Merri-bek
City Council

Road Management Plan .

2025

Acknowledgement of Country

Merri-bek City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Custodians of the lands and waterways in the area now known as Merri-bek. We pay respect to their Elders past, present, and emerging, as well as to all First Nations communities who significantly contribute to the life of the area.

RMP REVISIONS:

DATE	DETAILS Road Management Plan 2021 - Review & Update
13 October 2021	Amendment to Table 2: private driveways listed as being the responsibility of the owner; description of off-street carparks "listed as ancillary areas in the Register of Public Roads" is removed Removal of Table – Details of Ancillary Assets (previously Table 3) Removal of Table – Details of Ancillary Kerb & Channel (prev. Table 6) Amendment to Table numbering based on the above. Amendment to 3.4 General Functions of a Road Authority: updated Amendment to Figure 1; clarified. Amendment to 3.5.3 Car-Parks; no longer ancillary assets Amendment to 3.5.8 Unmade Roads, Footpaths & Laneways: updated to reference Council's Rights of Way Strategy. Amendment to 3.5.11 Vehicle Crossings; updated to clarify areas of responsibility. Amendment to 3.8 Obligation of Road Users; updated.
October 2025	Amendments to Appendix A, • In line with recommendations from MAV

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1. INTRODUCTION

Merri-bek City Council's Road Management Plan (Plan) has been reviewed to meet legislative requirements of the *Road Management Act 2004 (RM Act*) and the strategic directions adopted by Council.

This Plan identifies responsibilities, maintenance standards and inspection regimes required to manage civil liability and must demonstrate that Council, as a road authority, is responsively managing all the road assets under its control.

Council has identified key external and internal stakeholders to this Plan. Among other obvious users it is recognised that many other departments of Council have a key interest as either users of the asset or as providers of other services to the community.

The RM Act requires that Council keep a Register of Public Roads showing the roads reasonably required for general public use for which it is the Coordinating Road Authority. Other road authorities will have separate Registers of Public Roads under their control. Council's Road Register only includes details of the roads for which Council has responsibilities. Council is generally responsible for the overall management and development of the Council's local road network, which make up around 92% of the roads in the municipality. Department of Transport and Planning has declared those roads in the municipality that it requires as part of its principal routes for the movement of people and goods across the metropolitan area, to be Arterial Roads. The remaining main roads under council's jurisdiction are called Link Roads.

The Register of Public Roads establishes Council's road and footpath hierarchy. The road classifications or hierarchy is based on the road abutting land users, 'Public Transport' and 'Trip Generators'. The footpath hierarchy is based on existing activity centres and shopping strips (H1) and Council Plan - Streets for People (H2). This ensures a higher level of pedestrian amenity and service along routes with higher levels of pedestrian activity, which links key trip generators across the municipality.

Inspections of the roadway and footpath network form the cornerstone of the maintenance program and are undertaken regularly to ensure that the roadway and footpath assets are being maintained in an appropriate manner and that adopted intervention levels are being met. Local circumstances such as the influence of schools, hospitals, community facilities or particular concentrations of older, disabled or other potentially vulnerable users are also considered.

This Plan builds on the assumption that existing levels of service targeted by Council are generally to the satisfaction of the users. The need to seek a balance of the economic, social, safety and environmental expectations of the community, as well as the requirements of the RM Act to achieve 'reasonable' service targets, are also considered. A combination of risk assessment and road/footpath hierarchies are used to determine the response times for road maintenance.

As customer expectations change and/or budgetary constraints have an effect it will be necessary to review the levels of service stated in this Plan. The RMP and the response times or Level of Service targets will be reviewed every 4 years in line with legislative requirements.

2. BACKGROUND

2.1 Purpose of the Plan

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

It also sets the relevant standard in relation to the discharge of duties in the performance of those road management functions.

The key elements of this Plan include:

- Asset management systems and processes that Council uses to manage maintenance and repair of its public road network; and
- Road and Infrastructure Levels of Service that details the maintenance practices used by Council.

2.2 Legislative Basis for the Plan

The RM Act 2004 came into operation on 1 July 2004. The main aim of the Act was to provide a more efficient and safer Victorian road network. Section 49 of the Act states that a road authority may develop and publish a Road Management Plan in accordance with Division 5. Section 54 sub-section (6) provides for an amendment of the Road Management Plan in accordance with the regulations and sub-section (7) provides for amendments to be incorporated into the Road Management Plan.

2.3 Details of Road Assets

The Plan is a document adopted by Council that establishes a strategic framework for managing its road assets. Road assets included in this Plan are as follows:

Asset Type	Comments
Roads	Located on road reserves and/or on publicly owned land within the municipality
Kerb and Channels	Located on road reserves
Footpaths, Bike paths and Shared paths	Located on State Highways, Arterial Roads road reserves, including all open space areas within the municipality and any other agreements between Council and other land owners (such as VicTrack and Fawkner Memorial Park) regarding bikepaths
Sealed Rights of Way, Laneways	Located on road reserves that are recognisably narrow laneways, rather than streets.
Bridges and Major Culverts	Located on road reserves, as well as open space areas within the municipality – span or dia. > 1.8 m or have a waterway area > 3 m^2
Traffic Management facilities	Located on road reserves
Pedestrian Crossings & Traffic Signal installations	Only those located on roads for which Council is the responsible road authority and trams do not operate.

Table 1 – Details of Road Assets

Assets not considered in this Plan are:

Asset Type	Comments
Road pavements and kerb and channel on all Arterial Roads	Responsibility of Department of Transport and Planning
All Tram tracks including road pavement within 450mm from the outer tracks	Responsibility of Tram Operator
Unmade Rights of Way, Laneways	Classified as per Council's Rights of Way Strategy 2011-2021
Vehicular & pedestrian pavements within 3000mm from the outer tracks of railway tracks	Responsibility of Train Operator
Vehicular Crossings	Responsibility of the owner of the property which gains access via the crossing (refer to section 3.5.11)
Street trees and landscaping treatments	Undertaken in accordance with other Council Operations guidelines/practice/policy
Nature strips	It is the expectation of Council that residents maintain nature strips outside their properties
Street lighting	Dealt with in coordination with the utility supplier
Artwork – within the road reserves	Undertaken in accordance with other Council Operations standards/practice
Underground stormwater drainage systems & swale drains (Open Drains)	Covered by Council's Drainage Asset Management Plan (DAMP)
Structures, pits, pipes/conduits that are owned & maintained by Service Authorities (i.e. Telstra, Optus, Yarra Valley Water, Melbourne Water etc.) within the road reserve	Responsibility of utility supplier
Private roads, private driveways, private laneways, private Rights of Way and private carparks	Responsibility of owner
Public Transport Shelters (not owned by Council)	Responsibility of the Transport Operator/Owner
Off Street Carparks	Covered by Council's Road Asset Management Plan (RAMP)

Table 2 – Assets Not Included in RMP

2.4 Key Stakeholders in the Plan

There are numerous internal and external stakeholder groups within the community that are both users of the road network and/or are affected by a decision or activity concerning a road. Council recognises the varying needs of external and internal stakeholders, depending on whether these stakeholders are the business community, residents, pedestrians, drivers or visitors.

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

- Residents and citizens of the municipality;
- Business and commercial operators;
- Pedestrians, including the very young, those with disabilities, and the elderly with restricted mobility;
- Users of a range of miscellaneous smaller, lightweight means of transport such as bicycles, motorised buggies, wheel chairs, prams, etc.;
- Users of motorised vehicles such as trucks, buses, commercial vehicles, cars and motor cycles;
- Tourists & visitors to the municipality;
- Property developers
- Emergency Service agencies;
- Traffic & Transportation managers;
- Construction & maintenance personnel involved in building and maintaining asset components;
- Public utility agencies;
- Council as the responsible Road Authority; and
- State & Federal Government departments that provide funding support.

2.5 Availability of Plan and Associated Documents

This Plan and the Register of Public Roads are available on Council's website www.merri-bek.vic.gov.au and hard copies can be viewed at the Civic Centre Office at 90 Bell Coburg, during office hours: 8.30 am to 5.00 pm each working day.

3. RIGHTS AND RESPONSIBILITIES

3.1 Register of Public Roads

Section 19 of the RM Act requires Council to keep a Register of Public Roads for which it is the Co-ordinating Road Authority. Schedule 1 to the RM Act sets out the matters that must be included in a Register of Public Roads.

The Register must include:

- The name of each Public Road;
- The date on which the road became a Public Road;
- If a Public Road ceases to be a Public Road, the date on which the road ceased to be a Public Road;
- The classification, if any, of the road;
- The reference to any plan or instrument that fixes or varies the boundaries of a Public Road;
- Any Ancillary Areas; and

- A reference to any arrangement under which road management functions is transferred to or from another road authority.

The Register of Public Roads is a key element of Council's overall records management system that will enable it to comply with the evidentiary provisions of the RM Act and maintain records of defects or other matters requiring repair or maintenance that are found on inspection or reported to Council, together with the details of proposed and completed repair and maintenance works.

The information in the Register of Public Roads is generated from Council asset records extracted from the 'Assetic' Asset Management System. If a road is not included, it will ordinarily be unconstructed and not reasonably required for general public use or the responsibility of another road authority such as Head, Transport for Victoria, Owners Corporation etc. The information will be updated as assets are created, modified, discontinued or disposed of to meet the needs of the community.

Council is the Responsible Road Authority (RRA), as defined in the RM Act, and is responsible, for approximately 659 kms of local roads, and 1,151 kms of associated footpath and shared paths. Department of Transport and Planning is responsible for maintenance of the Arterial Road network but not including the footpaths and nature strips.

Council's Register of Public Roads also includes a listing of some non-road areas, such as bike paths and carparks.

The following tables below show details of Council's road network for all road assets and non-road assets owned and managed by Council at the date on which this Plan is adopted:

ROADS	Length (km)
Link Roads	52.4
Collectors Roads	25.4
Access roads	471.0
Constructed Laneways/Right of Ways	94.0
Unmade Laneways/Right of Ways/Roads	16.0
Totals	658.7

Table 3 – Details of Road Network

KERB & CHANNELS	Length (Km)
Link Roads	85.8
Collectors Roads	44.3
Access Roads	894.9
Sealed Laneways (RoW)	8.3
Unmade Laneways (RoW) & Unmade Roads	1.9
Totals	1,035.2

Table 4 – Details of Kerb & Channel

FOOTPATHS - BIKEPATHS – SHARED PATHS	Lengths (km)
High Use 1 (H1) and High Use 2 (H2) – Activity Centres/Shopping Strips	298.8
Standard	852.4
Totals	1,151.2

Table 5 – Details of Footpath/Bikepath/Shared Paths

3.2 Road and Footpath Hierarchy

Roads and footpaths within the City of Merri-bek are classified in a hierarchical system based on traffic and pedestrian volumes. The Register of Public Roads includes this hierarchical classification system, which is used to determine levels of service and maintenance standards.

The road classifications or hierarchy is based on the road abutting land users, 'Public Transport' and 'Trip Generators'.

The footpath hierarchy has been developed to ensure a higher level of pedestrian amenity and service along routes with higher levels of pedestrian activity which links key trip generators across the municipality.

Bicycle Lanes are a dedicated 'on road' lane and are classified under roads for inspection frequency. Bike paths and shared paths are 'off road' paths; Maintenance standards for these paths are specified within Appendix A

The Road and Footpath hierarchies adopted in this Plan are as shown in Table 6 and

Table 7 below:

Road Class	Description
CL	**Constructed Laneways/Rights of Way** Those roads where the main function is to provide rear access to properties for delivery of goods, as in the case of commercial premises, or as a means to garage a car in the property in the case of residential properties.
A	**Access Roads (<3000 estimated vehicles per day (vpd)** Those roads where the main function is to provide access to abutting properties or is to provide access to limited numbers of properties, or which provide almost exclusively for one activity or function.
C	**Collector Roads (3000-5000 estimated vpd)** Those roads where the main function is to supplement arterial roads in providing for traffic movements, or which distribute traffic to local street systems.
L	**Link Roads (>5000 estimated vpd)** Those roads where the main function is to perform the principal avenue of communication for large traffic movements and/or between important centres, but Head, Transport for Victoria has not declared to be part of its Arterial network.

Table 6 – Road Hierarchies

Footpath/Bike/Shared Path Hierarchy –Inspection Frequency
H1 – Shopping Strips/Activity Centres
H2 – Access routes
Standard – other paths

Table 7 – Footpath Hierarchies

3.3 Road Authority

3.3.1 Arterial Roads

Under Section 36 of the RM Act, Head, Transport for Victoria is the 'coordinating road authority' for Arterial Roads. That means that any application for works within that road reserve (i.e. between the boundary fences) must be made to Department of Transport and Planning.

Under Section 37 of the RM Act, Head, Transport for Victoria is the 'responsible road authority' (RRA) for only that portion of the Arterial Road used by through traffic. This means that Department of Transport and Planning manages the traffic and maintains the road pavement.

Council is the RRA for all areas of the Arterial Road that is not 'Department of Transport and Planning' responsibility. This means that Council manages the traffic (pedestrian and vehicular) and maintains the footpath (and road pavements, if any) on those portions that are not 'Department of Transport and Planning' responsibility.

3.3.2 Municipal Roads

Under Section 36 of the RM Act, Council is the 'coordinating road authority' for municipal roads within its municipality. This means that any application for works within the road reserve (i.e. between boundary fences) must be made to Council.

Under Section 37 of the RM Act, Council is the RRA for municipal roads. This means that Council manages the traffic (pedestrian and vehicular) and maintains all footpaths and road pavements within those road reserves.

3.3.3 Infrastructure Managers

The RRA is also the Infrastructure Manager for all road infrastructure (i.e. roadway, pathway or shoulder) and road related infrastructure (e.g. signs, barriers, etc.). However, other assets are owned by other Infrastructure Managers, including Utility provider assets (pipes, pits, poles, wires, etc.) and private property assets (e.g. stormwater drainage connections).

3.4 General Functions of a Road Authority

As stated under *Section 34 of the RM Act,* Council, as a road authority, has the following general functions:

a) to provide and maintain, as part of a network of roads, roads for use by the community served by the road authority;

b) to manage the use of roads having regard to the principle that the primary purpose of a road is to be used 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 public road and on the environment;

c) to manage traffic on roads in a manner that enhances the safe and efficient operation of roads;

ca) to design, construct, inspect, repair and maintain roads and road infrastructure;

d) 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 or public transport services; and

e) to undertake works and activities which promote the functions referred to in paragraphs (a), (b), (c) and (ca) and to undertake activities which promote the function in paragraph (d).

A responsible road authority must, in performing road management functions, have regard to the principal object of road management and the works and infrastructure management principles [Section 33 RM Act].

A responsible road authority has power to do all things necessary or convenient to be done for or in connection with the performance of its functions under this Act [Section 35 of RM Act].

3.5 Road Management Responsibilities

The Code of Practice – Operational Responsibility for Public Roads, made under Section 28 of the RM Act, provides practical guidance in determining operational responsibility between road authorities for different parts or elements within the road reserve of public roads. It provides for the demarcation of responsibility to ensure that accountability for road infrastructure rests with a single entity. The Code is available from the Department of Transport and Planning website.

Council has maintenance agreements with Department of Transport and Planning:

- to undertake street sweeping along the Arterial Road network at a higher service level than that specified by Department of Transport and Planning in its RMP;
- for vegetation clearance and for drainage pit maintenance especially along the northern gateway of Sydney Road (Park St to Bell St); and
- for the maintenance of shared paths - Victrack (Licence 2012).

Council also has agreements with neighbouring municipalities where a boundary road or bridge asset may be maintained by either council. The agreements define the primary responsibility for management of these assets and are identified in the Register of Public Roads.

3.5.1 Arterial Roads and Freeways

Council is generally responsible for some assets along arterial roads, such as footpaths and linemarking associated with parking bays. Department of Transport and Planning is responsible for the road pavement, kerb and channel, traffic signals, medians and some underground drainage (refer Figure 1), including bikepaths belonging to Department of Transport and Planning (e.g. along the Western Ring Road).

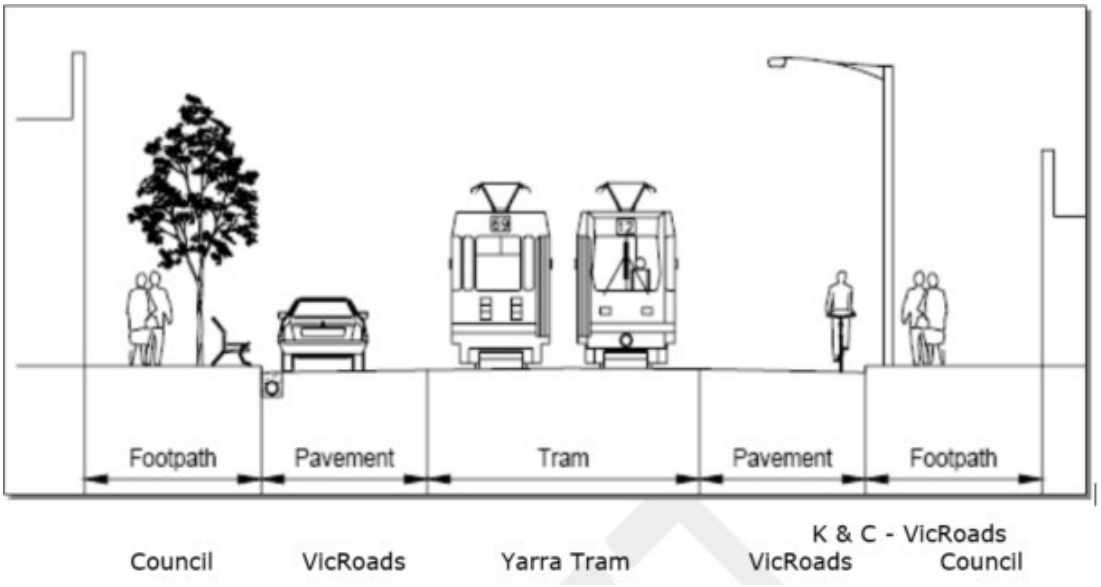


Figure 1 Arterial Road

3.5.2 Municipal Roads and Footpaths

All public roads, Rights of Way and footpaths, not under the control of Department of Transport and Planning and listed in the Public Road Register, are the responsibility of Council as shown in Figure 2 below.

In the case of a boundary road, each council has operational responsibility for that part of the road that lies within its municipal boundary or as defined in any agreement. The costs of any upgrade works on boundary roads are shared on a proportional basis.

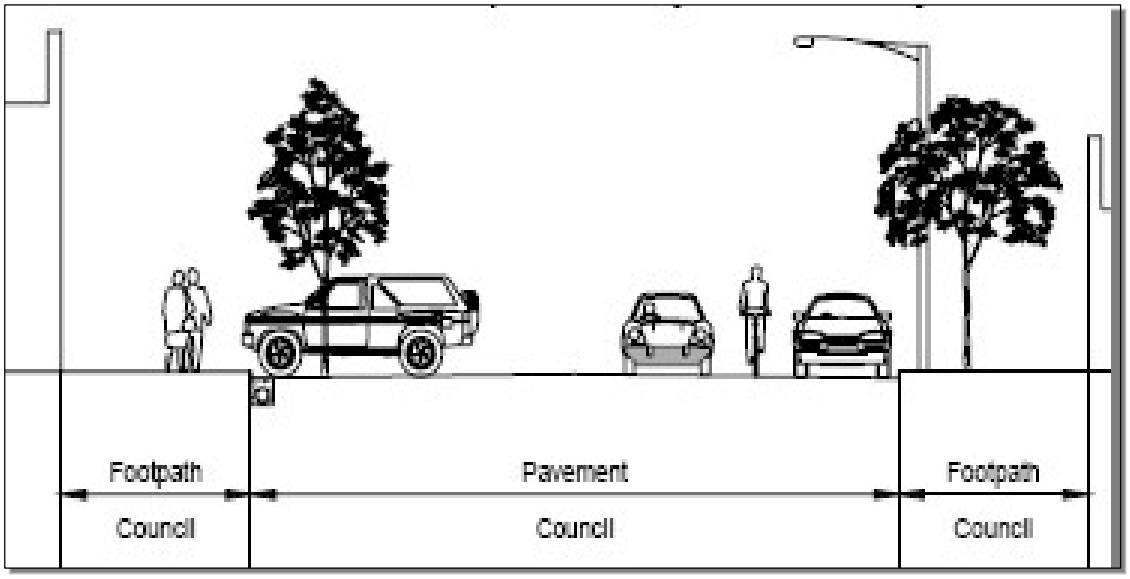


Figure 2 Public Road & Footpath

3.5.3 Carparks

Off Street carparks are covered under Council's Road Asset Management Plan (RAMP).

3.5.4 Surface Drainage

Responsibility for upgrading any surface drainage where a kerb and channel or spoon drain crosses a municipal boundary shall be agreed to by the councils involved. Generally, any upgrade or maintenance works on one side of the municipal boundary shall be funded by that council.

3.5.5 Private Property Drains in Road Reserves

Stormwater pipes that drain private property and pass through the road reserve and connect to Council's drainage system at the legal point of discharge (Kerb and Channel, open drain or underground drain) are owned by the relevant owner, who is the Infrastructure Manager for this asset.

3.5.6 Bridges

Department of Transport and Planning is responsible for the management and maintenance of the bridges and underpasses over or under Arterial Roads. All railway bridges that cross above or below roads and underpasses are the responsibility of and are maintained by the Rail Authority.

All other road and footpath/bike path bridges belong to Council. Some footbridges that cross municipal boundaries along creeks have a shared responsibility between neighbouring councils.

3.5.7 Public Transport Facilities

3.5.7.1 Tram Operators

Tram Operator is responsible for assets in the road reservation such as, tram tracks, overhead powerlines and shelters. Tram operators are also responsible for the road pavement between tram tracks, between the rails of each track and for a distance of 0.45 metres from the outside rail of each tram track. The responsible road authority is responsible for the road reserve outside these limits. Centreline road marking along a tram reserve is the responsibility of the responsible road authority but (yellow) line marking designating tram operational limits is the responsibility of the tram operator. Some Tram and Bus Shelters are maintained by other private companies under agreement with Council and/or the Tram Operator or Public Transport Victoria.

3.5.7.2 Train Operators

Train Operators provide the metropolitan and intra-state and inter-state train services that pass within or through the municipality. All the assets required to deliver the above service, such as overhead cables, shelters, pedestrian crossings, vehicular crossings, boom gates, fencing and train tracks, located within the rail reservation (including the full width of the road pavement 3.0m from the outside tracks at level crossings) are the responsibility of Train Operator to maintain. The responsible road authority is responsible for the road reserve and kerb and channel outside these limits.

3.5.8 Unmade Roads, Footpaths and Laneways

Construction of unmade infrastructure is undertaken in accordance with the *Local Government Act 1989*. The inspection and maintenance of unmade roads and laneways where house frontages exist are covered in this Plan.

The maintenance of unmade laneways (ROWs) that are **not** reasonably required for general public access is not covered by this Plan. In its Rights of Way Strategy 2011-2021, Council determined that maintenance of these assets is limited to: -

- Removal of dumped rubbish
- Vegetation control

3.5.9 Services

Pursuant to Clause 6 of Schedule 7 to the RM Act, Council is not subjected to any duty to maintain third party assets. Utility providers (water, gas, electricity etc.) that own assets (pits, poles, pipes, cables etc.) within the road reserve are infrastructure managers under the RM Act, and are responsible for managing those assets. These are covered in the Ministerial Code of Practice – Management of Infrastructure in Road Reserves and the Telecommunications Act 1997 (Commonwealth).

3.5.10 Bike Paths

The maintenance and management of bike paths along creeks and/or other open space may be subject to relevant agreements between Council, Melbourne Water and/or other relevant land owners. Council has an agreement with Vic Track for maintenance of bikepaths along rail reserves.

3.5.11 Vehicle Crossings

An owner of premises must ensure that each vehicle crossing to their premises from an adjacent road is maintained to the satisfaction of Council. It is recognised that the section of vehicle crossing along the footpath line serves a dual purpose (pedestrian use and vehicle traffic) and that therefore this section will be inspected by Council to ensure the safety of users. Where it is a wide or full width footpath, Council is only responsible for that part of the crossing that provides a continuous path of travel for pedestrians (Note: this is generally the first 1.5m from the property boundary).

Where a vertical displacement or linear cracks exist between the footpath and the area of crossing which is the responsibility of the adjoining land owner (described as a potential tripping hazard in Figure 3), Council will attend to that potential defect in accordance with the 'Schedule of Intervention Levels – Footpaths' in Appendix A if the cause of the defect is the heaving or subsiding of the footpath.

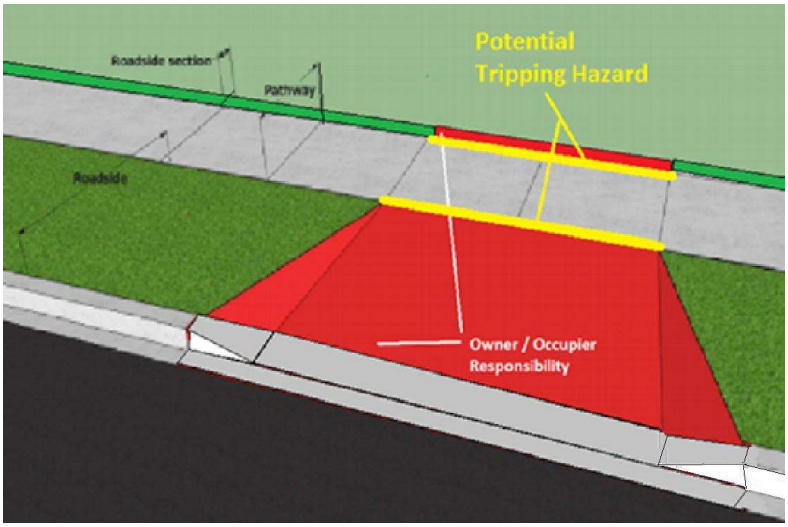


Figure 3 Vehicle Crossing

Where curved kerbing exists on Type 1 crossovers, the curved kerbing is considered as part of the crossing and hence the responsibility of the adjoining land-owner, as shown in Figure 4.

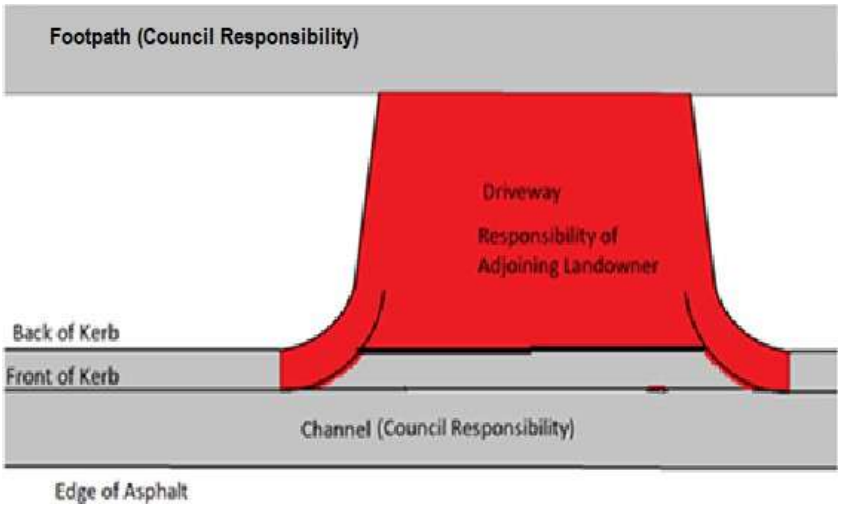


Figure 4 'Type 1' Vehicle Crossing

3.5.12 Repair of Damaged Council Assets

Where damage has been caused to a Council asset or road, the party that caused that damage shall be responsible for the repair of the damage at their cost to ensure that it is safe and operates at the level it previously operated. In particular, where secondary or 'consequential' damage has been caused to Council's assets (such as subsidence from water damage at a location other than the specific site of the asset works or repairs) the damage must be repaired by the responsible party to Council's satisfaction.

3.6 Safety Interface Agreements

In accordance with the *Rail Safety Act 2006*, Road and Rail Authorities are required to systematically identify risks at rail crossings. Council has entered into Safety Interface Agreements (SIA) under that Act with the relevant rail authority. These agreements detail the responsibility of each authority at each crossing.

3.7 Demarcation

Demarcation will generally be defined within the relevant Codes of Practice for various assets and responsible authorities. The following Codes, relevant at the date of adoption of this Plan, shall be used to resolve any demarcation that may arise:

- Code of Practice for Operational Responsibility for Public Roads (updated 30 May 2017)

  This Code provides guidance in determining the physical limits of operational responsibility between road authorities for the different parts or elements within the road reserve of public roads.
- **Code of Practice for Road Management Plans**

  This Code provides guidance for road authorities in the making of a road management plan for the inspection, maintenance and repair of public roads.
- Code of Practice for Management of Infrastructure in Road Reserves

  This Code provides guidance for road authorities, utilities and providers of public transport in planning and managing their infrastructure in road reserves.
- Code of Practice for Worksite Safety – Traffic Management

  This Code provides practical guidance to any person conducting or proposing to conduct, any works on roads in Victoria.

3.8 Obligations of Road Users

All road users have a duty of care with particular obligations prescribed in Section 17A of the *Road Safety Act 1986* which states:

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 their generality):

- 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; and
- their physical and mental condition.

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.

A road user must-

- take reasonable care to avoid any conduct that may endanger the safety or welfare of other road users;
- take reasonable care to avoid any conduct that may damage road; infrastructure and non-road infrastructure on the road reserve;
- take reasonable care to avoid any conduct that may harm the environment of the road reserve.

3.9 Incident Claims

Any person wishing to make a claim against a Road Authority in relation to the performance of the road management functions is to give notice of the incident in accordance with the requirements of Section 115 of the RM Act. Council is not liable for property damages less than or equal to the threshold stated in the RM Act.

4. LEVELS OF SERVICE

The process for determining levels of service has been based on extensive consultation with maintenance crews, key staff and the public. Levels of service were matched to industry standards and the available funding adopted in the budget process. Where shortfalls are identified, funding will be proposed in future budgets.

When assessing appropriate levels of service required for the various activities, the following was also taken into consideration:

- Road and Pathway hierarchy
- Road usage
- Level of risk

In developing these service levels, Council has ensured that the adopted service levels match the community needs as far as possible (i.e. within cost and resource constraints).

4.1 Review of Level of Service

Council has subjected its infrastructure service provisions to the fundamental elements of competitiveness, community consultation, collaboration and challenging the status quo, compared with other service delivery options. For the purpose of this Plan and particularly from the perspective of the RM Act, service provision criteria have been used to determine the following: -

- What type of service activities will be required to deliver an overall level of service;
- What the intervention levels for each service activity are; and
- What the responsiveness for each activity is.

4.2 Risk Management

According to AS/NZS ISO 31000n 2018 Risk Management Standard, *risk is the "effect of uncertainty on objectives", and an effect is a positive or negative deviation from what is expected.* Therefore, risk is the chance that there will be a positive or negative deviation from the objective you expect to achieve.

ISO 31000 recognises that organisations operate in an uncertain world. Whenever we try to achieve an objective, there's always the chance that things will not go according to plan, or we will not achieve what we expect to achieve. Every step taken to achieve an objective involves uncertainty, and has an element of risk that needs to be managed. Accordingly, we can reduce uncertainty and manage risk by using a systematic approach to risk management.

The overall objectives of a formal risk management approach are to:

- Outline the process by which Council will manage risk associated with its road assets, so that all risks can be identified and evaluated in a consistent manner.
- Identify operational and organisational risks at a broad level.
- Allocate responsibility for managing risks to specific staff to improve accountability.
- Prioritise the risks to identify the highest risks that should be addressed in the short to medium term.

A risk management approach that is consistent with the process outlined in the AS/NZS ISO 31000:2018 (ISO 31000) has been adopted to achieve these objectives. The process is illustrated in the figure below:

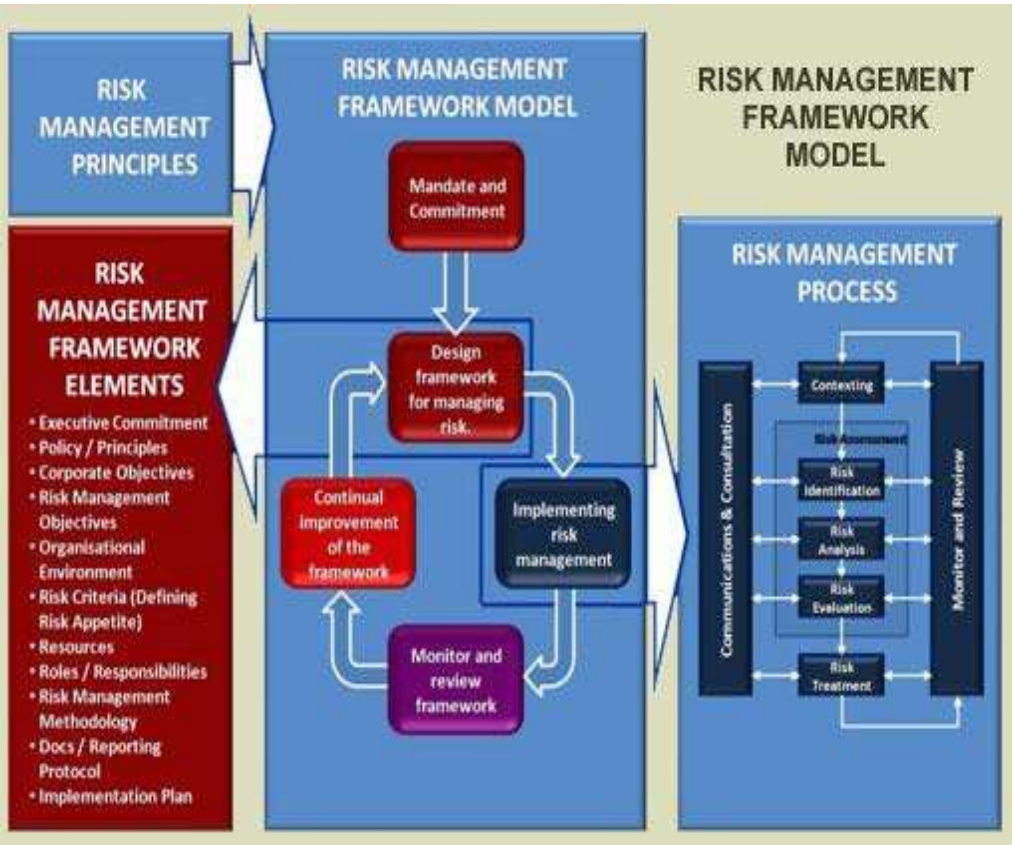


Figure 5 Risk Management Framework

4.3 Levels of Service

Council is committed to providing a safe and efficient road and footpath network. Utilising a risk assessment approach is seen as the best way to allocate available resources. It considers the severity of the defect and the road hierarchy in allocating a suitable response time. The objectives of this type of approach are to separate the minor acceptable risks from the major risks, and to provide data to assist in the evaluation and treatment of these risks.

This analysis has been used in determining inspection frequencies (including treatment options based on the identified risk), response times and intervention levels. These tasks are expected to be undertaken in combination with available resources and have been considered to be the main factors in setting reasonable levels of service presented in Appendix A – Maintenance and Inspection Standards.

4.3.1 Inspection Frequencies

Council's proactive inspection system is based on 18 maintenance areas which are used to ensure that a full coverage of the road and footpath network is systematically carried out. Within each area, proactive inspections are undertaken annually (within 13 months) on link roads, collector roads and high use (H1 and H2) footpaths. Proactive inspections are carried out on a 3 yearly (37 month) cycle on other roads and footpaths assets, in accordance with standard timeframes outlined in Appendix A.

4.3.2 Intervention Levels

Intervention levels serve as trigger points in determining whether repair works need to be carried out. As a general practice, intervention levels will be regularly monitored to reflect changing conditions and best appropriate practice standards. It is anticipated that the intervention levels established may also change over time in relation to other Council roads and resource allocations.

4.3.3 Response Times

Initial response times following a reported hazard or identified failure of an asset will be in accordance with the specific timelines outlined in Council's Customer Service System - Pathway. Each response, whether reactive or proactive (following routine or scheduled inspections), will be carried out within these timelines. This will involve:

- an assessment of risk and if required, installation of temporary control measures such as barricades and signs;
- determining whether repair works are to be carried out;
- immediate repair works; and/or
- scheduling of repairs within the response times as outlined in Appendix A.

The process for responding to reactive or customer service requests is documented in Appendix B.

5. EXCEPTIONAL CIRCUMSTANCES

Although Council will make every effort to meet all aspects of this Plan, it may find itself in situations or circumstances that affect its activities and ability to deliver specified service levels in the Plan. These circumstances include but are not limited to:

- Natural disasters – including floods, fires, droughts etc.;
- Human factors – such as unavailability of Council staff or suitably qualified contractors etc.; and
- Any other major event beyond the control of Council

In the event that the Chief Executive Officer (CEO) of Council has considered the impact of such event on the limited financial resources of Council and determined that requirements of this Plan cannot be met, then consistent with *Section 83 of the Wrongs Act 1958*, the CEO will decide and inform relevant officer(s) that some or all of the timeframes and responses in this Plan are to be suspended.

Following determination of the scope of the event/s and identification and commitment of resources responding to the event, there will be ongoing communication between Council's CEO and Council Officers who will determine which parts of Plan are to be reactivated and when.

Council will, in such circumstances, issue statements to residents advising of the suspension or changes to the service levels under this Plan and will include reference to how the work that will be done is prioritised and the period for which it is likely to be affected.

Details of the incident that led to the "Exceptional Circumstances" clause being activated, and then the process taken to reactivate the Plan will be recorded and stored along with this Plan.

6. PERFORMANCE MANAGEMENT AND REVIEW

6.1 Level of Service Adopted by Council for Road Assets

The adopted levels of service have been developed within overall policy considerations, consistent with Council's long-term financial forecasts, whilst responding constructively to the expressed views of the community. In developing these service levels, Council has ensured that the adopted service levels match the community's needs as far as possible (i.e. within cost and resource constraints).

6.2 Performance Monitoring

Performance monitoring is undertaken regularly, generally as follows:

- Regular management meetings to review all operational matters of routine maintenance, including inspections, hazardous situations, work programs, OH&S matters, etc.

- Regular meetings of the management team to manage and monitor the implementation of the Capital Works Program.
- Reports on performance to the community are via Council's Annual Report.
- Annual performance report to State Government Departments
- Assessment of community feedback via the Community Satisfaction Surveys.

The overall objective is to ensure that the Council meets its obligations under the RM Act.

6.3 Benchmarking with Adjoining Municipalities

Council intends to provide a consistent approach with regard to this Plan with adjoining municipalities. It has reviewed and considered the levels of service previously adopted by the adjoining municipalities.

This process has ensured that Council has addressed issues of consistency and joint or cross boundary issues. Memoranda of Understanding (MOUs) are being reviewed and discussed for agreement by Council's adjoining municipalities for assets considered to be shared assets.

6.4 Audits

A program of auditing, using both internal and external auditors, will be implemented for the purpose of ensuring that the management systems in place are delivering on the levels of service within this Plan. Council is subjected to Public Liability auditing by Council's insurance providers.

6.5 Amendment of Road Management Plan

The level of service may be reviewed in light of existing conditions i.e. defects intervention level and/or response time is not feasible or inadequate. Any revision of this Plan will be in accordance with Section 54 of the RM Act, which includes community consultation.

6.6 Road Management Plan Review

The Register of Public Roads will be reviewed at least annually in order to meet the changing needs of the City and legislative requirements. The changes will also reflect the change in assets as they are created, modified, discontinued or disposed of, and changes in processes and procedures as part of continuous improvement.

In compliance with the *Road Management (General) Regulations 2016* – Regulation 8(3), this Plan will be reviewed following each Council election.

7. MANAGEMENT SYSTEM

7.1 Relevant Government transport and other policies

Council's management of roads (and road related infrastructure) also gives due consideration to a variety of other initiatives and government policies, such as:

- Federal policies and strategies like "Auslink" and "Roads to Recovery".
- Operational Responsibility for Public Roads
- Code of Practice – Management of Infrastructure in Road Reserves
- The Council Plan.
- State Government policies and strategies
- Council's Planning Policy Framework
- Council's Integrated Transport Strategy (MITS).
- Council's Asset Management Policy and Asset Management Plans

7.2 Monitoring Road Condition

A condition survey of Council's roads, footpaths, kerb & channels, Rights of Way is carried out every 4 years. A condition assessment of Council's bridges is carried out every 3 years.

Council maintains an Asset Management System and a road and inventory register. This system records the location and nature of road assets for which Council has maintenance responsibility listed on Council's road register of public roads. These details are recorded when assets are created, and then updated progressively as assets are changed or a condition assessment is undertaken.

7.3 Establishing Priorities & Allocating Resources

Council will establish maintenance works priorities in accordance with set criteria using operating data from its contracted service providers' maintenance management systems taking into account its duty to inspect, maintain and repair public roads for which it is responsible. A comprehensive maintenance program is developed using the severity of defects, community demand and budget constraints.

7.3.1 Network level

Road funding requirements are determined using a predictive modelling tool (myPredictor). Updating of the data is performed to reflect the rehabilitation and resurfacing programs undertaken during that year. Council uses these results to undertake a long term analysis for a number of different funding scenarios, optimising the funds to minimise User and Agency costs. The results of this analysis determine the optimum funding levels for the maintenance of the road network. This analysis also provides a means by which Council can identify gaps in asset performance caused by changes in external influences and budgetary constraints, as well as any changes to asset management strategies.

7.3.2 Project level

The maintenance program aims to identify the best mix of maintenance treatments that can satisfy the identified asset maintenance needs at the lowest life-cycle cost and within the level of funding provided. Candidate road pavement and road resurfacing projects are ranked in priority order using the results of road condition surveys and the outputs of the myPredictor analysis. Bridges are ranked using the condition results of the level 2 bridge inspections undertaken by a qualified bridge inspector every 3 years.

7.3.3 Routine Maintenance Repairs

Routine maintenance projects are identified and prioritised based on the defect and safety inspections and is based on meeting Council's statutory obligations under this Plan, preserving asset integrity and satisfying safety criteria including any environmental goals.

7.4 Delivering and Auditing Maintenance Programs

The Chief Executive Officer shall have responsibility for assigning the roles and responsibilities of the appropriate Council Officers for the purposes of implementing the requirements of the RM Act and this Plan. The duties to be undertaken by Council staff are set out below.

7.4.1 Transport Unit

The Transport Unit provides strategic planning, policy development and day-to-day management of municipal traffic engineering related issues.

7.4.2 Asset Management Unit

The Asset Management Unit undertakes cyclical reviews, as well as ongoing compliance audits of this Plan in collaboration with the Roads and Transport Development Units.

The unit also develops and undertakes regular reviews of the AM Policy, the AM Improvement Strategy, AM Plans and asset condition inspection standards.

7.4.3 Roads Unit

The Roads Unit undertakes Plan inspections as outlined in Appendix A, as well as systematic inspections of development works within the municipality. Regular monitoring reduces asset and environmental damage as well as improve public safety.

Routine maintenance work is carried out on the road and footpath infrastructure in a regular and orderly manner within available funds and resources and within the requirements of this Plan. Reactive works resulting from customer requests are also assessed using the processes mentioned in this Plan.

The majority of the operational reactive maintenance programs and works planning records are stored on Council's Asset Management System. These records include but are not limited to, the date the inspection was undertaken, date the work was completed, location and task completed.

7.4.4 Finance and Business Systems Branch

The Finance and Business Systems Branch of Council is involved with the recognition of assets and depreciation issues in compliance with the relevant codes of practice, input in preparing and review of the long-term financial plan.

7.5 Recording Asset Performance

Asset performance is recorded primarily through Council's Asset Management System. After the completion of the 4 yearly condition assessment, Council undertakes an analysis of the relative condition of the road network compared to the previous survey.

Performance monitoring is undertaken on a programmed basis and generally follows:

- Regular management meetings of the City Infrastructure Department.
- Reports on performance to the community via the Council Annual Report.

The management systems that have been put in place provide Council with a means to ensure it is delivering the levels of service adopted. It also provides a means by which Council can review the service levels from one year to the next and make decisions about the need for any additional resources to address scope of works and funding requirements.

7.6 Responding to Incidents and Emergencies

7.6.1 After Hours Service

Calls are received through Council's after hours Call Centre and are screened for public safety by a Council Officer. A supply of warning signs and barricades are available to on-call staff to make areas safe until the following working day. Backup resources are available to on-call staff if required. The details resulting from the after-hours calls are recorded in the Customer Request System and Asset Management System for any follow-up action.

7.6.2 Temporary Measures and Warning Systems to warn road users of hazards

If a section of road is closed for any reason, appropriate assistance or guidance is provided to members of the public. Council will assist emergency services as requested at any accident.

During storm events, Council's Roads Unit and Street Cleansing Unit attends ponding/flooding locations that present a risk to the public or property before attending to any that might impact on the road infrastructure.

If the road is obstructed by abandoned vehicles, Council's Amenity and Compliance Unit is notified and steps in to safeguard the traffic are undertaken.

In the event of a spillage on the road the relevant fire-fighting authority is notified of hazardous materials spillages. Where spillage of oil/fuel/chemicals occur action can be undertaken by either/or all agencies including Council/EPA/FRV, based on the circumstances and the type of spillage (vehicle accident or hazardous substance). The affected area is treated to minimise spilling entering the water courses and to ensure the road is safe for all.

In the case of mud on roads, Asset Protection Officers within the Roads Unit are notified and appropriate action to clean up is initiated.

7.6.3 Incident Inspections and Response

Council may undertake within 14 days of receiving a formal Notice of Incident, an inspection (s116 of the RM Act) and prepare a condition report of the part of the public road or infrastructure, specified in the notice.

7.6.4 Recording and Assessment of Complaints/Requests

Requests and complaints for work/repairs are received as reactive. These reactive complaints or requests are logged onto Council's Customer Request System (CRS) and are forwarded to the relevant Unit for investigation. Road and footpath infrastructure complaints are handled by the Roads Unit. The inspector responds to the request by carrying out a site inspection/assessment in accordance with this Plan. This inspection also determines whether it is necessary to install temporary measures including signs and barriers until work resources become available. The assessment is recorded in Council's Asset Management System. Reactive complaints/requests are linked via their complaint number making an easy audit trail.

7.6.5 Temporary Repairs

Council is committed to providing a response to situations in accordance with the specified response times. However, in some circumstances where a hazard cannot be rectified within the timeframes due to lack of resources or budgetary constraints, a temporary repair will be carried out. Permanent works will then be planned as part of Council's planned maintenance program.

7.6.6 Duty to Inform Utility or Service Provider

If, during an inspection, Council becomes aware that any non-road infrastructure not belonging to Council is in need of repair or appears to be in an unsafe condition, it will convey the information in writing to the relevant service provider as per the response times indicated in Appendix A.

7.6.7 Inspection Regime – Proactive and Reactive

Details of the type and frequency of proactive inspection regimes are covered in Section 4 of this Plan. Reactive inspections are undertaken when a request from the public is received. The request is assessed on the same criteria as a proactive inspection.

7.6.8 Linkage between Inspections and Actual Maintenance/Action Undertaken

Every inspection whether it is proactive or reactive is assigned a unique reference number automatically. All works undertaken to repair any defect are consecutively entered in the Asset Management System having the same unique reference number. This allows for a complete and accurate audit process to be established tracking the defect from the day it was reported or captured to its completion.

8. Appendix 'A' Maintenance & Inspection standards RMP 2025

1.0 SCHEDULE OF INTERVENTION LEVELS - ROADPAVEMENTS						
ITEM	OPERATIONAL ACTIVITY	INTERVENTION LEVEL	RESPONSE TIME			
			L	C	A	CL
1.1	Pothole Patching on sealed trafficable lane **or** on-road bike lane	When a pothole≥40 mm in depth and ≥300 mm in diameter	2W	3W	4W	4W
1.2	Regulation of wheel ruts and depression	When rutting depression and vertical displacement is ≥50mm over a 3m long straight edge in the trafficable path	2W	3W	4W	4W
1.3	Bike Lane – Linear Pavement Cracks	When linear pavement cracks ≥20 mm width and ≥200 mm in length	2W	3W	4W	4W
1.4	Unsealed Pavement	Repair unsealed roads when rutting, potholing and corrugations ≥100 mm depth and ≥1000 mm in diameter:	Not applicable	Not applicable	4W	4W
1.5	Segmental (paved or bluestone) within the road pavement	When segmental pavement ≥50 mm vertical displacement: adjacent paver/bluestone: or missing	4W	4W	4W	3M
1.6	Missing and Damaged Pit Lids	When missing or damaged	1D	1D	SD	10D

2.0 SCHEDULE OF INTERVENTION LEVELS – SIGNS						
ITEM	OPERATIONAL ACTIVITY	INTERVENTION LEVEL	RESPONSE TIME			
			L	C	A	CL
2.1	Warning, Regulatory and Hazard Signs on 60km/hr roads	Missing/Damaged/graffitied (when sign has become ineffective)	1W	2W	4W	12W
2.2	Warning, Regulatory and Hazard Signs on 50km/hr (and lower speed) roads	Missing/Damaged/graffitied (when sign has become ineffective)	2W	2W	4W	12W

3.0 SCHEDULE OF INTERVENTION LEVELS – FENCING and DELINEATION						
ITEM	OPERATIONAL ACTIVITY	INTERVENTION LEVEL	RESPONSE TIME			
			L	C	A	CL
3.1	Guard Rail and Fencing	Damaged (ineffective) or missing sections	4W	8W	4M	12M
3.2	Linemarking	Faded (ineffective) or missing sections resulting in a safety risk	4W	8W	4M	12M

4.0 SCHEDULE OF INTERVENTION LEVELS – ROADSIDE VEGETATION						
ITEM	OPERATIONAL ACTIVITY	INTERVENTION LEVEL	RESPONSE TIME			
			L	C	A	CL
4.1	Canopy Clearance	Overhanging vegetation limiting vertical clearance to less than 4.3m	2W	2W	Not applicable	Not applicable
		Overhanging vegetation limiting vertical clearance to less than 3.5m	Not applicable	Not applicable	3M	3M
4.2	Sightline Provision	On 60km/h road, minimum sightline of 40m to be provided	2W	2W	4W	8W
		On 50km/h (or lower) road. Minimum sightline of 30m to be provided	2W	2W	4W	8W

5.0 SCHEDULE OF INTERVENTION LEVELS – FOOTPATHS (ALL PATHS INCLUDING BIKE, SHARED AND IN RESERVES)					
ITEM	OPERATIONAL ACTIVITY	INTERVENTION LEVEL	RESPONSE TIME		
			H1	H2	Std
5.1	Concrete, Asphalt & Segmental Paths	When pavement vertical displacement ≥30 mm	4W	4W	8W
		When pavement vertical displacement is between 25mm and 30mm	6M	6M	Not applicable
		Cracking along path of travel ≥20 mm	4W	4W	8W
		Cracking perpendicular to path of travel ≥30 mm	4W	4W	8W
		When path is heaved or depressed ≥75 mm over 1.5m straight edge	2W	4W	8W
5.2	Asphalt Paths and Unsealed (crushed Rock or Gravel Paths)	When a pothole ≥150 mm and ≥20 mm in depth	2W	4W	8W
5.3	Segmental Paths	Loose, unstable or missing pavers	4W	4W	8W
5.4	Tactile Pavers	Dislodged or missing	4W	4W	3M
5.5	Pathway Vegetation	Overhanging vegetation limiting vertical clearance to less than 2.5m	2W	4W	8W
		Vegetation obstructing intersections, or signage (regulatory warning or hazard) for bike-paths and shared paths from a distance of 20m	4W	4W	8W

6.0 SCHEDULE OF INTERVENTION LEVELS – ROADSIDE AND STREET FURNITURE						
ITEM	OPERATIONAL ACTIVITY	INTERVENTION LEVEL	RESPONSE TIME			
			L	C	A	CL
6.1	Street furniture: Includes Bollards, Seats, Bins, Bus Shelters	Vandalised or Damaged	4W	4W	4W	4W

7.0 SCHEDULE OF INTERVENTION LEVELS – SERVICE AUTHORITIES AND THIRD-PARTY WORKS					
ITEM	OPERATIONAL ACTIVITY	INTERVENTION LEVEL	RESPONSE TIME		
			H1	H2	Std
7.1	Utility Service Pits	Missing and/or Damaged Service Pits when ≥ 30mm vertical displaced	1D	1D	4D
			Management of Service Authorities' assets within the road reserve is subjected to the "Code of Practice for Management of Infrastructure in Road Reserves". Report to responsible Service Authority		
7.2	Third Party Pavement Reinstatements/Road Openings	When the level difference is ≥30 mm at any point of the work area	4W	4W	4W
			Pursuant to Schedule 7 of the Act and "Code of Practice". Notify responsible third party or asset owner to make safe.		

8.0 INSPECTION FREQUENCIES ROAD & FOOTPATH NETWORK			
ITEM	OPERATIONAL ACTIVITY	HIERARCHY	FREQUENCY
8.1	Road Inspections	Link	6M
		Collector	12M
		Access with Shimmies	12M
		Access	24M
		Constructed Laneways	24M
8.2	Footpath Inspections - All paths including shared and in reserve Inspections	High Use 1 - H1 - Activity Centres/Shopping Strips	6M
		High Use 2 - H2 - Access Routes	12M
		Standard	24M
8.3	Road and Footpath Condition assessments (In accordance with the Road Asset Management Plan)	All	48M
8.4	Bridge & Culvert Inspections	Level 1	6M
		Level 2	As part of condition inspections
		Level 3	As Needed
8.5	Retaining Walls	height > 1.5m	6M
		height 1.0m to 1.5m	24M
		height < 1.0m	Response to CRS
8,6	Night Inspection for regulatory signs, warning signs, hazard signs and pavement marking	Link	12M
		Collector	24M
		Access	24M
		Constructed Laneways	48M
8.7	Electrical Hardware/Traffic Signals Inspections	All	Response to CRS and as part of maintenance contract

Abbreviations

Roads

L – link roads

C – collector roads

A – access roads

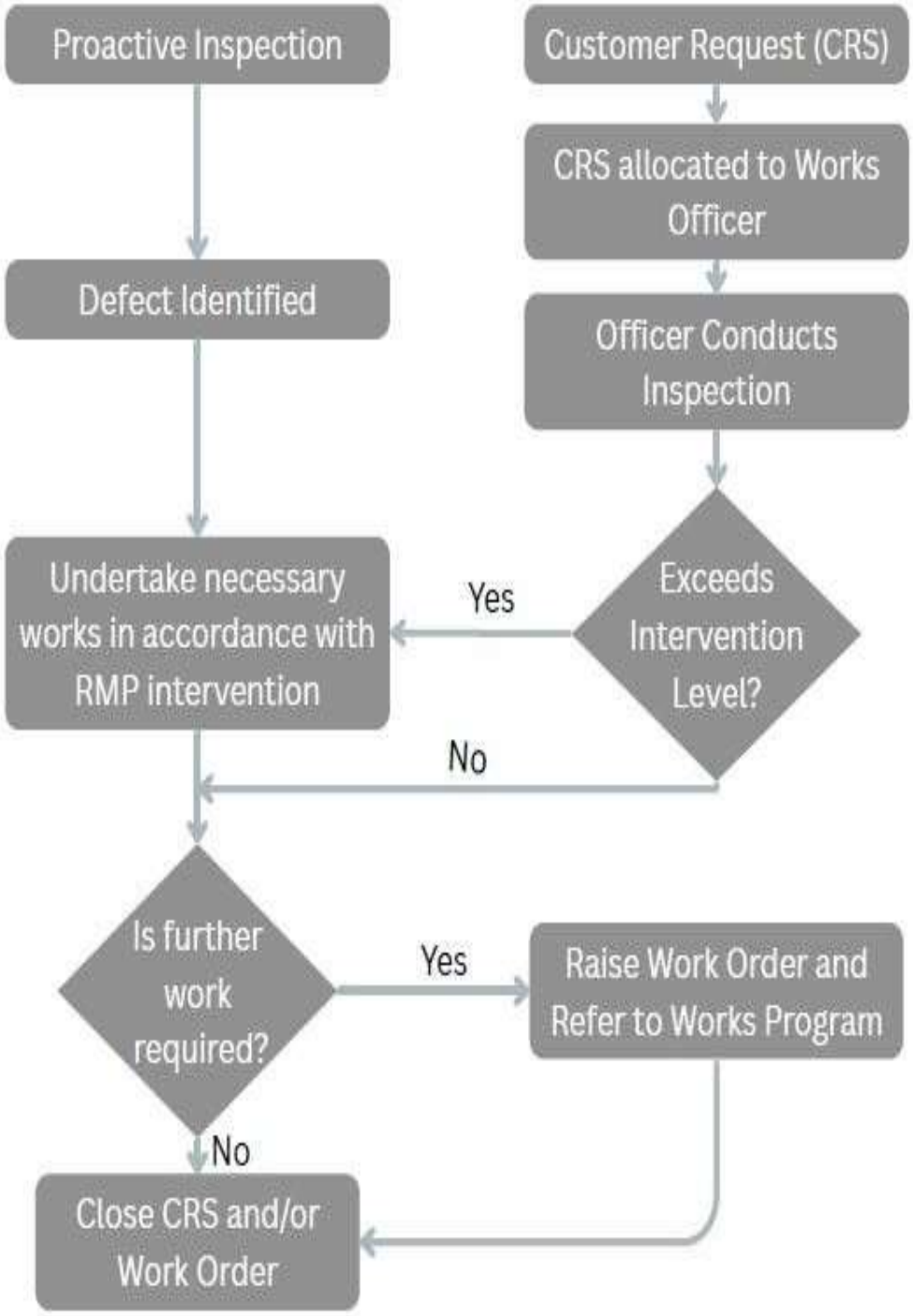
CL – constructed laneways

Shimmies – signed low trafficked roads which cyclists are encouraged to use; indicated by bicycle stencils on road surface

Time frames

D – calendar day

W – week

M- Month

9. Appendix 'B' Management System