

# ROAD MANAGEMENT PLAN



Version 5.0: 2017

## Road Management Plan

|                      |                           |
|----------------------|---------------------------|
| Version No:          | 5.0                       |
| Approval Date:       | 27 June 2017              |
| Approved By:         | Indigo Shire Council      |
| Department:          | Infrastructure Services   |
| Responsible Officer: | Manager Assets & Property |
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### SCHEDULE OF REVISIONS AND ADOPTION

#### Schedule of Revisions

| Revision No. | Prepared By | Date       | Checked By                          | Comment  |
|--------------|-------------|------------|-------------------------------------|--|
| 1            | AM          | Dec 2004   | Engineering Unit                    | Initial RMP  |
| 2            | AM          | Oct 2008   | GM Operations & Assets              | RMP and attached maintenance activity specification amended  |
| 3            | AM          | Sep 2009   | GM Operations & Assets              | Minor amendments associated with required RMP review   |
| 4.1          | AM          | Apr 2013   | GM Infrastructure Services          | Plan reviewed as per RMA General Regulations requirements. RMP amended to alter standards for inspection and maintenance, road hierarchy changes, and altered standards associated with the adoption of the Infrastructure Design Manual |
| 4.2          | AM          | Oct 2013   | GM Infrastructure Services          | Plan revised to reflect Echelon Australia recommendations. Proposed amendment adopted by Council for advertisement and submissions   |
| 4.3          | AM          | Feb 2014   | Infrastructure Services Unit        | Final version to Council for adoption. Adopted by Council 25 Feb 2014  |
| 4            | AM          | March 2014 | Infrastructure Services Unit        | Adopted Version 4 of Indigo Shire Council Road Management Plan   |
| 5.0          | MA&P        | June 2017  | Infrastructure Services Directorate | Plan Reviewed as per RMA General Regulations.  |

#### Schedule of Adoption

| Adoption No. | Date      | Comment                                      |
|--------------|-----------|--|
| 1            | Dec 2004  | Adoption of Road Management Plan (Version 1) |
| 2            | Oct 2008  | Adoption of Road Management Plan (Version 2) |
| 3            | Sep 2009  | Adoption of Road Management Plan (Version 3) |
| 4            | Feb 2014  | Adoption of Road Management Plan (Version 4) |
| 5            | June 2017 | Adoption of Road Management Plan (Version 5) |

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### Reference Document:

- (i) Indigo Shire Council – Register of Public Roads

## 1 Introduction

### 1.1 Background

The Road Management Act 2004 was developed to provide a more efficient and safer Victorian road network, and is based on the following key principles:

- Clear allocation of road asset ownership and management;
- Establishing processes and accountabilities for policy decisions and performance standards;
- Provision of operational powers to achieve targets and performance standards; and
- Clarification of civil liability laws for the management of roads.

The Road Management Act 2004 impacts Local Government Authorities in the following ways:

- It enables Road Authorities to put their own reasonable road management plan and maintenance policies and procedures in place;
- It provides consistent and updated road provisions for declared arterial roads and freeways managed by VicRoads, and public roads managed by municipalities and other Government organisations;
- It establishes through a Code of Practice the allocation of responsibility between Road Authorities for managing the different parts of the road reserve (e.g. roadway, footpath, service road);
- It defines powers and obligations in regard to traffic management, access management and road works by utilities and others;
- S110 imposes a minimum threshold amount on financial claims against a road authority for property damage that has resulted from road conditions. This threshold is subject to incremental increases in line with CPI;
- It provides for VicRoads, Councils and other Road Authorities to enter into arrangements to transfer or delegate responsibility from one authority to another, for any operational or coordinating functions.

### 1.2 Purpose and Revision

This is revision five of Indigo Shire's Road Management Plan.

The purpose of this Road Management Plan is to:

- Establish a system for the road management functions of the Council which is based on policy, operational objectives, available resources and risk management; and
- Specify the relevant standards and management system in relation to the discharge of duties in the performance of those road management functions.

### 1.3 Stakeholders

Stakeholders in Council's Road Management Plan include:

- Residents and businesses within the road network
- Users of vehicles such as trucks, buses, commercial vehicles, cars and motor cycles
- Tourists and visitors to the area
- Users of a range of smaller, lightweight vehicles such as cyclists, mobility scooters, wheel chairs, prams, etc.
- Emergency authorities (Police, Fire, Ambulance, SES)
- Pedestrians, including those with disabilities or restricted mobility

- Utility agencies that use the road reserve for their infrastructure (water, sewerage, gas, electricity, telecommunications)
- Council as the responsible road authority
- State and Federal Government that periodically provide support funding to assist with management of the network.

### 1.4 Related Documents and Availability of Plan

The Road Management Plan is a stand-alone document for the purposes and requirements of the Road Management Act 2004. The Plan references Indigo Shire Council's Register of Public Roads. Both the Road Management Plan and Register of Public Roads are available at [www.indigoshire.vic.gov.au](http://www.indigoshire.vic.gov.au) with hard copies of these documents available for viewing at the Indigo Shire Council customer service centres at Ford Street Beechworth and High Street Yackandandah Shire offices during business hours.

Documents related to the Plan include:

- The Infrastructure Design Manual which was adopted by Council in March 2013. This document can be downloaded on [www.designmanual.com.au](http://www.designmanual.com.au) and was designed to document and standardise Council requirements for the design and development of new municipal infrastructure, including roads, cross-overs, and pathways
- Asset management plans for roads, bridges, pathways and drainage (available on [www.indigoshire.vic.gov.au](http://www.indigoshire.vic.gov.au)).

Council has developed various separately documented policies and procedures that provide for private or utility works within road reserves and emergency management, which are available from Council offices on request.

Council has in place a Road Fire Management Strategy. This is an appendix to the Municipal Fire Management Plan which is a sub plan to the Indigo Shire Council Municipal Emergency Management Plan. This strategy will identify key functions for roads in the event of fire emergencies, and deals with these fire emergency related issues separate to this Road Management Plan.

## 2. Road Management Plan

### 2.1 Roads, Pathways and Infrastructure for which Plan Applies

The provisions of this Road Management Plan apply to those local roads and pathways listed in the Indigo Shire Council Register of Public Roads which is reviewed by Council and updated from time to time. The Register of Public Roads forms a referenced document to this Plan.

The Road Management Act 2004 requires that a road authority (the Council) keep a Register of Public Roads. The register includes all roads and pathways that Council has deemed are “**reasonably required for general public use**”.

In order to be deemed by Council to be ‘reasonably required for general public use’ a **road** must:

(1) meet **all** of the following criteria:

- Be a public highway
- Council must be deemed to be the coordinating road authority under the Road Management Act 2004
- Provide access to a full-time occupied residence **or** access to a minimum of 3 farm properties (roads that provide alternate or secondary access are not necessarily included on the register), and
- Have been constructed as a public road **or** historically been maintained as a public road by Council,

-or-

(2) be a subdivisional road designed and constructed to Council’s design and construction parameters and received construction Compliance from Council.

Roads that meet the above criteria are registered on the Register of Public Roads and will be maintained in accordance with this Road Management Plan.

In order to be eligible for inclusion on the Register of Public Roads a **pathway** must:

(1) meet **all** of the following criteria:

- Be on a public highway or on property owned or managed by Council, and
- Have been constructed or improved to provide a paved and/ or defined pathway

-or-

(2) be a subdivisional path on Council property constructed to Council’s design and construction parameters and received construction Compliance from Council.

Pathways that meet the above criteria are considered for inclusion on the Register of Public Roads as pathways and will be maintained in accordance with this Road Management Plan.

This Road Management Plan provides for the management of Council roads, pathways, and associated infrastructure such as road signs, traffic control devices and bridges/ culverts located within Public Roads. It does not cover other infrastructure that may be located within a Public Road such as private driveway crossings, street furniture, trees, and nature strips.

The Road Management Plan does not apply to any VicRoads arterial roads, **or** driveways or pathways providing access from adjoining land to a public road, **or** any public highway not listed in the Register of Public Roads. As such some laneways, access ways, right of ways, and tracks are not included in the Register of Public Roads.

Indigo Shire Council’s road network interfaces with other road networks at locations including municipal boundaries, arterial roads and crown land. Council has formulated agreements with road authorities including Alpine Shire, Rural City of Wodonga and the Rural City of Wangaratta at these locations.

VicRoads is the manager of all arterial roads throughout the state. In Indigo the arterial roads managed by VicRoads are:

- Hume Freeway
- Murray Valley Highway
- Kiewa Valley Highway
- Wahgunyah – Wangaratta Road
- Rutherglen – Wahgunyah Road
- Rutherglen – Springhurst Road
- Chiltern – Rutherglen Road
- Chiltern – Howlong Road
- Barnawartha – Howlong Road
- Beechworth – Chiltern Road
- Beechworth – Wangaratta Road
- Beechworth – Wodonga Road
- Buckland Gap Road
- Stanley Road
- Yackandandah Road
- Wodonga-Yackandandah Road
- Dederang Road
- Myrtleford – Yackandandah Road
- Lindsay Road
- Kiewa East Road
- Lockharts Gap Road

The Road Management Plan Codes of Practice apply in locations where there are both VicRoads and Council infrastructure. These codes of practice define the areas of responsibility for each authority.

## 2.2 Classification – Road Hierarchy and Pathway Hierarchy

Council has adopted a risk based approach in establishing the hierarchy of roads and footpaths. The intent of this approach is to rank roads and pathways with higher use of greater importance in the hierarchy than those with lesser use. This system enables more efficient use of resources by allocating funding to those roads or pathways that have higher traffic movements and its associated risk.

The roads hierarchy and the pathways hierarchy are detailed below.

### 2.2.1 Road Hierarchy

Indigo’s road hierarchy is based on historical function, traffic volume and accessibility. The hierarchy is outlined in *Table 1: Road Hierarchy*.

| Road Hierarchy Classification | Description of Role / General Road Parameters  |
|-------------------------------|--|
| <b>Link</b>                   | <p><i>Role</i> - Primarily provide a direct linkage between significant population centres, or major traffic generators, or residential, industrial and commercial nodes, or the arterial road network</p> <p><i>General Road Parameters</i> – All weather roads, generally sealed, 2-way traffic; typical design speed 60-100 km/h rural and 40-60 km/h urban depending on terrain</p>  |
| <b>Collector</b>              | <p><i>Role</i> - Primarily provide a route between and through residential, industrial and commercial nodes, and the link or arterial road network</p> <p><i>General Road Parameters</i> – All weather roads, usually formed and gravelled, often sealed, 2-way traffic; design speed varies, typically 50-80 km/h rural and 30-50 km/h urban depending on terrain</p>   |
| <b>Access 1</b>               | <p><i>Role</i> – Road, street, court, laneway, etc. that primarily provides direct access between residential, industrial or commercial centres, and the Collector, Link, or arterial road network, with minimal or no through traffic</p> <p><i>General Road Parameters</i> – All weather roads where required for house or business, usually formed and gravelled and sometimes sealed (urban often sealed), provision for 2 way traffic; typical design speed 40-70 km/h rural and 30-40 km/h urban depending on terrain, abutting vegetation and development, and function</p> |
| <b>Access 2</b>               | <p><i>Role</i> – Road that primarily provides direct access between residential, industrial or commercial centres, and the Access 1, Collector, Link, or arterial road network, with minimal or no through traffic. These roads are generally rural and access up to 2 residences only.</p> <p><i>General Road Parameters</i> – Usually formed and gravelled, provision for 2 way traffic; typical design speed 30-70 km/h rural depending on terrain, abutting vegetation and function</p>  |
| <b>Limited Access</b>         | <p><i>Role</i> –Primarily provides access for emergency vehicles and occasional non-residential property access. They do not carry regular traffic and may or may not provide a through traffic function</p> <p><i>General Road Parameters</i> – Usually dry weather road only with limited formation and normally no imported pavement material. They typically are not constructed to maintainable standards, have no drainage, no delineation and alignment follows natural surface.</p>  |

**Table 1: Road Hierarchy**



## 2.2.2 Pathway Hierarchy

The **pathway hierarchy** has been developed based on the level of usage of the network. Indigo Shire's Pathway Hierarchy is shown in *Table 2: Pathway Hierarchy*, following in this section.

| Pathway Hierarchy Classification | Description of Role and General Pathway Parameters   |
|----------------------------------|--|
| <b>High Use Pathways</b>         | Areas identified as potential high risk due to the nature and volume of pedestrian traffic associated with traffic generating properties adjacent to these pathways. These pathways include constructed paths in townships where higher and/ or higher risk pedestrian traffic is generated due to commercial shopping areas, schools, hospitals, medical centres, aged care facilities, or other.       |
| <b>Medium Use Pathways</b>       | Pathways identified as medium risk due to the nature and volume of pedestrian traffic. These pathways include constructed paths in residential areas, shared paths such as rail trails, and paths adjacent to high use paths.  |
| <b>Recreational Pathways</b>     | Pathways identified as low risk due to the nature and volume of pedestrian traffic. These pathways have low pedestrian volume, are suited to the more active public and may be partly unconstructed or of minimal and varied construction. The pathways have no defined construction standard and usually follow natural topography. These pathways include some walking tracks on Council managed land. |

**Table 2: Pathway Hierarchy**

## 2.3 Inspection and Response Standards

### 2.3.1 Types of Inspections

The main reasons for the inspections of road and pathway assets are:

- To identify defects and act to minimise the risk of injury to the asset user
- To identify defects to prevent premature failure of assets and keep them in a condition to enable them to function at an acceptable level for the community.

Council and the community collectively identify the defects on the road and pathway network. Council's roads and pathways are inspected in the following three ways:

1. Proactive Inspections – These inspections determine if the road or pathway complies within the tolerable level for defects as defined in this Road Management Plan. Night inspections are carried out proactively to assess compliance of signage, lighting and other assets that are only satisfactorily inspected at night.
2. Reactive Inspections – These are undertaken following notification to Council of defects and safety issues
3. Condition Inspections – Conducted to assess the condition and remaining useful life of the road and pathway network every 3 to 5 years, in order to prioritise infrastructure renewal works and inform financial depreciation figures.

### 2.3.2 Inspection Frequency

**Proactive Inspection frequencies** for this Road Management Plan were determined using a risk based approach considering the road and pathway hierarchy, traffic volume, and proximity of public facilities. Using this approach, the higher up in the hierarchy, the higher the risk exposure, and the more frequent the inspection. Proactive Inspection frequencies were also reviewed to ensure the frequency is achievable with regard to available resources and competing priorities.

Proactive Inspection frequencies are outlined in *Table 3: Proactive Inspection Frequency for Roads and Pathways*.

| ROAD HIERARCHY           | INSPECTION FREQUENCY                           |
|--------------------------|--|
| Link Roads               | 4 months (and)<br>24 months night inspections  |
| Collector Roads          | 6 months (and)<br>36 months night inspections  |
| Access 1/ Access 2 Roads | 12 months (and)<br>36 months night inspections |
| Limited Access Roads     | Not inspected proactively                      |

| PATHWAY HIERARCHY      | INSPECTION FREQUENCY |
|------------------------|----------------------|
| Pathway – High Use     | 9 months             |
| Pathway – Medium Use   | 15 months            |
| Pathway - Recreational | 18 months            |

**Table 3: Proactive Inspection Frequency for Roads and Pathways**

**Reactive Inspection frequencies** for this Road Management Plan were determined with respect to the limited resources available to respond to the inspection of reactive requests. Reactive Inspection frequencies are outlined in *Table 4: Reactive Inspection Frequency for Roads and Pathways*.

| ROAD HIERARCHY           | INSPECTION FREQUENCY – Days to undertake initial inspection after receiving request |
|--------------------------|---|
| Link Roads               | 10 working days   |
| Collector Roads          | 10 working days   |
| Access 1/ Access 2 Roads | 15 working days   |
| Limited Access Roads     | 20 working days   |

| PATHWAY HIERARCHY      | INSPECTION FREQUENCY – Days to undertake initial inspection after receiving request |
|------------------------|---|
| Pathway – High Use     | 10 working days   |
| Pathway – Medium Use   | 10 working days   |
| Pathway - Recreational | 20 working days   |

**Table 4: Reactive Inspection Frequency for Roads and Pathways**

Customer service requests are received on a routine basis by Indigo Shire for road and pathway maintenance. The Road Management Plan provides for the recording and review of reactive community requests. The customer request system initiates inspections (as required) regarding the request, reviews and tracks requests, initiates actions, and issues work orders (where applicable) for repair works.

Condition Inspections of roads and pathways are performed for asset preservation and renewal programming purposes. These inspections are undertaken every 3-5 years and are not aimed at identifying maintenance defects requiring intervention.

### 2.3.3 Inspection Method and Responsibility

Road and pathway proactive inspections are completed in the field with inspection times and defects recording electronically within AssetAsyst or PathAsyst software systems and referred to the Municipal Operations Unit for response. The Assets Inspector (or equivalent position) is responsible for completing proactive inspections.

The tasking for reactive inspections is allocated within Council's Municipal Operations unit following receipt of the request.

### 2.3.4 Response Standards

An appropriate response to defects identified from Proactive Inspections and Reactive Inspections include provision of warning signs, traffic control actions, and/ or works to repair. Works to repair defects aim to restore the road or pathway to initial construction standards, eliminating the defect as a recognised defect under this Road Management Plan, and providing practical remediation that will not rapidly deteriorate into a recognised defect again. Council's Municipal Operations unit is responsible for the response to identified defects.

The response times for recognised defects on roads are given in *Table 5: Response Times – ROADS*. The response times for recognised defects on pathways are given in *Table 6: Response Times – PATHWAYS*.

## Response Times – ROADS:

| DEFECT DESCRIPTION   | Road Hierarchy |                |                          |   |
|--|----------------|----------------|--------------------------|---|
|  | Link Road      | Collector Road | Access 1 / Access 2 Road | Limited Access Road   |
| <b>SEALED PAVEMENT</b>   |                |                |                          |   |
| <b>Pot Hole</b> with depth > 100mm and diameter > 300mm or equivalent lateral dimension on sealed surface                              | 1 Month        | 2 Months       | 3 Months                 | N/A   |
| <b>Depression/ Deformation</b> > 150mm under a 3m straight edge on a sealed surface  | 1 Month        | 2 Months       | 3 Months                 |   |
| <b>Edge drop</b> > 100mm vertically for a length > 20m from a sealed surface to an unsealed shoulder on sealed surface                 | 2 Months       | 2 Months       | 3 Months                 |   |
| <b>Edge break</b> > 200mm laterally for a length > 20m on sealed surface   | 2 Months       | 2 Months       | 3 Months                 |   |
| <b>Debris accumulation</b> on sealed surface at critical locations on approach to intersection or curve                                | 2 Months       | 3 Months       | 3 Months                 |   |
| <b>UNSEALED PAVEMENT</b>   |                |                |                          |   |
| <b>Scour</b> > 5m long with > 300mm mean depth   | 2 Months       | 2 Months       | 3 Months                 | Limited Access Roads not generally maintained – recognition of defects and response to road issues to be in accord with instruction from Manager Municipal Operations |
| <b>Pot Hole</b> with depth > 150mm and diameter > 500mm or equivalent lateral dimension  | 2 Months       | 2 Months       | 3 Months                 |   |
| <b>Corrugations</b> > 50mm deep over a 50m length at a critical location on approach to intersection or curve                          | 1 Month        | 1 Month        | 3 Months                 |   |
| <b>ROAD FURNITURE</b>  |                |                |                          |   |
| <b>Safety signs missing or illegible</b> making them ineffective   | 2 Months       | 2 Months       | 3 Months                 | As per above  |
| <b>Guide posts missing or damaged</b> in critical locations on approach to intersection or curve making them substantially ineffective | 2 Months       | 3 Months       | 3 Months                 |   |

|   |           |               |               |              |
|---|-----------|---------------|---------------|--------------|
| <b>Safety barriers</b> damaged in critical locations on approach to intersection or curve making them substantially ineffective | 2 Months  | 3 Months      | 3 Months      |              |
| <b>DRAINAGE</b>   |           |               |               |              |
| <b>Hazardous drainage items</b> such as damaged or missing pit lids, grates, kerb and channel                                   | 1 Month   | 2 Months      | 3 Months      | As per above |
| <b>OBSTRUCTIONS</b>   |           |               |               |              |
| <b>Hazardous obstruction</b> on road including fallen trees, material fallen from vehicles, dead animals                        | 2 days    | 2 days        | 1 week        | As per above |
| <b>VEGETATION</b>   |           |               |               |              |
| <b>Obscuring vegetation</b> that restricts design sight distance or viewing of safety signage                                   | 1 Month   | 2 Months      | 3 Months      | As per above |
| <b>Vegetation intruding</b> within 5.0m clearance over trafficable lanes  | 12 Months | Works Program | Works Program |              |
| <b>STRUCTURE</b>  |           |               |               |              |
| <b>Structure damaged</b> affecting structural performance or safety (bridges, culverts, floodways, other)                       | 2 days    | 2 days        | 1 week        | As per above |

Table 5: Response Times - ROADS

**Response Times – FOOTPATHS:**

| DEFECT DESCRIPTION  | Pathway Hierarchy |                    |   |
|---|-------------------|--------------------|---|
|   | High Use Pathway  | Medium Use Pathway | Recreational Pathway  |
| <b>PATHWAY DEFECTS</b>  |                   |                    |   |
| Vertical displacement > 25mm  | 4 weeks           | 6 weeks            | Recreational Pathways not generally maintained – recognition of defects and response to pathway issues to be in accord with instruction from Manager Municipal Operations |
| Depression/ Deformation > 80mm height and > 0.01m <sup>2</sup>                | 4 weeks           | 6 weeks            |   |
| Edge drop > 100mm vertically for a length > 5m                                | 4 weeks           | 6 weeks            |   |
| Scour > 100mm depth   | 4 weeks           | 6 weeks            |   |
| <b>VEGETATION CONTROL</b>   |                   |                    |   |
| Vegetation growth < 2.0m clearance over pathway and forms a pedestrian hazard | 3 months          | 4 months           | As per above  |

**Table 6: Response Times – PATHWAYS**

**2.4 Exceptional Circumstances**

Council will endeavour to meet all its commitments under its Road Management Plan. However, there may be situations or circumstances that affects Council’s business activities to the extent that it cannot deliver the service levels and processes outlined in the Plan. These include but are not limited to natural disasters such as floods, bushfires, storms; a lack of physical or financial resources such as a prolonged labour shortage, lack of funds available; terrorism, etc.

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

Once the events beyond the control of Council have abated, or if the events have partly abated, Council’s CEO will correspond with Council’s officer responsible for Council’s Plan and inform them which parts of Council’s Plan are to be re-activated and when.

## 2.5 Review

### 2.5.1 Internal Performance Review

The performance of this Road Management Plan will be audited internally with reporting to senior management on a minimum annual basis. Reporting will have regard to:

- Inspections being completed in the specified timeframes
- Defects being responded to in the specified timeframes.

Internal reviews that detect non-compliance issues must also report on the action plan developed to rectify these issues, with following audits to pick up on any outstanding non-compliance issues or actions from previous audits.

### 2.5.2 Plan Review

This Road Management Plan will be reviewed in accordance with Part 3 of the Road Management (General) Regulations 2016 and will be conducted every four years in line with Council elections.