

Road Management Plan 2021-2025

July 2021

DRAFT for Public Exhibition

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Road Management Plan 2021-2025

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DOCUMENT CONTROL

Document Information

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Distribution and Availability

The Director Infrastructure Services shall be responsible for:

- Control of this Plan,
- Distribution of the Plan, and the
- Control and issue of any amendments

This plan is available to be viewed by members of the public, free of charge and may be viewed from

Council Website	wangaratta.vic.gov.au
Municipal Offices	Rural City of Wangaratta
During Business Hours:	62-68 Ovens Street
8:30 am – 5:00 pm	Wangaratta, VIC, 3690.
	P: (03) 5722 0888 E: council@wangaratta.vic.gov.au

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Version	Date	Revision Details	Purpose/Description
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4.0	May 2017	V4: Adopted	Council Adoption of Revision 4.0
5.0	July 2021	V5: Public exhibition	Plan revised; Service Levels revised to Councils Resourcing
5.0	ТВА	V5: Adopted	

EXECUTIVE SUMMARY

The Rural City of Wangaratta is the responsible road authority for the management of Council's local roads and road related infrastructure. The local road network is Council's largest asset category and comprises 2,002 km's of sealed and unsealed roads.

The road network and its associated road infrastructure are required to be maintained to ensure that Council managed roads continue to function and to provide a level of service including road safety acceptable to the community. The network consists of **Arterial Roads** (managed by Regional Roads Victoria), **Municipal Roads**, which are under the control of the Council, and **other roads**, which are managed by the party responsible for the relevant land.

This Road Management Plan (RMP) was first developed in response to the introduction, in July 2004, of the Road Management Act 2004 (The Act). The Act imposes a duty on road management authorities to inspect, maintain and repair public roads. Council must, in accordance with the Regulations made under the Act, conduct a formal review of its RMP every four years generally in line with Council elections and the Council Plan.

The purpose of the RMP is to describe the way in which Council will fulfil its road management obligations in respect of those municipal roads within its district.

The Road Management Plan:

1. Encompasses road user needs and expectations within an economic framework based on meeting reasonable maintenance operation targets and asset management programs relative to the road network function.

2. Seeks to balance the economic, social, safety and environmental expectations of the community; particularly those people and groups, who rely on the road network for access to homes, commercial and industrial areas.

3. Takes into consideration the affordability, available resources, and management of risks. The RMP has determined within the supporting documents and the Road Asset Management Plan the levels of service that meet the community's reasonable expectations of day to day maintenance and the on-going asset function.

4. Provides supporting documents that have been developed to establish a management system for the local road functions that are the responsibility of Council. The management system is based on policy and operational objectives and at the same time recognises resource limitations in undertaking the necessary levels of service and performance targets outlined in the plan.

5. Is a dynamic document and is subject to continuous improvement, changing legislative requirements and economic, social, environmental, and climatic impacts.

This RMP is developed in consultation with the community and seeks to balance the needs of the community by considering the various influencing factors of risk management, road safety, social needs, environmental influences, and economics.

The RMP identifies Council's responsibilities in relation to roads and road related infrastructure (as listed in the Register of Public Roads). It sets out schedules of inspection types and frequencies, sets intervention levels at which point a common defect is felt to exceed reasonable tolerable standards and sets service response times in respect to those defects.

1 Background

1.1 Introduction

Management, Maintenance and Development of roads throughout the Rural City of Wangaratta is a shared responsibility between Regional Roads Victoria (RRV), Rural City of Wangaratta, Department of Environment, Land, Water and Planning (DELWP), other Government Departments and Private Land Owners.

The road network within Rural City of Wangaratta consists of *Arterial Roads* managed by Regional Roads Victoria, *Municipal Roads*, under the control and management of Council, and *other roads*, managed by the party responsible for the relevant land

This Road Management Plan (RMP) applies to roads recorded in the Rural City of Wangaratta *Public Road Register* as Municipal Roads, whereby Council is declared as the Coordinating Road Authority under the Road Management Act (The Act).

The RMP provides the governing framework that defines intervention levels for road asset maintenance. The plan is reviewed every four years, at which time the suitability of the defined service levels is subject to community consultation and consideration by internal stakeholders, before being adopted by the incoming Council as the road management operational standard for its term of office.

This revision of the RMP applies for the 4-year period 31 October 2021 – 31 October 2025.

1.2 Legislative Control

The Road Management Act 2004 (the Act) 2004, reformed road management law in Victoria, requiring Road Authorities to develop a Road Management Plan (RMP).

The RMP sets out inspection and maintenance standards for the term of each successive council. The standards are agreed intervention types and target timeframes intended to meet the reasonable expectations of our public road users to the degree the Council can afford.

The intent of the Act is to provide a more efficient and safer road network in Victoria and is based on the following key principles:

- Clear allocation of road asset ownership and management
- Established processes and accountabilities for policy decisions and performance standards
- Provision of operational powers to achieve targets and performance standards
- Clarification of civil liability laws for the management of roads

This RMP is prepared in accordance with the Act. The RMP sets out inspection and maintenance standards for the term of each successive council. The standards are agreed intervention types and target timeframes intended to meet the reasonable expectations of our public road users to the degree the Council can afford.

1.3 Local Government Act 2020

This Plan has been developed to reflect the purposes and objectives of Council as specified in Sections 8 and 9 of the Local Government Act 2020 "to provide good governance in its municipal district for the benefit and wellbeing of the municipal community" and its overarching principles.

1.4 Local Government Act 1989

The Local Government Act 1989 contains the legislation relating to the care and management of all public highways vested in the Council and all roads that are the subject of a declaration under Section 204 (2) and Section 205 (2) of that Act.

1.5 Codes of Practice

The main purposes of Codes of Practice are to provide practical guidance --

- By setting out benchmarks of good practice in relation to the performance of road management functions by road authorities and the conduct of works managers, infrastructure managers and providers of public transport.
- By clarifying or determining how the operational responsibility for different parts or elements of a road reserve is to be allocated between road authorities.
- To road authorities in determining how to allocate resources, develop policies, set priorities, and make road management plans.
- In relation to the matters specified in section 25 of the Act.

Pursuant to section 24 of the Act, Council will comply with the following Codes of Practice:

- Management of Infrastructure in Road Reserves
- Operational Responsibility for Public Roads
- Road Management Plans

1.6 Purpose of the Plan

The purpose of the RMP is to describe Council's obligations as the responsible authority to inspect, maintain and repair public roads. This plan sets out a clear system of inspection and maintenance processes applicable to the road and footpath network (including Bridges and Major Culverts on that network) and in doing so minimises council's exposure to risk by demonstrating sound and established management practices over the network.

In accordance with the Act the RMP shall:

- Integrate with a Register of Public Roads for which Council is responsible.
- Document the Rural City of Wangaratta's management system for the maintenance of roads and road related infrastructure consistent with the requirements of the Act, while recognising resource limitations.
- Specify intervention levels arising from routine inspections for the purposes of maintenance and repair of roads for which the Rural City of Wangaratta is the responsible authority.
- Detail the management system that Council proposes to implement in the discharge of its duty to inspect, maintain and repair public roads for which the Council is responsible.
- Be provided as a publicly accessible document for all stakeholders of the Wangaratta public roads network.

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1.7 Key Stakeholders

The stakeholders of this RMP are both the managers and users of the road network. The following groups are regarded as stakeholders:

- Rural City of Wangaratta (as the coordinating road authority)
- Residents and ratepayers of the Rural City of Wangaratta
- Road users (including drivers and passengers, motorcyclists, cyclists and pedestrians)
- Other road authorities (incl. RRV, DELWP, adjoining municipalities)
- Service authorities whose infrastructure is located within the road reserves
- Rural City of Wangaratta's Insurer
- Emergency Service Agencies (incl. Police, Fire, Ambulance & Vic. State Emergency Service)
- Land Developers
- Consultants and Contractors who build and maintain the road asset

1.8 Definitions

Terms used in this Plan have the same meaning as the specific definitions included in the Act. For the purpose of this Plan the following additional items shall be defined:

Term	Definition	
Road Management Act	Road Management Act 2004 (Vic)	
(RMA)	The Act provides a statutory framework for the management of the road network in Victoria.	
Code of Practice	Code of Practice for Road Management Plans (13 September 2004). Supporting document to the legislation, which provides practical guidance to Road Authorities in the making of RMPs.	
Road Management Plan (RMP)	A document developed by Councils to assist in the management of their road related duties and responsibilities, as defined in The Act.	
Responsible Road Authority	The organisation responsible for the management of the road, as determined under s.37 of The Act	
Road	Includes a street; right of way; cul de sac; by-pass; bridge or ford; footpath; bicycle path or other land or works forming part of the road and is constructed within Road Reserve.	
Arterial Roads	Freeways, Highways & Declared Main Roads which are managed by the State Government through Regional Roads Victoria (RRV).	
Municipal Roads	Roads for which the Council is the responsible Road Authority.	
Pathways	The definition of Pathway provided in the The Act states:	
	A footpath, bicycle path or other area constructed or developed by a responsible road authority for use by members of the public other than with a motor vehicle but does not include any path:	

Term	Definition
	which has not been constructed by a responsible road authority; or
	which connects to other land.
Shared Pathways	Whilst the Act does not specifically apply the term 'shared' in relation to pathways the adopted definition of 'shared pathways' for this RMP has been adopted from Reg. 242(2) of the Australian Road Rules:
	"An area open to the public (except a separated footpath) that is designated for, or has as one of its main uses, use by both the riders of bicycles and pedestrians, and includes a length of path for use by both bicycles and pedestrians beginning at a shared path sign or shared path road marking and ending at the nearest of the following:
	• an end shared path sign or end shared path road marking,
	• a no bicycles sign or no bicycles road marking,
	• a bicycle path sign or bicycle path road marking,
	• a road (except a road-related area),
	• the end of the path."
Non-Road Infrastructure	Includes infrastructure in, on, under, or over a road, which is not road infrastructure
	The Act provides examples of non-road infrastructure that includes gas pipes, water and sewerage pipes, cables, electricity poles, bus shelters, rail infrastructure, public telephones, mail boxes, road side furniture and fences erected by utilities or providers of public transport.
Other Roads	Include roads in State reserves, and roads on private property. Council is not responsible for the care and maintenance of these roads.
Road Reserve	All the area of land that is within the boundaries of a road.
Roadside	Any land that is within the boundaries of a road (other than the shoulders of the road) which is not a roadway or a pathway and includes the land on which any vehicle crossing or pathway which connects from a roadway or pathway on a road to other land has been constructed.
Public Road Register	List of roads within a municipality that a Council is responsible for. Council is required to keep a register under s.19 of the Act.
Road Infrastructure	The infrastructure which forms part of a roadway, pathway or shoulder,
	Including —
	• Structures forming part of the roadway, pathway or shoulder; and the road-related infrastructure,
	 Materials from which a roadway, pathway or shoulder is made - such as asphalt, bitumen, gravel, lane markers and lines.

Term	Definition
Road Related Infrastructure	Infrastructure which is installed by the relevant road authority for road-related purposes to—
	• Facilitate the operation or use of the roadway or pathway; or
	• Support or protect the roadway or pathway.
	Examples: Traffic islands, traffic management signage, traffic control sign, traffic light, kerb and channel, a bridge, culvert or ford, road drain or embankment, a noise wall, gate, post or board installed on the road reserve.
Proactive Inspections	Inspections performed as part of a scheduled program, according to the classification of roads, which is based on the road classification, volume of traffic etc., for the purpose of identifying defects above intervention and to provide a record that the road has been inspected
Reactive Inspections	Inspections performed in response to a customer request or notification about the condition of the road, in order to assess whether the road contains a RMP defect that has reached the relevant intervention level.
Condition Inspections	Inspections conducted to assess the life of the road and footpath network and to prioritise major works.
Defect Description	Refers to a change to the road or footpath. Common terminology includes: pothole, lift, shove, lip, crazing, depression, etc.
Intervention Level	The size and/or type of the defect at which the road authority has determined the defect exceeds what is reasonably tolerable and will be rectified.
Infrastructure and works managers	Staff of Road Authorities that are responsible for the management and maintenance of roads as determined by the classification system within the Road Management Act 2004 (Vic), and as contained in the roads register.
Working in Road Permit	Applications made by other Road Authorities, Utilities companies, Land Holders, or other parties to perform works on Council-managed roads.
"Exceptional Circumstances" Clause	A clause included in the RMP that describes the conditions under which a Council can suspend its maintenance and inspection responsibilities under the RMP due to the occurrence of events outside their control. The "Exceptional Circumstances" Clause also details the process for reinstating the RMP.

2.1 Coordinating authority

The Rural City of Wangaratta, under the Act is the Coordinating Road Authority for the municipal public roads within its district. This includes approximately 735 kilometres of sealed roads and 1272 kilometres of unsealed (or gravel) roads. The Council's Register of Public Roads lists all those roads or extents of roads which fall into this category. There are also 287 kilometres of sealed and unsealed paths associated with the public road network for which Council is responsible.

2.2 Duty of The Rural City of Wangaratta as the Road Authority

The Act describes certain actions and outcomes that the council as a road authority and road coordinator needs to achieve in order to obtain statutory protection from negligence claims arising out of council's management of their local road network. In accordance with the Act's requirements the council's Road Management Plan includes:

- Reference to a register of public roads with a description of those assets on public roads for which the council as the road authority is responsible.
- The standard or target level of service, of those assets to be maintained by the council as the road authority as describe in the maintenance intervention level and response document.
- A management system that documents how the council as the road authority discharges its duty to inspect, maintain and repair public roads for which it is responsible.
- Agreements reached with other authorities responsible for other roads within the municipality

2.3 Duty of Road Users

The RMP not only documents the intended 'duty of care' by Council to manage and maintain the local road network but also details the 'duty of care' that must be adhered to by users of the local road and path network. Users of the local road and path network include, but are not limited to, persons driving a motor vehicle, cyclists, and pedestrians.

All road users have a duty of care under the Act. Sections 106 and 138 prescribe particular obligations under Section 17 of the *Road Safety Act 1986* which states that:

Section 17A (1)

A person who drives a motor vehicle on a highway must drive in a safe manner having regard to all relevant factors including (without limiting the generality) the following-

- a) physical characteristics of the road,
- b) prevailing weather conditions,
- c) level of visibility,
- d) condition of the motor vehicle,
- e) prevailing traffic conditions,
- f) relevant road laws and advisory signs,
- g) physical and mental condition of the driver.

Section 17A (2)

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

Section 17A (3)

A road user must

- a) have regard to the rights of the other road users and take reasonable care to avoid any conduct that may endanger the safety or welfare of other road users,
- b) have regard to the rights of the community and infrastructure managers in relation to road infrastructure and non-road infrastructure on the road reserve and take reasonable care to avoid any conduct that may damage road infrastructure and non-road infrastructure on the road reserve.
- c) have regard to the rights of the community in relation to the road reserve and take reasonable care to avoid conduct that may harm the environment of the road reserve.

2.4 Duty of Owner or Occupier of Adjoining Land

Section 113 of The Act sets out the duty of care of owners or occupiers of land adjoining a road. This is to ensure that due care is taken to protect the stability of the road, the safety of road users and the condition of road infrastructure.

2.5 The Register of Public Roads

Section 19 (1) of the *Road Management Act 2004* requires Council to keep a Register of Public Roads specifying the roads for which it is the coordinating road authority.

The Register of Public Roads is part of Councils Road Asset Register that records information such as the type, configuration, and quantity of road assets for which the Council is responsible. The asset register contains a history of road assets including additions, deletions, changes to the road asset segments.

The following road asset components within the public road network maintained by Council and identified in Council's Road Asset Register are included in this plan:

- Road Surface and supporting pavement
- Road Shoulders
- Bridges and Major Culverts
- Pathways footpaths, shared use paths, recreational paths
- Traffic Management Devices (roundabouts, Raised Pavements, Speed Bumps, etc.)
- Line Marking
- Traffic Control Signage
- Kerb and Channel
- Roadside Drainage

Council has identified and designated certain areas adjacent to or within public road reserve as 'ancillary areas' such as car parks, service roads which have been declared as Council Responsibility and recorded on the Register of Public Roads.

As the coordinating authority of roads, Council has a duty to inspect and maintain the roads declared in the Public Road Register to the service levels and maintenance standards specified within this RMP.

A road hierarchy is applied to the Register of Public Roads to differentiate service levels and maintenance standards of the roads within the road network. (Section 3)

2.5.1 What is "Reasonably required for general public use?"

The register of public roads does not include every government road or every public highway within Councils municipal boundaries, it only includes roads that Council have deemed to fit the definition of a *Public Road* with the Act. Importantly this leaves the policy decision to Council to determine which of the Municipal roads within its district "is reasonably required for general public use"

Since the inception of the Act in 2004 there has been some ambiguity surrounding this, however, from Rural City of Wangaratta's perspective, for a road to "reasonably required for general public use", consideration should be given to:

- The number and nature of separately owned and occupied properties abutting onto the road or requiring the road for access purposes,
- whether the properties which abut the road or require the road for access purposes have alternative access rights,
- whether the road connects into, and forms part of, the wider network of Public Roads'
- whether the road contains assets owned and managed by public service authorities (gas, electricity, telecommunications, sewerage, water), and
- whether the road is safe for public access (no horizontal or vertical alignment issues, existing pavement, suitable drainage, no large trees or obstacles restricting vision).

Under the Act, the Rural City of Wangaratta is the responsible road authority for all municipal Public Roads listed in Council's *Register of Public Roads*. Council is not obliged to undertake any works on roads that are not registered as Public Roads. (For more information refer to *Register of Public Roads*.)

2.5.2 Exclusions from the Public Road Register

In putting together Council's Register of Public Roads, emphasis has been placed on whether particular roads have been regularly maintained by Council in the past, the construction standard of any new or upgraded sections of roads, and the function of the road in the context of its requirement for general public use. Council cannot reasonably maintain roads if they have not been constructed to a suitable standard without exposing itself to undue risk.

Any new or existing road that is proposed to be placed on the Public Road Register under coordinating authority of Rural City of Wangaratta must be constructed to the relevant IDM standards for the required service level function of the road (Road Hierarchy).

Roads within the Rural City of Wangaratta municipal boundaries, where Council is not the coordinating authority and hence are not managed by Council, fall into one of two categories:

- a) Roads which are not Municipal Roads. These include arterial roads (RRV Responsibility); Roads on Crown Reserve Land or Crown Tenure (responsibility of relevant land manager), Fire Access Tracks and private roads (e.g. body corporate roads). Refer Section 4 Demarcation of Road Management Responsibilities
- b) Municipal roads which are deemed by Council not to be 'reasonably required for general public use'

2.6 Road Infrastructure Responsibilities

The following states road related infrastructure responsibilities of Council included and excluded under this Road Management Plan.

2.6.1 Infrastructure within road reserve maintained by Council

In carrying out its duty to inspect, maintain and repair public roads as prescribed by this plan, Council is responsible for the following assets located within the road reserve of a road declared on the Public Road Register:

- road structure including earth formation; road pavement; road surface
- road drainage including roadside table drains, kerb and channel, culverts, pits, and other drainage infrastructure within the road formation
- road signs, guideposts, line markings
- Bridges and Major Culverts
- Constructed Pathways (sealed and unsealed) including paths within driveway crossovers.

2.6.2 Infrastructure within or encroaching on road reserve not maintained by Council

The following infrastructure found within the road reserve of a road declared on the Public Road Register is not deemed to be the responsibility of Council and will not be maintained by Council:

- any driveway or pathway providing access from private land to a public road either within a road reserve or on private land (private vehicle crossovers) including pipe culverts and end walls under the cross over. These are the responsibility of the property owner and construction requires permit from Council
- roads or road related infrastructure under responsibility of another coordinating authority such as arterial roads, fire access tracks or contained with a formalised road management agreement
- any unformed road/s not built to required Council standards
- unconstructed pathway
- any asset belonging to a utility or public transport authority (such as utility poles, rail crossings, public street lighting (non-Council), water mains, sewerage, telecommunications, etc.
- privately owned storm water outlets such as drainage connections to private property (Legal Point of Discharge or otherwise)
- Trees on private property overhanging road reserve

Section 4 Demarcation of Road Management Responsibilities provides specific detail on the demarcation of responsibility with regard to each the above scenarios.

3 Road Hierarchy

The purpose of a road hierarchy is to assign a functional classification to each road on the Register of Public Roads to enable best practice management of road assets.

Limited and constrained financial resources can be used more effectively by allocating funds to roads in greatest need according to their hierarchy. The road hierarchy provides the basis for setting inspection frequencies, maintenance response times and the associated risk tolerance for each service level.

The following principals have been adopted when developing the local road classification system for Rural City of Wangaratta:

- Classifications are functionally based and do not rely solely upon traffic volumes and current construction standards.
- Classifications generally accord with the definition of local roads for which a local authority is
 responsible under the national road network classifications and is compatible with the road hierarchy
 adopted by many other Victorian Councils.
- Roads not identified or given a local road hierarchy in the Public Register of roads are excluded from inspection and maintenance service levels as defined in this RMP.

3.1 Road Hierarchy

The Local Road Hierarchy Classifications applied to the Rural City of Wangaratta are as follows:

Link Road	Provides linkages between local collector roads and the arterial road network (non- council) and between significant locations.
Collector Road	Collects and distributes traffic from access roads onto the wider road network.
Access Road	Provision of direct access to private properties and industries.
	Note: All Parking Bays, Service Roads, Off Street Car Parks are classified as Access Roads.
Limited Access Road	Same functional purpose as Access Road but a lower construction standard.

3.2 Path Hierarchy

Paths within the Rural City of Wangaratta include Footpaths, Shared Paths and the Rail Trail network. Paths are classified according to their functional characteristics such as usage and accessibility. The level of service provided to a particular path will depend on its position within the path hierarchy classification.

High Use Path	High pedestrian volume and/or located in high activity areas and precincts.
Recreational Path	Designated Bike paths and all Rail Trails.
Low Use Path	All other constructed paths not designated High Use or Recreational.

4 Demarcation of Road Management Responsibilities

Section 41 of the Act requires that a road authority assume responsibility for the operational aspects of a Public Road.

Due to various administrative or physical features such as other responsible road authorities, municipal boundaries, the existence of rail infrastructure and roads on private property, responsibility is not always clearly defined. The following sub-sections describe the demarcation of responsibility for the road authorities with jurisdiction within the Council area.

4.1 Arterial Roads

Regional Roads Victoria (RRV) is the coordinating road authority for arterial roads and freeways. For a list of RRV managed roads within the municipality refer to Appendix A7.

The Code of Practice Operational Responsibility for Declared Freeways and Arterial Roads specifies that on arterial roads, the operational function is shared between Council and Regional Roads Victoria.

- Regional Roads Victoria is the responsible road authority for arterial roads in urban areas (defined as within the 60km zone) and for all infrastructure associated with the roadway used by through traffic. Regional Roads Victoria is responsible for the road pavement, seal, kerb and channel, subsoil drains, centre medians, lighting and road related infrastructure.
- In rural areas (outside the 60km zone) Regional Roads Victoria is responsible for all assets contained within the road reserve, unless otherwise agreed with Council. For guidance on the physical limits of operational responsibilities between Regional Roads Victoria and Council on declared freeways and arterial roads, refer to the Code of Practice.

4.2 Roads on Municipal Boundaries

Rural City of Wangaratta has established municipal agreements with each of its adjoining municipalities to define maintenance responsibilities of roads on the respective boundaries of: Alpine, Benalla, Indigo, Mansfield, Moira and Wellington councils. The arrangements can be:

- Shared roads (where there is more than one coordinating authority for one road),
- Municipal roads maintained by another Council, or
- Roads managed by another Council but maintained by the Rural City of Wangaratta.

The variations of joint responsibility are marked against affected roads in the Public Roads Register and the responsibly outlined in each respective municipal agreement.

4.3 Crown Land

A number of roads are located on crown land managed by DELWP or Parks Victoria. Where these roads do not service a Council asset or ratepayer and are not declared on Councils Public Road Register are the responsibility of the relevant Department. In some instances, a road may pass through Crown land and Council may remain the responsible authority.

On crown land, where a road reserve exists (e.g. Government Road on title) and no road has been constructed, DELWP is the co-ordinating road authority so the road reserve is not managed by Council.

4.4 Rail Corridors

Road authorities and rail infrastructure managers are required under the *Rail Safety Act 2006* to identify and assess risks to safety associated with road/rail interfaces and enter into a Safety Interface Agreement (SIA) for the purpose of managing those risks. The parties to the agreement recognise the need for a collaborative approach towards the management of risk associated with road/rail interfaces.

The SIA defines the interface boundaries between the parties, outlines demarcation at road/rail interfaces and identifies stakeholder responsibility. For defined interface points, responsibilities, and demarcation boundaries applicable to the SIA refer to the Safety Interface Agreement (For Level Crossing and Grade Separated Interfaces Located within Wangaratta Rural City Council).

4.5 Private Roads

Council is **not** the responsible road authority for private roads (and road related assets) within the municipality. These are roads that have been constructed on private property and appear as being to a standard similar to that of a public road. These roads are not the responsibility of Council to inspect, repair or maintain. Council may enter into an agreement with an owner, leaseholder, or relevant authority to carry out such works.

4.6 Service Utility Assets

Non-road related assets (services) within a public road reserve such as gas pipes, water pipes, sewerage pipes, cables, electricity poles, public telephones and mailboxes are **not** the responsibility of Council.

The provision, installation, maintenance, and operation of non-road related assets located within a road reserve are the responsibility of the service authority.

4.7 Owner Responsibilities

4.7.1 Legal Point of Discharge

It is illegal for property owners to discharge stormwater to the roadside kerb without first obtaining a Legal Point of Discharge certificate from Council.

Under the Water Act 1989 (Section 16), residents and property owners: are liable for the flow of water from their land. If Council are completing works that impact the point of discharge, Council will reinstate any existing connections at the point of discharge.

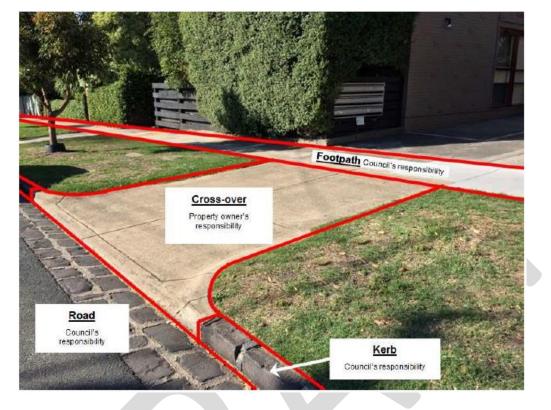
4.7.2 Vehicle Crossovers (Driveways)

A vehicle crossover refers to vehicle access from the road carriageway to the property boundary. Some crossovers include a minor culvert as part of the crossing point.

The Act provides that a road authority is not liable for private vehicle crossings. Council remains responsible for any section of the crossover that is used by the public as a footpath. Vehicle crossings must comply with Council's specifications (IDM).

Council does not inspect the remaining area of the vehicle crossover that does not form part of the footpath. If there is no footpath on the nature strip, Council does not inspect the nature strip

Proposed new or altered cross overs to properties adjoining Arterial Roads require a Planning Permit under the Planning and Environment Act 1987 before any works can commence.



4.8 Roadside Vegetation

A road authority does not have a statutory duty or a common law duty to maintain, inspect or repair land of any public highway that is not a constructed path or roadway (Road Management Act s.107). In accordance with Clause 52.17 of the Victoria Planning Provisions, Council is exempt from the requirement to obtain a permit for native vegetation removed, destroyed, or lopped to **the minimum extent necessary** to maintain the safe and efficient function of an existing road

4.9 Illegal Structures/Obstructions

Council acknowledges the existence of illegal structures/obstructions such as Gate Structures / Cattle Grids / Kerb and Channel Obstructions on roads that are included in the Register of Public Roads and may work co-operatively to ensure the removal of these structures and obstructions to allow for the safe passage of road users and pedestrians.

4.10 Nature Strips

Due to potentially high costs Council does not maintain nature strips to a high standard. Council may only undertake works where some safety or significant amenity issue is present. Historically the landowner has undertaken mowing and upkeep, including weed control, as a part of the presentation of their property. Council has developed a Nature Strip Policy that provides guidance on responsibilities within the nature strip.

4.11 Access Control

Under the provisions of the Act a road authority may make a decision concerning access onto a public road in relation to:

- Location,
- Restrictions of use,
- Conditions, and
- Works.

VicRoads may specify requirements for highways and arterial roads and Council for local roads.

Under the Planning Permit process Council may impose conditions on a permit for the use or development of land in relation to:

- Stock Crossings
- Vehicle crossings
- Driveway dimensions
- Turning lanes
- School bus stopping areas

4.12 Consent to perform works in a road reserve

In general, any person considering undertaking works in a road reserve must obtain consent from the Coordinating Road Authority unless they are exempt under the Road Management (Works & Infrastructure) Regulations 2005. Advice and application forms for consent to perform works in a municipal road reserve are available from the Rural City of Wangaratta Office or Council's website <u>www.wangaratta.vic.gov.au</u>

5 Asset Management

5.1 Policy and Strategy

The Rural City of Wangaratta has developed an Asset Management Policy and Strategy which complements and builds upon the Council Plan. The Asset Management Policy outlines the relevance of asset management and the organisational requirements to achieve sound asset management practices.

The purpose of the Asset Management Strategy is to balance good asset management practice against the community's expectations of the condition of assets and the financial capacity of Council to meet those expectations.

5.2 Relationship of the RMP To the Roads Asset Management Plan (RAMP)

The RMP and Council's RAMP are interrelated documents. The RAMP has been developed to assist Council in managing road assets over their full life cycle, including the funding required to maintain and renew roads and road related assets.

The RMP is a maintenance management system for the management of defects on roads and paths for which Council is responsible. The RMP is a public document available to the public on Council's website.

5.3 Asset Management System

The Rural City of Wangaratta recognises the importance of managing its infrastructure assets and operates an Asset Management System to store and manage road data such as road characteristics, traffic volumes, and road condition.

Council uses the condition information to predict and model the overall condition of the road network and how the road network would function under various funding scenarios. This ensures that local roads are capable of functioning as intended and able to service the needs and expectations of the community.

5.4 Road Management Standards

The standards for construction of new local roads and pathways adopted by council will be in accordance with Austroads Guide to Road Design, Austroads Guide to Traffic Management and the Council's Infrastructure Design Manual (IDM). Generally, the standards for expansion, renewal and upgrade of existing assets will be based on the existing build standards taking into account the environment sensitivities of matters such as established trees and historical features, road safety and traffic management requirements.

5.5 Maintenance Management System

Road and path assets are inspected for the following reasons:

- To identify defects to minimise the risk of injury to the asset user; and
- To identify defects to prevent premature failure of the asset, thus minimising financial impact to the community. (Council may not necessarily repair defects that may impact asset life if there are insufficient resources to do so.)

Both Council and the community collectively identify defects. Inspections are categorised as follows:

- Reactive Inspections,
- Proactive Maintenance and Risk Inspections, and
- Condition Inspections.

5.6 Reactive Inspections

5.6.1 <u>Frequency</u>

Reactive inspections are primarily based on customer complaints or customer action requests. Generally, Council is notified of a defect by a member of the community. The defect is to be assessed for action within 10 working days of being reported then inspected by a council staff member (or a representative of Council) in accordance with the requirement contained in this Plan, noting that times for inspecting the defect have been established in accordance with defect type.

5.6.2 <u>Maintenance Management</u>

Depending upon the nature and situation of the defect reported, if considered to be a hazard, it will be madesafe as an immediate priority; after which it will either be rectified under maintenance or included within Council's capital works program for renewal works which extend its service life.

5.7 Proactive Inspections

5.7.1 <u>Frequency</u>

Proactive inspections are routine inspections undertaken by works personnel for defect identification, resulting in the documentation of required actions. The frequency of proactive inspections is set out in Appendices 1 and 2.

5.7.2 <u>Maintenance Management - Roads</u>

Council, through its proactive maintenance inspections will endeavour to ensure that the target levels of service are achieved, within the constraints of available resources.

The table in Appendix 5 lists all defect types and the response times to action those defects. All response time are from the time of instruction to intervention. An appropriate response could include an inspection, provision of warning signs, traffic control action and/or works to repair the defect.

5.8 Procedure for Undertaking Road Inspections

Inspections to meet the requirements of the Road Management Plan, for both roads and paths, are undertaken in accordance with the Safe Operating Procedure for Asset Inspection (C601).

Road inspections are visual and/or sensor-based inspections undertaken by council officer or contractor travelling the road network. Defects noted are entered into a mobility device with photographs taken as required to clarify the extent of the defect and its physical context.

5.9 Maintenance Management - Paths

Appendix 6 lists the defect types and response times to correct path defects. All response times are from the time of instruction to intervention. An appropriate response could include an inspection, provision of warning signs, traffic control action and/or works to repair the defect.

5.10 Procedure for Undertaking Path Inspections

Inspections to meet the requirements of the Road Management Plan, for paths, are undertaken in accordance with the Safe Operating Procedure for Asset Inspection (C601).

Footpath and Shared Path inspections are undertaken on foot or light vehicle by a Council officer or contractor. If a defect is identified, it is recorded on a mobility device with photographs taken or is captured electronically for processing as required. where necessary.

Rail Trail inspections are undertaken by Council officer (or a delegated assessor) travelling along the Rail Trail. Defects identified are captured by sensor or entered into a mobility device with photographs taken as required.

5.11 Maintenance Management – Bridges and Major Culverts

Appendix 3 also lists defect type and response times to correct bridge and/or major culvert defects. All response times are from the time of instruction to intervention. An appropriate response could include an inspection, provision of warning signs, traffic control action and/or works to repair the defect.

5.12 Procedure for Undertaking Bridge and/or Major Culvert Inspections

Inspections to meet the requirements of the Road Management Plan, for bridges and/or major culverts, are undertaken in accordance with the Safe Operating Procedure for Bridge Inspections (C605).

Bridge and/or Major Culverts inspections are undertaken on foot. The Council officer walks the around the structure visually inspecting. If a defect is identified, it is recorded on a mobility device with photographs taken as required. Where necessary, a measurement is taken to confirm the extent of a vertical displacement.

5.13 Condition Inspections

Condition inspections are undertaken to identify the overall condition of the asset. The condition assessment information is also used for financial asset valuation purposes, for predictive modelling, and to prioritise for the capital works renewal program.

The frequency of Condition Assessment inspections is tabulated in Appendix 3.

5.14 Delegations

The Chief Executive Officer has delegated the various functions under the Road Management Act and Regulations to the respective officers of Council detailed in an Instrument of Sub-Delegation. This allows Council, through its various members of staff to respond quickly to technical and administrative matters under the Plan.

5.15 Exceptional Circumstances

Council will endeavour to meet all aspects of this RMP. However, in the event of natural disasters/events (including, but not limited to) fires, floods, as well as human factors, such as lack of Council staff or suitably qualified contractors, Council reserves the right to suspend compliance with this RMP.

In the event that the limited financial resources of Council and its other conflicting priorities; or the occurrence of a natural disaster such as flooding or fire, result in Council being unable to meet the requirements of this RMP, some, or all, of the timeframes and responses in Council's RMP may be suspended.

5.16 Process for Suspension and Reactivation of RMP

The process to suspend the RMP is as follows:

- The Director of Infrastructure shall write to the Chief Executive Officer, outlining the circumstances contributing to the inability of RCOW to meet the requirements of the RMP, and
- Shall recommend suspension of the RMP until these circumstances are resolved.
- The Chief Executive Officer shall approve, in writing, the recommendation to suspend the RMP until notified by the Director of Infrastructure that the RMP may be reactivated.
- The Director of Infrastructure shall notify, in writing, internal staff and external stakeholders, that the RMP has been suspended, and the reasons for this decision.

The process to reactivate the RMP is as follows:

- The Manager Infrastructure Planning and Delivery, and the Manager Field Services shall agree that the circumstances leading to the suspension of the RMP have been resolved and shall determine an appropriate timeframe for the reactivation of the RMP.
- This agreement and the timeframe for reactivation shall be communicated to the Director of Infrastructure.
- The Director of Infrastructure shall write to The Chief Executive Officer RCOW, recommending reactivation of the RMP on the agreed date.
- The Chief Executive Officer RCOW shall approve the recommendation to reactivate the RMP

6 Review and Consultation

6.1 Road Management Plan Review

The Road Management Plan will be reviewed regularly during Council's budget development period from March to June. The review will consider the levels of service for assets of public roads maintained by this Council.

Particular attention will be given to managing the demand for asset maintenance with the proposed level of resources each year. The performance measures will be reviewed, and any non-conformance will be reviewed for action.

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.

6.2 Consultation Process

In any review associated with this Road Management Plan, consultation will be undertaken as follows:

- Internally by staff associated with RMP implementation,
- Externally by placing this document on exhibition and calling for submissions from the public,
- Externally by Council's insurer and legal advisors.

Inspection and response standards have been based on an approach that aims to balance customer expectations with sustainable resource management. Information gained from external and internal sources, including historical knowledge of demand, risk and expectation has guided the development of these standards. The Rural City of Wangaratta recognises the need to continually review these standards.

6.3 Amendment of Road Management Plan

If the adopted level of service is proven to be not achievable, the level of maintenance effort may need to be varied.

An annual review may result in variation of levels of service based upon the quantity of works achievable within Council's budget, reviewing available resources or applying more effective work methods; resulting in a new revision of the RMP proposed.

The revised Plan would be subject to the consultation and approval processes as detailed in Division 5, Section 54 of the *Road Management Act 2004*.

7 Appendices

- Appendix A1 Public Roads Hierarchy & Inspection Frequencies
- Appendix A2 Public Roads Hierarchy & Inspection Frequencies
- Appendix A3 Other Road Infrastructure & Inspection Frequencies
- Appendix A4 Condition Inspection Frequencies
- Appendix A5 Public Roads Maintenance Response Times
- Appendix A6 Public Paths Maintenance Response Times
- Appendix A7 Regional Roads Victoria Responsibilities
- Appendix A8 References
- Appendix A9 Amendments to the Plan

A1 Public Roads Hierarchy & Inspection Frequencies

Classification	Description	Inspection Frequency
Link	 Provides All Weather access between townships, districts & industries. Links Collectors to Arterial roads. High percentage of through traffic. Access to abutting properties. Caters for higher traffic volumes & speeds including a high percentage of heavy vehicles. Typical design speed 60 –100km/hr rural and 40-60 km/hr urban. 	Twice Per Year
Collector	 Provides All Weather access in both urban & rural areas. Collects & distributes traffic from Access Roads to the wider road network and to minor locations and industries. Moderate percentage of through traffic. Caters for moderate traffic volumes and speeds. Typical design speed 50 –80km/hr rural and 30-50 km/hr urban. 	Twice Per Year
Access	 Provides All Weather access to properties and industry. Caters for low traffic volumes and low traffic speeds. Low percentage of through traffic. Are formed, with pavement, and can be of a sealed or unsealed surface. Typical design speed 40 –70km/hr rural and 30-40 km/hr urban. 	Once Per Year
Limited Access	 Predominantly for local access only to farms, the few abutting residences and for fire/emergency vehicles. Often narrow, with limited road formation; normally no imported pavement material. Road alignment follows the natural surface. Minimal formed drainage if any at all. Typical design speed 30-60km/hr. 	Customer reports only No proactive inspections
Fire Access Tracks	 Provide fire management access for the CFA or DWELP. Not intended, designed nor maintained, for public use. Cater for 4WD fire fighting vehicles, often at low speed. Often narrow with poor road formation and alignment. Dry weather Roads; may not be passable in winter. Not inspected under this RMP. 	Managed according to the Municipal Fire Management Plan

Note: Parking bays and car park areas are inspected in accordance with the adjacent road classification, noting that they are maintained as Access roads regardless of their location.

A2 Public Paths Hierarchy & Inspection Frequencies

Path Class	Description	Inspection Frequency
High Use Paths	 Provides All Weather pedestrian and disability access in urban areas Provides access to and from abutting properties Caters generally for higher pedestrian volumes and the mix of pedestrians with disability vehicles Consists of: Paths located within the central activities area (North End Ovens St, Faithfull St, East End Rowan St, East End Docker St, Ford St, Murphy St, Reid St, Chisholm St, Victoria Pde, Baker St.) High activity area footpaths plus paths in parklands (within one street block of shopping precincts, aged care centres, senior citizen centres, schools, hospitals, libraries, main community facilities and transport hubs), Paths in arterial, link and collector road reserves. 	Once Per Year
Recreational	Dedicated Bike paths and Rail Trails	Once Per Two Years
Low Use Paths	 Provides All Weather pedestrian and disability access in urban areas Provide access to and from abutting properties Caters generally for low volumes of pedestrians and disability vehicles Consists of all Paths within residential areas, that are not included in the high use category. 	Once Per 3 Years

A3 Other Road Infrastructure & Inspection Frequencies

Class	Description	Inspection Frequency
Signs	 Provide warning, regulatory, and advisory messages to road users 	As per Link, Collector & Access (inspect for reflectivity once every five years)
Kerb & Channel	• Provides for drainage of stormwater from formed road surfaces	As per Link, Collector & Access
Bridges & Major Culverts	 Provides safe vehicle passage across waterways & drainage lines 	Once Per Year

A4 Condition Inspection Frequencies

Asset Class	Sub-classification	Inspection Frequency
Roads	Sealed Road – All Classes	5 years
Nouus	Unsealed Road – All Classes	4 years
Kerb & Channel		5 years
Paths	High Activity Path	6 years
	Low Activity Path	6 years
Trees		5 years
Minor Culverts		5 years
Bridges & Major Culverts		6 years

Defect Type	Defect Description	Intervention Threshold	Link	Collector	Access	Limited Access
	Open Drains	> 50% of drain capacity is reduced	12 weeks	12 weeks	24 weeks	NA
	Guard Rails	Replace missing or damaged guardrail	4 weeks	6 weeks	8 weeks	NA
	Signage/Delineation (regulatory)	Missing or > 50% illegible	4 weeks	6 weeks	8 weeks	NA
All Roads	Signage/Delineation (advisory)	Missing or > 50% illegible	8 weeks	12 weeks	16 weeks	NA
	Bridge-related Defect	Damaged component surface or structure	2 weeks	4 weeks	6 weeks	NA
	Roadside vegetation	< 5m clearance of traffic lane	Annual Maintenance Program		NA	
	High-risk, high urgency Issue	Immediate danger to person or property Note 1 – examples of high-risk situations	Near-immediate despate		ch to make situation safe	
	Potholes	> 300mm (wide) and > 75mm (depth)	2 weeks	4 weeks	6 weeks	NA
	Edge Drop	> 100mm (depth) over > 100 lineal m	4 weeks	5 weeks	6 weeks	NA
	Edge Break	> 300mm (wide) over >20 lineal m	4 weeks	5 weeks	6 weeks	NA
	Shoulder Pothole	> 75mm (depth) > 450mm (wide)	4 weeks	5 weeks	6 weeks	NA
Sealed Roads	Line Marking	> 50% faded	Annual Maintenance Program		NA	
	Pavement Failure (major)	> 150m2	Capital Program		NA	
	Pavement Failure (minor)	< 150m2	Annual Maintenance Program		NA	
	Kerb and Channel (minor)	> 50mm vertical alignment & > 3 lineal m	6 months	8 months	12 months	NA
	Kerb and Channel (major)	> 50mm vertical alignment & < 3 lineal m	Capital F	Program	N	A
	Potholes	> 450mm (wide) & > 100mm (depth)	4 weeks	8 weeks	12 weeks	24 Months
Unsealed Roads	Scouring	> 150mm (depth) and > 200mm (wide)	4 weeks	8 weeks	12 weeks	24 Months
	Corrugations	> 100mm (depth) and > 50 lineal m	4 weeks	8 weeks	12 weeks	24 Months

Note 1 – examples of high-risk situations: tree or fallen limbs across road, missing bridge decking or guard rails, washouts, water across road

A6 Public Paths Maintenance Response Times

Defect Type	Defect Description	Intervention Threshold	High Use	Low Use	
	Drainage infrastructure	Missing or damaged lids, grates, surrounds, culverts in pedestrian or traffic lanes	2 weeks	4 weeks	
	Guard Rails, guideposts & barriers	Replace missing or damaged guardrail, guidepost or barrier	12 weeks	26 weeks	
All Paths	Signage (statutory & Advisory)	Missing or > 50% illegible	4 weeks	12 weeks	
All Paths	Roadside vegetation	Vegetation obstructing or encroaching within < 2.5m envelope	4 weeks	12 weeks	
	Private property issue	Privately owned asset encroaching on or over path	Issue notice of 28 days for resident to comply		
	High-risk, high urgency issue	Immediate danger to person or property Note 2 – examples of high-risk situations	Near-immediate despatch to make the situation safe		
	Potholes	> 150mm (wide) and > 75mm (depth)	4 weeks	26 weeks	
	Edge Drop or Edge Break	> 100mm (depth) over > 2 lineal metres	4 weeks	6 weeks	
Path	Vertical displacement/discontinuity	> 25mm	4 weeks	6 weeks	
Surface	Line Marking	> 50% faded	Annual Mainte	I Maintenance Program	
	Scouring	> 75mm (depth) and > 100mm (wide)	Annual Mainte	nance Program	
	Corrugations	> 75mm (depth) and > 50mm lineal metres	Annual Mainte	nance Program	

Note 2 – examples of high-risk situations: tree or fallen limbs across path, missing/loose bridge decking or guard rails, washouts, water over path, loose surface material or debris

A7 Regional Roads Victoria Responsibilities

The following roads are managed by Regional Roads Victoria (declared on VicRoads Register of Public Roads)

Official Name	Local Name / Locality		
Great Alpine Road	Lucas Street, Wangaratta		
Wangaratta-Yarrawonga Road	 Reid Street, Wangaratta Rowan Street (Reid St to Green St), Wangaratta Green Street (Rowan St to Evans St), Wangaratta Evan Street (Green St to Evans St), Wangaratta Edwards Street, Wangaratta 		
Wangaratta-Whitfield Road	 Warby Street (Ryley St to Roger St), Wangaratta Meldrum St (Roger St to Millard St), Wangaratta Millard Street (Millard St to Crisp St), Wangaratta Murdoch Road (Crisp St to Wenhams Lane), Wangaratta Byrne Street, Moyhu (through Moyhu Township) Wangaratta-Whitfield Road, Docker Wangaratta-Whitfield Road, Edi Wangaratta-Whitfield Road, King Valley Wangaratta-Whitfield Road, Moyhu Wangaratta-Whitfield Road, Oxley Wangaratta-Whitfield Road, Wangaratta Wangaratta-Whitfield Road, Wangaratta 		
Mansfield-Whitfield Road	 Mansfield-Whitfield Road, Myrrhee Mansfield-Whitfield Road, Tolmie Mansfield-Whitfield Road, Whitfield Mansfield-Whitfield Road, Whitlands 		
Greta Road	Greta Road (Hume Fwy to Ryley St/Tone Road)		
Wangaratta Road	 Tone Road, Wangaratta Tone Road, Wangaratta South Murphy Street, Wangaratta Parfitt Road, Wangaratta Ryley Street, Wangaratta Bowser Road, Bowser Bowser Road, North Wangaratta Bowser Road, Wangaratta Glenrowan Road, Wangaratta South 		

Glenrowan-Myrtleford Road	 Green Street, Oxley (through Oxley township) Snow Road, Laceby Snow Road, Markwood Snow Road, Milawa Snow Road, Oxley Snow Road, Wangaratta South Snow Road, Whorouly Snow Road, Whorouly East
Federation Way	Federation Way, BowserFederation Way, Dockers Plains
Rutherglen-Springhurst Road	Rutherglen-Springhurst Road, Springhurst

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A8 References

Codes of practice

- Code of Practice for Operational Responsibility for Public Roads 2004
- Code of Practice for Road Management Plans 2004
- Code of Practice for Management of Infrastructure in Road Reserves 2008

Statutory Instruments

- Road Management Act 2004
- Road Management (General) Regulations 2005
- Local Government Act 2020 (Victoria)

Guidance/Overarching Documents

- Rural City of Wangaratta Council Plan 2021-2025 (Revised)
- MAV Insurance LMI Road Management Guidance Document V4 (August 2018)
- Municipal Fire Management Plan Roads & Rail Trails (2017)
- Register of Public Roads Processes for Maintaining Road Register (2013-2017)
- Austroads Guide to Road Design
- Austroads Guide to Traffic Management

Operational Procedural Documents

- RCOW Safe Operating Procedure Asset Inspection C601
- RCOW Safe Operating Procedure Bridge Inspections C605

A9 Amendments to the Plan

This revision of the Road Management Plan has undergone considerable revision and restructuring since 2017 version following a comprehensive service level review in 2021. The documented has also been significantly reformatted to accommodate adoption of new corporate templates following official 2020 rebranding.

A comprehensive Review Report of the 2021 RMP Service Level Review has been prepared to accompany the adoption of the this revised RMP. Within the Review report a comprehensive schedule of changes is provided to document changes in the document between 2017 and 2021 versions.

Changes in the 2021 version are intended to produce an RMP tailored to council's resources, to reduce ambiguities from the document and in so doing, providing clearer meaning and intent of the function of the RMP.

Version	RMP Date	Details of Change
1.0	2004	Original RMP Drafted and Adopted
2.0	2008	Revision content information not tracked/available
3.0	2013	Revision content information not tracked/available
4.0	2017	Revision content information not tracked/available
5.0	2021	Major RMP Service Level Review undertaken. Inspection Frequencies and Defect Responses modified as result. Details provided in Review Report.

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Rural City of **Wangaratta**