FUTURE WELLINGTON Your Vision, Our Mission.

RESIDENTIAL ROAD AND STREET CONSTRUCTION PLAN

WELLINGTON SHIRE COUNCIL

Contents

1. Introduction 4
2. Current Issues 5
3. Service Levels 6
3.1 Major Urban Centres 6
3.2 Small & Coastal Townships 6
3.3 Extent of Service Gap 6
4. Benefits from Improved Levels of Service 8
4.1 Reduced maintenance cost 8
5. Review of Road & Street Construction Plan 2014 and 2019 9
5.1 Major Urban Centres 9
5.2 Small and Coastal Towns 9
5.3 Construction Costs 10
5.4 Legislation requirements and processes 10
5.5 Improvements to process and construction 10
6. Residential Road and Street Reconstruction Funding Model 12
6.1 Available Funding for Residential Roads and Streets 12
6.2 Fixed Rate Contribution Model 12
6.4 Strategic Streets 13
6.5 Contribution Payment Options 13
7. Implementation 14
7.1 Annual Program 14
7.2 Project Prioritisation 14
8. Special Charge Scheme Process 15
9. Township Summaries and Maps 15

Executive Summary

The Residential Road and Street Construction Plan 2026 (the Plan) provides a clear and consistent framework for addressing older residential roads and streets across Wellington Shire where existing infrastructure does not align with modern standards.

Importantly, the Plan does not commit Council to carrying out the road or street upgrades identified. Rather, it provides a framework for Council and property owners to consider possible upgrades and, where there is community support, progress formal special charge schemes.

The Plan identifies two levels of service, 'Urban' and 'Small and Coastal', aligned with contemporary design standards, and provides maps of areas that have been assessed and meet the criteria for potential upgrades across the Shire. Areas that have not been mapped, but meet the criteria provided in the Plan may be considered for potential upgrades as well.

Road and street upgrades under this Plan are delivered through the special charge provisions of the Local Government Act 2020. Where formally adopted, Special Charge Street Construction Schemes are jointly funded by property owners and Wellington Shire Council, with Council contributing the larger share of the cost. A scheme will only be considered where there is clear community support, demonstrated by at least 60% of affected property owners.

Where sufficient support is demonstrated, Council will consider commencing the statutory Special Charge Scheme process under the Local Government Act 2020 which includes further engagement with affected property owners.

1. Introduction

Since its initial adoption in 2014, the Residential Road and Street Construction Plan has responded to long standing issues associated with substandard residential roads and streets throughout Wellington Shire.

The Plan established service levels for Wellington's Major Urban Centres and Small and Coastal Townships. The existing road and street network was assessed against the identified service levels, and a significant gap was identified. The 2014 Plan addressed this gap, while the 2019 review simplified the process for Council and property owners by introducing a fixed fee, with each participating property owner contributing a set amount to a street upgrade.

The 2026 review of the Plan aimed to assess Council's existing processes and update them in line with the Local Government Act 2020, evaluate the fixed fee model considering increased construction costs, and update project mapping based on works completed and community feedback.

The Plan aims to improve the way schemes are planned and delivered while enhancing the liveability of townships across the Shire. It provides a framework for upgrading identified roads and streets that do not meet modern service levels. Many properties in Major Urban Centres and Small and Coastal Townships are located on roads below these standards. The Plan therefore prioritises these identified gaps through a staged program.

A focus on Small and Coastal Townships with unsealed residential streets has been identified. Some towns which will be considered for upgrade as part of this Plan are:

- Coongulla
- Manns Beach
- Robertsons Beach
- Longford
- The Honeysuckles
- Paradise Beach
- Golden Beach
- Seaspray

Council is committed to providing improved community engagement through proposed changes to the special charge scheme process.

The implementation of the Residential Road and Street Construction Plan 2026 will greatly assist in the realisation of the Council Plan 2025-2029, Strategic Objective Three: *Infrastructure, Spaces and Places*, which states the following related strategies:

- Providing high quality places and spaces to enhance our townships and community.
- Developing and promoting safe and suitable transport infrastructure.

2. Current Issues

Within the six Major Urban Centres, roads and streets have been identified which have previously not been designed or constructed to a standard that adequately supports the current level of development they contain. Many of these roads and streets are either unsealed or partially constructed and sealed.

Within Wellington's Small and Coastal Townships, many streets are unsealed and have developed over time from basic tracks. At many of these locations, alignments are not designed and do not allow adequately for storm water. Many have gravel or grass shoulders that result in very low amenity, and often the drainage provided is inadequate.

The current situation has led to dissatisfaction, reduced amenity and reduced liveability for residents. It has also resulted in high demands for asset maintenance, and the discouragement of higher density development in established urban areas.

Community survey results from 2025 reveal that the categories of 'Local streets and footpaths', 'Sealed local roads' and 'Unsealed roads' are within the top seven of all Council services for importance. However, both the 'sealed local roads' and 'unsealed roads' categories fall within the five lowest performing of all Council services. As a result, these areas are now regarded as priority improvement areas.

Despite residential roads and streets only making up 13% of the road network, approximately 37% of all customer requests in 2024/25 are related to road assets in residential areas.

These customer requests indicate the continued need to focus on road related infrastructure environment within residential areas. The review of the Plan has identified these results are due to the lesser standard of infrastructure as opposed to insufficient investment in maintenance.

3. Service Levels

There are two discrete levels of service identified for residential roads and streets; Major Urban Centres and Small and Coastal Townships. These levels of service are developed in line with the Infrastructure Design Manual (IDM), which Council has utilised for the majority of new road related infrastructure.

3.1 Major Urban Centres

The level of service determined for roads and streets within Wellington's six Major Urban Centres of Sale, Maffra, Yarram, Rosedale, Stratford and Heyfield, are:

- Fully designed and constructed sealed urban streets.
- Kerb and Channel
- Underground drainage
- Accessible footpaths and street crossings
- The provision of urban street trees
- Fully constructed concrete driveways

The cost of urban construction for this Plan is estimated at $1,800 per lineal metre, or $1.8M per kilometre, however costs can vary depending on site specific factors. These figures represent a 20% increase in construction costs since 2019.

3.2 Small & Coastal Townships

The level of service for roads and streets within Wellington's Small and Coastal Townships include:

- Sealed Roads and Streets, to a width of approximately 6.0m
- Open drain network
- Some kerb and channel at intersections and other key locations
- Sealed driveways with appropriately sized culvert and end walls

The estimated cost of small and coastal construction for this Plan is estimated at $600 per lineal meter, or $600,000 per kilometre, however costs can vary depending on site specific factors. These figures represent a 20% increase in construction costs since 2019.

3.3 Extent of Service Gap

The service level gap is derived from assessing the existing road network against the established level of service as outlined in the IDM.

Currently, approximately 14 km of residential streets within Major Urban Centres, and 43 km within Small and Coastal Townships have been identified as requiring upgrade. These figures represent the gap between existing service levels and those considered suitable. This total, 57km length, equates to approximately 20% of all residential roads and streets.

Based on this total length, approximately $40.5M worth of works are required to upgrade all residential roads and streets within Wellington Shire to the established level of service.
The following table indicates the service gaps for each township. Each township is summarised with a map identifying specific roads and streets in Appendix A.

Town	No. of Roads and Streets Remaining	Approx. Length (km)
Alberton	11	3.8
Coongulla	12	2.5
Cowwarr	3	0.3
Glenmaggie	11	3.4
Golden Beach	15	6.5
Heyfield	7	2.4
The Honeysuckles	16	4.4
Langborough	2	0.8
Longford	4	1.2
Loch Sport	2	0.75
Maffra	15	5.9
Manns Beach	4	1.4
Newry	4	0.5
Paradise Beach	22	10
Robertsons Beach	5	1.7
Rosedale	4	2.8
Sale	3	2.1
Seaspray	6	2.5
Stratford	4	1.7
Tarraville	3	0.7
Woodside Beach	4	1
Wurruk	1	0.3
Yarram	3	0.6
Total (km)		57.25

4. Benefits from Improved Levels of Service

The established levels of service for Major Urban Centres and Small and Coastal Townships will provide the following benefits for adjoining residents and the general public:

- Improved amenity and liveability for residents and community through better quality infrastructure and streetscape
- Reduction of road related dust in townships
- Improved tank water quality for properties in Small and Coastal Townships
- Improved safety for motorists and pedestrians with constructed road and path infrastructure, that is not prone to rapid degradation
- Improved accessibility for all members of the community through well designed crossing points that link to the footpath network
- Decreased maintenance costs incurred by Council, through reduced demand associated with upkeep of poorly constructed roads, streets, drains and paths
- Increased community satisfaction via the provision of infrastructure that meets current expectations
- Improved protection from storm events for abutting properties through appropriately designed roads and streets with the ability to retain water in high intensity rainfall within the road reserve
- Improved high density development opportunities within existing urban environments

4.1 Reduced maintenance cost

Reduced maintenance costs will be most evident in the Small and Coastal Townships, as the identified roads and streets in these areas are predominantly unsealed. Upgrading these assets to the prescribed service level will lower ongoing maintenance requirements by reducing the frequency of grading, noting that unsealed roads generally require less pothole patching than sealed roads.

In the Major Urban Centres, completing the full construction of partially developed streets will also deliver maintenance savings, as open drains and unsealed verges will be eliminated.

5. Review of Road & Street Construction Plan 2014 and 2019

All investment in residential road and street upgrades since the adoption of the Residential Road and Street Construction Plan 2014 has been based on a policy of cost recovery via Special Charge Schemes and R2R funding.

Typically, road and street construction within townships have been in line with the identified two levels of service; Major Urban Centres and Small and Coastal Townships.

The 2019 review resulted in refinements to the Plan, predominantly through the introduction of the fixed fee model and inclusion of driveways, to ensure a smoother, more transparent and efficient process.

Since the previous iteration of the Plan in 2019, Council has undertaken a review which will continue with similar processes, whilst updating the Plan in accordance with increasing construction costs for Council and updated legislation such as the Local Government Act 2020.

As part of all reviews the project maps are examined and updated to remove schemes which have been completed and add (via community feedback and/or officer review) any areas that meet the criteria of the plan which had not been previously identified.

5.1 Major Urban Centres

The implementation of the previous Plans resulted in strong resident support for a number of streets in Major Urban Centres during the 2013-2025 period. 13 urban streets have now successfully completed. The projects are:

- Cunninghame Street – Sale
- Pearson/Simpson Street – Sale
- Dundas Street (North) – Sale
- Dundas Street (South) – Sale
- Merry Street – Maffra
- Marley Street (North) – Sale
- Riverview Road – Wurruk
- McMillan Crescent – Yarram
- Industrial Road – Stratford
- Bruce Street – Yarram
- Cooper Crescent – Maffra
- Lloyd Street (North) – Stratford
- Guthridge Parade – Sale
- McMillan Street (East) – Stratford

5.2 Small and Coastal Towns

The implementation of the previous Residential Road and Street Construction Plan, focused on street schemes in urban areas, due to resident support and property owner requests. Since adoption of the 2019 Plan, 8 schemes in minor urban or small and coastal towns have been completed. These projects are:

- Boggy Creek Road – Longford
- Port Albert township
- Abels Road / Boyles Road – Longford
- Hodges Road (south), Coongulla

- Eastern and Central Coongulla
- Park Avenue – Cowwarr
- Ellen Avenue, Seaspray

There are currently two schemes underway at the time of review which include Longford township which is due to be completed by June 2026, and Mustons Lane in Heyfield which is due to be completed by June 2027.

5.3 Construction Costs

Council has reviewed its road construction costs and found that overall costs have increased by approximately 20% since 2019. To maintain the same ratio of contribution between property owners and Council, we have updated our fixed fee model for Special Charge Schemes, increasing the fee by 20%. The new fixed fees are:

- $7,200 for roads constructed to urban standards
- $4,300 for roads constructed in small and coastal standards

Despite this adjustment, schemes remain heavily subsidised by Council. The primary objective continues to be constructing roads to current standards, improving access and amenity for residents, and reducing long-term maintenance costs for Council.

The previous percentage-based funding model was removed during the 2019 review of the Plan. Under that model, charges varied per property and per scheme, based on factors such as frontage, road type, and number of accesses. This often resulted in differing costs for similar levels of service and became challenging for projects in low-density areas. In smaller and coastal townships, Council's contribution was lower compared to urban centres, while in towns such as Maffra, Heyfield, and Stratford, schemes were projected to become more expensive due to large property frontages and lower housing density, reducing the likelihood of community support.

5.4 Legislation requirements and processes

The updated Plan aligns with the requirements of the Local Government Act 2020, which primarily impacts the timing of invoicing for Special Charge Schemes. Under the new legislation, property owners must be invoiced within 12 months of a Scheme being Declared by Council.

Previously, Council invoiced property owners for their contribution after physical construction works were completed. This change ensures compliance with statutory requirements and provides greater clarity and certainty for property owners regarding the timing of payments. While construction timelines may still vary due to design and delivery factors, invoicing will now occur earlier in the process, following the formal declaration of the scheme.

5.5 Improvements to process and construction

Driveways

Subject to a special charge scheme progressing, the construction of driveways will be included in the fixed fee for each property within the scheme. Driveway width and design will be determined through the design process in line with relevant standards. Driveways in major urban centres will be constructed in concrete in line with relevant standards. Driveways in Small and Coastal Townships will be constructed as part of the road works and include road pavement, drainage and bituminous sealing.

Where properties have two existing constructed driveways, the fixed fee would include the

reinstatement of both driveways as part of the street construction works. Where requested, undeveloped blocks will be provided a single driveway access in the design and constructed as part of the works.

Nature Strips

Property owners are to be kept informed with the process of reinstating nature strips after the construction works have been completed. To achieve the best results for nature strip reinstatement, nature strips will generally be seeded in either Autumn or Spring depending on the timing of the project, with trees being planted in Winter. A special charge scheme does not include ongoing maintenance for nature strips, such as mowing, seeding, and watering. Once the scheme is completed and nature strips levelled and seeded, property owners are expected to provide regular watering and mowing to ensure establishment of good quality grassed nature strips.

Kerb profiles

Kerb profiles are to be designed and installed in line with the IDM. During initial consultation, scheme participants will be given the option to choose the kerb profile for their street, provided it is considered appropriate.

6. Residential Road and Street Reconstruction Funding Model

6.1 Available Funding for Residential Roads and Streets

Funding for residential road and street construction within towns includes the following:

- The Commonwealth Government R2R Program which commenced in January 2001 is specifically aimed at local roads, bridges and related road infrastructure. The Commonwealth has given a strong indication that the Roads to Recovery Program will continue, and has provided Wellington Shire Council with $27.7M per year over the current 5-year (2024/25 – 2028/29) period.
- Special Charge Schemes where property owners contribute towards roads, street and drainage upgrades.

Wellington Shire Council has previously invested the majority of Roads to Recovery (R2R) funding in the reconstruction of Council bridges. This has resulted in a very successful reconstruction program. Remaining bridge assets are of a lower priority, being located on low impacted roads where they do not present a significant constraint to the function of the road network.

Over the last 10 years, the Plan has successfully redirected R2R funding towards supporting the upgrade of residential and local streets through special charge schemes.

The Residential Road and Street Construction Plan 2026 will continue to allocate R2R funding towards special charge schemes, with a greater focus on completing unsealed residential streets in Small and Coastal Townships. The new funding process for residents aims to deliver all identified schemes in a timely manner, including the expenditure of allocated R2R funding.

6.2 Fixed Rate Contribution Model

A funding model where a fixed rate contribution is applied to a property based on the resulting level of service for that town, is proposed as part of this review. This funding contribution is:

- A fixed rate of $7,200 set for Major Urban Centres where kerb, channel, footpaths and underground drainage is provided.
- A fixed rate of $4,300 set for Small and Coastal Towns where sealed roads, open drains and some kerb at intersections are provided.

	Urban Centres	Small & Coastal Townships
Contribution from Property Owners	$7,200	$4,300

The Fixed Rate Contribution Model aims to achieve a greater level of equity and fairness in schemes, by providing a fixed fee for each property as per the established level of service. The model aims to deliver a planned and consistent approach to the Residential Road and Street Construction Program.

This fixed rate contribution is expected to instill greater confidence and provide improved planning and communication in the scheme process for residents who will receive the special benefit under the special charge.

Some projects may provide a lower special benefit to scheme participants or involve a high

level of renewal of Council assets. Should a project of this nature arise, Council may consider alternate methods of funding to ensure any apportionment of special charge reflects the level of special benefit received by the property owners. Any alternate funding methods will be determined on a case by case basis, and should not require participants to pay more than the fixed fee for that of an urban centre or a small and coastal town.

6.3 Consideration for property developments

Instances with multiple properties accessing off a single shared driveway, access road, or common property, will be charged a portion of the fixed rate. The initial property will be levied the full fixed rate, with second and subsequent properties apportioned 50% of the fixed rate. The total charge to the set of properties will generally be shared evenly between the property owners.

Properties that have independent access to the road will be generally levied the full fixed rate.

Property developments are to be considered against the above criteria, however charges may be varied by Council through the development of each scheme. Where there are four or more dwellings in a property development, the special consideration will be determined on a case by case basis and be communicated to the effected property owners.

6.4 Strategic Streets

Strategic Streets are upgrade projects which are considered by Council to be essential to the broader community. A project will be identified as a Strategic Street through the formal budget adoption process for the following financial year. These projects may include:

- Upgrade of road entries into major townships
- Roads providing access to major tourism destinations
- Roads providing access to other regionally significant locations

Due to the importance of strategic streets to the broader community, residents will not be required to contribute towards these projects. These projects will progress through the Council budget planning cycle.

6.5 Contribution Payment Options

There are various methods of payment available for contributions from scheme participants within a special charge scheme, including:

- As a lump sum in full
- Via a payment instalment plan, between 4 and 10 years in length, including the contribution amount and interest accrued over the term of the plan

- Via a deferred payment, or charge against a property, in situations where payment would cause demonstrated hardship, to be determined by Council

Other payment options may be considered via special arrangement with Council.

7. Implementation

7.1 Annual Program

A funding model is in place to support the construction of streets identified in this Plan. This model is based on an expected annual allocation of $1.6 million from Council's Roads to Recovery funding, which will be directed to the Residential Road and Street Construction Program. Where there is demonstrated community interest and support for a Special Charge Scheme, this funding will be combined with property owner contributions to deliver projects.

With contributions from Roads to Recovery and scheme participants, the program has the capacity to deliver approximately $2.1 million in street construction works annually. However, the actual delivery of projects will depend on the level of community support for schemes, as recent years have shown slower uptake.

The Residential Road and Street Construction Plan 2026 will be reviewed periodically, and outcomes will be presented to Council. This approach ensures the Plan remains responsive to community priorities and continues to reflect the best interests of both residents and Council.

7.2 Project Prioritisation

As per the previous Plan, where community highlights a desire to progress a scheme, Council may consider raising the priority of that scheme.

Should interest from property owners be demonstrated for a road or street that is geographically close to a proposed scheme, but does not meet priorities through other criteria, it may still be included within the scheme in order to achieve improved economies of scale associated with larger projects.

Project Priority Factors and Weightings	
Existing Condition	40%
Residential Density	30%
Maintenance Costs	20%
Strategic Importance	10%

Existing Condition: The identified roads and streets will within this Plan vary in their condition. Roads and streets considered to be in poor condition, will be prioritised ahead of those that are considered to have remaining useable life.

Residential Density: Roads and streets with a greater residential dwelling density will be given precedence over roads with less dwellings. Roads with higher residential density service more traffic and will degrade faster therefore are a high priority.

Maintenance Costs: Roads and streets with higher ongoing maintenance costs will receive a higher priority, in order for the whole community to benefit from reduced operational costs. A focus for this Plan will be on unsealed streets, which in townships require regular grading and

maintenance.

Strategic Importance:

- Level of traffic volume
- Consideration of traffic type e.g. Local, Through, Tourist or Commercial
- Level of abutting development
- Road hierarchy

8. Special Charge Scheme Process

The continuation of the fixed rate model provides an opportunity to further streamline the consultation, pre-planning, and design phases of Special Charge Schemes. This approach reduces the need for detailed cost planning, survey, and design prior to community consultation, making the process more efficient and transparent. Formal design work will only commence once a scheme has been adopted by Council, which shortens preliminary timeframes and improves certainty for residents. The fixed rate model also enhances community engagement by providing clear, upfront costs and instilling confidence in the affordability and practicality of schemes.

Projects will be delivered based on priority, subject to available budget, and require at least 60% support from affected property owners. Where this level of support is achieved, Council will consider issuing a Notice of Intention to Declare a Scheme and progress through to adoption.

In line with the Local Government Act 2020**,** property owners will now receive invoices within 12 months of a scheme being declared by Council, rather than after construction is completed. This change ensures compliance with legislation and provides greater clarity around payment timing.

Identified projects within the Residential Road and Street Construction Plan will continue to be reviewed through Council's annual capital works planning process, ensuring delivery aligns with community interest and available resources.

9. Township Summaries and Maps

Alberton
Russell Street
Kirksopp Street
Danger Street
Bank Street
Strzelecki Street
Gipps Street
Thomson Street
Sobieski Street
Rankin Street
Slade Street
Orr Street

Coongulla
Almeda Drive
Kentucky Court
Hodges Road
Cherry Street
Gillum Road
Manuka Street
Woolenook Way
Ben Cruachan Parade
Blores Street
Weir Street
Narrobuk Street
Tamboritha Terrace

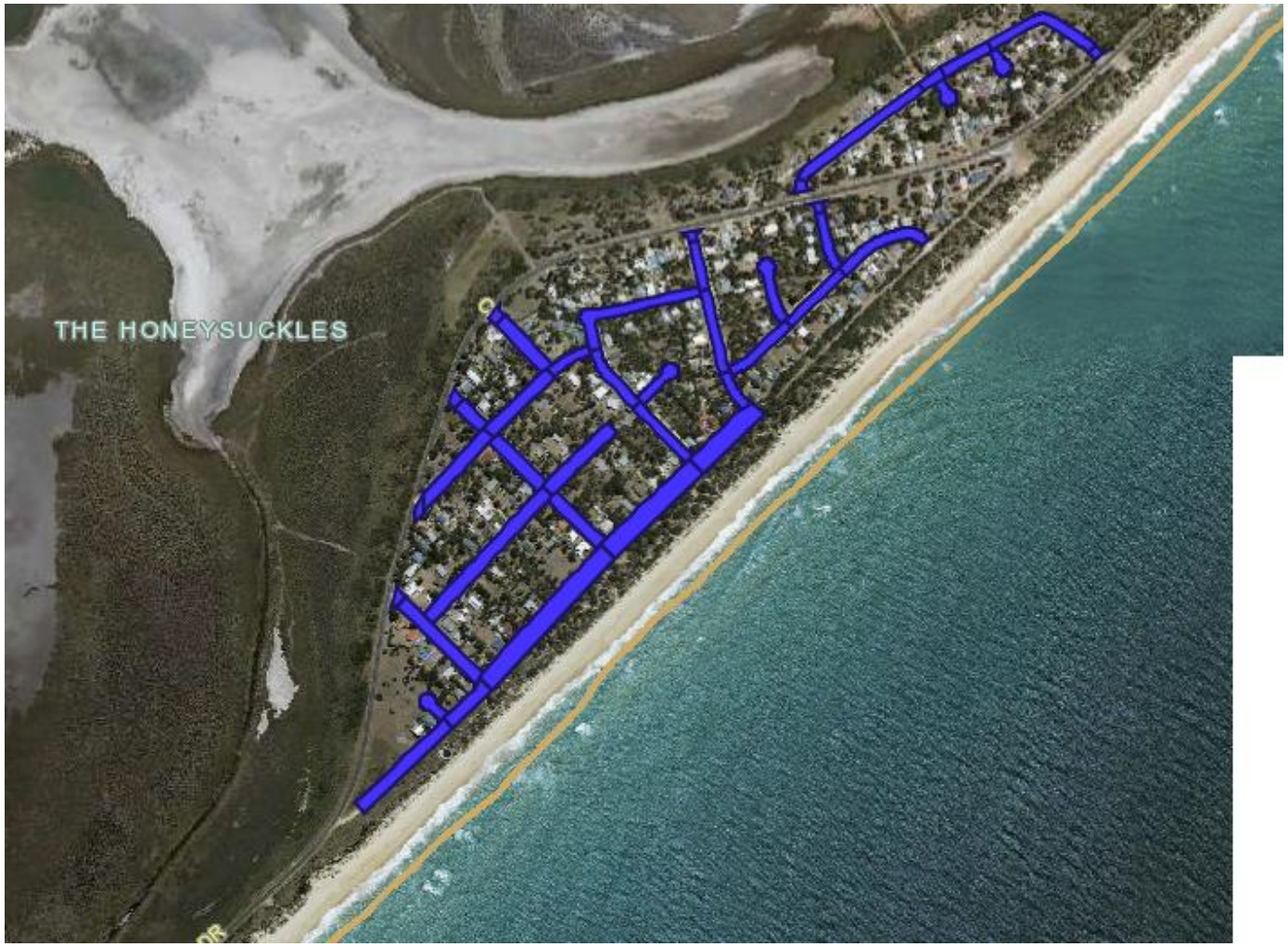
Cowwarr
Morgan Street
Park Avenue
Draper Street

Glenmaggie
Katrina Crescent
Teal Court
Ibis Court
Andrew Court
Michael Street
Lake View
Nerrigundah Drive
Inala Road
Glenmaggie Road Ext
Gilwah Street
Hurley Road

Golden beach
Anglers Way
Banksia Avenue
Calypso Court
Driftwood Avenue
Edgewater Drive
Golden Beach Drive
Horizon Way
Marine Drive
Sea Foam Avenue
Starglow Way
Sunrise Road
Surfers Avenue
Tide-Surge Avenue
Ti-Tree Drive
Twilight Way

Heyfield
Ash Street
Draper Road
Drew Street
Justice Parade
Racecourse Road
Rose Street
Stagg Street

The Honeysuckles
Azores Court
Bali Court
Celebes
Crooke Street
Crosby Street
Davis Street
Finisterre Drive
Flores Way
Grenfell Drive
Lincoln Court
Macassar Crescent
Maffra Street
Mandalay Drive
McLachlan Street
Sellars Street
Sunda Court



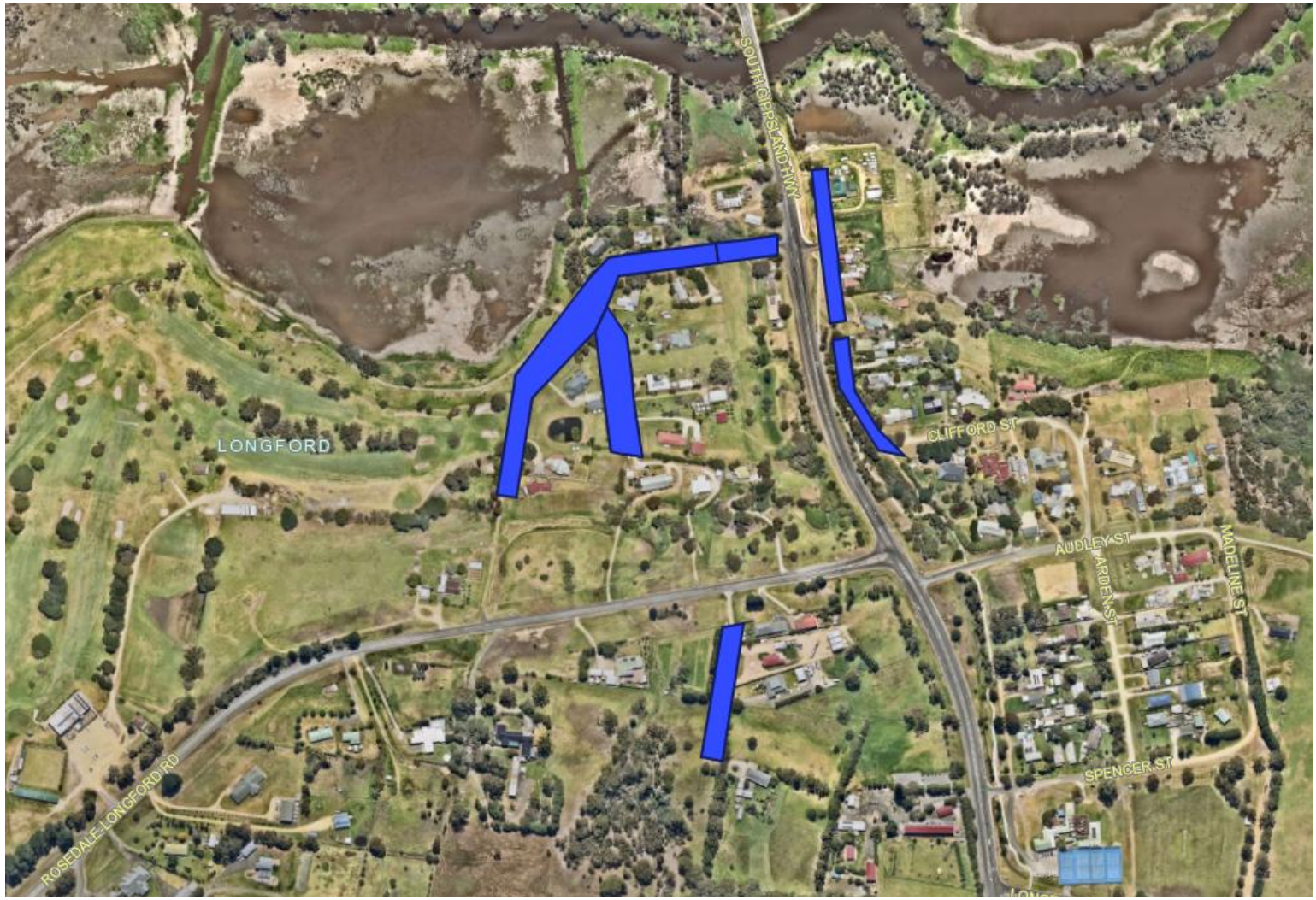
Langsborough
Strachan Street
Kilgowers Road

Loch Sport

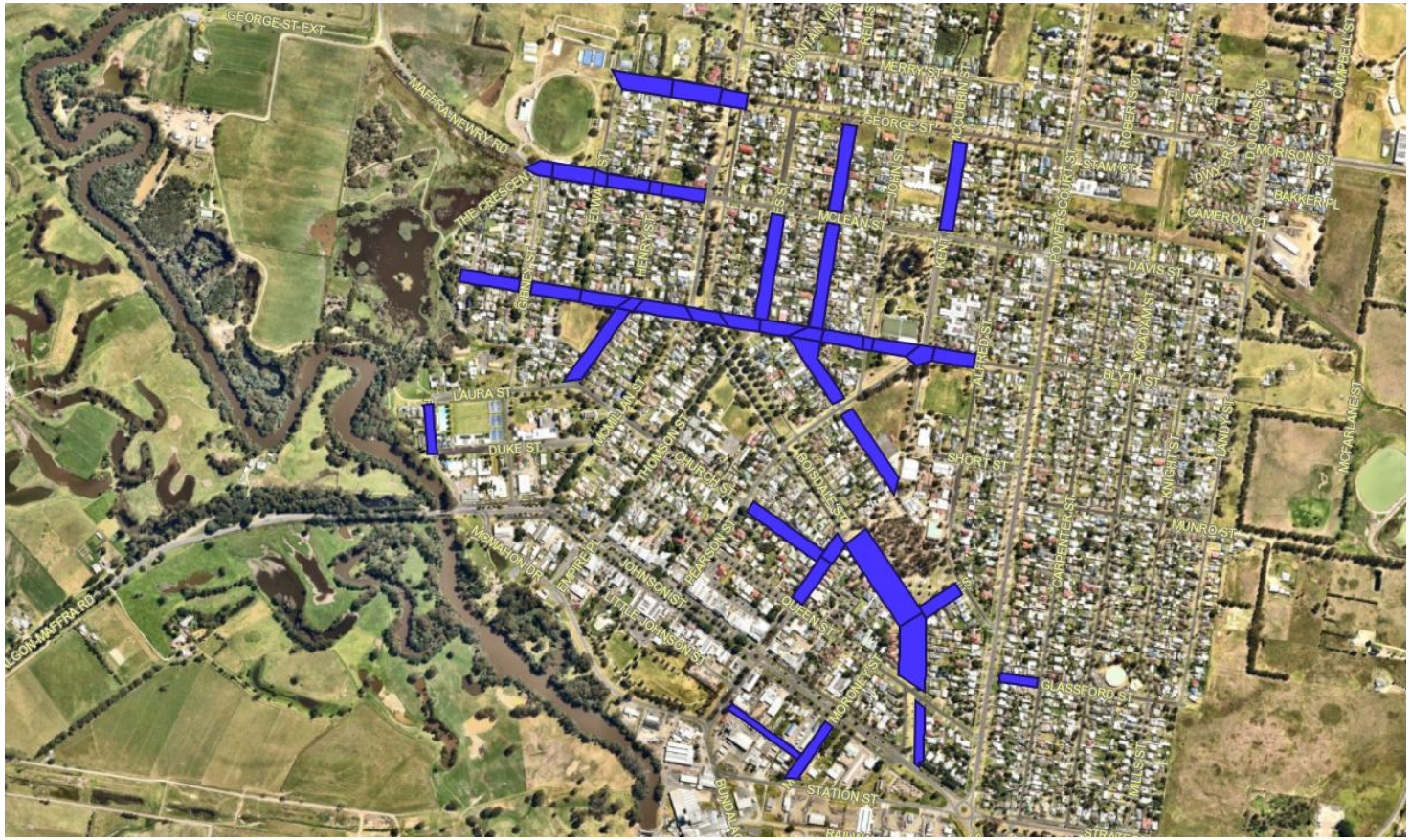
Centre Road

Stevenson Street

Longford
Brennans Road
Killeen Road
High Street
Clear View Court



Maffra
Church Street
Foster Street
McMillan Street
Princess Street
McLean Street
Edward Street
Charles Street
King Street
Glassford Street
Laura Street
Coral Crescent
River Street
Moroney Street
Gray Street
Kent Street



Manns beach
Fisher Street
Fry Street
David Street
Wight Street

Newry
Rafferty Street
Centre Street
Jones Street
McCole Street

Paradise Beach
Armstrong Avenue
Bondi Street
Clovelly Street
Coogee Street
Eighteenth Street
Fifteen Street
Fifth Avenue
First Street
Fourth Street
Government Road
Holmes Road
Ninth Street
Seventh Avenue
Sixth Avenue North
Sixth Avenue South
Sixth Street
Stephenson Avenue
The Boulevard
Thirteenth Street
Twenty Fifth Street
Twenty First Street
Twenty Third Street

Robertsons Beach
Langs Road
Sarena Parade
McEvoy Street
Princes Street
Jacobsons Street

Rosedale
Kyle Street
Merriman Court
Huffers Lane
Allen Court

Sale
Fitzroy Street
Macalister Street
Stevenson Street

Seaspray
Davies Street
Government Road
Hansen Street
Newton Street
Irving Street
Rowley Street / Short Street

Stratford
Wyndham Street
Tyers Street
Jones Street
Lee Street

Tarraville
Stawell Street
Tyers Street
Stewart Street

Woodside Beach
Byrnes Road
Rebecca Street
Margaret Street
Catherine Street

Wurruk
Otway Street
Riverview Road

Yarram
Commercial Street
Nightingale Street
Carpenter Street