Road Management Plan 2022



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Schedule of changes and amendments

Version	Date	Changes/Amendment
V1.00	15 Dec 2004	Endorsed by Council at its meeting 15 December 2004, with a Notice as required by the Road Management Act 2004 placed in the Gazette 23 December 2004.
Draft V2.00	Mar 2009	Reformatted to become Part 'B' of Council's Services Asset Management Plan.
Draft V3.00	Feb 2013	Updated information and include reference to Service Plans and Infrastructure Design Manual.
V3.00	May 2014	Endorsed by Council at its meeting 21 May 2014, with a Notice as required by the *Road Management Act 2004* placed in the Government Gazette 29 May 2014.
V4.00	1 October 2017	Adopted by Council at its meeting 16 August 2017 to take effect 1 October 2017. The entire Road Management Plan has been extracted from the Road Services Asset Management Plan 2014 and amended.
V5.00	15 June 2022	Minor administrative review including update to Levels of Service for Footpath Undulations.

NB:

1. Primary number changes to Versions (eg V1.00 to V2.00) will be made when the document undergoes its regular review and when significant changes are made to standards and guidelines for inspections, intervention levels or work.
2. Secondary number changes (V1.00 to V1.01) will apply to minor amendments that do not materially impact the document and are intended only to clarify or update issues.

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1. Introduction:

Bass Coast Shire Council manages the public roads for which it is the Coordinating Road Authority under the Road Management Act 2004 in accordance with this Road Management Plan (RMP).

Bass Coast Shire Council manages a public road network of 925km and a pathways network of 276km. The RMP is based on establishing objectives that allow the safe and efficient management of this road and pathway network.

To be effective, the RMP requires systemised records management so that details of inspections and remedial works can be readily recorded and retrieved. This is of special importance in the event of litigation as Council's defence is to be able to demonstrate that it has adhered to the requirements of the plan.

2. Purpose of this Road Management Plan

This RMP has been prepared in accordance with the Road Management Act 2004 to:

(a) Establish a management system for the road management functions of Bass Coast Shire Council which is based on policy and operational objectives and available resources; and
(b) Set the relevant standard in relation to the discharge of duties in the performance of those road management functions.

For consistency of practice, the standards set out in this RMP in relation to pathways are equally applied to any recognised pathway that Council is responsible for and is located on publicly accessible land other than a road reserve. Pathways that Council is responsible for are listed in the Bass Coast Shire Council Pathways Register which is able to be viewed at www.basscoast.vic.gov.au

3. Definitions

Appropriate Warning: a risk mitigation mechanism that may be used prior to repair works being completed as and when required to warn road and/or pathway users of known defects that exceed stated intervention levels and may include but is not limited to the following:

- Provision of warning signs;
- Traffic control action;
- Diverting traffic around the hazard location;
- Installation of temporary speed limits;
- Lane closures;
- Closure of the road to use by certain vehicles (e.g. a load limit);
- Road closure.

Critical Location: is a location of higher risk where the road alignment and/or pavement width and/or geometry are identified by additional markings or furniture to guide the travelling public (cars, trucks, motorcycles, bicycles and pedestrians)

Actionable defect: for the purposes of these maintenance standards, is a defect described in Table 10.7 that exceeds the stated intervention level.

Defect Inspection Frequency: is the maximum time interval between inspections of a particular road or pathway to identify defects that may exceed stated intervention levels. Where the required frequency would require an inspection to be undertaken on a day other than a Weekday, the inspection may be undertaken on the first following Weekday.

Inspection: an inspection fulfilling Council's statutory obligation under Section 40 of the Road Management Act (2004) that is undertaken during daylight hours on a Weekday for the purpose of identifying any defects that exceed stated intervention levels on Council's roads and pathways.

Pathway: (a) when in a road reserve has the meaning as defined in Section 3(1) of the Road Management Act (2004); and
(b) when on publicly accessible land other than a road reserve has the meaning of a footpath, bicycle path or other area constructed, developed or signed and/or identified by Bass Coast Shire Council for use by members of the public other than with a motor vehicle (unless specifically authorised). It does not include any foot trodden track or path which has not been constructed by Council and/or has not been included on Council's Pathway Register.

Pathway Register: is a register of pathways located on road reserves and other publicly accessible land that have been constructed, developed or signed and/or identified by Bass Coast Shire Council and are maintained by Council. The Pathway Register is available for public viewing together with Council's Road Register.

Repair: means the taking of any action to remove or reduce to below stated intervention levels, a defect in a roadway, pathway or road-related infrastructure as defined in Section 3(1) of the Road Management Act (2004) and could include the provision of an appropriate warning to road users of a defect in a roadway, pathway or road-related infrastructure.

Response Code: is a code designated by a letter from 'A' to 'E' that indicates the action to be taken and the response time for addressing a particular defect that exceeds the stated intervention level on a particular road or pathway. The responses are set out in 10.7.

Response Time: is the time allowed to respond to a defect that exceeds the stated intervention level and is based on consideration of the type and severity. Response Time is measured from the time the defect is physically identified by Bass Coast Shire Council as exceeding the stated intervention level. Response Times specified in Hours are measured in actual hours and are applicable to every day of the year including Saturdays, Sundays and Public

Holidays. Response Times specified in Weeks and Months are measured in whole days until Close of Business (COB) on the final day. Where the final day falls on a day other than a Weekday, the Response Time is measured to COB on the first following Weekday.

Road: has the meaning as defined in Section 3(1) of the Road Management Act (2004)

Road Register: is a register of roads within road reserves for which Bass Coast Shire Council is the Coordinating Road Authority and is prepared and made available for public viewing in accordance with Section 19 of the Road Management Act (2004).

Advisory Sign: is a road sign that provides a driver, cyclist or pedestrian with advice on the safe use of the road or pathway.

Road and Pathway Furniture: are road and pathway related structures which have been assigned a separate and distinct Asset Number in Bass Coast Shire Council's infrastructure asset register.

Weekday: any day other than a Saturday or Sunday or any Public Holiday recognised within the Shire of Bass Coast.

4. Key stakeholders

The key stakeholder groups of the community who are both users of the roads network and/or are affected by it include:

- The community in general (for recreation, sport, education, health employment and business);
- Residents and businesses adjoining the road network;
- Pedestrians (including the very young, those with disabilities, and the elderly with somewhat limited mobility);
- Users of a range of miscellaneous smaller and lightweight vehicles such as pedal cyclists, motorised buggies, wheel chairs, prams, etc;
- Vehicle users using motorised vehicles such as trucks, buses, commercial vehicles, cars and motor cyclists;
- Public transport operators;
- Primary producers;
- Tourists and visitors to the area;
- Emergency agencies (Police, Fire, Ambulance, VICSES);
- Traffic and Transportation managers;
- Council as custodian of the asset, with Councillors representing the residents and setting strategic direction as per the Council Plan;
- Managers of the road and road reserve assets (the Infrastructure Division);
- Other Council departments that assist with the management, planning and enforcement of

regulations;

- Construction and maintenance personnel who build and maintain asset components;
- Utility agencies that utilise the road reserve for their infrastructure (water, sewerage, gas, electricity, telecommunications);
- Businesses that are suppliers of goods and services that form part of the asset department functions;
- State and Federal Government that periodically provide support funding to assist with management of the network;

5. Register of public roads and pathways

In accordance with the *Road Management Act 2004* Council keeps a Register of Public Roads specifying the public roads for which it is the Coordinating Road Authority. The Bass Coast Shire Council Register of Public Roads includes the roads that are managed in accordance with this RMP. Public roads in which Bass Coast Shire Council is the Coordinating Road Authority are determined in conjunction with section 17 of the *Road Management Act 2004.*

The Bass Coast Shire Council Register of Public Roads is available to access via download from: www.basscoast.vic.gov.au

A hard copy of Bass Coast Shire Council Register of Public Roads is available to access from: 76 McBride Ave, Wonthaggi, Victoria.

5.1 Register of pathways

The Bass Coast Shire Council keeps a Register of Pathways that is managed under the RMP. The register of pathways is available to access via download from: www.basscoast.vic.gov.au

An electronic copy of Bass Coast Shire Council Register of Pathways is available for viewing from: 76 McBride Ave, Wonthaggi, Victoria.

5.2 Boundary roads

Boundary Roads as listed in the Roads Register have been managed by previous agreement with South Gippsland Shire and Cardinia Shire Council, based on sharing the lengths of road between the Councils that equates to a reasonable asset cost and management arrangement depending on the status of the roads.

5.3 Other road authorities operating within Bass Coast Shire Council

Bass Coast Shire Council is not the sole Coordinating Road Authority within the municipality. Other roads authorities include VicRoads, Department of Environment Land Water and Planning (DELWP), Phillip Island Nature Parks (PINP) managed by Council via MoU's for PINP and private and corporate bodies.

5.4 Non-council assets on the road reserve

Non-council assets on the road reserve (eg stock crossings, telecommunications structures, street lighting, etc.) will be identified in the road asset register along with the name of the responsible body as information becomes available. Other infrastructure for which this RMP does not apply:

- Any utility infrastructure or assets located within the road reserve
- Vehicle Crossings
- Single property stormwater drains
- All other non-road and non-road related infrastructure

6. Policy Decisions

In accordance with Section 39 of the Road Management Act (2004), this RMP is a statement of Council policies relating to the performance of its road management functions under that Act. Section 103 of the Road Management Act (2004) states:

> *"For the purposes of any proceeding to which this Division applies, an act or omission which is in accordance with a policy—*
>
> *…*
>
> *(b) determined by the relevant road authority under section 39 does not constitute a wrongful exercise or failure unless the policy is so unreasonable that no road authority in that road authority's position acting reasonably could have made that policy.*
>
> ***Notes***
>
> *1. One of the ways in which a road authority may determine a policy with respect to its road management functions is by a road management plan…"*

7. Duties of road users

This RMP assumes that users of the road and pathway network will, at all times, exhibit a duty of care. In accordance with the Road Management Act 2004 and the Road Safety Act 1986, the duties of road users include, but are not limited to, the following:

(1) A person who uses a road must do so in a safe manner having regard to all relevant factors including but not limited to:

(a) standard of construction of the road;
(b) prevailing weather conditions;
(c) level of visibility;
(d) condition of the users mode of transport eg vehicle, bicycle or footwear;

(e) relevant laws and advisory signs;
(f) physical and mental condition of the user.

(2) A person who uses a road must have regard to the rights of other road users and avoid any conduct that may endanger any person(s) safety or welfare.

8. Duty of service authorities and utilities

Any service authority or utility that conducts works on or near a public road must, in accordance with the Road Management Act 2004, comply with the following:

(a) Recognise that the primary purpose of a road is for use by members of the public;
(b) Manage works to minimise any adverse impacts on the primary purpose of a road;
(c) Maintain access to property including temporary measures;
(d) Minimise any damage to infrastructure;
(e) Minimise any disruption to road users;
(f) Minimise any risk to the safety and property of road users and the public generally; and
(g) Ensure that any infrastructure is reinstated to the condition existing before the works were conducted.

9. Duties of Council

In accordance with the Road Management Act 2004, Council in its role as the Co-ordinating Road Authority is required to perform road management functions including, but not limited to, the following:

(a) Take action with respect to road defects that it is aware of or would have been aware of but for the failure to conduct an inspection that it had a duty to perform. Council is deemed to be aware of a defect if –
    - The defect was found on an inspection; or
    - A defect as measured against any relevant standard was reported and recorded in Council's Customer Request system;
(b) Provide and maintain a network of roads for use by all road users whether they be motorists, pedestrians or cyclists;
(c) Manage the use of roads having regard to the principle that the primary purpose of a road is for use by the public;
(d) Ensure that the roads are as safe for users as is reasonably practicable;
(e) Establish a reasonable system for managing risk having regard to Council's policies, priorities and resources.
(f) Comply with Council's RMP.

10. Prioritisation of Inspections and Repairs

Bass Coast Shire Council has established a separate Road Hierarchy and Pathway Hierarchy for the roads and pathways for which it is responsible. These hierarchies set the criticality of each road and pathway segment taking into account factors such as road or pathway function, type of construction, and the volume and type of use. The hierarchy level for each particular road or pathway segment is recorded in the relevant Road Register or Pathway Register.

The hierarchy level of any particular road or pathway is used to prioritise actions relating to the management of the road and pathway network. For the purposes of this RMP, the various hierarchies have been grouped into one of four Hierarchy Groups as set out in Table 10.1 below. The four Hierarchy Groups are used to determine the applicable Defect Inspection Frequency and the Response Times for each road and pathway.

Table 10.1 Grouping of Road and Pathway Hierarchies

	Hierarchy Group			
	1	**2**	**3**	**4**
Road Hierarchy Levels	Link – Rural Link – Urban	Collector – Rural Collector – Urban	Rural Access 1 Urban Access 1	Rural Access 2 Rural Access 3 Urban Access 2 Urban Access 3
Pathway Hierarchy Levels	CBD Pathways	High Use Urban Footpaths and Off-road Shared Paths	Low Use Urban Footpaths	Other Pathways

10.2 Proactive Defect Inspection Types and Frequency

Table 10.3 below sets out the types and frequency of Inspections undertaken on Council's roads and pathways for each of the Hierarchy Groups set out in Table 10.1 above.

The inspections of each half of a dual carriageway are separate inspections and these may be conducted on separate weekdays.

Inspections of footpaths and the shared pathway network may be conducted on foot or from a quad bike or any other suitable vehicle. The inspections of each pathway on either side of a roadway are separate inspections and these may be conducted on separate weekdays.

Table 10.3 Proactive Defect Inspection Types and Frequency by Hierarchy Group

Inspection Type	Hierarchy Group			
	1	2	3	4
Road Inspection	Not exceeding 1 month	Not exceeding 3 months	Not exceeding 12 months	Not exceeding 3 years
Pathway Inspection	Not exceeding 3 months	Not exceeding 6 months	Not exceeding 12 months	Not exceeding 2 years

10.4 Reactive inspection response times

Where Council receives a report from a member of the public about a potential defect on a road or pathway for which Council is the Co-ordinating Road Authority, Council will arrange an inspection to determine if the defect exceeds the stated intervention level in accordance with Table 10.5

At the point of report of the defect, a response time Priority Score will be allocated. Based on the Priority Score, action must be taken in accordance with the response time as indicated in the following Response Matrix.

Table 10.5 Response times for reported defects

Priority Score		Response time
1	**Urgent**	Initial inspection to assess situation as against stated intervention levels within 4 hours; If action required action to make safe within 24 hours.
2	**High**	Initial inspection to assess situation as against stated intervention levels within 4 hours; If action required action to make safe within 48 hours.
3	**Routine**	Initial inspection to assess situation as against stated intervention levels within 3 days If action required in accordance with table 10.9.

Note: - In the event of significant natural events (e.g. storms) Bass Coast Shire Council will prioritise its response based on the potential of the defect to impact on life or cause serious injury in the first instance.

"FORCE MAJEURE"

Council will make every endeavour to meet all aspects of its RMP.

However, in the event of natural disasters and other events including, but not limited to, fires, floods, droughts and the like, together with human factors, such as lack of Council staff or suitably qualified contractors, because of section 83 of the Victorian Wrongs Act 1958, as

amended, Council reserves the right to suspend compliance with its RMP.

On considering the impact of such an event on the limited financial and other resources of the Council, the CEO of the Council may determine that any standards or requirements in the RMP cannot be adequately met. In this case pursuant to and reliant on the principles set out in Section 83 and otherwise the CEO will write to Council's officer in charge of its RMP and inform them that some, or all, of the timeframes and response times 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 write to Council's Officer responsible for Council's RMP and inform them which parts of Council's Plan are to be reactivated and the timeframes for each part of the Plan to be reactivated.

10.6 Defect definitions and intervention levels - Roads and Pathways

Table 10.7 sets out the range of the defects in the road and pathway network and the corresponding intervention levels at which Council considers remediation or mitigation of the defect is required.

Table 10.7 Responses by Defect Type and Hierarchy Group

Description of Defect	Hierarchy Group			
	1	2	3	4
Obstructions and Substances in Road Traffic Lanes				
Ponding of water > 300mm deep, fallen trees on road or pathway with a height of obstacle >100m	**A**	**A**	**B**	**B**
Materials fallen from vehicles, dead animals with height of obstacle >100mm	**C**	**C**	**D**	**D**
Wet clay and other materials or substances causing slippery or dangerous conditions with area >5m2	**C**	**C**	**D**	**D**
Road Pavement or Surface Defects				
Potholes in traffic lane of a sealed road >300mm in diameter and >100mm deep	**C**	**C**	**D**	**E**
Potholes in unsealed shoulder of a sealed road >300mm in diameter and >100mm deep	**C**	**C**	**D**	**E**
Potholes in traffic lane of a unsealed road >500mm in diameter and >150mm deep	**C**	**C**	**D**	**E**
Regulation of wheel ruts and depressions in a sealed road deemed to be >100mm if measured under a 3m straight edge	**C**	**C**	**D**	**E**
Regulation of shoving in a sealed road >100mm above the adjacent road surface	**C**	**C**	**D**	**E**
Edge drops onto unsealed shoulder >75mm over a 1 metre length	**C**	**C**	**D**	**E**

Description of Defect	Hierarchy Group			
	1	2	3	4
Longitudinal cracks in a sealed pavement >10mm in width and 500mm in length	**D**	**D**	**E**	**E**
Pathway Pavement or Surface Defects				
Defective pedestrian pathways with a transverse step >20mm	**C**	**D**	**E**	**E**
Longitudinal cracks in a sealed shared pathway >10mm in width and 500mm in length	**D**	**D**	**E**	**E**
Undulations greater than 40mm in height in asphalt or constructed gravel pathways measured using a 1.2m straight edge	**C**	**D**	**E**	**E**
Drainage				
Damaged or missing drainage pit lids with crevice greater than 50mm in width or vertical lip >20mm in the surrounds or grates of pit lids in pedestrian areas	**A**	**A**	**B**	**B**
Vegetation				
Trees, shrubs and grasses that have grown higher than 800mm to restrict design sight distance to intersections or restrict viewing of safety signs	**C**	**D**	**E**	**E**
Vegetation clearance <4.5m in height, unless signed otherwise, over traffic lanes and the trafficable portion of shoulders or protruding over the edge of seal	**C**	**D**	**E**	**E**
Vegetation clearance <2.5m in height, unless signed otherwise, over pathways or protruding over the pathway edge	**C**	**D**	**E**	**E**
Roadside and Pathway Furniture				
Safety signs that are missing or illegible, making then substantially ineffective	**C**	**D**	**E**	**E**
Guideposts that are missing at a Critical Location making them substantially ineffective	**C**	**D**	**E**	**E**
Safety barriers and safety fencing that are missing at a Critical Location making them substantially ineffective	**C**	**D**	**E**	**E**
Pavement Markings that are missing, illegible at a Critical Location	**D**	**D**	**E**	**E**

10.8 Response timelines

Council will respond to defects that are found to exceed the stated intervention levels in accordance with the applicable Response Code for the particular road or pathway as determined by its Hierarchy Group. The response times for each Response Code are detailed in 10.9.

Table 10.9 Response Times by Response Code

Response Code	Response	Response Time
A	Where defect exceeds the stated intervention level repair if feasible; **OR** Where because of the nature of the work required, the level of resources required or workload it is not feasible to rectify within the relevant time shown in the adjacent column, Appropriate Warning of the defect is to be provided until a suitable repair or treatment can be completed	Within 8 hours of Council having recorded a defect exceeds intervention level
B		Within 24 hours of Council having recorded a defect exceeds intervention level
C		Within 1 week of Council having recorded a defect exceeds intervention level
D		Within 1 month of Council having recorded a defect exceeds intervention level
E		Within 3 months of Council having recorded a defect exceeds intervention level

Where Council responds by providing an Appropriate Warning of temporary nature, Council will inspect that repair at an interval not exceeding 1 month until a permanent repair is effected to ensure the ongoing adequacy of the temporary measure.

Where resources permit, and totally at its own discretion Council may from time to time repair a defect before it has deteriorated to the extent of the stated intervention level as defined in this plan. In most cases this will be because other works are already being undertaken in the area and is not to be construed as any alteration to this plan.