

ROAD MANAGEMENT PLAN



June 2021

SCHEDULE OF ADOPTION

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1. INTRODUCTION

1.1 Purpose of the Plan

The purpose of the Road Management Plan (referred to hereafter as the Council's 'RMP') is to establish a management system to assist the Shire to meet its Road Management Act duties based on its policy and operational objectives having regard to available resources.

While the Council is cognisant of its legislative Best Value duties, it is also cognisant of all the legislative frameworks and policy discretions afforded to it when satisfying Road Management Act duties.

1.2 Council's Strategic Planning Process

This RMP has been developed in line with Council's corporate strategies and plans and reflects the outcomes resulting from budget considerations, various asset management plans and levels of service adopted by Council.

1.3 Legislative and Statutory Requirements

This Municipal Road Management Plan (referred to hereafter as the 'Plan') has been prepared in accordance with the following Acts, Regulations and Codes of Practice:

- *Road Management Act, 2004*
- *Road Safety Act 1986*
- Road Management (General) Regulations 2005
- Road Management (Works and Infrastructure) Regulations 2005
- Code of Practice for Road Management Plans
- Code of Practice for Operational Responsibility for Public Roads
- Code of Practice for Management of Infrastructure in Road Reserves
- Code of Practice for Worksite Safety – Traffic Management

Section 36 of the *Road Management Act 2004* provides information on coordinating road authority. According to subsection ©, the coordinating road authority:

If the road is a municipal road, it is the municipal council of the municipal district in which the road or part of the road is situated.

2. PUBLIC ROADS, USER RIGHTS AND RESPONSIBILITIES

2.1 Road Definitions:

There is a wide range of roads in the municipality. However as the Council's Plan only applies to those roads and section 40 (3) Road Management Act assets, the Council has included in its Register of Public Roads, or are included because of the Road Management Act, it is only responsible for these roads/assets. Moreover, the Shire roads and assets so included are the only roads and assets that attract Road Management Act duties and responsibilities. Details of these roads and assets are outlined in Appendix 1.

2.2 Key Stakeholders

The key stakeholders in the community who are both users of the road network and/or are affected by it include:

- The community in general (for recreation, sport, leisure and business);
- Residents and businesses adjoining the road network;
- Pedestrians (including the very young, those with disabilities, and the elderly with somewhat limited mobility);
- Users of a range of miscellaneous smaller and lightweight vehicular appliances such as pedal cyclists, motorised buggies, wheel chairs and prams;
- Vehicle operators using motorised vehicles such as trucks, buses, commercial vehicles, cars and motor cycles;
- Farmers and Commercial Business People for haulage of a range of products such as grain, livestock, fruit, vegetables, grapes, fire-wood, redgum furniture and general produce;
- Tourists and visitors to the area;
- Emergency agencies (Police, Fire, Ambulance, VICSES);
- Traffic and Transportation managers including rail operators;
- Council as managers of the asset that is the road network;
- Construction and maintenance personnel who build and maintain asset components;
- Utility agencies that utilise the road reserve for their infrastructure (Water, sewerage, gas, electricity, telecommunications);
- State and Federal Government that periodically provide support funding to assist with management of the network.

2.3 Community Obligations

2.3.1 Interference with Shire Road Management Act Assets

All persons and entities should note that if any party or entity interferes with or compromises the Council's Road Management Act assets and its Plan, the Council's Community Amenity Local Law 2012 and the Council's powers generally will be invoked. A hard copy of the Local Law can be perused at Council's Kerang and Cohuna Offices during normal business hours and an electronic version can be found on Council's website www.gannawarra.vic.gov.au

Landowners are particularly reminded of their duties in relation to vegetation overhanging

Road Management Act pathways, which we will refer to as Road Management Act footpaths and even Council Register of Public Roads roads. This includes any illegal works on any part of a Shire road reserve, being from private property line to private property line.

2.3.2 “Road Opening Permit”

A person on a road under the control of Council must not, without a permit in accordance with Council’s Community Amenity Local Law 2012 –

- occupy or fence off part of a road;
- erect a hoarding or overhead protective awning;
- use a mobile crane or travel tower for any building work;
- make a hole or excavation; or
- reinstate a hole or excavation.

“Road opening permits” will require evidence of Public Liability insurance before a permit is granted.

Applications for a “Road Opening Permit” are available from Council offices during normal business hours or an application form can be downloaded from Council’s website www.gannawarra.vic.gov.au

2.3.3 Heavy Vehicle Restrictions

Heavy vehicle restrictions apply to some roads and bridges within the boundaries of the Gannawarra Shire. It is the obligation of the road user to adhere to applicable restrictions including:

- all mass limit vehicles are not permitted without a permit;
- B-Doubles exceeding 19 metres are not permitted without a permit;
- heavy vehicle parking restrictions apply within built up and residential areas;
- load limits apply to some bridges within the Gannawarra Shire; and
- all B-Double and mass management permits are issued by the National Heavy Vehicle Regulator.

2.3.4 Road Reserve Local Laws - Discharge of Water/ Damage/Interference

Under the provision of Council’s Streets and Roads Local Law – Community Amenity 2012 –

- a person who has control of water running through channels, pipes or culverts for the purpose of irrigation or otherwise, must not permit water to escape onto a road under the care and management of the Council;
- a person must not, without a permit, deposit or discharge water on a road under the care and management of the Council;
- the owner and/or occupier of land must not permit irrigation water from the land to flow onto a road reserve under the care and management of the Council.

Other provisions of Council's Streets and Roads Local Law – Community Amenity 2012 states that:

- no person may destroy, damage or interfere with a watercourse, ditch, creek, gutter, drain, tunnel, bridge, levee or culvert
- a person must not without the approval of the Council tamper or interfere with any road reserve.

Single property stormwater drains that are constructed within the road reserve, between the property boundary to a discharge outlet in the kerb or into the drain, are there to benefit the property and as such are the responsibility of the owner of the property being served to maintain.

3. ROAD MANAGEMENT ACT & COUNCIL POLICIES

3.1 Register of Public Roads

The Road Management Act 2004 places a mandatory requirement that a road authority maintains a register of public roads. The purpose of the Public Register of Public Roads is to define public roads for which Council is the responsible road authority. Public roads are considered to be 'roadways' and 'pathways' that are "considered to be reasonably required for general public use".

The Public Register of Public Roads will be reviewed annually. A copy of the Public Register of Public Roads is available for inspection at the Kerang and Cohuna Service Centres.

While the Council is cognisant of its Road Management Act duties, these duties only apply to those roads and assets caught by the Act and are conditional on policy decisions the Council has made in relation to its Road Asset Management Plan and any subsequent amendments.

The Road Asset Management Plan is available from both Council Kerang and Cohuna Offices during normal business hours and online at Council's Website www.gannawarra.vic.gov.au.

3.2 Road Management Act Plan-Hierarchy of Council Road Management Act Assets

3.2.1 Roads

The Council's Plan only applies to roads in Council's Public Road Register and Council assets implied in section 40 (3) of the Road Management Act.

In relation to the above assets, the Council has decided, based on reasons of efficiency, Best Value, limited resources and conflicting priorities to adopt a hierarchy of the above roads and assets. Council's road hierarchy is based on a 7-tier hierarchy outlined in Appendix 1.

3.2.2 Footpaths

Section 40 (3) of the Road Management Act imposes statutory duties on the Council in relation to pathways adjacent to roads included in the Council's Road Register. For ease of reference, we will refer to these as Council Road Register footpaths and Council's hierarchy for footpaths is included in Appendix 1.

3.3 Road Management Responsibilities

Gannawarra Shire Council:

Gannawarra Shire Council is the responsible road authority for only those roads set out in section 37 of the Road Management Act.

Council is not responsible for:**VicRoads:**

VicRoads is the responsible authority for managing the Arterial road network in the Shire, which includes all roads previously classified as Highways and Main Roads.

These roads include:

- 2 Highways:
 - Murray Valley Highway
 - Loddon Valley Highway
- 10 Arterial Roads:
 - Airport Road
 - Boort-Kerang Road
 - Cohuna-Koondrook Road
 - Cohuna-Leitchville Road
 - Donald-Swan Hill Road
 - Dumosa-Quambatook Road
 - Kerang-Koondrook Road
 - Kerang-Murrabit Road
 - Kerang-Quambatook Road
 - Leitchville-Pyramid Road

Abutting Municipalities:

Council shares responsibility for managing roads on the boundaries of the municipality. The Road Register identifies which Councils have maintenance responsibilities for which sections of the boundary roads, and the associated assets on these roads.

Department of Environment, Land, Water and Planning (DELWP):

A number of roads exist on Crown Land, other than road reserves, for which DELWP has management responsibility. These roads are not included in Council's Register of Public Roads, however a Council database is available identifying these roads.

VicTrack:

VicTrack is responsible for maintaining railway level crossings throughout the Gannawarra Shire, in the immediate vicinity of the railway line. Details relating to each crossing are detailed in the relevant Rail Safety Infrastructure Agreements.

Utility Assets:

Utility assets on the road reserve are provided and maintained by the authority responsible for the relevant non-road infrastructure. Council does not have any duties in relation to these utility assets.

3.4 Customer Requests, Action Process and Tracking System

Council is cognisant of its duties pursuant to the Road Management Act to consider inspection, both reactive and proactive of Road Register assets and also to maintain and repair these assets in accordance with the Council's Road Management Plan intervention objectives. To achieve this, Council has implemented its Confirm Asset Management System, a customer request system which triggers its Plan.

3.5 Suspension of Plan Due to Exceptional Circumstances

While the Council will endeavour to meet its Plan, from time-to-time because of changed circumstances including natural disasters, limited resources and conflicting priorities, this may not be possible. Moreover for the same reasons, the Council may have to suspend its Plan.

In the event of the above circumstances occurring, the Council relies on sections 83 and 84 of the Victorian Wrongs Act 1958 as a complete defence to any claim arising out of non-compliance with this Plan.

Where suspension of the Council's Plan is necessary, the Council's CEO or most senior officer in their absence will consider and decide on a suspension without necessarily consulting with any stakeholder.

If a suspension of the Council's Plan is undertaken, the reasons for this will be referred to as a force majeure event.

If the Council's Plan is suspended, stakeholders should be aware it will only be reinstated when the reasons for the suspension have abated and the Council has the resources to reasonably resume and meet its Plan.

4. INSPECTIONS OF COUNCIL ROAD MANAGEMENT ACT ASSETS

To assist Council to meet its Road Management Act duties and based on the same reasons explaining the Council's hierarchy of Road Management Act roads and Road Management Act footpaths referred to in this Plan, the Council has adopted the following inspection regimes -

In relation to inspections relating to complaints concerning Road Management Act assets, the Council's inspection regimes and risk adaptations are outlined in Appendix 3.

In relation to proactive inspections of Council Road Management Act assets, the Council's inspection regimes and risk adaptations are outlined in Appendix 3.

While the Council understands it is not mandatory or necessary to conduct proactive inspection of all Road Management Act Road Register assets, the Council, where possible as described in Appendix 3, will attempt to undertake these inspections for the purpose of developing a works program in accordance with Council's Road Asset Management Plan as amended.

The maintenance intervention levels are set out in Appendix 2.

5. REVIEW OF ROAD MANAGEMENT PLAN

5.1 Plan Review

A formal review, in accordance with sections 303 and 304 of the Road Management (General) Regulations 2005, will be conducted every four years in line with Council elections.

5.2 Amendment of Road Management 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 consultation and approval processes as detailed in Section 54 of the Act.

APPENDIX 1 - ROAD HIERARCHY

Council's Road Hierarchy is based on a 7-tier system of Link, Collector, Access-Major, Access-Minor, Ancillary Road Areas, Developer Roads and Not Maintained roads. Link Roads being the highest and more important category. Because of varying traffic volumes and types of usage between rural and urban areas, the criteria for determining the road classifications for each of these zones is slightly different.

The table below provides the definitions of the roads and applies to both urban and rural situations.

Classification	Definition	Accessibility	Surface
Roads			
Link	Primarily a link/connector between declared roads, major residential areas, industrial centres or areas of significance.	All Weather Access	Generally Sealed
Collector	Primarily connects into residential areas, minor industrial centres, primary commercial access or conveys traffic to link or arterial roads.	All Weather Access	Gravel or Sealed
Access-Major	Primarily provides access to residences.	Generally All Weather Access	Gravel or Sealed
Access-Minor	Primarily provides access to property.	All Weather or Dry Weather Only Access	Gravel or Earth
Ancillary Road Areas	A roadway generally contained within a Caravan Park, public park or public reserves. These are generally not within a road reserve but on Council managed land.	Generally All Weather Access	Gravel or Sealed
Developer Road	A roadway within a road reserve that is currently under construction or within a defects liability period. These roads do not form part of Councils Register of Public Roads as RM Act roads until such time as the defects liability period imposed on the developer has lapsed and the responsibility to maintain the road passes to Council, this is generally after the defects liability period and Council has informed the developer of such.	Generally All Weather Access	Generally Sealed
Not Maintained	Primarily un-formed roads, laneways or tracks and very rarely used. These roads do not form part of Councils Register of Public Roads as RM Act Roads.	Dry Weather Only	Gravel or Earth

The Footpath hierarchy is divided into three categories, with Category 1 being the highest ranked as it has the highest user profile.

For the footpath hierarchy, pedestrian traffic is the basis of usage volume.

Classification	Definition
Category 1 High and Commercial Use Areas	These are footpaths within town and village centres where public footpaths have been constructed. Primarily included in this category is any footpath specifically constructed as access to the central business areas (CBD).
Category 2 Strategic and Intermediate Use Areas	Primarily included in this category is any footpath specifically constructed as access to Hospitals, Churches, Schools, Aged Hostels, and strategic routes to areas of significance. They generally have less use than Category 1 footpaths.
Category 3 Infrequently Used	Primarily included in this category is any footpath specifically constructed as access to residential areas and have less use than Category 2 footpaths.

APPENDIX 2 – INTERVENTION LEVELS

INTERVENTION LEVELS – SEALED ROADS				
Service Code	Item	Defect Levels when Intervention is Required	Classification	June 2021 Target Response Time
PH	Pothole Patching	Repair if hole >50mm deep and 400mm diameter.	Link	Within 4 weeks
			Collector	Within 5 weeks
			Access-Major	Within 8 weeks
			Access-Minor	No seal in this Category
			Ancillary Areas	6 weeks
US	Unsealed Shoulders	a) Repair scours >75mm measured by a 1.2 m straight edge over a 20m length of shoulder. b) Any pothole > 50mm deep x 400 mm diameter.	Link	a) 3 months b) 1 month
			Collector	a) 3 months b) 1 month
			Access-Major	Programmed
			Access-Minor	N/A
			Ancillary Areas	Programmed
SW	Sweeping	Sweep if area > 40m ² and 40mm in depth.	Link	4 weeks
			Collector	16 weeks
			Access-Major	16 weeks
			Access-Minor	No seal in this Category
			Ancillary	Programmed
ER	Edge Repair	Repair Edge of break >200mm laterally or drop off > 75mm.	Link	8 weeks
			Collector	16 weeks
			Access-Major	16 weeks
			Access-Minor	No seal in this Category
			Ancillary	16 weeks

INTERVENTION LEVELS – SEALED ROADS				
Service Code	Item	Defect Levels when Intervention is Required	Classification	June 2021 Target Response Time
PF	Pavement Failure (digouts)	When area is cracked and deformed and likely to deteriorate. Areas <25m ² and > 50mm deep (Link), > 75mm deep (Other classifications) under a 1.2m straight edge.	Link	16 weeks
			Collector	24 weeks
			Access-Major	32 weeks
			Access-Minor	No seal in this Category
			Ancillary	32 weeks
WL	Weed and sucker Control	Weeds and suckers obstructing vision of motorists at intersections and curves to be removed.	Link	4 weeks
			Collector	12 weeks
			Access-Major	12 weeks
			Access-Minor	No seal in this Category
			Ancillary	12 weeks
E	Emergency	Any reported hazard which presents an imminent threat to public health and safety.	Link	4 hours
			Collector	4 hours
			Access-Major	4 hours
			Access-Minor	4 Hours
			Ancillary	8 hours

INTERVENTION LEVELS – GRAVEL ROADS INCLUDING UNSEALED URBAN ROADS				
Service Code	Item	Defect Levels when Intervention is Required	Classification	June 2021 Target Rectification Response Time
GPH	Pot Holes	Holes 75mm deep and 400mm diameter.	Link	No gravel Link Roads
			Collector	8 weeks
			Access-Major	12 weeks
			Access-Minor	Next scheduled grading works
			Ancillary	Next scheduled grading works
WR	Rutting	Rutting concentration for a length of road and average depth exceeding 75mm in any 100m ² .	Link	No gravel Link Roads
			Collector	Next scheduled grading works
			Access-Major	Next scheduled grading works
			Access-Minor	Next scheduled grading works
			Ancillary	Next scheduled grading works
C	Corrugations	Corrugation concentration for a length of road and average depth exceeding 50mm for 20% of road area in any 100m.	Link	No gravel Link Roads
			Collector	Next scheduled grading works
			Access-Major	Next scheduled grading works
			Access-Minor	Next scheduled grading works
			Ancillary	Next scheduled grading works
SS	Slippery Surface	Repair if area is > 100m in length and 500m ² .	Link	No gravel Link Roads
			Collector	Next scheduled grading works
			Access-Major	Next scheduled grading works
			Access-Minor	Next scheduled grading works
			Ancillary	Next scheduled grading works

* In relation to rutting and corrugations, the repair method on unsealed roads is **GRADING**. This is done on a rotational basis, generally – Collectors twice per year and Access Major once per year.

INTERVENTION LEVELS – GRAVEL ROADS INCLUDING UNSEALED URBAN ROADS				
Service Code	Item	Defect Levels when Intervention is Required	Classification	Target Rectification Response Time
SC	Surface Scour	Area if long or transverse scouring exceeds 75mm depth >100m ² .	Link	No gravel Link Roads
			Collector	8 weeks
			Access-Major	16 weeks
			Access-Minor	Scheduled grading works
			Ancillary	Scheduled grading works
GE	Emergency	Any reported hazard which presents an imminent threat to public health and safety.	Link	No gravel Link Roads
			Collector	4 hours
			Access-Major	4 hours
			Access-Minor	4 hours
			Ancillary	8 hours

INTERVENTION LEVELS – FOOTPATHS and SIGNS				
Service Code	Item	Defect Levels when Intervention is Required	Classification	Target Rectification Response Time
FP	Footpath	Vertical displacement > 20mm Undulations – height measured under a straight edge 1m in length.	Category 1	1 month
			Category 2	3 months
			Category 3	Programmed
GP	Guideposts	Where Council has installed guideposts to the Council's Standard replace if more than 20% of these posts are missing.	Link	6 weeks
			Collector	8 weeks
			Access-Major	16 weeks
			Access-Minor	16 weeks
			Ancillary	16 weeks
LM	Linemarking	All linemarking to be repainted as per program.	Link	Annual Program
			Collector	Annual Program
			Access-Major	2 years
			Access-Minor	No seal in this category
			Ancillary	2 years
RS	Regulatory Signs	Replace regulatory signs (Parking Signs excepted) that are missing or illegible at 100m at night using low beam or are illegible at 100 metres in daylight.	Link	4 weeks
			Collector	4 weeks
			Access-Major	6 weeks
			Access-Minor	6 weeks
			Ancillary	6 weeks
AS	Advisory Signs	Replace advisory signs that are missing or illegible at 100m using low beam at night or are illegible at 100 metres in daylight.	Link	6 weeks
			Collector	6 weeks
			Access-Major	8 weeks
			Access-Minor	12 weeks
			Ancillary	12 weeks

For all missing signs, the timing may be variable due to the promptness of ordering and supply.

APPENDIX 3 -

INSPECTION FREQUENCIES ROADS

INSPECTION TYPE	FREQUENCY – Day Inspection					
	Link	Collector	Access- Major	Access- Minor	Ancillary Road Area	Not Responsible
RM Act Plan Inspections	3 times per year	Twice per year	Once per year	Once per year	Twice per year	N/A
Or as soon as reasonably practicable thereafter.						
Reactive interventions and risk strategies “reactive inspections”	Council will inspect within 10 business days.					N/A
	FREQUENCY – Night Inspection					
	Link	Collector	Access- Major	Access- Minor	Ancillary Road Area	Not Responsible
Safety/Hazard Inspection	Once per year	Once per year	N/A	N/A	N/A	N/A

INSPECTION FREQUENCIES FOOTPATHS

FOOTPATH INSPECTION	FREQUENCY		
	Category 1	Category 2	Category 3
Defect Inspection	Twice per year	Once per year	Once per year