrastructure.
<b>MEC</b>	means Member of the Executive Council of a Province
<b>Municipal Manager</b>	means the municipal manager of the Karoo Hoogland Municipality
<b>Municipal Legislation</b>	means municipal By-Laws
<b>Municipal Road</b>	means any road which falls within the boundary of The Karoo Hoogland Municipality which is not a National, trunk, nor main road
<b>Road Reserve</b>	means the full width of a public road, and includes the verge and the road way;
<b>Storm Water</b>	means water discharged from a catchment area after heavy rain
<b>Tertiary Road</b>	Means a district, Minor, or Access Road and excludes National, Trunk, and Main Roads

## 2 INTRODUCTION

### 2.1 Roles and Responsibilities

There are numerous bodies involved in the planning, delivery and maintenance of Roads and road infrastructure in South Africa. The brief descriptions below give an Indication of the roles and responsibilities of each of these bodies in this regard.

#### **Department of roads and Public Works (DRPW)**

The roads branch of the Department of Roads and Public Works is mandated to plan, Design, construct and maintain the proclaimed Provincial road network.

#### **Department of Transport (DoT)**

It is the department of transport's function to formulate, coordinate, implement and monitor transport strategies and policies and to enhance transport safety, improve public transport and ensure transport infrastructure development.

#### **Development of Provincial and Local Government (DPLG)**

Through its consolidated Municipal Infrastructure Grant (MIG), the department of Provincial and Local Government provides funding to Local Government for the provision of new infrastructure, included in which is the construction of minor collector and access roads.

#### **South African National Roads Agency Limited (SANRAL)**

Set up in terms of the South African National Roads Agency Limited and National Roads Act of 1998, the role of South African National Roads Agency Limited is to perform all strategic planning with respect to the national roads system, as well as the planning, design, construction, operation, management, control, maintenance and rehabilitation of all national roads within the country.

#### **South African Roads Board**

The primary role of the South African Roads Board includes: design, construct, and maintain the national network of freeways and toll roads, prioritize the roads to be built or improved, design and construct national interest roads, and set geometric standards for the construction of national and special roads.

#### **Local Municipalities**

Local Municipalities do not have powers and functions in so far as the provision of roads and road infrastructure is concerned, except where the District Municipality deems it necessary or appropriate to devolve those powers and functions to a specific local municipalities.

## 2.2 Policy Definition

A policy can be defined as a deliberate course or principle of action adopted or proposed to overcome identified problems and achieve stated goals and objectives. In the current instance, this policy document addresses the principles and deliberate course of action to guide the establishment, management, planning delivery, and operations of the road construction and maintenance functions of the Karoo Hoogland Municipality

### **3 BACKGROUND**

This policy has been developed with due cognizance being taken of the Karoo Hoogland Municipality's IDP document. The vision, aims, and objectives as articulated below, are premised primarily on that as contained in the IDP document.

#### **3.1 Vision**

The Karoo Hoogland Municipality vision – as expressed in the IDP document – reads as follows:

A developmental, economically viable municipality where communities enjoy equitable access to services in an environmentally sustainable manner.

#### **3.2 Aims and Objectives**

##### **Aims**

The broad aim of this policy is to ensure the provision of a safe, reliable, effective, and efficient road infrastructure system which supports provincial and district government strategies for economic and social development, whilst remaining economically and environmentally sustainable.

##### **Objectives**

- Upgrade and maintain all current link roads and associated road infrastructure within the local municipality, and to construct all of those which are deemed necessary in terms of the achievement of the above-noted vision and aims.
- Upgrade and maintain all current gravel access roads and associated road infrastructure within the Municipality at a minimum rate of 50 kilometers per year.
- Construct all gravel access roads and associated road infrastructure which are deemed necessary in terms of the achievement of the above-noted vision and aims.
- Provide the necessary storm water infrastructure to ensure that all water run-off is effectively controlled and channeled so as to avoid damage to the roadway, the environment, and surrounding areas.
- Consult transport stakeholders and communities in the planning of roads and road infrastructure, to ensure transparency, openness, and accountability.
- Redress the imbalances between the developed and under developed areas of the Karoo Hoogland Municipality through the provision of roads and road infrastructure.
- Cater for the needs of the historically and otherwise disadvantaged individuals e.g. women, disabled, children etc
- Develop and use resources equitably, efficiently and effectively to promote social and economic development.
- Advance human resource development, with specific emphasis on emerging service providers, in the provision of roads and road infrastructure.
- Strive to achieve the above objectives with a minimum negative impact on the environment.

## 4 POLICY & LEGAL FRAMEWORK

This road construction and maintenance policy has been developed within the policy and legal requirements of National and Provincial government

The following policy principles have been developed to guide the development of this Road Construction and Maintenance policy document. They are not presented in any particular order of priority or importance.

### **Principle 1**

The policy developed will be consistent with national and provincial policies, strategies, and regulatory frameworks, while taking cognizance of the specific context and infrastructural requirements of the Karoo Hoogland Municipality area of jurisdiction.

### **Principle 2**

The provision of roads, and their maintenance and management, will have a focus, the economic and social access needs of the rural poor and other disadvantaged groups.

### **Principle 3**

At all times, the implementation of the roads construction and maintenance-policy shall strive to have a direct and positive impact on job creation, enterprise development, and general capacity building among rural and / or previously disadvantaged communities, as well as an indirect impact on the mainstreaming of rural economies and the creation of sustainable rural livelihoods.

### **Principle 4**

The policy shall be developed along the principles of equity, affordability, sustainability, universal access and the ability to implement.

### **Principle 5**

Labour-intensive and community-based methods will be used, wherever possible, in the construction, and maintenance activities.

### **Principle 6**

Gender mainstreaming perspectives will be included in all stages of planning, design, implementation, monitoring and evaluation.

### **Principle 7**

The provision of infrastructure will be structured to ensure environmental sustainability.

### **Principle 8**

Integrated development will form the cornerstone of all planning initiatives in so far as the development and maintenance of the Karoo Hoogland Municipality roads network is concerned.

### **Principle 9**

Roads leading to social facilities (schools, community halls, clinics, etc) to be given priority over other roads. All wards will have to provide the department with list of roads, which need to be maintained in order of their priority.

## **5 ROAD CONSTRUCTION & MAINTENANCE POLICY**

### **5.1 Scope**

This policy covers the road construction and maintenance function of Karoo Hoogland Municipality.

### **5.2 Scope of Responsibility of Karoo Hoogland Municipality**

Karoo Hoogland Municipality shall be responsible for all of the Tertiary Roads and Tertiary Road infrastructure within its geographical area of jurisdiction – this responsibility shall include planning, design, construction and maintenance of:

- The road reserve
- Major and minor structures associated with the roadway (e.g. bridges, culverts, storm water pipes and cannels, etc.)
- Signage

In addition, the Karoo Hoogland Municipality shall ensure that all storm water run-off shall be effectively controlled and channeled so as to minimize damage to the road reserve, the entertainment, and surrounding areas.

### **5.3 Institutional Arrangements**

The responsibility for carrying out the road construction and maintenance functions with Karoo Hoogland Municipality will fall under the municipality's Infrastructural Department.

### **5.4 Operations and Maintenance**

The operations and Maintenance Sub-Directorate will include the following sections, relevant to road construction and maintenance:

- Administrative Support
- Planning Support Services
- Roads and Stormwater Operation and Maintenance

Wherever appropriate and possible, the actual work of maintaining the roads, stormwater and associated infrastructure shall be carried out by technical, artisan and labour staff, especially employed by the sub-directorate for this purpose.

Where it is not appropriate for Karoo Hoogland Municipality staff to carry out the maintenance work, the work shall be put out to tender using the Karoo Hoogland's approved Procurement Procedures.

## **5.5 Capital Projects**

The Capital Projects Sub-Directorate will include the following sections, relevant to road construction and maintenance:

- Roads and Works project Administration
- Technical Support Services

The role of Capital Projects Sub-Directorate will be one of:

- Planning
- Project Management
- Monitoring
- Support

It will not operate a roads and storm water design office nor will it employ staff to carry out design – neither of roads, road infrastructure, nor stormwater reticulation.

Capital Projects may all be put out to tender – both for design and construction – using the Karoo Hoogland’s approved Procurement Procedures.

## **5.6 Consultants, Contractors, Service Providers**

The conditions contained within this policy and associated by-laws will apply equally to all consultants, contractors, service providers (and their sub-contractors) appointed to assist Karoo Hoogland Municipality.

## **5.7 Economic and Social Development**

As far as possible, the prioritization of road construction and maintenance shall lay with those roads which it is considered will:

- Ensure that the rural poor and underserved are assured of easier access to social services, such as hospitals, clinics, pension pay-points, police stations etc
- Contribute to the development of emerging local entrepreneurs by giving them easier access to goods and services and to market outlets
- Contribute to the development of the agricultural sector by giving farmers easier access to goods and services and to market outlets.
- Contribute to the expansion of the tourism sector within Karoo Hoogland Municipality by ensuring easier access to existing tourist sites and attractions, and by encouraging the further development thereof.
- Encourage economic investment by those from outside of Karoo Hoogland Local Municipality, thereby contributing to the economic development of both the Municipality as well as to the District Municipality as a whole.

## **5.8 Maintenance System**

A road and road infrastructure maintenance system will be instituted to manage and protect all roads, road infrastructure and signage against deterioration from general wear-and-tear, weather conditions, vandalism and theft (Road Infrastructure Maintenance Plan)

## **5.9 Labour-based Construction & Maintenance**

Where appropriate, opportunities for labour intensive construction and maintenance will be maximized. Guidelines will be issued for equal opportunity tendering for road maintenance, construction and rehabilitation and the adoption of labour-based technologies to transfer the maximum of skills and resources into local communities. Of particular importance in this regard, will be adoption of the lengthman method of road maintenance.

## **5.10 Standards & Specifications**

The following standards shall be used for all design and construction:

- COLTO Standard Specification for Road and Bridge Works for State Authorities (Green Book)
- Guidelines for planning and Design of Township Roads and Stormwater Drainage

The following framework document shall be used when contracting consultants, contractors, and service providers:

- COLTO General Conditions of Contract for Road and Bridge Works for State Authorities (Green Book)

## **5.11 Environmental Sustainability**

Planning for the provision of infrastructure will take place within an integrated environmental management approach. Environmental impact assessments should form part of the planning and provision of infrastructure.

Integrated environmental management measures will be adopted to maintain high environmental standards.

Investigations will be conducted in order to achieve a reduction in the dust pollution and soil erosion caused by unpaved roads in rural areas and townships

Karoo Hoogland Municipality will also monitor and guard against environmental pollution that could be caused by roadside advertisements and signs.

## **5.12 Road Safety**

Holistic participation of the road engineering, traffic engineering and land-use disciplines will be encouraged to ensure that:

- Proper provision for pedestrians receives a very high priority
- The developed of high density informal settlements next to high volume/high speed roads is discouraged

### 5.13 Women and Disadvantaged Individuals and Communities

The Karoo Hoogland Municipality recognizes the moral and economic imperative to address the needs of those who are often neglected in the provision of infrastructure. These include:

- Women %
- The Disabled %
- The poor %

As such, the provision of roads and road infrastructure shall take in to account the specific needs of these individuals / groups, not only by installing relevant requirements in the provision of the infrastructure itself, but also by ensuring their meaningful participation in the planning thereof.

### 5.14 Integrated Development Planning

In terms of the Municipal Systems Act Section 24, the municipality must align its planning with the development plans and strategies of other organs of state so as to give effect to the principles of co-operative governance contained in Section 41 of the Constitution. In line with this requirement, the following programmes and / or strategy documents are of particular importance:

KHM Integrated Development Plan

KHM Integrated Transport Plan (ITP) *(To be developed still in 2018/2019 with assistance of the Department)*

### 5.15 Human Resource Development

The implementation of this policy shall be carried out concomitantly with the development of the skills and capacity of:

Relevant staff of the infrastructure Directorate of the Karoo Hoogland Local Municipality  
Consultants, contractors, and service providers who are either working already, or who wish to work with Karoo Hoogland Municipality in the provision of roads services.

Stakeholders and community-based organizations in rural areas to ensure that rural constituencies are able to effectively **articulate their transport needs and priorities** through the IDP process.

### 5.16 Compliance and Exemption

In order for the Karoo Hoogland Municipality to implement and operate an effective and sustainable road, construction and maintenance function within its area of jurisdiction, all who use the roads shall comply with the conditions contained within the Municipality's by-laws in matters relating to the use of roads.

Certain circumstances may necessitate the users and land owners to seek exemption from the conditions contained in the by-laws, in which instance, the Municipality shall ensure that such exemption shall not impact negatively upon the overall principles of this policy.

### **5.17 Availability of By-laws**

In order to ensure compliance, the Karoo Hoogland Municipality and its authorized agents, shall make its by-laws and policy documents easily available to consumers within its area of jurisdiction.

Supported by the council, the Karoo Hoogland Municipality shall undertake awareness campaigns and ensure accessibility to its by-laws, regulations and policy documents through appropriate municipal offices throughout its area of jurisdiction.

### **5.18 Language of Communication**

The Language of general communication shall be Afrikaans. Where practical, notices and other broad communications will also be made available in English.

The by-laws shall prescribe in which instances, and under which terms and conditions communications will be issued in respect of the official languages of South Africa.

### **5.19 Policy Review**

This policy document shall be reviewed:

Whenever national or provincial policies in respect of this function are revised.

If not reviewed in terms of national or provincial policy changes, this policy shall be subjected to a full review **at least every four (4) years** to ensure its relevance, appropriateness, and general usefulness to the Karoo Hoogland Municipality.

## **6 LINKED KAROO HOOGLAND MUNICIPALTY POLICY**

This policy document is to be read in conjunction with the following standard Municipality's documents:

- Integrated Development Plan
- Municipal by-laws

## **7 KAROO HOOGLAND MUNICIPALITY CONTACT DETAILS**

Any comment of correspondence in connection with this policy is to be directed to:

Municipal Manager  
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Private Bag X03  
Williston  
8920