

Hepburn

SHIRE COUNCIL

ROAD MANAGEMENT PLAN

JUNE 2017 V5



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01. INTRODUCTION

PURPOSE

This Road Management Plan (RMP) outlines how Council manages its road network and provides a means for scheduling proactive inspections and prioritisation of maintenance of the road infrastructure to ensure that it is kept in the safest condition practicable within budgetary constraints.

The RMP has been developed, along with periodic reviews in accordance with the Road Management Act 2004.

ROAD NETWORK OVERVIEW AND FUNDING SUPPORT

Council maintains a significant road network including approximately 592km of sealed roads, 804km of unsealed roads, 28km of footpaths, 126km of kerb and channelling, 136bridges and 34km of drains.

This RMP is supported by the Budget set each year by Council. Funds are provided for both operating and capital components and budget levels are determined after consideration of various inputs including:

- Levels of Service requested by the community;
- Condition reports;
- Cost benefit analysis;
- Council's Strategic Resources Plan.

Current levels of funding for road maintenance and road improvements have been built using past expenditure results and asset condition needs.

Council annual budget for maintenance of the road network and other critical assets including footpaths, bridges and drainage assets for the safety and convenience of our community is in the order of \$2.9 million per annum.

Continued monitoring and review of asset condition and customer requests will form the basis of future budget requirements as part of Council's asset and resource planning.

02. KEY STAKEHOLDERS

Those who use the road network and/or are affected by this RMP include:

- Residents and businesses residing and located within the municipality;
- Tourists and visitors to the municipality;
- Users of all types of vehicles from large trucks to cyclists and mobility scooters;
- All pedestrians;
- Emergency authorities;
- Utility agencies;
- Government Agencies that provide funding for management of the network;
- Council as the responsible road authority.

03. RESPONSIBILITY OF ROAD USERS

All road users have a duty of care under Section 106 of the Road Management Act 2004, with particular obligations prescribed in Section 17A of the Road Safety Act 1986 that requires the following:

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:

- Physical characteristics of the road;
- Prevailing weather conditions;
- Level of visibility;
- Condition of the motor vehicle;
- Prevailing traffic conditions;
- Relevant road laws and advisory signs;
- Physical and mental condition of the driver.

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

A road user must:

- 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 other road users;
- Have regard to the rights of the community and infrastructure managers in relation to road infrastructure and non-road infrastructure⁽¹⁾ 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;
- 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.

(1) "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.

04. ROADS FOR WHICH THE PLAN APPLIES

ROAD REGISTER

Council has a Road Register that records the details of all municipal roads and pathways for which it is responsible.

The Register includes:

- The name of each public road;
- The Locality;
- The classification.

Various utilities make use of the road reserve to provide their services. These are considered only to the extent where they impact on the road asset infrastructure.

Road lighting is not a Council owned asset, however it is considered to the extent whereby Council funds the installation and maintenance of the street lighting.

HIERARCHY

All Council maintained roads have been classified into groups to determine the frequency of inspection and the priority of maintenance given to a particular road.

The classification of the road is determined by:

- Number of vehicles using the road;
- Strategic value of the road;
- The type of traffic using the road.

CLASSIFICATIONS

The classifications are:

Arterial

Roads on the register classified as arterial are VicRoads classified arterial roads and as such the maintenance of the roads is the responsibility of the state authority nominated under the Act.

Link Roads

Link roads provide a strategic link between identifiable points of interest, may carry a large volume of vehicles, have a high percentage of heavy vehicles and a high percentage of the vehicles will be travelling the entire length of the road.

Collector Roads

The collector roads provide a means of transporting traffic from the local access roads and connecting them to the main transport infrastructure. The traffic volumes are typically medium to low.

Local Access Roads

Local access roads provide the predominant road classification hierarchy throughout the municipality and typically provide access to the properties along the length of the road with little or no through traffic. The traffic volumes on these roads are therefore typically low.

Maintained Tracks

Maintained Tracks are formed-only access ways for which Council has accepted responsibility.

Non-Maintained Roads

Non-maintained roads are Council roads that are not maintained by Council. They receive no routine grading, drainage or tree trimming works. There is no programmed inspection and reactive inspections are considered on a case-by-case basis.

FOOTPATHS

Footpath maintenance standards are determined by their location and pedestrian usage.

Unlike with the road hierarchy, the pathway hierarchy will be separated into two precincts.

They are:

- Inner urban precincts;
- Urban precincts.

Inner Urban precincts comprise paths located within the following urban areas and along the roads listed below:

Inner Urban Area	Street Name	From	To
Clunes	Fraser Street	Service Street	Templeton Street
	Service Street	Bailey Street	Fraser Street
Creswick	Albert Street	Hall Street	Victoria Street
Daylesford	Vincent Street	Stanbridge Street	Albert Street
	Albert Street	Vincent Street	Bridport Street
Trentham	High Street	Cosmo Road	Market Street

Urban precincts are all other areas within the township areas outside the inner urban precincts comprising the townships of Clunes, Creswick, Daylesford, Glenlyon, Hepburn, Hepburn Springs, Newlyn, Smeaton and Trentham.

05. ROADS FOR WHICH THE PLAN DOES NOT APPLY

This plan does not include the following:

- Any road, driveway or pedestrian pathway on private property and/or providing access from private property to a public road;
- Roads or tracks, whether the road or track is located within a road reserve or not that are not listed in Council's Road Register and/or are not constructed to Council's minimum standard;
- National Highway/Freeway;
- Arterial Roads;
- Roads or tracks maintained by the Department of Environment, Land, Water and Planning or Parks Victoria;
- Railway structures and associated assets set out in a Road/Rail Safety Interface Agreement as being the responsibility of others.

06. DEMARCATION AND TRANSFER OF RESPONSIBILITY

ARTERIAL ROADS

VicRoads is the responsible road authority for all declared arterial roads within the municipality. These include highways, main roads and tourist roads.

Demarcation of maintenance responsibilities for arterial roads is as specified in the Ministerial Code of Practice *Operational Responsibility for Public Roads* – May 2017.

A separate maintenance agreement may be entered into where areas of significance are located outside of Council's zone of responsibility (eg Council may decide to take on the care and maintenance of street trees for an avenue of honour where it is situated outside of the zone of Council responsibility).

A complete list of Arterial roads is included in the Road Register.

BOUNDARY ROADS

Where a road falls on a boundary between two shires a memorandum of understanding has been agreed upon to allocate a single Responsible Road Authority for the inspection and maintenance of the road. Expenses for these roads are shared equally by the adjoining shires.

Council has agreements with neighbouring Local Government Authorities which are listed below:

- City of Ballarat;
- Moorabool Shire Council;
- Macedon Ranges Shire Council;
- Mt Alexander Shire Council;
- Central Goldfields Shire Council;
- Pyrenees Shire Council.

A complete list of boundary roads and the designated Responsible Road Authority for each of the roads is detailed in the Road Register.

RAIL INFRASTRUCTURE

At any road / rail interface the responsibility for care and maintenance shall be in accordance with the Rail Safety Interface Agreements between the rail operators and Council. Rail Safety Interface Agreements shall be entered into in accordance with the requirements of the Rail Safety (Local Operations) Act 2006.

NON ROAD RELATED ASSETS THAT ARE THE RESPONSIBILITY OF OTHERS

The responsibility for the care and maintenance of non road-related infrastructure located within the road reserve is as follows:

Items	Responsible Authority
Electricity poles, cables and service pits	Powercor or designated authority
Communications poles, service pits and cables	Telstra, NBN Co or designated service provider
Reticulated water pipes, valves and inspection points	Water Authority
Sewer service pits, pump stations and pipes	Water Authority
Gas service points and pipes	Gas Authority
Advertising	Property owner
Veranda/Balcony	Property owner

The provision and maintenance of these assets is to conform to the Ministerial Code of Practice *Management of Infrastructure in Road Reserves* – April 2016.

07. MAINTENANCE AND REPAIR

LEVELS OF SERVICE

Service levels are based on:

- Community feedback and expectations via:
 - State Government's Community Satisfaction Survey results;
 - Council's Customer Request System;
 - Elected Council representatives;
- Budget constraints;
- Level of risk;
- Legislative requirements that impact on the way assets are managed;
- Design standards and Codes of Practice.

These are used to determine the:

- Frequency of inspections;
- Intervention Levels;
- Response Times.

PROGRAMMED INSPECTION SCHEDULE

A schedule of programmed inspections on the road infrastructure is used to measure the condition of the road and infrastructure, and document hazards that may have arisen since the last inspection. The frequency of the programmed inspections varies depending on classification of the road and usage, community expectations, potential risk and available resources.

Programmed inspections are of the utmost importance as they are used to ensure a prioritised and timely intervention in removing hazards as part of Council's maintenance regime.

The work flow process for programmed inspections is shown in Figure 1 while the schedule of inspections is contained in Appendix 1.

REACTIVE INSPECTIONS

Reactive inspections are conducted as a result of customer requests and/or notifications attaining to a hazard/defect identified in the RMP. The reactive inspections will be undertaken in accordance with the level of risk.

When concerns are raised as part of programmed or reactive inspections in relation to night time intervention levels, night time inspections will be carried out on an as-needed basis.

The work flow process for programmed inspections is shown in Figure 2.

MAINTENANCE AND INTERVENTION WORKS

Council carries out routine maintenance and intervention works on its road network. These works are programmed after the input of data on road condition issues is received via:

- Programmed inspections;
- Reactive inspections (community and other requests for road repairs).

Intervention levels have been defined for various classes of road defect. Appendix 2 lists the defect class, intervention levels and response times for the intervention to occur.

The intervention levels contained in Appendix 2 are an upper limit whereby intervention will occur to rectify the defect. Depending on Council resources and other operational factors, Council may choose in some instances or over some timeframes to apply to more stringent intervention levels than those listed in Appendix 2.

TEMPORARY MEASURES

When intervention works are identified that need to be carried out and it is not practical or feasible to undertake the works within the required timeframes, it may be necessary for temporary measures to be undertaken to reduce the risk to road users. Such temporary works are considered an intervention and can be used until permanent intervention works occur as part of routine or other maintenance of the road network.

These temporary measures may take the form of:

- Minor physical works to temporarily make the site safe; and/or
- Highlighting the defect/hazard through the use of appropriate signage or visually distinctive pavement markings and regular inspection of the site.

RESPONSE TIMES

Response times have been determined for a range of defects. They are based on the classification of the road and its usage, community expectations, potential risk, available resources and the specific nature of the hazard.

Appendix 2 contains the list of response times.

PROGRAMMED MAINTENANCE

Each year budget allocations are dedicated to programmed preventative maintenance on the road infrastructure. Programmed preventative maintenance is essential to reduce the amount of reactive maintenance on the road network.

This type of work may include:

- Reseals;
- Edge sealing or edge break repairs;
- Shoulder grading;
- Regulation;
- Minor pavement stabilisation;
- Footpaths works;
- Drainage works.

The roads are ranked according to their hierarchy and their current condition and the works allocated according to a cost benefit analysis to ensure that the funds are used in a location where the greatest benefit will be derived from the works.

VEGETATION

Taking into account available resources and other priorities, Council has set an interim target to manage vegetation within the road reserve that is deemed to be a road safety issue. Management of this vegetation has been determined on the basis of its location, judged level of risk and available resources.

Council aims to undertake responsible lopping of vegetation as follows:

Area	Vegetation Target
Rural Road	<ul style="list-style-type: none"> • 4.5m high clear zone to the back of the roadside drainage • 2017 to 2021 focus on key areas of intersections, sweeping bends and bus routes
Urban	<ul style="list-style-type: none"> • Roadway: 4.5m high clear zone to the back of the roadside drainage while aiming to maintaining a 60% to 80% shade canopy • Footpath: 2.4m high clear zone while maintaining a 60% to 80% shade canopy
Significant trees and other Special Circumstances	<ul style="list-style-type: none"> • Management in consultation with Parks and Open Space or consulting arborist

FIGURE 1 PROGRAMMED INSPECTIONS FLOW CHART

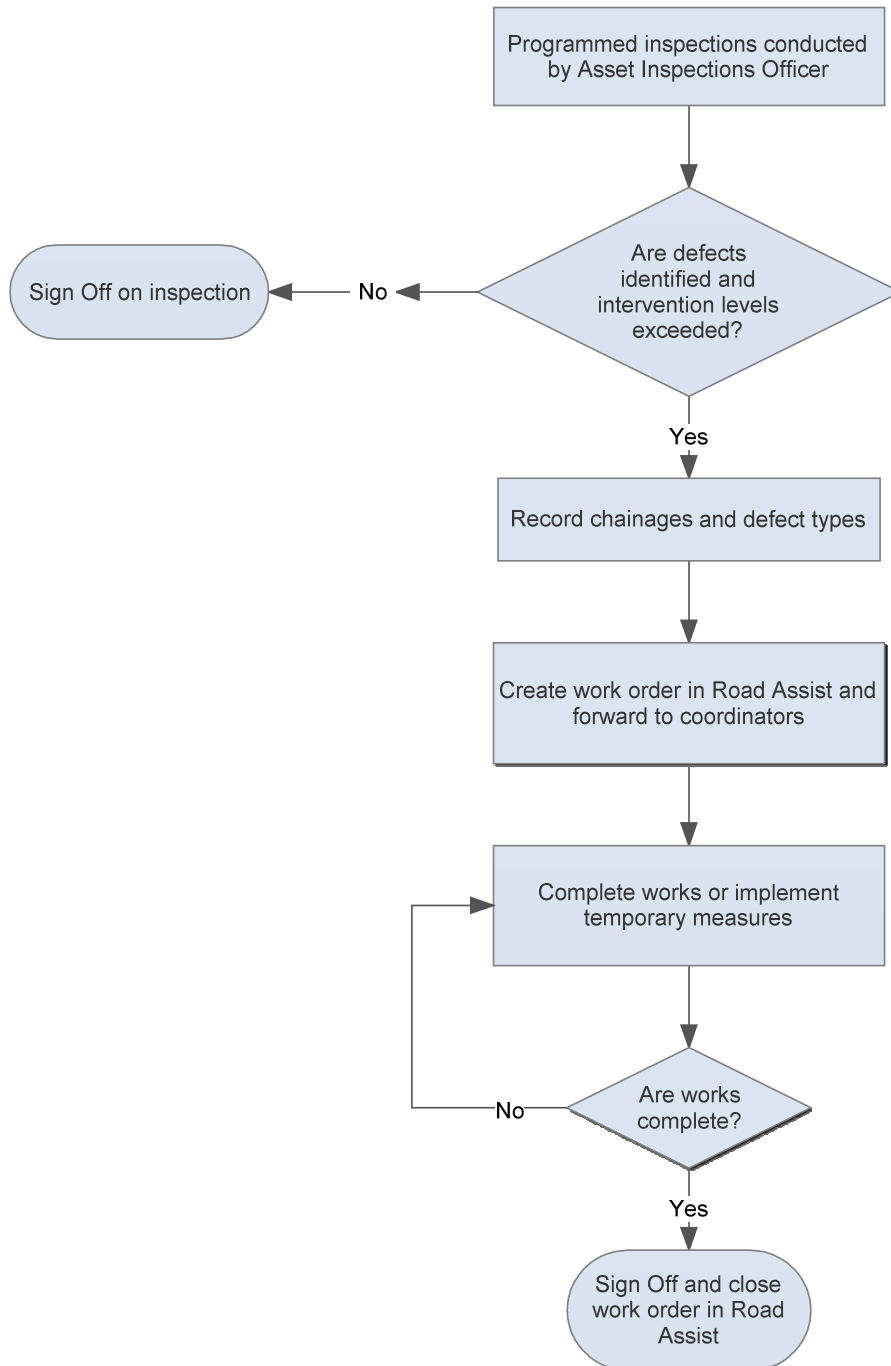
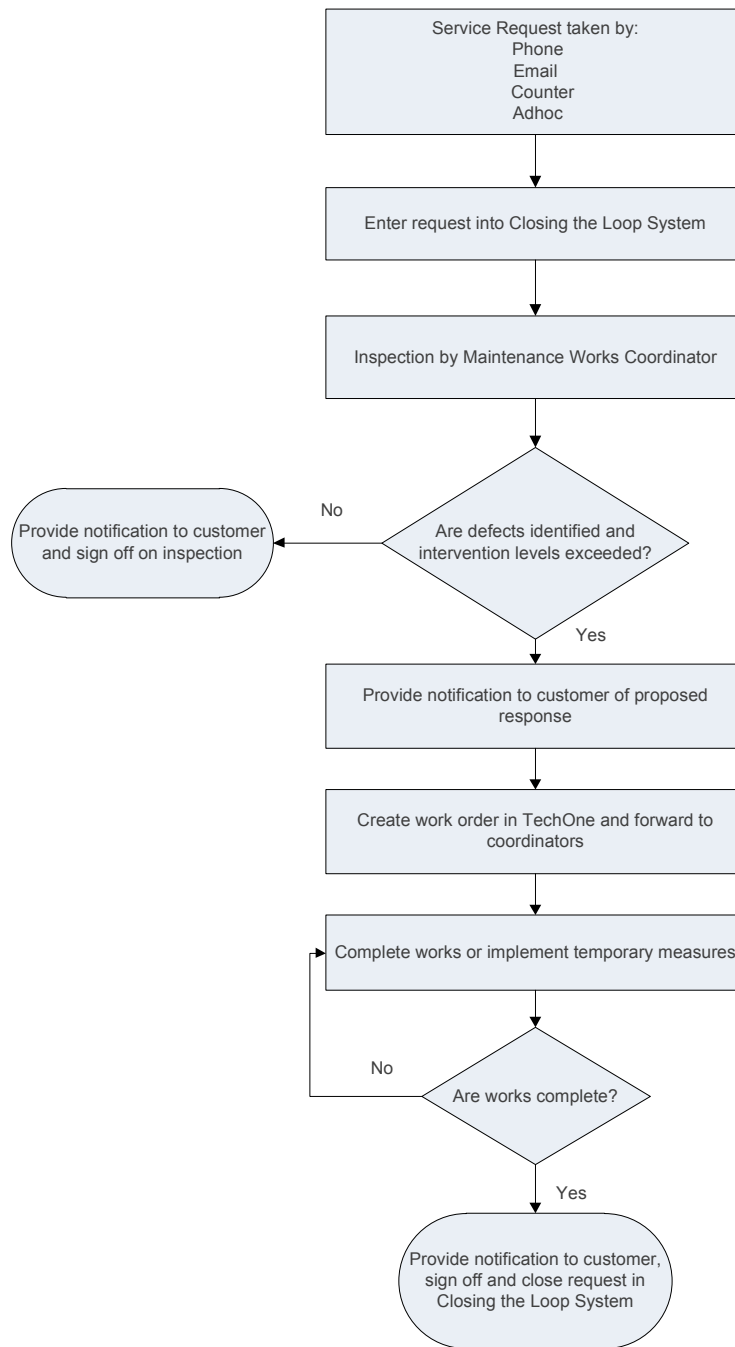


FIGURE 2 REACTIVE INSPECTIONS FLOW CHART



08. EXCEPTIONAL CIRCUMSTANCES (FORCE MAJEURE)

Council will make every effort to meet its commitments under this RMP. However there may be situations or circumstances that affect Council's business activities to the extent that it cannot deliver on the service levels of the RMP. These include but are not limited to: natural disasters, such as fires, floods or storms, or a prolonged labour or resource shortage, due to a need to commit or redeploy Council staff and/or equipment elsewhere.

In the event that the Chief Executive Officer (CEO) has considered the impact of such an event on the limited financial resources of Council and its other priorities and determined that the RMP cannot reasonably be met, then pursuant to Section 83 of the Wrongs Act, the CEO may write to the General Manager Infrastructure, being the Council officer in charge of this RMP, and determine that some, or all of the timeframes and responses in Council's RMP are to be suspended or reduced for a period not exceeding three months.

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 ongoing consultation between the CEO and the General Manager Infrastructure, to determine which parts of the RMP are to be reactivated and when.

After further consideration, the CEO may extend the original determination for a further period of three months.

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

09. PLAN REVIEW

This Road Management Plan will be reviewed in accordance with Regulation 8 of the Road Management (general) Regulations 2016 and will be conducted every four years in line with Council elections.

If at any time there are significant changes made to the RMP the amended RMP is required to go through a formal approval and consultation process in accordance with the Road Management Act 2004.

010. REFERENCES

- Road Management Act 2004
- Road Management Act Regulations
- Ministerial Codes of Practice as gazetted under the Road Management Act

Hepburn Shire Council Documents

- Asset Management Policy
- Council Plan
- Council Budget
- Council Strategic Resource Plan
- Risk Management Policy

011. APPENDICES

APPENDIX 1 –PROGRAMMED INSPECTION SCHEDULE

Roads

Road Classification	Frequency
Link	3 months
Collector	6 months
Local access	Sealed - 12 months Unsealed - 6 months
Maintained Track	As required
Non-maintained	No programmed inspections

Footpaths

Location	Frequency
Inner urban areas	Annually
Urban areas	Every 2 years
Local access	Sealed - 12 months Unsealed - 6 months
Maintained Track	As required

APPENDIX 2 – SERVICE STANDARDS

Infrastructure	Defects	Intervention Levels	Response Times
Sealed Roads	Potholes	>300mm diameter or >= 75mm depth	Link – within 2 weeks Collector – within 2 weeks Local access – within 4 weeks Maintained track – NA Non-maintained road – NA
	Edge Repair (Break)	Reduction in original sealed width >250mm over 20m length or 300mm in isolation	Link – within 4 weeks Collector - within 4 weeks Local access – within 8 weeks Maintained track – NA Non-maintained road – NA
	Shoulder Defects	Potholes > 100mm in depth and > 450mm in width Drop off from the edge of seal > 75mm over 20m or > 100mm over 2m	Link – within 4 weeks Collector – within 8 weeks Local access - as resources permit Maintained track – NA Non-maintained road – NA
Unsealed Roads	Potholes/Corrugations	Potholes > 100mm in depth and > 500mm in width over 20% of any 100m length of the road surface Corrugations > 40 mm in depth for a length > 20m of road length	Link -NA Collector - NA Local access – within 8 weeks Maintained track - as resources permit Non-maintained road – NA
Non-Maintained Roads	Emergency work (eg trees down or water over road)	Confined to maintaining safe access to residences	Low priority in line with available resources
General	Signs	Missing or damaged regulatory or warning sign or reflectivity reduced by > 50%	Link - within 1 week Collector – within 2 weeks Local access – within 4 weeks Non-maintained road – NA

Infrastructure	Defects	Intervention Levels	Response Times
	Guide Posts	Missing or damaged guideposts or reflectors	Link – within 2 weeks Collector – within 3 weeks Local access – within 6 weeks Non-maintained road – NA
	Obstructions/hazards	Obstruction or hazard which has detrimental impact on road safety	All - As soon as reasonably possible but within 24 hrs
Footpaths	Lip / Trip Hazard	Sealed surface vertical displacement between two adjacent surfaces >20mm in inner urban areas and >30mm in urban areas	Inner urban – within 20 working days Urban – within 30 working days
	Potholes	Gravel surface potholes >300mm diameter and > 25mm deep	Inner urban – within 20 working days Urban – within 30 working days