



Road Management Plan

Adopted 9 July 2021



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Introduction

Baw Baw Shire Council is charged with the responsibility to provide the public and other road users with a safe and efficient road network.

This Road Management Plan (Plan) sets inspection intervals and response times as well as stating management systems which Council will implement to ensure that its responsibilities within the Road Management Act 2004 are met.

The Plan applies to Council managed roads and associated infrastructure assets and is intended to be used as a communication tool to highlight the current levels of service and management practices.

Background

In accordance with Road Management Act 2004, (Act) Baw Baw Shire Council, as the coordinating road authority for Council managed roads, has a statutory obligation to inspect, maintain and repair these roads.

For Council to show that it has satisfied its duty of care to road users, it is required to demonstrate that it has in place a reasonable regime for inspecting the road network to discover defects. These aspects of inspection and response are dealt with in Schedule 1 and are the key components of this Plan.

In preparing the latest iteration of the Plan, Council has reviewed its maintenance standards, levels as prescribed within the body of this document, with due consideration given to Council's limited resources and competing priorities.



Road Management Plan Availability

A copy of the Plan may be obtained or viewed by the public at:

West Gippsland Arts Centre, Corner of Smith and Albert Street, Warragul

Drouin Customer Service Centre: 33 Young Street, Drouin

Council Website: www.bawbawshire.vic.gov.au

Legislative Context

Road Management Act 2004

Section 50 of the Act – Purposes of a road management plan

Section 50 of the Act States that the purposes of a road management plan are having regard to the principal object of road management and the works and infrastructure management principles:

- (a) to establish a management system for the road management functions of a road authority which is based on policy and operational objectives and available resources; and
- (b) to set the relevant standard in relation to the discharge of duties in the performance of those road management functions.

Section 34 of the Act – General functions

A road authority has the following general functions:

- (a) to provide and maintain, as part of a network of 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 users are to be managed in a manner which minimises any adverse effect on the safe and efficient operation of the road and on the environment.

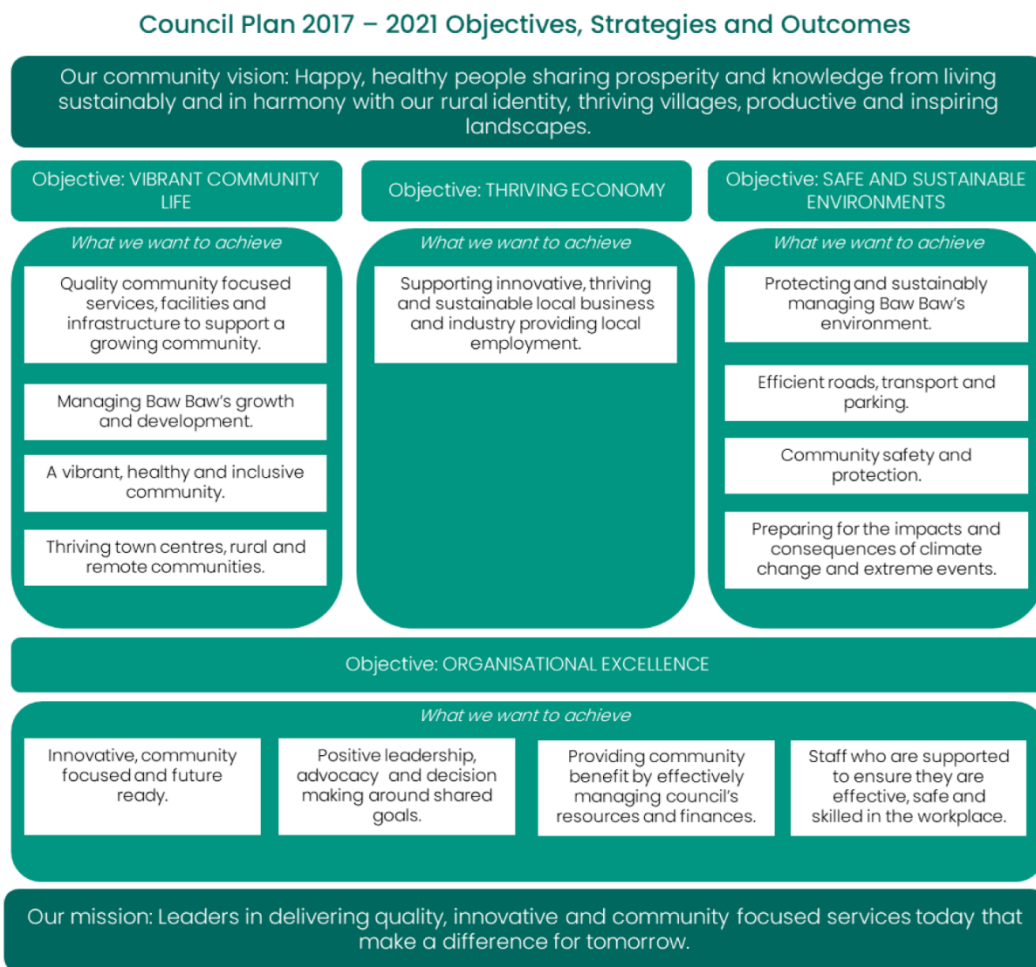
- (c) to manage traffic on roads in a manner that enhances the safe and efficient operation of roads.
- (d) to design, construct, inspect, repair, and maintain roads and roads infrastructure.
- (e) to coordinate the installation of infrastructure on roads and the conduct of other works in such a way as to minimise, as far as reasonably practicable, adverse impacts on the provision of utility or public transport services.
- (f) to undertake works and activities which promote the functions referred to in paragraphs (a), (b), (c) and (d) and to undertake activities which promote the function in paragraph (e).

Section 40 of the Act – Statutory duty to inspect, maintain and repair public roads

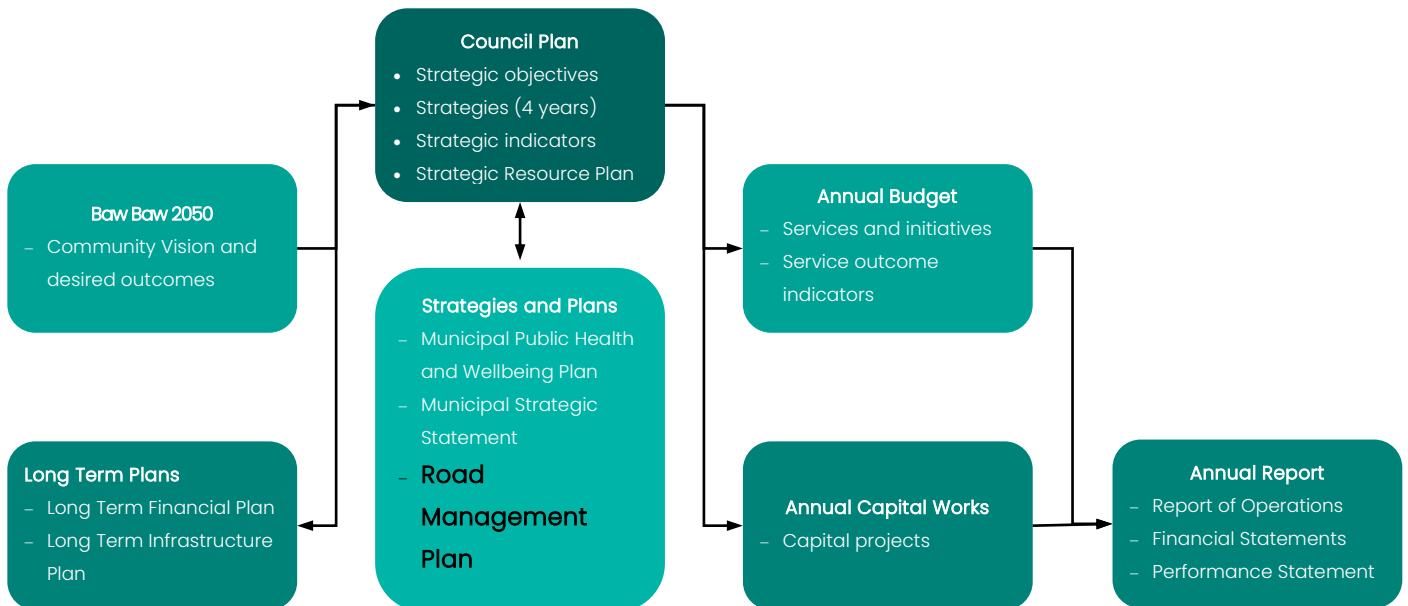
1. a road authority has a statutory duty to inspect, maintain and repair a public road:
 - (a) to the standard specified in the road management plan for that public road or a specified class of public roads which includes that public road.
2. the statutory duty imposed by subsection (1) does not create a duty to upgrade a road or to maintain a road to a higher standard than the standard to which the road is constructed.
3. the statutory duty to inspect applies to any part of a public road which is:
 - (a). a roadway.
 - (b). a pathway.
 - (c). a shoulder.
 - (d). road infrastructure.

Council Context

The Council Plan represents a 4-year road map (2017–2021) and describes the key services and priorities for Council. The Council Plan’s vision is happy, healthy people sharing prosperity and knowledge from living sustainably and in harmony with our rural identity, thriving villages, productive and inspiring landscapes. In order to achieve this vision, the Council Plan sets out the objectives presented overleaf.



The Road Management Plan’s role with respect to its function and place is presented in the diagram below, which provides organisational context.



Road Related Infrastructure

Road Assets Included in the Plan

- Local roads
- Ancillary areas
- Carparks
- Bridges
- Pathways

Road Assets Excluded in the Plan

- Regional Roads Victoria/VicRoads (RRV) roads (arterial) and assets
- Department of Environment Land Water and Planning assets.
- Service authority (utility) assets
- Any road, driveway or pedestrian pathway on private property and/or providing access from private property to a public road
- Any unconstructed road which Council does not maintain but which provides 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 constructed to Council's minimum standards and are not already listed on Council's Road Register.
- Any access track or driveway location within a road reserve, that was not constructed by or on behalf of Council that only provides access to adjoining private property and is not already listed on Council's Road Register.
- Section 107 of the Road Management Act provides that Council is under no statutory duty to inspect, maintain or repair vehicle crossovers on road reserves that provide access to land adjoining a road. This responsibility rest with the adjoining landowner.

Regional Roads Victoria/VicRoads (RRV) is the coordinating road authority for the main road network and is typically the responsible authority for road reserves on all Highways, Freeways and declared main roads in rural areas.

RRV has an agreement with Council which defines maintenance responsibilities on those roads in urban areas. RRV generally maintains the road pavement and kerb and channel, whilst Council maintains the road reserve and footpath.

Figure 1 below provides a typical road cross section which defines responsibilities.



Figure 1: Typical VicRoads Declared Main Road in urban Areas (Source: Code of Practice Operational Responsibility for Public Roads).

Road Hierarchy

Roads within Baw Baw Shire are given a road hierarchy classification based on factors including traffic volume, traffic type and accessibility, as shown in the table below.

This results in varied inspection frequencies, intervention levels and response times for each road classification.

Classification	Description
Link	Provides a linkage between or to significant population centres, defined townships, districts, tourist facilities and major traffic generators such as residential, industrial, and commercial nodes and/or declared road network.
Collector	Distributes traffic between arterial roads or provides connection into larger residential areas. The collector street may be used as a bus route.
Local	Provides access to residents.
Local Minor	These roads provide access to abutting property with little if any through traffic.
Limited Access	Roads or streets which have no through traffic component and generally serve less than 2 properties.

Register of Public Roads

The Register of Public Roads defines the roads and their classifications that are deemed required for public use, and for which Council is the responsible road authority.

Council has adopted a policy and procedures for registering or removing a road on or from the Register. The register is updated on a regular basis to include new roads in subdivisions etc.

Furthermore, Council must inspect, maintain and repair to ensure that is a road is required for public traffic that it is kept open for public use, and may carry out work on the road. Council is not obliged to undertake any work on an unformed road. Council must inspect, maintain and repair any road included on the Register of Public Roads.

Pathway Infrastructure

A pathway hierarchy classification has been developed, based principally on the volume of usage (both pedestrian and cyclists if applicable) and are detailed in the table below:

Pathway Classification	Locations & Functions
High Usage	Central Business District areas of major towns including Warragul, Drouin, Trafalgar, Yarragon and Neerim South, Longwarry
Medium Usage	Specified locations which can represent a moderate volume of pedestrians e.g., outside schools, medical precincts, elderly citizens centres, hospitals, markets, minor-shopping areas, collector paths and shared bicycle/pedestrian paths.
Low Usage	Constructed footpaths in residential areas.

Demarcation and Transfer of Responsibility

Baw Baw Shire Council is bounded by 5 municipalities being Cardinia Shire Council, South Gippsland Shire Council, Latrobe City Council, Yarra Ranges Shire Council and Mansfield Shire Council.

The municipal boundary is often the centreline of a road or follows a watercourse over which bridges, or culverts have been constructed. Council has documented agreements with the neighbouring municipalities for boundary roads to clearly assign maintenance responsibilities for the whole road or bridge to the respective Council. The agreement also identifies capital works responsibilities.

The Department of Environment, Land, Water and Planning (DELWP) has an agreement with Baw Baw Shire Council which defines the maintenance responsibilities for those roads within Baw Baw Shire they are responsible for.

Amendments to the Rail Safety Act 2006 requires that rail Infrastructure managers and road managers to jointly manage safety risks from the road/rail crossing through Safety Interface Agreements (SIA's). The requirements for these interface agreements are set by the Office of the National Rail safety Regulator (ONRSR). Baw Baw Shire is yet to come to a suitable arrangement and therefore is yet to sign the agreement.

Codes of Practice and Regulations

The following codes and regulations that relate to this Plan may be viewed via the VicRoads website.

- Code of Practice – Operational Responsibility for Public Roads
- Code of Practice – Management of Infrastructure in Road Reserves
- Regulation – Road Management (Works and Infrastructure) Regulations
- Regulation – Road Management (General) Regulations

Construction, Inspection, Maintenance and Repair

Pursuant to the provision of Section 41 of the Road Management Act, the Council as the relevant road authority may determine the standard to which it will construct, inspect, maintain and repair roadways, pathways, road infrastructure and road related infrastructure for which it is responsible.

Schedule 1 & 2

Outlines standards applicable to those local roads (including associated kerb & channel and drainage), and pathways listed in the Register of Public Roads. The details outline: -

- a. Examples of tasks or works expected to be undertaken.

- b. The schedule of inspections to be undertaken of specified matters at specified intervals.
- c. The circumstances under which intervention action is to be taken with respect to repair or maintenance needs from defects reported or found on inspection.
- d. Priority to be given to intervention action under paragraph c.
- e. The kind of priority to be given to intervention action which is to be taken in the circumstances specified under paragraph d; and
- f. Provision, as far as practicable, for the unpredictable, i.e., emergencies, unusual weather events e.g., high winds, heavy rain, high grass growth and “natural disasters”.

The Plan acknowledges the importance of understanding that the level of work undertaken in response to community expectation is also subject to budget allocation.

Maintenance

Council’s road maintenance is currently undertaken by both a contractor and Council’s own staff. Council’s current Road Maintenance contract commenced on 1st July 2020.

Inspection Schedules

To ensure that roads are maintained to a reasonable standard, various inspection schedules have been determined for each category of road and road asset. The frequency of inspections varies for individual road assets and reflects road classifications, usage, reasonable community expectations, and available resources.

Defect inspections are undertaken on a programmed basis to identify and measure the extent of any defect in an asset with all defects then assessed against intervention levels set out in the Plan.

Safety inspections are inspections initiated from a customer request or council officer.

The adopted inspection schedules are detailed in Schedule 1.

Service Standards

The minimum standard to which roads and road assets are to be maintained are reflected in the service standards specified in this Plan. To ensure that the assets do not deteriorate beyond the set standards, individual intervention levels have been determined for each road asset that reflect road classification and usage, community expectations potential risk and available resources.

The adopted service standards are detailed in Schedule 2 of this Plan.

Where “day, week or month” is used to define the response time it refers to a calendar day, week

Where the response is “programmed” it is referred to a program of works and undertaken, subject to the availability of funds, in conjunction with other scheduled works.

Temporary Measures

When any reported hazard requires maintenance works to be carried out to any road, bridge, carpark, kerb & channel or footpath and it is not practical or feasible to undertake the works immediately, it may be necessary for temporary measures to be undertaken to reduce the extent of or to highlight the risk to road users.

These temporary measures may take the form of:

- a. Physical minor works
- b. Highlighting the defects/hazard through the use of appropriate signage or barricades or visually distinctive pavement markings and regular inspection of the site.

Non-Standard Maintenance Replacement – Footpath/Kerb & Channel

When any footpath or kerb & channel has generally deteriorated to the point that it needs replacement, but its condition is not considered a safety risk to pedestrians or motorists, the work is referred to the annual capital works program.

Contract Management

Council undertakes quarterly performance reviews of the Road Maintenance Contract to ensure compliance with the requirements of the Contract and the requirements of the Plan.

Delegations

The Chief Executive Officer has delegated the various functions under the Act to the respective officers of Council through an “Instrument of Sub-Delegation”.

Exceptional Circumstances

Council will make every endeavour to meet all aspects of the Plan. However, in the event of natural disasters, pandemics and events including but not limited to, fires, floods, as well as human factors, including but not limited to 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 Plan.

In the event that the Chief Executive Officer of the Council, has to consider the limited financial resources of Council and its other conflicting priorities, meaning the Plan cannot be met, they will write to the Council Officer in charge of the Plan and inform them that some, or all of the timeframes and responses in the Plan are to be suspended.

Once the events beyond the control of Council have abated, or if the events have partly abated, Council’s Chief Executive Officer will write to the Council Officer responsible for the Plan and inform them which parts of the Plan are to be reactivated and when.

Financial Resources

This Plan 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:

- Level 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.

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.

Safety at worksites

All maintenance work on local roads will be undertaken in accordance with the relevant occupational, health and safety legislation, codes of practice and guidelines.

Council's Occupational Health & Safety Policies which are relevant to Contractor, Council Workers and public safety can be obtained by contacting Council.

System for Managing Service Requests

Regardless of the method in which they are received, service requests are entered into Council's Customer Request System to ensure they are actioned in accordance with the service standards nominated in this plan. This system enables the request to be automatically directed to the responsible team for inspection and if a defect exists programming of the necessary rectification works in accordance with the response times specified.

Plan Review

A formal review, in accordance with the Road Management (General) Regulations 2016, will be conducted every four years in line with Council elections.

Audits

Auditing, using both internal and external auditors, is undertaken for the purposes of ensuring that all the management systems in place are delivering the levels of service adopted by Council for its road network assets.

Amendments of the Plan

Unless required as a result of a significant change in budget allocations for road and footpath maintenance this Road Management Plan will not be amended during the life of the Plan.

Any revision of the Plan would be subject to the consultation and approval process as detailed in Section 54 of the Act.

Attachments

Schedule 1 – Road Inspection

Schedule 2 – Maintenance Standards and Response Times

Schedule 1

Standards of Service

Baw Baw Shire Road Inspections

Asset	General Description	Inspection Type	Inspection Frequency	
Road				
Link, Collector, Local, Local Minor and Limited Access Roads	Undertake regular inspections of the asset by suitably qualified and/or experienced staff or contractor to determine COMPLIANCE with maintenance standards as specified.	Defect inspections are undertaken to determine adherence to the intervention standards set out in this plan.	Link (Rural) Link (Urban) Collector (Rural) Collector (Urban) Local (Rural) Local (Urban) Local Minor Limited Access	13 weeks 26 weeks 13 weeks 26 weeks 13 weeks 26 weeks 26 weeks 52 weeks
Delineation				
Regulatory Signs Guide and Advisory signs (parking signs and street name plates excepted)	Undertake regular inspections of the asset by a suitably qualified and/or experienced staff or contractor to determine COMPLIANCE	Defect Inspections are undertaken to determine adherence to the intervention standards set out in this Plan.	Link Collector Local Local Minor Limited Access	26 weeks 26 weeks 26 weeks 26 weeks 26 weeks

Asset	General Description	Inspection Type	Inspection Frequency	
Guideposts, markers posts and delineators All line marking including other pavement markings	with the maintenance standards as specified.	Night Inspections to assess delineation at night Only undertaken on Link and Collector Roads	Link and Collector	2 years
Bridges and Major Culverts (equal to or greater than 1500mm span/diameter)	Undertake regular inspections of the asset by a suitably qualified and/or experienced staff or contractor to determine COMPLIANCE with maintenance standards as specified.	Defect inspections (Level 1) are undertaken to determine adherence to the intervention standards set out in the Plan.	All Roads	2 years
Footpaths	Undertake regular inspections of the asset by suitably qualified and/or experienced staff or contractor to determine COMPLIANCE with maintenance standards as specified.	Defect inspections are undertaken to determine adherence to the intervention standards set out in the plan	High Usage Medium Usage Low Usage	12 months 24 months 36 months

Asset	General Description	Inspection Type	Inspection Frequency	
Car parks (within the road reserve)	Undertake regular inspections of the asset by suitably qualified and/or experienced staff or contractor to determine COMPLIANCE with maintenance standards as specified.	Defect inspections are undertaken to determine adherence to the intervention standards set out in the plan	All roads	52 weeks

Schedule 2

Standards of Service

Baw Baw Shire Maintenance Standards and Response Times

Maintenance Standards, as defined in the Ministerial Code of Practice, are the levels of service or targets which have been set by Council to ensure a consistent approach to manage risks within available resources and budget.

Asset	General Description	Intervention Levels	Response Time After inspection or notification	
Sealed Roads				
Potholes	These are defined as small breaks and depressions caused by loss of pavement material from the road and sealed shoulders.	Repair when potholes are greater than 100mm in depth and greater than 300mm in width.	Link	2 weeks
			Collector	2 weeks
			Local	4 weeks
		Repair when potholes are greater than 100mm in depth and greater than 450mm in width.	Local Minor	6 weeks
			Limited Access	6 weeks
Pavement Edge Breaks	These are defined as fretting along the sealed edge resulting in reduced seal width and a drop of the seal edge to shoulder.	Repair when edge break encroaches 200mm into the seal over a 1m length or 300mm into the seal for isolated edge breaks	Link	10 weeks
			Collector	10 weeks
			Local	14 weeks
			Local Minor	26 weeks

Asset	General Description	Intervention Levels	Response Time	
			After inspection or notification	
Shoulder wear - unsealed	The regular maintenance of unsealed shoulders, including spot gravelling to avoid pavement drop off, removal of water ponding, re-working existing materials to maintain shape and crossfall.	Repair when potholes or scouring exceed 100mm depth and are 450mm in width.	Link Collector Local Local Minor	10 Weeks 10 Weeks Programmed Programmed
		Repair when the drop off from the edge of seal exceeds 75mm over 20 metres or greater than 100mm over 2 metres.	Link Collector Local Local Minor	Programmed Programmed Programmed Programmed
Wheel ruts and depressions	Application of levelling course of asphalt or other suitable treatment (less than 5sqm) to remove water ponding	Defects greater than 75mm under a 3 metre straight edge measured at 90° to the traffic flow direction		Programmed
Large Pavement Failures	Defined as failed areas of pavement and seal greater than 5sqm requiring excavation or dig outs of pavement by equipment and reinstatement by major patching or other suitable treatment	When the sealed surface no longer holds together and/or Extensive shoving has occurred and/or road surface drainage is no longer effective.		Programmed

Asset	General Description	Intervention Levels	Response Time After inspection or notification	
Unsealed Roads				
Potholes	These are defined as isolated depressions caused by loss of pavement from the road or car park (within the road reserve)	Repair when potholes are greater than 100mm in depth and greater than 500mm in width or there are numerous smaller potholes greater than 200mm diameter over 20% of the road surface, or where this concentration exceeds 20 meters in a 100 metre length of road.	Link Collector Local Local Minor Limited Access	4 weeks 4 weeks 8 weeks Programmed Programmed
Rough Surface	The regular maintenance grading and reshaping of gravel roads or car parks (within the road reserve) to remove corrugations and rutting and provide for proper drainage of the unsealed surface. This activity can also include removal of vegetation	Works are undertaken in accordance with a program following assessment by inspector		Programmed

Asset	General Description	Intervention Levels	Response Time After inspection or notification	
	from shoulders, cleaning and reshaping table drains.			
Pavement (localised areas)	The application of gravel or crushed rock to the wearing surface in localised areas to strengthen and reshape the surface or to make safe following grading if surface becomes slippery in rain	Insufficient pavement to reshape or recently graded surface becomes slippery prior to re-compaction.		Programmed
Pavement Failure	Defined as failed areas of pavement greater than 5sqm requiring excavation or dig outs of pavement by equipment and reinstatement by major patching or other suitable treatment.	Extensive shoving has occurred and/or road surface drainage is no longer effective		Programmed
Sealed and Unsealed Roads				
Road Drainage	Maintenance of drainage pit covers	Replace when pit lid cover is missing or broken.		Make safe within 24 hours

Asset	General Description	Intervention Levels	Response Time After inspection or notification	
	The clearing of road culverts, pits, and pipes, excluding Vehicle Crossing Culverts	If potential to flood the road or affect a residence (except during and following major storms)		6 weeks
	Clearing of culvert inlets and outlets.	If potential to flood the road or affect a residence (except during and following major storms).		6 weeks
Delineation Includes all signs, guideposts, delineators and line marking	Replacement of damaged or missing signs, guideposts, marker posts and delineators Regular painting of all pavement markings, including any line marking.	Where Council has installed guideposts, replace if more than 20% of these posts are missing	Link and Collector All other	6 weeks Programmed
		Replace regulatory signs (parking signs excepted) that are missing or illegible at 100 metres at night using low beam or are illegible at 100 metres in daylight.	Link Collector Local Local Minor Limited Access	1 week 1 week 1 week 1 week 2 weeks
		Replace warning and guide signs (street name plates excepted) that are missing, or illegible at 100 metres at night using low beam or		Programmed

Asset	General Description	Intervention Levels	Response Time After inspection or notification	
		are illegible at 100 metres in daylight		
		Line marking, undertaken on a programmed basis	Rural Areas Urban Areas	24 months 12 months
Roadside vegetation (long grass)	Mowing or spraying of roadside areas to maintain site distance.	Grass and vegetation at intersections to be cut to maintain safe sight distances of 250 metres	All Roads	6 weeks
Bridge Surface	Removal of surface debris, maintenance of the surface, signage, and barriers.	Make safe when timber surface planks are broken and have significant movement or are missing		2 days

Asset	General Description	Intervention Levels	Response Time After inspection or notification	
Roadside Guardrails/fences	Undertake maintenance works as required	Make safe Guardrail if posts and/or rail severely damaged,		Programmed
Any Hazard	Any defect identified as an immediate safety risk to road users, pedestrians, or the public.	Take appropriate action such as signing, barricading, removal of hazard etc. to protect road users, pedestrians, or the public.		As soon as possible
Footpaths				
Footpath Defects	Rectify and/or replace footpath	High Usage: Hard surfaces: Vertical displacement between two adjacent surfaces is greater than 10mm Gravel or bituminous surfaces: Dips, holes, washouts, or undulations resulting in a variation over a length of 1m that is greater than 50mm		Programmed

Asset	General Description	Intervention Levels	Response Time After inspection or notification	
		<p>Medium Usage: Hard surfaces: Vertical displacement between two adjacent surfaces is greater than 15mm Gravel or bituminous surfaces: Dips, holes, washouts, or undulations resulting in a variation over a length of 1m that is greater than 50mm</p>		Programmed
		<p>Low Usage: Hard surfaces: Vertical displacement between two adjacent surfaces is greater than 30mm Gravel or bituminous surfaces: Dips, holes, washouts, or undulations resulting in a</p>		Programmed

Asset	General Description	Intervention Levels	Response Time After inspection or notification	
		variation over a length of 1m that is greater than 100mm		