



Horsham Rural City
Council urban rural balance

ROAD MANAGEMENT PLAN

2021

FIRST ADOPTED BY COUNCIL:

6 December 2004

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1. INTRODUCTION

1.1. BACKGROUND

This Road Management Plan describes how Horsham Rural City Council manages its road and related assets in accordance with the requirements of the Road Management Act 2004 (the Act), and associated Regulations and Codes of Practice. The Plan is applicable to road and road related infrastructure, as defined under the Act, for which Council is responsible.

The Act was introduced to establish a statutory framework for the management of the road network to facilitate the coordination of the various uses of road reserves for roadways, pathways, infrastructure and similar purposes.

1.2. PURPOSE

The purpose of this Road Management Plan is to establish a management system for Council to inspect, maintain and repair its public roads based on policy and operational objectives having regard to available resources.

The key elements of the Road Management Plan include:

- definition of Council's maintenance responsibility on various infrastructure.
- the management system that Council employs for the inspection, maintenance and repair of its roads.
- inspection standards that document the nature and frequency of different type of inspections (i.e. reactive and proactive).
- maintenance standards that document intervention levels, maintenance response requirements, and maintenance response times.

1.3. SCOPE

The provisions of this Road Management Plan apply to those public roads listed in the Register of Public Roads for which Horsham Rural City Council is the co-ordinating road authority, and roads or parts of roads¹ that Council maintain under agreement with another road authority.

This plan applies to road infrastructure including;

- Roadways (refer to Act definition)
- Pathways (footpath and shared paths)
- Shoulders
- Bridges and culverts
- Road related infrastructure (refer to the definition in Act)
- Line marking
- Safety barriers
- Ancillary areas

¹ In accordance with the Code of Practice – Operational Responsibility for Public Roads – 2017, Council utilises some of the arterial roadsides within the urban boundary as parking lanes. Those parking lanes are maintained by the Council as per this plan.

This Plan does not apply to non-road infrastructure and non-Council owned assets. This includes assets related to water, telecommunications, gas, electricity and railway functions which are the responsibility of other authorities. The exclusion also applies to any bridge or culvert over a water supply channel, sewer or drain, other than a bridge or culvert owned by Council.

1.4. LEGAL BASIS FOR THE PLAN

This Road Management Plan has been prepared pursuant to the requirements of the following Acts, Regulations and Codes of Practice:

- Road Management Act, 2004;
- Local Government Act, 1989 and 2020;
- Road Management (General) Regulations 2005
- Code of Practice for Road Management Plans
- Code of Practice Operational Responsibility for Public Roads
- Code of Practice for Management of Infrastructure in Road Reserves

Horsham Rural City Council is a Road Authority as defined in Section 37 of the Road Management Act 2004. It is responsible for the care and maintenance of public roads within the municipality that are not the legislated or otherwise accepted, responsibility of other road authorities, persons or bodies.

Council must ensure that if a road is required for public traffic that it is kept open for public use and may, at its discretion, carry out work on the road. It is the decision of Council as to the extent and standard of any works carried out on a road.

1.5. RESPONSIBILITIES FOR ROAD MANAGEMENT PLAN IMPLEMENTATION

Council has responsibility for assigning the roles and responsibilities of Council officers for the purpose of implementing the requirements of the Road Management Act and this Road Management Plan. Duties to be undertaken by Council staff shall include but are not limited to those set out in Schedule 7 of the Act.

1.6. KEY STAKEHOLDERS

This Road Management Plan is intended to demonstrate to stakeholders that Council is managing its roads and the road related assets responsibly.

The key stakeholders include -

- Residents and businesses serviced by the road network
- Pedestrians including those with disabilities and the elderly with restricted mobility
- State Government - having responsibility for Local Government
- State and Federal Governments - as fund providers for road infrastructure development
- Councillors - as stewards of Council's infrastructure assets
- Community - as users of services
- Utilities / developers - as infrastructure providers
- Employees - having responsibilities for implementation of this Plan
- Contractors / suppliers - as providers of services required in the implementation of this Plan
- Emergency agencies (Police, Fire, Ambulance, State Emergency Service)

Council recognises the following as some of the key users of Council's roads and paths:

- Users of a range of miscellaneous smaller, lightweight vehicles such as cyclists mobility scooters, wheel chairs, prams, etc.
- Vehicle users such as trucks, buses, commercial vehicles, cars and motor cycles.
- Tourists and visitors to the area (for example, for recreation, sport, leisure and business).

1.7. COUNCIL IS A ROAD AUTHORITY

Under the Local Government Act 1989, Council has the care and management of certain roads and under the Road Management Act, Council is a road authority. [Note that at the time of writing, most of the road related aspects of the Local Government Act remain within the 1989 version of the LG Act, and not the 2020 version LG Act.]

1.7.1. Role of a Road Authority

Under the Road Management Act, a road authority must, in performing road management functions, have regard to the principal object of road management and the works and infrastructure management principles. As defined in S 20(1) of the Act:

The principal object of road management is to ensure that a network of roads is provided primarily for the movement of persons and goods as part of an integrated transport system and that road reserves are available for other appropriate uses.

1.7.2. General Functions of a Road Authority

A road authority has the following general functions—

- to provide and maintain, as part of a network of roads, roads for use by the community served by the road authority;
- to manage the use of roads having regard to the principle that the primary purpose of a road is for use by members of the public, and that other uses are to be managed in a manner which minimises any adverse effect on the safe and efficient operation of the road and on the environment;
- to manage traffic on roads in a manner that enhances the safe and efficient operation of roads;
- to coordinate the installation of infrastructure on roads and the conduct of other works in such a way as to minimise, as far as is reasonably practicable, adverse impacts on the provision of utility services;
- to undertake works and activities above.

In seeking to achieve its functions, a road authority should—

- consult with the community and disseminate information in relation to the exercise of those functions;
- take steps as are reasonably practicable to ensure the structural integrity and safety of public roads in accordance with the Act.

1.7.3. Exercise of Functions and Powers of a Road Authority by Council

In exercising its functions and powers as a road authority, Council will consider-

- the principal object of road management (see 1.7.1); works and infrastructure management principles;

- the rights of road users;
- the need to exercise the functions and powers within its overall policy and budgetary context;
- laws, policies, codes of practice, and other matters and priorities in relation to road management
- any roadside management plan developed to protect flora and fauna;
- any matters arising from consultation with the community, utilities and other stakeholders.

In exercising its functions and powers as a road authority, Council will -

- determine policies and priorities for the construction and maintenance of roads
- manage its road network in cooperation with other road authorities, utilities, providers of public transport, government agencies, community organisations and the private sector;
- seek to ensure—
 - the efficient and effective management and use of the road network and infrastructure to meet the needs of the community and road users;
 - the most efficient use of the resources available for road management;
 - that the public road network and infrastructure are as safe for users as is reasonably practicable;
- in the case of a coordinating road authority, coordinate the development and use of the road reserve.

1.8. DEFINITION OF “ROAD”

The Road Management Act defines a “road” as;

- (a) *any public highway;*
- (b) *any ancillary area;*
- (c) *any land declared to be a road under section 11 or forming part of a public highway or ancillary area,*

and defines a “public highway” as;

any area of land that is a highway for the purposes of the common law.

1.9. OBLIGATIONS OF ROAD USERS

Council is limited in its ability and power to maintain the road network in a condition that provides an ideal environment for its intended use. Therefore it should be understood that road users have a responsibility when using a public road or path.

Section 17A of the Road Safety Act 1986 states the obligations of a road user as:

- (1) *A person who drives a motor vehicle on a highway must drive in a safe manner having regard to all the relevant factors, including (without limiting the generality) the –*
 - a) *physical characteristics of the road;*
 - b) *prevailing weather conditions;*
 - c) *level of visibility;*
 - d) *condition of the motor vehicle;*

- e) *prevailing traffic conditions;*
- f) *relevant road laws and advisory signs;*
- g) *physical and mental condition of the driver.*

(2) A road user other than a person driving a motor vehicle must use a highway in a safe manner having regard to all relevant factors.

(3) A road user must-

- a) have regard to the rights of other road users and take reasonable care to avoid any conduct that may endanger the safety or welfare of the other road users.*
- b) have regard to the rights of the community and infrastructure managers in relation to road infrastructure and non-road infrastructure on the road reserve and take reasonable care to avoid any conduct that may damage road infrastructure and non-road infrastructure on the road reserve.*
- c) have regard to the rights of the community in relation to the road reserve and take reasonable care to avoid conduct that may harm the environment of the road reserve.”*

(4) In subsection (3), infrastructure manager, non-road infrastructure, road infrastructure and road reserve have the same meanings as in section 3(1) of the Road Management Act 2004.

1.10. EXCEPTIONAL CIRCUMSTANCES

Council will make every endeavour to meet all aspects of this Road Management Plan.

Periodically there will be situations or circumstances that affect Council's business activities to the extent that it cannot deliver on the service levels of the Plan. These include but are not limited to natural disasters, such as fires, floods, or storms, or a prolonged labour or resource shortage.

In the event that the Council has considered the impact of such an event on financial and other resources of Council and its other conflicting priorities, and determined that some or all of the functions outlined in the Road Management Plan cannot be met, then in keeping with the intention of Section 83 of the Wrongs Act, the CEO will write to Council's Officer in Charge of this Plan to inform that some, or all of the timeframes and responses in Council's Road Management Plan are to be suspended.

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

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

Unless otherwise advised, for the purposes of this section, the Officer in Charge of this Plan will be the Director Infrastructure, or the Officer acting in that role.

2. ASSET DESCRIPTION AND RESPONSIBILITIES

2.1. COORDINATING ROAD AUTHORITY AND RESPONSIBLE ROAD AUTHORITY

Council is both the Coordinating Road Authority and the Responsible Road Authority for municipal roads as defined in the Act.

2.2. REGISTERS OF PUBLIC ROADS AND PUBLIC FOOTPATHS

Under Section 19 of the Act, Council must keep a register of public roads specifying the roads in respect of which it is the coordinating road authority and a register of public footpaths.

The register includes (but is not limited to) the name of each public road, the classification of the road, ancillary areas, and a reference to any arrangement under which road management functions in respect of any part of a public road or ancillary area is transferred to or from another road authority.

The Register of Public Roads and Register of Public Footpaths are available for viewing on Council's website, www.hrcc.vic.gov.au, or during normal business hours at;

Municipal Offices, 18 Roberts Avenue, Horsham

During the hours of 9.00am to 5.00pm each working day:

The Registers are separate documents to this Plan.

2.3. ROADS REASONABLY REQUIRED FOR GENERAL PUBLIC USE

Under Section 17 of the Act, the relevant coordinating road authority must register on its register of public roads a road which the road authority has made a decision that the road is reasonably required for general public use.

A road authority must remove a road from its register of public roads if the road authority has made a decision that the road is no longer reasonably required for general public use.

2.4. ROAD HIERARCHY

A road hierarchy is a classification system which identifies the function of each road. It provides a basis for establishing the policies which will guide the management of the road, by grouping roads together into categories according to their intended service or qualities.

The hierarchy allows a road authority to set standards, and allocate the resources to construct and maintain an efficient and safe road network through differing,

- service levels
- frequencies
- intervention levels
- design/construction standards, and
- maintenance standards.

The definition of classes for Council's road hierarchy is shown in Table A1: Road Hierarchy in Appendix A.

2.5. FOOTPATH AND PATHWAY HIERARCHY

Footpath maintenance standards are not necessarily reflected by the road classification, or the significance of the adjacent road within the network, but are instead determined by the level of pedestrian usage.

The key factor which influences the specific categories of footpath hierarchy is the volume of pedestrian traffic for that pathway with consideration given to the proximity to schools, aged care facilities, hospitals and public use establishments tending to attract greater numbers of pedestrians.

Council also maintains a network of shared paths, including those along the river frontage. The footpath (inclusive of other pathways) hierarchy takes into consideration the levels of estimated foot and cycling traffic.

The definition of classes for Council's footpath hierarchy is shown in Table A2: Footpath and Shared Path Hierarchy in Appendix A.

2.6. MAINTENANCE CATEGORY:

A maintenance category has been determined for each public road and footpath taking into account the above hierarchy as per Appendix A. Maintenance categories are used to define the level of maintenance commitment, including inspection frequency and maintenance response times.

The assets within category E will not be routinely inspected or maintained by Council.

2.7. DEMARCATON AND MAINTENANCE AGREEMENTS WITH OTHER ROAD AUTHORITIES

The Department of Transport is the coordinating road authority for national and state arterial roads within Victoria. Regional roads are managed by Regional Roads Victoria, a branch of the Department of Transport.

Arterial roads within the municipality are:

- Western Highway
- Henty Highway
- Wimmera Highway
- Natimuk - Frances Rd
- Horsham - Noradjuha Rd
- Natimuk Hamilton Rd
- Wombelano Rd
- Horsham Kalkee Rd
- Horsham – Lubeck Rd (part)
- Horsham - Minyip Rd
- Northern Grampians Rd.

Utilisation of some parts of the arterial network by Council is managed in accordance with the Code of Practice – Operational Responsibility for Public Roads – 2017,

Council is in the process of formalising maintenance agreements with the neighbouring municipalities of Southern Grampians Shire Council, Northern Grampians Shire Council, Yarriambiack Shire Council, Hindmarsh Shire Council and West Wimmera Shire Council, and with the Department of Environment, Land, Water and Planning. The current maintenance responsibilities on boundary roads are reflected in the register of public roads.

Council is responsible for maintenance of:

- Local roads (listed in its register of public roads)
- Boundary roads as defined in the boundary road agreements
- Parking lanes on local roads
- Parking lanes on arterial roads within township boundaries
- Service roads on arterial roads
- Footpaths and kerbs and channels on local roads
- Kerbs and channels adjacent to parking lanes on arterial roads
- Bridges and culverts over natural waterways and drainage lines
- Underground drainage pipes, pits and pit lids.

Some other agencies are responsible for infrastructure within the road reserve, e.g.

GWMWater is responsible for maintenance of:

- Underground sewer pipes, pits and pit lids.
- Water valves and water mains
- Structures (bridges and culverts) over water supply channels
- Access roads to GWMWater facilities owned by GWMWater.

Regional Roads Victoria is responsible for maintenance of:

- Arterial roads listed above
- Bridges and culverts on arterial roads

Telstra and other communication utilities are responsible for maintenance of their pits and pit lids.

Powercor is responsible for maintenance of power poles and power pits.

Landowners are responsible for private roads. In some cases these are listed in Council's register of public roads, noting that they are private roads, to remove uncertainty about responsibility for these roads.

Body Corporates are responsible for maintenance of any roads and footpaths constructed within their developments.

Any hazards identified in:

- Rural crossovers
- Railway crossovers and
- Utility assets

will be notified to the relevant asset owner within two weeks of Council recording a defect that exceeds the intervention level. The road shall be checked to confirm that it has been

reinstated to Council's standards within four weeks of reporting the hazard to the related party.

2.8. CROWN LAND

A number of roads are located on crown land managed by the Department of Environment, Land, Water and Planning. Roads through crown land managed by Council are recorded in Council's Register of Public Roads.

2.9. RAIL SAFETY

A road manager must identify and assess, so far as is reasonably practicable, risks to safety that arise from the existence or use of any rail crossing that is part of the road or path infrastructure and determine measures to manage, so far as is reasonably practicable, any risks identified and assessed.

2.10. OFF ROAD PATHS

Council owned paths, tracks and trails that are not located on road reserves are not included in the Council Register of Public Roads as they are not covered under the Road Management Act but where appropriate Council adopts the same standards consistent with this Plan.

2.11. LANDOWNERS RESPONSIBILITIES - DRIVEWAYS

Driveways are the responsibility of the owner of the land for which the driveway provides access to and from the road. The landowner is responsible for that part of the driveway as shown in Figure 1, specifically;

- The infills between the kerb and channel and the footpath, and the footpath and property line, and
- The layback through the kerb (excluding the channel).
- The immediate surrounds impacted on by the driveway.

The footpath crossover is part of the footpath and is the responsibility of Council however Council may charge the landowner for the cost of repairs to damage to the footpath caused by vehicles using the driveway.

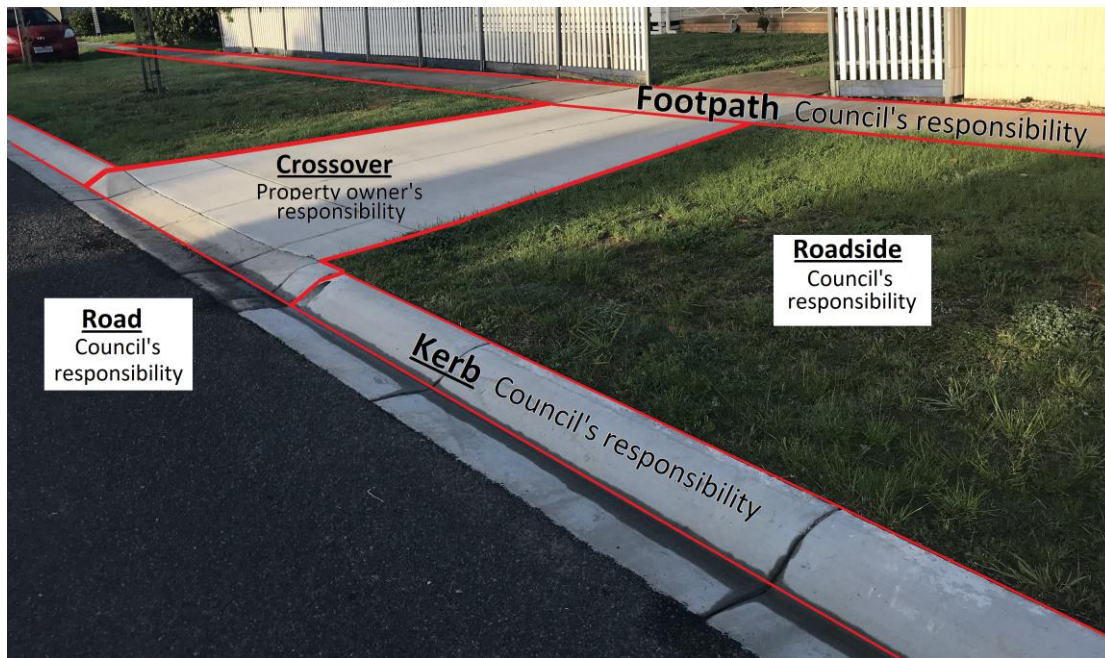


Figure 1 – Driveway responsibilities – Urban areas

Note – The Road Management Act (s107) specifically states that a road authority does not have a statutory duty or a common law duty to maintain, inspect or repair a roadside

Arrangements are similar for culvert crossings over an open table drain (in urban or rural areas) where the owner's responsibilities are:

- Culvert and endwalls.
- Driveway infill between the road edge and the property line excluding any footpath crossover.
- Maintenance of the road seal adjacent to the driveway to be free of loose material sourced from the property or the driveway.

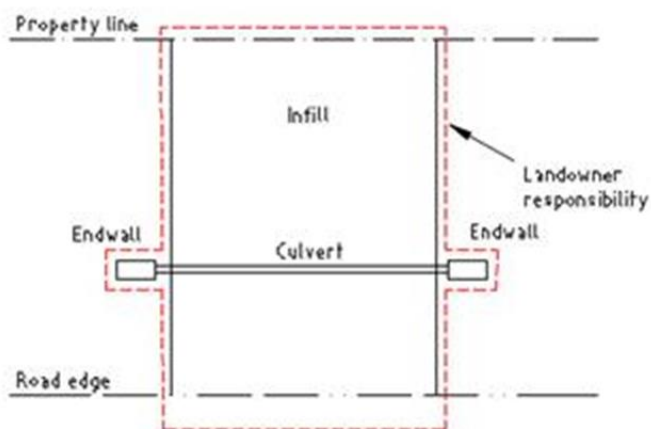


Figure 2 – Driveway responsibility – Rural areas

When Council identifies hazards within the area of the crossover for which the property owner is responsible, the property owner will be informed of the identified hazard and provided with a timeframe in which to rectify the hazard.

However, there may be occasions where a property owner's asset is presenting a hazard in an area of the road or footpath that Council is responsible for. For example, a tree branch protruding from the property owner's premises and overhanging the footpath for which Council is responsible and is presenting a hazard to pedestrians. As above, the property owner will be informed of the identified hazard and provided with a timeframe in which to rectify it. The difference being in this instance that Council remains responsible for the footpath and if the property owner fails to remove the hazard within a reasonable timeframe then Council will remove the hazard and may invoice the owner for any associated costs. In this case if Council allows the property owner to remove the hazard, Council must monitor the situation to ensure it is done as quickly as possible as Council ultimately remains liable having identified the hazard on its footpath.

Council retains the right to direct the standard of construction, materials and location of driveways within the road reserve. Council also reserves the right to reconstruct / replace the footpath at its sole discretion.

On grading of roads or other maintenance, Council will remedy any culverts that are inadvertently impacted by the grading, e.g. where they are blocked due to movement of road material.

3. LEVELS OF SERVICE

3.1. GENERAL

A Level of Service is the defined quality of service for a certain activity or area, (i.e.; roads, kerbs and channels, footpaths) against which the performance of each asset can be measured in both function and presentation.

Levels of Service ideally relate to quality, reliability, responsiveness, quantity, accessibility and cost. Levels of service must be meaningful and must address the issues that customers believe to be important while meeting the technical parameters within Council's resources.

The levels of service in this plan have been identified and developed from:

- Acquired knowledge of key infrastructure issues;
- Customers' expectations;
- Council's policies, goals and strategies;
- Legislative requirements and standards;
- Level of risk
- Available resources (funding levels, staffing, asset capacity).

3.2. COMMUNITY CONSULTATION AND STAKEHOLDERS EXPECTATIONS

Consultation requirements for the review of the Road Management Plan are defined in the Road Management Act 2004 and its related regulations. Key elements of this engagement included publishing details of the review on or in:

- Council's website (including a copy of relevant documents)
- The Government Gazette
- Council's public notices in the print media.

Community consultation was undertaken as part of the development of the initial Council Road Management Plan to measure residents' perceptions of Council's performance on road maintenance, major construction works, street furniture, Council signs, line marking, flooding of roads and complaints and related requests made to Council.

Further consultation has been undertaken at each subsequent review of the Plan.

Often, this consultation has identified concerns about the construction standard of a particular road, which is outside the scope of this Plan.

In the 2021 review, consultation was linked to Council's consultation on the Rural Road Network Plan, where the focus of consultation was on:

- The appropriateness of the levels of service for each different road hierarchy level.
- The hierarchy level of certain roads.

This consultation included a series of eight community workshops around the municipality in the week of 10 May 2021, which was followed up by some web-based engagement supported by public media and social media coverage to highlight the calls for input to Council's plans.

Consultation beyond that required in the regulations included:

-
- Emails to emergency management agencies which participate in the Horsham Municipal Emergency Management Planning Committee.
- The period of notification in Council's Public Notice exceeded the 28 day period required.

The draft Road Management Plan was advertised for public comment on 29 July 2021 and comments closed on 10 September 2021.

Seven submissions were received on the road management plan, mostly relating to maintenance issues on specific roads.

The 2021 review of this Plan also considered the recommendations of the Victorian Auditor-General's Office (VAGO) in its March 2021 report "Maintaining Local Roads". The relevant recommendations from that report are:

- 11. collect and retain data on compliance with timeliness standards in road management plans*
- 12. establish performance measures for road management plans and use them to annually review performance and the practicality of standards set out in the plans*

Council's maintenance management system, Reflect, ensures the collection and maintenance of data to meet the requirements of recommendation 11 (refer Section 4.5 of this Plan). Section 5.1 of the Plan outlines the approach in the Plan to address recommendation 12.

No changes were required to the Plan to address the VAGO recommendations.

3.3. STANDARDS OF MAINTENANCE

The standards of maintenance applicable to roads subject to this Plan are detailed in Appendix B, which sets out;

- a) the schedule of inspections to be undertaken of specified matters at specified intervals;
- b) intervention levels where action is to be taken with respect to repair or maintenance action;
- c) the rectification expected to be undertaken;
- d) the response time applicable to the intervention action under point c) above;
- e) provision, as far as practicable, for the unpredictable, i.e. emergencies, natural disasters;

3.4. ENVIRONMENT

When undertaking roadworks, Council will comply with its *Environmental Management Plan (Including Cultural Heritage Aspects) Roads Construction & Maintenance*, and with the guidelines for managing native vegetation on roadsides provided by the Department of Environment, Land, Water and Planning.

3.5. MUNICIPAL FIRE MANAGEMENT PLAN

Council undertakes mowing, slashing, grading and weedicide application on road reserves, in accordance with the Municipal Fire Management Plan, for the maintenance of strategic fire breaks.

4. ROAD MAINTENANCE MANAGEMENT SYSTEM

4.1. INSPECTIONS

Asset inspections and surveys and the resulting information are required for competent management of the road network assets. Three primary inspection systems have been implemented. The first two as per 4.1.1 and 4.1.2 are aimed at defect identification and measurement of those against stated intervention levels to determine whether remedial works are required. The third as per 4.1.3 is an overall general condition inspection of the network to assess remaining lifespan and assist with long term planning and programming of asset renewal. Condition inspections are high level inspections and are not intended to identify and measure specific defects, this is done via the other two inspections.

The primary inspection types are:

4.1.1. Reactive Safety Inspections

These inspections are to assess if a reported defect is outside the tolerable level as defined in the relevant intervention level as per Table B4 in Appendix B. These are reactive by nature and are undertaken following notification to Council by members of the community or by Council employees while undertaking their normal work duties. When identified by community members, these inspections are first recorded in Council's customer response system, Merit, and transferred into the Reflect asset maintenance system for action by staff. Where identified by staff, the inspections are recorded directly into the Reflect system.

4.1.2. Programmed Proactive Inspection

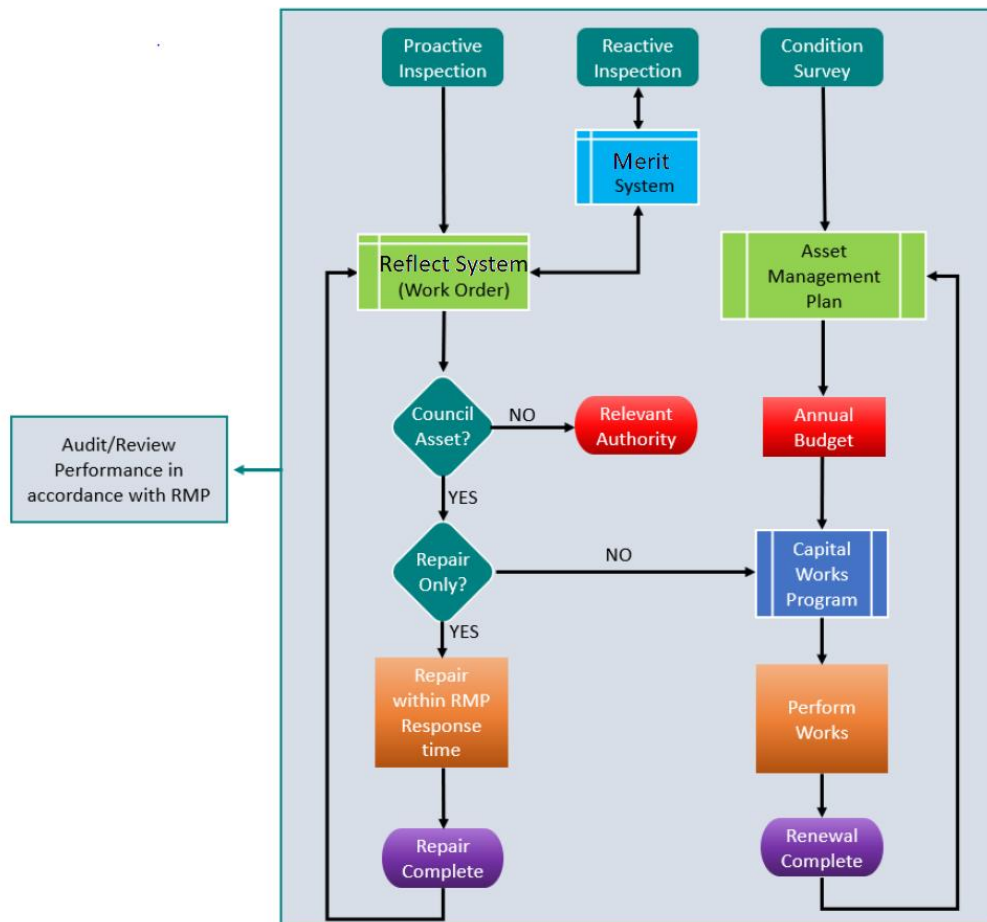
These inspections are undertaken in accordance with the schedule specified in Appendix B Table B1 – to monitor asset condition and asset defects against stated intervention levels as outlined in Appendix B – Table B4. The inspection frequencies for roads have been determined on the basis of road hierarchy.

4.1.3. Condition Inspections

Condition inspections consider the overall structural integrity of the roadway (pavement, kerb and channel, table drains at a high level to assess the ability of that asset to perform for the period of its intended life span. This condition information provides lifecycle management information essential to strategic long term planning.

Programmed and condition inspections are undertaken by way of a formal scheduled regime.

The diagram below shows the process in Council's asset and maintenance management system for managing inspections and maintenance activities relating to roads.



Staff carrying out inspections are trained in the requirements of this Road Management Plan, with periodic reviews. These staff also participate in regular review meetings to monitor performance against the requirements of the Plan.

4.2. NOTIFICATION OF POTENTIAL HAZARDS - SERVICE REQUESTS

Requests for works to be undertaken, both from external and internal customers are entered in Council's customer request system. This system has been established to receive and deal with service requests, complaints and other information from users and the community. A customer request will generate a reactive inspection task in Council's maintenance management system, depending on the level of perceived risk.

The following information is recorded and processed to determine the required priority of the responding inspection: -

- the nature, location and extent of the perceived hazard requiring investigation by Council
- name and address of person reporting the hazard.

Details of any repair and / or maintenance are recorded on completion.

This system provides for the regular monitoring and review of the community's service requests, complaints and information regarding the nature and standard of responses.

4.3. ESTABLISHING WORKS PRIORITIES

Council will establish works priorities in accordance with;

- the response times shown in Appendix B
- the level of risk associated with each hazard
- operational efficiency, i.e. aiming to remedy hazards in relative proximity to each other, and
- budget constraints.

4.4. EMERGENCY RESPONSE

Council provides an emergency response service for maintenance issues that arise outside normal business hours. This service is provided to enable the Police, emergency services or a member of the public to report an emergency or high risk situation.

The sequence to emergency response is as follows:

- Initial safety inspection to confirm the extent of hazard
- If a public hazard is considered as an emergency, either perform temporary repairs or barricade immediately
- If barricades are erected, inspect on a regular basis to ensure barricades are still effective
- Attend to the rectification within the specified response times

Response times are set out in Table B4 in Appendix B

In extreme events, these response times may not be achievable due to resource limitations at the time.

4.5. RECORDS OF INSPECTIONS AND MAINTENANCE WORKS

Records of all inspections and maintenance works undertaken on the road and paths network are kept in the maintenance management system to meet the requirements of the Act and this Plan. In particular, defects above Intervention Levels are to be identified and prioritised before rectification/repair works are undertaken.

5. PERFORMANCE MANAGEMENT AND REVIEW

5.1. PERFORMANCE MEASURING OF THE PLAN

The following activities will be undertaken to measure the performance of the plan:

Performance Measure	Description
Customer satisfaction surveys	Telephone survey poll conducted as a part of Victorian Local Government Satisfaction Survey
Customer Service request	The quantity and type of service requests received are analysed annually to evaluate the performance of maintenance activities against the agreed level of service
Actual versus prescribed response time	The analysis of prescribed time versus the actual time taken to inspect and rectify the defect

5.2. INTERNAL AUDITING OF PROCESSES

Internal audits are carried out twice each year of the following processes;

- Collection and storage of condition information;
Recording of complaints/requests in the appropriate database in the manner required;
- Complaint/request is inspected and/or assessed in relation to specified maintenance intervention levels; A sample audit of this process to be undertaken
- That programmed inspections are carried out as scheduled;
- Relevant inspection reporting and recording mechanisms are in place;
- That reported defects are being properly recorded in the system;
- Where required, appropriate rectification responses are determined and works orders issued;
- Where customer requests require scheduling of works onto annual maintenance programs or long-term renewal works programs, that the required listing takes place;
- Record that maintenance works have been delivered as intended (i.e. someone has signed off on the satisfactory completion of the work);
- Management system in place to record and respond to customer enquiries;

The Manager Strategic Asset Management is responsible for overseeing the audit process, and for reporting the outcome of the internal audits to Council's Executive Management Team. This reporting will include the highlighting of any non-compliance and the actions already taken or required to remedy any non-compliance.

5.3. AMENDMENT OF ROAD MANAGEMENT PLAN

This Plan may be reviewed from time to time to reflect changes to legislation, agreed levels of service, management systems, availability of resources or other factors that affect the Plan.

Any review will be carried out in accordance with the consultation and approval processes as detailed in Section 54 of the Act.

5.4. STATUTORY REVIEW OF THE PLAN

Regulation 301 of the Road Management (General) Regulations 2005, requires Council to conduct a review of its road management plan within the period referred to in section 125(1)(b) of the Local Government Act 1989 which states *“A Council must prepare and approve a Council Plan within the period of 6 months after each general election or by the next 30 June, whichever is later”*. However, the Local Government Act 2020 has superseded that clause, with the new LG Act now requiring Council Plans to be reviewed by 31 October in the year following a general election (section 90 (3)). This date now applies for review of the Road Management Plan, i.e. 31 October 2021.

APPENDICES

Appendix A –Road and Footpath Hierarchies

Appendix B - Inspection Frequency

Appendix C - Road Management Plan Risk Management

Appendix A

Table A1: Road Hierarchy Classes

NAME	FUNCTION	Indicative Traffic Volume (VPD)	Category
Link	Roads other than arterial roads that link significant destinations ¹ and are designed for efficient movement of people and goods between and within regions. Also provide property ² access. Link Roads may consist of a number of roads which form a route.	Rural >100 Urban >1000	A
Collector	Roads other than arterial or link roads that provide movement of traffic within local areas and connect access roads to a substantial number of higher order roads. Also provide property access.	Rural 50 - 100 Urban 500 - 1000	B
Access	Roads other than arterial, link or collector roads, that provide access to the street address of occupied properties ³ .	Rural < 50 Urban < 500	C
Minor	Roads other than arterial, link, collector or primary access roads that provide access to occupied property other than to the street address, or access to non-occupied abutting properties ⁴ , and non-residential property.	Less than 50	D
Ancillary Area	An area of land owned or managed by Council, maintained by a responsible road authority as ancillary to a public road.		C
Path	A road reserve that contains a constructed pathway but does not contain a constructed or formed roadway.		C
Paper Road	Road reserve not reasonably required for general public use		E

Notes:

- Significant destinations
 - Rural include towns (excluding suburbs), with a minimum population of 200, major tourist attractions and places of significance.
 - Urban include arterial roads, towns, major tourist attractions, and
- Property means an area of land with its own title.
- Occupied property means a property which is occupied for residential purposes or commercial purposes where workers attend for work on a number of days per week basis.
- Non-occupied property means a property which is not occupied for residential purposes or commercial purposes where workers attend for work on a number of days per week basis.

Table A2: Footpath and Shared Path Hierarchy

Hierarchy	Broad description	Category
F1	<p>High Use & Risk:- Major shopping centres and heavily used pedestrian areas.</p> <p>Horsham Central Business District; Intermittent high pedestrian use areas (examples are, sporting complexes; medical/hospital facilities, retirement complexes; etc) . (Category includes 'Sure Walk' paths)</p>	A
F2	<p>Medium Use & Risk: - Busy urbanised areas and heavy use link paths.</p> <p>Moderately pedestrian use areas. Typical of these are small suburban shops; walking /running and leisure tracks with high usage, such as Wimmera River track adjacent to Barnes Blvd ;</p>	B
F3	<p>Lower Use & Risk: - Less frequently used paths.</p> <p>Footpaths in less well used areas ;running tracks; cycle and Recreational tracks.</p>	C

LEVEL OF SERVICE AND RISK REDUCTION TABLES
Table B1: Hazard Inspection Frequency

Hazard Inspection Type	Hazard Inspection Frequency by Maintenance Category				
	Link / A	Collector / B	Access / C	Minor	Paper
Day-time (roads)	6 months	12 months	24 months	36 months	NA
Night-time (roads)	24 months	48 months	N.A.	N.A.	NA
Day - time footpath and shared path	4 months	12 months	24 months	N.A.	NA
Inspection following flood or fire event	4 weeks	4 weeks	4 weeks	4 weeks	NA
Night inspection following fire event	8 weeks	8 weeks	8 weeks	8 weeks	NA

Table B2 Reactive Inspection timeframes

Inspection Type	Hazard Inspection Frequency by Maintenance Category			
	Link / A	Collector / B	Access / C	Minor
Emergency response	24 hours	24 hours	24 hours	48 hours
All other requests	1 week	2 weeks	4 weeks	4 weeks

Table B3 Infrastructure Defects to be considered by inspection type

Inspection Type	Items to be included in inspections
Night-time inspection of sealed road	Visibility of signage, line-marking, guide posts and raised reflective pavement markers (RRPMs)
Night-time inspection of unsealed road	Visibility of signage and guideposts
Day-time inspection of sealed road	Potholes, edge breaks, major cracks, shoulder drop-offs, bleeding or stripping of seal, excessive loose stones, signage, line-marking, guideposts, RRPMs, table drain, culverts, kerb and channel and vegetation clearance
Day-time inspection of unsealed road	Potholes, loose material, pavement failures, signage, guide posts, table drains, culverts and vegetation clearance
Footpath and shared paths	Vertical lips, pit lids and similar utility assets, potholes, mounds or depressions and vegetation clearance, traffic control signs at road intersections, reflectors on bollards
Reactive inspection	Inspection of the specific defect reported to Council and compared to the stated intervention levels in Table B4.

Table B4: Defect intervention levels and Response times

Description of Defect	Response Time			
	Link / A	Collector / B	Access / C	Minor
Obstructions to Traffic				
Fallen trees and/or limbs encroaching onto the traffic lane, materials fallen from vehicles, dead animals, wet clay and other slippery substances or other obstacles	24 hrs	24 hrs	2 weeks	2 weeks
Accumulation of dirt or granular materials on the traffic lane of sealed roads (of a quantity that creates a hazard)	1 week	2 weeks	2 months	2 months
Ponding of water > 300 mm deep, , oil spills, stray livestock – merge this with line 1 above.	24 hrs	24 hrs	2 weeks	2 weeks
Pavement or Surface Defects				
<u>Sealed Roads:</u> Potholes in traffic lane of road pavement greater than 300 mm in diameter and greater than 100 mm deep.	4 weeks	2 months	6 months	6 months
Deformations greater than 100 mm under a 3 m straight edge	1 month	6 months	6 months	6 months
Edge drop offs onto unsealed shoulder greater than 100 mm over the distance greater than 1 metre	2 months	2 months	6 months	6 months
Edge break exceeds 150 mm laterally over at least a 1 m length from the nominal edge of seal	4 weeks	2 months	3 months	6 months
When “bleeding” bitumen is sticking to tyres or shoes	2 weeks	2 weeks	2 weeks	2 weeks
Traffic islands have damaged paving or kerbing that presents a hazard to traffic and/or pedestrians	4 weeks	2 months	3 months	6 months
<u>Gravel Roads: (Should say unsealed roads)</u> Potholes in traffic lane of road pavement greater than 500 mm diameter and 150 mm deep.	2 months	6 months	6 months	12-24 months 12 months
Deformations greater than 150 mm under a 3 metre straight edge (includes rutting).	2 months	6 months	6 months	12-24 months
Loose sand greater than 150 mm deep and greater than 10 m long	6 months	12 months	12 months	12-24 months
Corrugations greater than 50mm in depth for a length >500m or total road length.	N/A	3 months	6 months	12 months
Drainage				
(Urban Roads) Damaged or missing drainage pit lids, surrounds, grates, broken pipes (causing hole in pavement or subsidence) in pedestrian areas or traffic lanes	24 hours	24 hours	2 weeks	2 weeks
Kerb and Channel – Vertical misalignment > 100mm or horizontal misalignment >250mm over less than 3m length (greater than this requires referral to Capital Works Program)	4 weeks	2 months	3 months	6 months

Description of Defect	Response Time			
	Link / A	Collector / B	Access / C	Minor
(Rural Roads) Blocked culverts and/or table drains, damaged headwalls	2 months	6 months	6 months	12 months
(Rural Roads) Broken or displaced pipes (causing hole in pavement or subsidence) in traffic lane	24 hours	1 week	1 month	2 months
ROADSIDE				
Vegetation – Trees, Shrubs and Grassed Areas				
Trees, shrubs or grasses that have grown to restrict design sight distance to intersections or restrict viewing of safety signs**	4 weeks	4 weeks	2 months	2 months
Vegetation intruding within an envelope over roadways from the back of shoulder and/or kerb and a minimum of 4.5 m height clearance over pavement and the trafficable portion of shoulders	2 months	6 months	12 months	12-24 months
Vegetation which presents a physical hazard to the public over pedestrian / bicycle paths, intruding into a clearance envelope between the edges of path and a minimum of 2.5 m height clearance over path	2 months			
ROADSIDE FURNITURE/SIGNAGE/PUBLIC UTILITIES				
Safety Signs **				
Safety signs ** missing, illegible or damaged making them substantially ineffective	4 weeks	4 weeks	2 months	2 months
Regulatory Signs				
Regulatory signs missing, illegible or damaged making them substantially ineffective	1 week	1 month	2 months	3 months
Warning Signs				
Warning signs missing, illegible or damaged making them substantially ineffective	1 week	1 month	2 months	3 months
Temporary signs, associated either with works in progress or as a preliminary response to other RMP hazards	1 day	1 day	1 week	2 weeks
Tourist and Service Signs				
Tourist & Services signs missing, illegible or damaged making them substantially ineffective	1 month	1 month	2 months	6 months
Other signs				
Other signs such as street fingerboards missing, illegible or damaged making them substantially ineffective	2 months	2 months	3 months	6 months
Guideposts				

Description of Defect	Response Time			
	Link / A	Collector / B	Access / C	Minor
Missing or damaged making them substantially ineffective	2 months	2 months	6 months	6 months
Safety Barriers and Fencing				
Missing or damaged making them substantially ineffective	4 weeks	4 weeks	2 months	6 months
Pavement Markings / Line Marking				
Missing, illegible or confusing	3 months	3 months	6 months	6 months
Bus Shelters				
Bus shelter has broken or damaged components such as glass walls, seats, roof etc. that present a hazard to pedestrians and/or traffic	4 weeks	2 months	3 months	6 months
Non-Standard Street Lights				
Non-standard streetlights with lamp malfunction, broken or damaged components such as poles, lamp shade etc. that present a hazard to pedestrians and/or traffic	2 weeks	1 month	2 months	3 months
STRUCTURES (BRIDGES AND MAJOR CULVERTS)				
Damage affecting structural performance	2 weeks	2 weeks	2 weeks	4 weeks
TRAFFIC SIGNALS AND ON-ROAD ELECTRICAL ASSETS				
Traffic signal inoperable or confusing	24 hrs	24 hrs	24 hrs	24 hrs
FOOTPATHS AND SHARED PATHS				
Defective with a vertical step greater than 25mm	4 weeks	4 weeks	4 weeks	NA
Footpath mounds and depressions greater than 100 mm under a 1.2 m straight edge	4 weeks	3 months	6 months	NA
Vegetation which presents a physical hazard to the public intruding into a clearance envelope 0.5 m from the edge of path and a minimum of 2.1 m height clearance over path.	4 weeks	4 weeks	4 weeks	NA
Wet and Slippery surface, accumulation of dirt, debris or granular material that becomes a hazard to pedestrians or cyclist	3 weeks	4 weeks	2 months	NA
Surface cracking wider than 20 mm on footpath and/or pathways	4 weeks	3 months	6 months	
Hole in asphalt or concrete path >100mm dia. and >50mm deep	1 week	4 weeks	2 months	

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

Where it is not possible to rectify the defect within the specified response time due to workload, the level of resources required, or site conditions (e.g. wet weather) appropriate warning is to be provided until the repair can be completed.

Appropriate warning could include, for example:

- Provision of appropriate warning signage or similar
- Traffic control action
- Diverting traffic around the site
- Installation of a temporary speed limit lane closure
- Closure of the road to use by certain vehicle (e.g. a load limit)
- Road closure
- Publicity/media advice

Response may be in the form of written advice of proposed future action or referred to Council for budget consideration with associated immediate action to reduce risk, if required.

