City of GLEN EIRA

GLEN EIRA CITY COUNCIL

ROAD MANAGEMENT PLAN

October 2018

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1 EXECUTIVE SUMMARY

The City of Glen Eira is custodian of an extensive range of assets. This includes the roads for which it has responsibility under the *Road Management Act 2004* (the "Act").

The road network within the City of Glen Eira consists of some:

- 498 kilometres of Council roads and constructed rights of way that include:
    - 832 kms of kerb and channel; and
    - 864 kms of Pathways
- 95 kilometres of arterial road carriageways which are the responsibility of, and managed by, VicRoads but for which Council maintains the Pathways.

The Act provides that Council, as a road authority under the Act, may publish and adopt a Road Management Plan:

> *"(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."*[1]

This document is Council's Road Management Plan ("the Plan").

The Plan details the decisions Council has made as to how Council manages safety risks associated with the public roads and Pathways for which it is responsible.

In particular, the Plan sets out the times within which, and the standards to which, Council will:

- inspect for defects;
- maintain (appropriate temporary repair) ; and
- repair (appropriate permanent repair)

the roads and the Road (including Road-Related) Infrastructure for which Council is responsible.

The Plan balances the needs of road users against the limited resources available to Council, taking into account the many other services that Council, as a Local Government Authority, is required to deliver.

The Plan is otherwise based substantially on factors or constraints which are financial, economic, political, social or environmental.

Council uses the available resources to carry out inspections, Repairs and Maintenance under a number of programs. These can be divided into two main categories of Defect and Maintenance.

Details of these programs are set out in this Plan at section 2.7.

[1] Section 50, *Road Management Act 2004*.

1.1 Responsibilities for Road Management Plan Implementation

The Chief Executive Officer has responsibility for assigning the roles and responsibilities of the appropriate Council officers for the purposes of implementing the requirements of the *Road Management Act 2004* and this Plan.

1.2 Availability of the Plan

This Plan and Appendices are available for inspection, free of charge and in hard copy format, during office hours: 8:30 am to 5:00 pm each working day at:

Customer Service Centre
Glen Eira City Council Municipal Offices,
Corner of Glen Eira and Hawthorn Roads,
Caulfield, Victoria.

Phone 9524 3333 or email mail@gleneira.vic.gov.au

This Plan is also available for download from the Council's website: www.gleneira.vic.gov.au.

1.3 Queries and Comments

Any queries or comments in relation to this Road Management Plan should be directed to:

Manager Infrastructure Assets

Glen Eira City Council

PO Box 42

Caulfield South 3162

Further information is also available on the Council's website: www.gleneira.vic.gov.au.

2 GENERAL

2.1 Obligations of Road Users

All road users have a duty of care under the *Road Management Act* 2004 (section 106) and the *Road Safety Act 1986* (section17A). Section 17A of the *Road Safety Act 1986* sets out that all road users have certain obligations:

"17A Obligations of road users

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

- *physical characteristics of the road;*
- *prevailing weather conditions;*
- *level of visibility;*
- *condition of the motor vehicle;*
- *prevailing traffic conditions;*
- *relevant road laws and advisory signs; and*
- *physical and mental condition of driver.*

(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.

(3) A road user must—

(a) have regard to the rights of other road users and take reasonable care to avoid any conduct that may endanger the safety or welfare of other road users;

(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; and

(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.

…"

2.2 Purpose of the Plan

In accordance with section 50 of the Act, the purposes of this Plan are to:

- establish a management system for the road management functions of the Council which is based on policy and operational objectives and available resources; and
- set the relevant standard in relation to the discharge of duties in the performance of those road management functions.[2]

[2] Section 50, *Road Management Act 2004.*

2.3 Legislative Basis for the Plan

2.3.1 Provisions of the Act

This Plan is prepared in accordance with Division 5, sections 49-55 of the Act.

This Plan also reflects the purposes and objectives of the Council as specified under sections 3A and 3C of the *Local Government Act 1989*. Other legislation which relates to this Plan includes the *Road Safety Act 1986* and the *Transport Act 1983,* and further, Council's *Local Law 2009*.

2.3.2 Documents Developed Under Other Legislation

This Plan is consistent with other Council documents developed under other legislation (especially the *Local Government Act 1989)* including:

- Glen Eira Council and Community Plan;
- Adopted Annual Budgets;
- Asset Management Policy and Strategy; and
- Asset Management Plans.

2.3.3 Codes of Practice

The following Codes of Practice which exist under the Act will be complied with by Council to the extent they are relevant to Council:

- *Operational Responsibility for Public Roads* - this Code provides guidance in determining the physical limits of operational responsibility between road authorities for the different parts or elements within the Road Reserve of public roads;
- *Management of Infrastructure in Road Reserves* - this Code provides guidance for road authorities and utilities in planning and managing their infrastructure in Road Reserves, e.g. gas, water, electricity, telecommunications, etc;
- *Worksite Safety - Traffic Management* - this Code provides guidance on how to conduct any works on a road in Victoria and supports the engagement of appropriately trained and qualified persons to carry out the works or direct traffic;
- *Code of Practice for Road Management Plans* - this code provides practical guidance to road authorities in the making of road management plans; and
- Any new Code of Practice established under the Act.

2.4 Content of the Plan

In accordance with section 52 of the Act, this Plan incorporates:

- the relevant standards determined by Council[3] in relation to the discharge of Council's duties in the performance of its road management functions; and
- details of the management system that Council has implemented and proposes to implement in the discharge of its duty to:
    - inspect for defects that have reached intervention,
    - maintain to provide temporary repair; and
    - repair to provide permanent repair

[3] Section 51 of the Act provides that Council may determine standards by including them in this Plan.

those public roads for which Council is the coordinating or responsible road authority.

2.5 Effect of Road Management Plan

Section 39(4) of the Act sets out that, by including provisions in the Plan relating to the performance of road management functions, Council is to be taken to have made a policy or policy decision in respect of those road management functions.

Section 103 of the Act provides:

"103 Policy defence

For the purposes of any proceeding to which this Division applies, an act or omission which is in accordance with a policy –

…

(b) determined by the relevant road authority under section 39 does not constitute a wrongful exercise or failure unless the policy is so unreasonable that no road authority in that road authority's position acting reasonably could have made that policy."

2.6 Meaning of Terms

This Plan uses within it a number of words and terms the meaning of which needs to be understood. These words and terms are defined below. Where a word or term is defined in the Act, this is indicated by a footnote, and the word or term has the same meaning in this Plan as in the Act:

Ancillary Area[4] means an area designated as an ancillary area by the coordinating road authority under section 18 of the Act, for example car parks.

Example

Any area which is a "park and ride" carpark, rest stop or scenic lookout could be designated as an ancillary area.

Day means a normal working day (ie Monday to Friday, excluding public holidays).

Defect means a localised failure or imperfection in an asset. Examples are a pothole in a road surface or a crack in the surface of a concrete Pathway. Defects may be below the specified Intervention Level for the type of defect in the particular type of asset or may have reached the Intervention Level[5]. A defect does not include the design of the asset or the construction of an asset in accordance with the design, whether or not such design is of a type currently used or allowed by Council and whether or not such design could be said to be deficient compared to current designs.

Routine Defect Inspection is an inspection undertaken in accordance with a formal inspection schedule (as set out in Appendix 2 - Defect Inspection Frequencies) necessary to determine if an asset has reached an Intervention Level specified in this Plan. The nominated time is not precise. A 10% margin is allowable.

Reactive Defect Inspection is a Defect Inspection in response, for example, to a report by a member of the public or a Council employee or contractor. It is conducted in order to ascertain (a) whether the asset in question is the responsibility of Council (b) whether a Defect exists and (c) if so, whether it has reached an Intervention Level specified in this Plan.

[4] Sections 3 and 18, *Road Management Act 2004*.

[5] It is central to this Plan that roads, Pathways and other road infrastructure are not perfect or free of all hazards. Defects will not be rectified unless they have reached the Intervention Level specified in this Plan.

Emergency Defect Inspection is a Defect Inspection, Reactive where a person telephones, notifies on the City Watch App, or attends the Council's Customer Service Centre and reports that a Defect is a safety threat to the public or property. Alternatively, reports that something is blocking traffic on Link or Collector road listed on Council's Register of Public Roads.[6]

Only those reactive defects that are termed as emergency and qualified as emergency defects by the Customer Request Staff shall be deemed to qualify for an Emergency Inspection. All other reactive defects will be treated as non-emergency defects.

Customer Service staff shall consider the following reported events as requiring an emergency response:

- Oil spills
- Flooded road
- Sunken/collapsed road
- Fallen/damaged tree blocking traffic movement
- Object on road interfering the safe movement of public on the road reserve
- Footpath fall event

Emergency Works mean works required in respect of a Defect that presents an immediate threat of personal injury or property damage to members of the public or the blocking of traffic on a link or collector road or other source of immediate danger to the public or a section of the public.

Infrastructure Manager[7] means:

(a) in relation to road infrastructure, the responsible road authority under section 37 of the Act; or

(b) in relation to non-road infrastructure, the person or body that is responsible for the provision, installation, Maintenance or operation of the non-road infrastructure.

Intervention Action means any action to conduct a temporary or permanent repair.

Intervention Level means the level at which the standards set out in this Plan require Intervention Action to be taken.

Maintenance (as that term is used in this Plan) means the process of temporary repair of an asset as distinct from the permanent Repair of a specific Defect.

Month means a calendar month.

Pathway[7] means 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:

(a) which has not been constructed by a responsible road authority; or

(b) which connects to other land.

Examples

A footpath or bicycle path constructed on a road reserve by a responsible road authority for use by the general public would be a pathway.

[6] A member of the public may contact Customer Service Centre via telephone or in person during business hours. After-hours, the telephone number diverts to relevant after-hours telephone. Council does not constantly monitor other forms of communication (eg email, faxes and internal telephone numbers) so they cannot be relied upon for an emergency response.

[7] Section 3, *Road Management Act 2004.*

A foot trodden track over roadside land or a path that connects from a roadway or footpath to privately owned land would not be a pathway.

Register means Council's Register of Public Roads as kept under section 19 of the Act.

Repair[7] means the taking of any action to remove or reduce a risk arising from a Defect in a Roadway, Pathway or Road-Related Infrastructure, including:

(a) reinstating a road to its former standard following works to install any infrastructure;

(b) reinstating a road to its former standard following deterioration or damage;

(c) providing a warning to road users of a Defect in a Roadway, Pathway or Road-Related Infrastructure,

(d) providing a barricade

but does not include the upgrading of a Roadway, Pathway or Road-Related Infrastructure.

Example

Filling in a pothole in a roadway, resurfacing the roadway and erecting a warning sign would be actions to repair the road.

Response Time is the time in which the standards set out in this Plan require Intervention Action to be undertaken. A Response Time is measured from the time the Defect is inspected by a nominated Council inspector and the inspector deems the defect to be at or beyond intervention. The nominated time is not precise. A 10% margin is allowable.

Road Infrastructure relevantly means the infrastructure which forms part of a Roadway or Pathway and includes structures forming part of the Roadway or Pathway and materials from which a Roadway or Pathway is made.

Road Pavement means that part of a road which is sealed and intended for the use of motor and other vehicles.

Road-Related Infrastructure[7] (which is a part of the Road Infrastructure) means infrastructure which is installed or constructed by the relevant road authority (being Council or its predecessors) for road-related purposes to:

(a) facilitate the operation or use of the Roadway or Pathway; or

(b) support or protect the Roadway or Pathway.

Examples

A traffic control sign, traffic light, road drain or embankment would be road-related infrastructure.

A noise wall, gate, post or board installed on the road reserve by the relevant road authority for road-related purposes would be road-related infrastructure.

Road Register means the list of public local roads and Ancillary Areas contained in the Register to which this Plan applies. This includes sealed roads, unsealed road surfaces, car parks, sealed rights of way and sealed laneways which are reasonably required for general public use.

Road Reserve[7] means all of the area of land that is within the boundaries of a road.

Roadside[7] means 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.

Roadway[7] means:

(a) in the case of a public road, the area of the public road that is open to or used by members of the public and is developed by a road authority for the driving or riding of motor vehicles; and

(b) in the case of any other road, the area of the road within the meaning of "road" in section 3(1) of the *Road Safety Act 1986*,

but does not include a driveway providing access to the public road or other road from adjoining land.

Vehicle Crossing[8] means the driveway and Pathway which connects from a Roadway or Pathway on a road to other land.

2.7 Council's Road-Related Programs

Council has a number of different, but concurrent, programs operating or scheduled to operate in relation to roads and Road-Related Infrastructure. Not all of these programs are the subject of this Plan.

The programs operating are detailed in the following sections.

2.8 Defect Inspections – The Inspection Programs

This section of the Plan lists the programmed or scheduled Defect Inspections carried out in respect of Road-Related Infrastructure, which are then actioned within the Response Times allowed for in this Plan.

2.8.1 Defect Inspections – Roads

The first table in Appendix 2 - Defect Inspection Frequencies sets out the inspections which are carried out in relation to roads in order to identify Defects in:

- Road Pavement;
- kerb and channel;
- drainage pits; and
- regulatory signs.

2.8.2 Defect Inspections – Pathways

The second table in Appendix 2 - Defect Inspection Frequencies sets out the inspections which are carried out for Pathways in roads and in some Ancillary Areas.

2.9 The Repair Programs – Defect Intervention Levels

2.9.1 Road Repair Program and Surface Reinstatements

These repair programs are ongoing on a daily basis and cover:

- pothole patching;
- Repairs to bituminous surfacing; and
- Repairs to laneway surfacing,

as described in

[8] Contained within the definition of "Roadside" in Section 3 of the *Road Management Act 2004.*

Appendix 3 - Defect Intervention Levels.

2.9.2 Kerb and Channel Repairs Program

This program covers Repairs to kerb and channel as again described in

Appendix 3 - Defect Intervention Levels.

The focus of the kerb and channel program is to reduce the risk to the community to a reasonably acceptable and affordable level. Hence, the emphasis and priority of this program is to Repair Defects that may affect the public interest by causing injury or loss to persons or their property. For this reason, Defects which result in a displacement of one kerb and channel segment relative to another are generally given a higher priority for Repair than sections of kerb and channel that are holding some water. Displacement Defects are considered undesirable as they may result in damage to parking vehicles. Water retention in the kerb and channel is common and is typically caused by underlying soil conditions or nature strip trees. This Plan recognises the importance of street trees and the environment to the community, and hence it is not proposed to rectify kerb and channel or to remove street trees, where it is considered the retention of water does not constitute a health issue or compromise the long term integrity of the Road Pavement.

2.9.3 Ancillary Item Repairs Program

Appendix 3 - Defect Intervention Levels also describes the Repairs carried out to:

- drainage pits, including pit frames and insert lids; and
- regulatory signs

2.9.4 Pathway Repair Program

Appendix 3 - Defect Intervention Levels also describes the Repairs carried out to Pathways under this program.

2.10 Maintenance / Reconstruction / Renewal – the Maintenance Programs

Road-related Maintenance, reconstruction and renewal programs are typically carried out under Council's capital works programs. The extent to which Repair, such as pothole patching, has been carried out (along with many other factors) is considered when determining the projects that are to be included in the capital works programs.

The fact that reconstruction is carried out on a multi-year cycle does not mean that any particular road or Pathway will be reconstructed within any particular year. It means that it will be included in Council's prioritising process, but will not be attended to if it achieves a lesser priority rating than other reconstructions upon which Council's budgetary and resource allocation decisions are made each year.

2.11 Plan Does Not Always Require Action on Part of Council

Not all areas or all assets within the Road Reserve are the responsibility of Council. Other areas or assets are not regarded as requiring intervention by Council for the purposes of this Plan. This Plan provides as follows:

2.11.1 "Roadside" – nature strips, parking signs, street trees, street lighting and Vehicle Crossings, excluding the pathway section of vehicle crossings, not subject to inspection or Repair

Section 107 of the Act provides:

"107 Liability of road authority

A road authority does not have a statutory duty or a common law duty to perform road management functions in respect of a public highway which is not a public road or to maintain, inspect or repair the roadside of any public highway (whether or not a public road)."

Because Council does not have a duty to maintain, inspect or Repair "Roadside" (see definition in section 2.6), "Roadside" generally and nature strips, parking signs, street trees, street lighting, Vehicle Crossings, in particular, and also public highways which are not public roads within the meaning of the Act are not included for inspection or Repair under this Plan.

2.11.2 Council is <u>not</u> responsible for assets of or works by utility authorities or other authorities

Authorities other than Council own and control assets within Road Reserves.

Many openings to the surface of the Road Pavement or Pathway are the result of utility or other authority related works. In many instances, Council does not need to issue consent for the works to commence, and will only receive advice (if it receives advice at all) from the works manager of the authority on completion of the permanent reinstatement. Council will not be aware of most "works in progress" jobs. Council is not responsible for the safety of the work site or the reinstatement of a road-related asset which is owned or controlled by the relevant utility.

Other Infrastructure Managers with assets located within the Road Reserve include:

- Water authorities – sewer pits trenches and pipes, water supply valves, hydrants, pipelines and signage;
- Gas authorities – pits, pipelines and signage;
- Electricity authorities – poles, overhead electric cables, sub stations and pits;
- Road authority (VicRoads) – Road Pavements and surfaces, kerb and channel and signage;
- Rail authority (VicTrack) – railway tracks, crossings and signage;
- Tramways – tracks, overhead wires and tram shelters, hardstand areas and signage;
- Telecommunications authority (Telstra) – poles, overhead cables, pits and payphones;
- Telecommunications authority (Optus) – poles, overhead cables, and pits; and
- Department of Transport, Planning and Local Infrastructure – bus stops / shelters, hardstand areas and signage.

This Plan does not make Council responsible for the assets of other authorities or works of other authorities within Council assets.

If during a scheduled defect inspection or through a reactive defect inspection, Council inspectors identify a defect at or beyond intervention, then Council will do everything reasonable to advise the '*other authorities/utilities'* and 'provide temporary repair to a reasonable level'. Permanent repair and reinstatement is responsibility of the other authority.

2.11.3 Council is not responsible for private assets or works

A number of private assets exist within or adjacent to roads in respect of which Council does not have an obligation, and this Plan does not impose any obligation. These assets include:

- private or illegal landscaping works;
- private roads, driveways, laneways and car parks associated with private developments; and
- storm water drains or connections from private properties.

If during a scheduled defect inspection or through a reactive defect inspection, if Council inspectors identify a defect at or above intervention on a private asset adjacent to roads or footpaths then Council will do everything reasonable to advise the '*private entity/resident'* and 'provide temporary repair to a reasonable level'. Permanent repair and reinstatement is responsibility of the other private entity or resident.

2.11.4 Plan does not require asset to be upgraded simply to change existing design

The definition of "Defect" notes that it "*does not include the design of the asset or the construction of an asset in accordance with the design whether or not such design is of a type currently used or allowed by Council*". Accordingly, this Plan does not require the upgrading of an asset simply to make it comply with a later or current design. Where an asset is upgraded, the upgrade will be in accordance with the then current standard.

2.11.5 Roads and rights of way not listed in Register

Those municipal roads and unconstructed rights of way or those rights of way which Council does not regard as being reasonably required for general public use are not included in the Register in accordance with Council's Policy on *Register of Public Roads* and are therefore discretionary and not subject to this Plan (see section 2.12).

2.12 Roads and Ancillary Areas Subject to the Plan

2.12.1 Council is a road authority

Under the Act, Glen Eira City Council is the "Co-ordinating Road Authority" for municipal roads within the City of Glen Eira as set out in Council's *Register of Public Roads* – see section 2.12.2 of this Plan.

Council is also the "Responsible Road Authority" for some areas and assets on VicRoads' arterial roads.

2.12.2 Roads covered by this Plan

This Plan applies to those public roads listed in the Register[9]. The Register (and the Road Register) are as described in section 3 of this Plan. The Council 'Register of Public Roads' is not an 'incorporated document' in this Plan, and is available on the Council website.

This Plan also applies to parts of arterial roads, where Council is the responsible road authority for some areas and assets (such as Pathways). Highways and arterial roads may also contain some Ancillary Areas that are the responsibility of Council.

[9] Council's *Register of Public Roads* forms the "asset register" for the purposes of clause 7.2 of the *Code of Practice for Road Management Plans*.

2.12.3 Car parks, rights of way, laneways and unsealed road surfaces

Car parks included within the Register are those that the public has access to and for which Council is responsible. The standards are consistent with those applicable to access roads. Council maintained car parks may be Ancillary Areas to arterial roads.

Off-road car parks and access roads generally are not included in the Register and hence this Plan is not applicable to the way Council manages and controls them.

Laneways and unsealed surfaces are not proactively inspected and Council responds to customer requests as per Appendix 3 – Defect Intervention Levels.

3 CLASSIFICATION

3.1 Requirement to List Classification

The Act provides that a Register must include:[10]

*"**1 Matters which must be included in a register of public roads***

The register must include:

…

(d) the classification, if any, of the public road.

…"

3.2 Information in Council's Register of Public Roads

3.2.1 Classification of roads

The Register records the name and classification of road assets for which the Council is responsible. The classifications are used in this Plan to differentiate standards for:

- Inspection frequencies,
- Response Times.

(Council may also designate certain areas adjacent to a public road as 'Ancillary Areas' and these areas are recorded in the Register.)

3.2.2 Other road authorities

The Register also records roads in respect of which Council has agreements in place for the management of roads that are the responsibility of other road authorities such as State highways, arterial roads and municipal boundary roads. Details of the agreements between the Council and the other road authorities, made pursuant to section 15 of the Act, are also included in the Register and are referred to in section 3.5 of this Plan.

3.2.3 Changes to Register

Council's Director Infrastructure, Environment & Leisure and Manager Infrastructure Assets are empowered under delegation to make additions, deletions and other amendments to the Register.

[10] Section 1(d) of Schedule 1, *Road Management Act 2004.*

3.3 Road Classifications

Roads listed in the Register for which Council is the coordinating road authority have been classified as follows:

Classification	Description
Link:	Roads of this classification primarily provide a linkage between significant residential, industrial and commercial nodes and / or the declared road network. These roads have an identifiable origin and destination (e.g. suburbs, industrial areas or places of significance).
Collector:	Roads of this classification primarily provide a route between and through residential, industrial and commercial areas and convey traffic to the urban link or arterial road network system.
Access:	A road, street, court or laneway that primarily provides direct access for abutting residential, industrial and commercial properties to their associated collector and link roads.

The Glen Eira Local Road Map, which is included in the Register, shows the location and classification of those local roads listed in the Register.

The Glen Eira Local Road Map also shows the highways and arterial roads within the City for which VicRoads is the coordinating road authority.

3.4 Pathway Classifications

Pathways and Ancillary Areas are also listed in the Register.

Council has developed a Pathway classification as follows:

Classification	Description
High:	Generally areas of high pedestrian use, for example, major activity centres.
Medium:	Generally areas of moderate pedestrian use, for example, neighbourhood activity centres, links, and collectors.
Low:	Generally areas of low pedestrian use, for example, access roads and local shopping centres.

The Pathway Classification Map, which is included in the Register, shows the location and classification of Pathways.

Council is also responsible for the inspection, Repair and Maintenance of Pathways on roads where VicRoads is the coordinating road authority. These Pathways may be classified as high, medium or low depending on use.

3.5 Boundary Roads and Agreements

Boundary roads maintained by Council on behalf of adjoining municipalities are maintained to the standards set out in this Plan. Roads covered by "Agreements and Memorandum of Understandings" are:

Boundary Roads	Adjoining Council
Hotham Street	Port Phillip City
Inkerman Road	Port Phillip City
Orrong Road	Port Phillip City
Poath Road	Monash City
Thomas Street	Bayside City

Council is able to enter into agreements with other road authorities and utilities where the other parties have an interest or have assets that are located in a road for which Council is responsible. "Agreements" made between Council and any other party can be found in Council's *Register of Agreements*.

4 STANDARDS

4.1 Council May Determine Standards

4.1.1 Section 41 of the Act provides that Council may determine the standard to which Council will:

- construct;
- inspect;
- maintain; and
- Repair

the items of infrastructure which are the subject of this Plan, namely:

- Roadways;
- Pathways;
- Road Infrastructure; and
- Road-Related Infrastructure.

The standards can apply to quality, measurement (e.g. size of Defects), time (e.g. of response) or any other act, matter or thing.

4.2 Council Must Consider/Have Regard to Certain Matters

4.2.1 In determining these standards, Council is required to have regard to the following factors:[11]

- the principal object of road management, which is to ensure that a safe and effective network of roads is provided primarily for travel and transport and that Road Reserves are available for other appropriate uses;[12]
- the relevant works and infrastructure management principles, being:[13]
  - the minimisation of road safety hazards;
  - the avoidance or minimisation of damage or disruption to infrastructure on roads;
  - the avoidance or minimisation of disruption to plans for the development of road infrastructure and non-road infrastructure;
  - the avoidance or minimisation of disruption to traffic;
  - the avoidance or minimisation of disruption to the effective and efficient delivery of utility services; and
  - the efficient use of resources of road authorities and Infrastructure Managers and the minimisation of cost to the community of infrastructure and services.
- any relevant direction made by the Minister under section 22 of the Act (at the time of this Plan, there are no relevant directions);
- any relevant Code of Practice (relevant Codes of Practice are set out in section 2.3.3 of this Plan); and

[11] Not all factors apply to all standards but to assist clarity, all factors are considered together in this Plan.
[12] Section 20(1), *Road Management Act 2004*.
[13] Section 20(2), *Road Management Act 2004.*

- any relevant policy or policy decision under section 39 of the Act (Council's decisions are contained within and supported by this Plan).

4.2.2 In respect of inspections, Council is required to consider:[14]

- the type of road infrastructure and the volume and nature of public road usage;
- the scope of inspection;
- community expectations;
- any relevant risk factors; and
- the resources available and the competing demands for those resources.

4.2.3 Additionally, in respect of standards for Repair and Maintenance, Council must consider[14]:

- the use of temporary measures and warning systems to warn road users of hazards;
- potential impacts on utility infrastructure and utility providers; and
- environmental and cultural factors.

4.3 Council Has Had Regard to Requirements

In determining the standards defined in this Plan, Council has had regard to all of those considerations listed in clause 4.2.

In particular, in respect of the requirements of 4.2.2, Council has had regard to:

4.3.1 The type of road infrastructure and the volume and nature of public road usage:

- the classification of roads and Pathways adopted by this Plan is based on consideration of the type of infrastructure concerned;
- the volume of usage determined in some instances by specific data and in others by assumptions based on the type and location of the infrastructure; and
- the nature of the usage, for example, whether vehicle and pedestrian traffic is concentrated in a major area or exists only in respect of local properties.

4.3.2 The scope of the inspection

Appendix 1 - Asset Inspection Details sets out the scope of inspections for Defects. This scope has been determined having regard to the following:

- virtually all public roads within the City of Glen Eira are sealed;
- the speed limit for the majority of Council's local roads is 50kph;
- all public roads, except rights of way, have street lighting;
- Council does not have a responsibility to inspect non-Council assets; and
- residential properties abut nearly all public roads and Council's customer request system facilitates the reporting of Defects to Council.

In determining the frequency of inspections, Council has regard to:

- road and Pathway asset classification;
- the degree of use of an asset; and

[14] Section 7.4, *The Code of Practice for Road Management Plans 2004.*

- the visibility of the Defect.

4.3.3 The use of temporary measures and warning systems to warn road users of hazards

- Where it is not possible to rectify within the Response Times shown in Appendix 3 (due to the nature of the Repair required, level of resources required or workload), appropriate warning of the Defect is to be provided until the Repair can be completed; and
- Appropriate warning could include, for example, provision of warning signs, traffic control action, diverting traffic around the site, lane closure, road closure, and barricading or asphalt wedging of defective footpaths.

4.3.4 Environmental and cultural factors are considered as follows:

- environmental issues are considered when developing work procedures;
- heritage protections are provided by Council's Planning Scheme; and
- other considerations such as Council's Street Tree Strategy have been taken into account.

5 THE STANDARDS DETERMINED BY COUNCIL

Taking all appropriate considerations into account, Council has determined the following standards to apply under this Plan:

5.1 Standards Relating to Construction (and Reconstruction)

5.1.1 Roads

The municipality of Glen Eira is fully developed. There are very limited opportunities for the new construction of roads. Where roads are constructed or reconstructed, they will be fully formed and fully sealed and constructed as far as practicable in accordance with all applicable Council and VicRoads standard designs.

5.1.2 Pathways

Pathways are constructed or reconstructed in accordance with Council's standard designs adopted from time to time and available for inspection at Council's offices.

5.1.3 Other Assets

Other assets within this Plan are constructed or reconstructed in accordance with Council's standard designs which, where applicable, are in accordance with Australian Standards and/or VicRoads standards as specified from time to time.

5.2 Standards Relating to Defects (All Assets under this Plan)

5.2.1 Frequency of Inspection Standards for Defects

Appendix 2 - Defect Inspection Frequencies, sets out the frequency with which Defect Inspections are conducted for different classifications of assets.

5.2.2 Intervention Level Standards for Defects

Appendix 3 - Defect Intervention Levels, sets out the Intervention Levels which will trigger a Repair of Defect for the different classifications of roads and Pathways.

5.2.3 Standards for Repair of Defects

Appendix 3 - Defect Intervention Levels, also sets out in the column titled "Defect Action" particulars of the type of Repair required for the type of Defect and the standard to which this Repair will be carried out based on the objective of the Repair.

It must be noted that, in addition to the specific Repair actions identified in the Appendix, the definition of "Repair" in the Act[15] also includes any temporary action eg barricades, signs and warnings may be used when required. In particular, Council will undertake a discretionary repair called asphalt wedging on footpaths where there is a trip hazard or displacement of the footpath joint. This discretionary decision is experience based and will occur mostly on high pedestrian routes where there is a high likelihood of an event.

[15] See Section 2.6 of this Plan for definition.

5.2.4 Standards for the timeframe for Repair of Defects

Appendix 3 - Defect Intervention Levels, also sets out in the column titled "Response Times" the time within which Repairs will be carried out for particular Defects within particular classifications of assets.

The Response Times assumes that no *Force Majeure* or exceptional demand on Council's resources occurs, whether in relation to road management specifically or any other relevant activity of Council which impacts on the ability to achieve the stipulated Response Times. If such an event occurs, the Response Times will be measured from the resumption of normal levels of demand on the relevant resources.

5.3 Standards for the Inspection of Assets

Appendix 1 on "ASSET Inspection Details" sets out Council's inspection requirements under this Plan.

5.4 Force Majeure

Council will make every endeavour to meet all aspects of this Plan.

However, in the event of natural disasters and other events including, but not limited to, fires, floods, droughts, and the like, together with human factors, such as lack of Council staff or suitably qualified contractors, and noting the principles set out in section 83 of the *Wrongs Act 1958*, as amended, Council reserves the right to suspend compliance with this Plan.

In the event that the Chief Executive Officer (CEO) of Council, pursuant to the principles set out in section 83 of the above Act, has to consider the limited financial resources of Council and its other conflicting priorities, meaning Council's Plan cannot be met, the CEO will write to the Director of Assets and Facilities of its Road Management Plan and inform that person that some, or all, of the timeframes and Response Times are to be suspended.

5.5 Emergency Response Standards

In addition to the scheduled defect Inspections and the works that flow from them as listed in section 5.2 above, Council will also provide an Emergency Response in circumstances where an Emergency Inspection is warranted as follows.

Action	**Response Time**	**Intervention Level** (i.e. action required if:)	**Intervention Standard**
A member of the public telephones, notifies on the City Watch App or attends Council's Customer Service Centre and reports a potential threat to safety of pedestrians, or property or obstructions and substances blocking traffic on a Link or Collector road.	Prompt acknowledgement		
Customer Service Centre or after-hours	Prompt recording		

Action	Response Time	Intervention Level (i.e. action required if:)	Intervention Standard
officer records report			
Assess from any available material whether Council responsibility	Prompt preliminary assessment	If asset is not Council's responsibility, advise works or Infrastructure Manager responsible for asset (if practicable)	
Initial inspection by Council	Inspection carried out within 24 working hours of recording of request and being qualified as an emergency		
Determine if asset involved is responsibility of Council[16]	At time of initial inspection	If asset is not Council's responsibility, advise works or Infrastructure Manager responsible for asset (if practicable)	
Assess whether emergency situation exists	At time of initial inspection	If exceeds Defect Intervention Level for the type of asset involved (or equivalent if Defect not of type listed) **and** presents an immediate threat to the public property; or something prevents the flow of traffic on a Link or Collector road **and** (if relevant) it is apparent relevant Infrastructure Manager will not respond[17]	Repair or rectify if feasible by reinstatement or provide appropriate warning with barricades and/or signs
Follow up inspection	At regular intervals consistent with degree of risk	If initial Repair included erection of barricades and/or signs	Ensure ongoing effectiveness of barricades and/or signs
Follow up Repair	Within Response Time for Repair of Defect within asset(s) of type affected - Appendix 3 - Defect Intervention Levels	If not reinstated on initial inspection	Repair to standard specified in this Plan for asset(s) of type affected

[16] Council is not responsible for providing an after-hours or emergency response service for utility companies, their agents, or private contractors.

[17] However, where Council becomes aware of an emergency or dangerous situation on a road, it may take action to mitigate the risk to the community, and then seek reimbursement of costs from the appropriate party.

6 MANAGEMENT SYSTEM

6.1 Legislative Provision

Section 52 of the Act provides:

*"**52. Contents of a road management plan***

(1) A road management plan—

…

(b) may include details of the management system that a road authority proposes to implement in the discharge of its duty to inspect, maintain and repair public roads for which the road authority is the coordinating road authority or the responsible road authority."

This section of the Plan summarises the current Council Management System.

6.2 The Management System

Council has established a reliable and robust IT based system for the management, tracking and traceability of the Defect Inspections and rectifications. It includes the receiving of customer complaints and documentation and issue of works orders.

The following flow chart is a schematic representation of the management system process.

Council RMP System Workflow

7 SUPPORTING DOCUMENTS

The following supporting documents, whilst complementing the Plan, do not form a part of this Plan.

7.1 Technical Guides

i. *Asset Management Improvement STEP Program - Road Asset Management Plan Framework 2003,* Municipal Association of Victoria;

ii. *International Infrastructure Management Manual*, International Edition 2015, Institute of Public Works Engineering Australia;

iii. *Local Government Records*, General Records Authority, Version 2002, Public Records Office Victoria;

iv. *Road Reserve Risk Management Statement of Principles 2002*, Civic Mutual Plus;

vi. *Risk Management Guidelines*, VicRoads; and

v. *Risk Management Standard*, AS/NZS ISO 31000:2009.

7.2 Council Documents and Procedures

Relevant Council engineering drawings and standards for design and construction are listed in the appropriate Asset Management Plan.

Other relevant Council documents and procedures include:

(a) Glen Eira Council and Community Plan;

(b) Glen Eira Adopted Budget;

(c) Policy No. 8.2 - Asset Management;

(d) Policy No. 8.14 - Traffic Management Plans;

(e) Local Law 2009; and

(f) Asset Management Strategy.

7.3 Asset Management Plans

Council produces asset management plans for all major categories of infrastructure assets, including road-related assets. These asset management plans are developed and updated in accordance with the guidelines of the *International Infrastructure Management Manual, International Edition (2015)*.

8 APPENDICES

Appendix 1 - Asset Inspection Details
Appendix 2 - Defect Inspection Frequencies

Appendix 3 - Defect Intervention Levels

APPENDIX 1 - ASSET INSPECTION DETAILS

Inspection Type[18]		Trigger(s)	Purpose	Recording Requirements Standard
DEFECT	Reactive Defect Inspection – Non Emergency	Customer Request Report from field staff	Conducted in order to ascertain (a) whether the asset in question is the responsibility of Council (b) whether a Defect exists and (c) if so, whether it has reached an Intervention Level specified in this Plan.	Recording to identify specific Defect, time first reported, time inspected and by whom, subsequent action and time of completion.
DEFECT	Reactive Defect Inspection - Emergency	Customer Request	Reactive Defect Inspection where the person reporting the Defect qualifies the defect as emergency based on Council's Pathways customer request system checklist.	Recording to identify specific Defect, time first reported, time inspected and by whom, subsequent action and time of completion.
DEFECT	Scheduled Defect Inspection -	Inspection Schedule	Inspection undertaken in accordance with a formal inspection schedule to identify Defects and determine if they have reached an Intervention Level specified in this Plan.	A record of each street / road is to be completed detailing the name of the inspector, the inspection date, and street / road name and a description of any Defects found that have reached the specified Intervention Levels defined this Plan. In addition, a notation must be recorded of any street/road inspected where no Defect was apparent.

[18] See Definitions at Section 2.6.

APPENDIX 2 - DEFECT INSPECTION FREQUENCIES

Reactive Emergency Inspections: Responded within 24 working hours of recording of request and being qualified as emergency.

Insurance claim inspections: Responded within 24 working hours of receiving request

All other Reactive Non- Emergency Inspections: Responded within 5 working days of receiving request.

Scheduled Defect Inspection Frequency for Roads and Rights of Way

ASSET	DEFECT INSPECTION FREQUENCY – ROADS AND RIGHTS OF WAY		
	LINK & COLLECTOR ROAD	ACCESS ROADS	RIGHTS OF WAY
	DEFECT INSPECTION	DEFECT INSPECTION	
Pavement	Annually	6 years	Reactive Inspection
Kerb and Channel	Annually	6 years	Reactive Inspection
Drainage Pits	Annually	6 years	Reactive Inspection
Regulatory Signs	Annually	6 years	Reactive Inspection

Scheduled Defect Inspection Frequency for Pathways

ASSET	DEFECT INSPECTION FREQUENCY - PATHWAYS		
	PATHWAY CLASSIFICATION		
	HIGH	MEDIUM	LOW
All Pathways in Road Reserves, shopping and activity centres	6 Months	Annually	6 years

The Pathways Classification Map is generated from the council asset management system CONFIRM and the GIS.

A list of Pathways is also included in the Asset Management Plan for Pathways. This list contains details on the location, type and quantity of Pathways in Road Reserves.

APPENDIX 3 - DEFECT INTERVENTION LEVELS

Defect Type	Defect Intervention Level	Diagram	Road Classification	Response Times
ROAD PAVEMENT				
SEALED ROAD SURFACE DEFECT	Pothole depth greater than 50 mm and any dimension greater than 300 mm		Link	Within 5 Days
			Collector	Within 5 Days
			Access	Within 10 Days
UNSEALED ROAD SURFACE DEFECT	Pothole depth greater than 100 mm.		Access	Within 20 Days

Defect Type	Defect Intervention Level	Diagram	Road Classification	Response Times
RIGHT OF WAY SURFACE DEFECT	Any abrupt and significant distortion in surface level of a height differential of greater than 150 mm.		Access	Within 30 Days
KERB AND CHANNEL				
KERB AND CHANNEL ALIGNMENT DEFECT	Step or misalignment greater than 100 mm.		Link	Within 10 Days
			Collector	Within 10 Days
			Access	Within 60 Days

Defect Type	Defect Intervention Level	Diagram	Road Classification	Response Times
ANCILLIARY ITEMS				
WATER ON ROAD	Blocked pits causing water to pond on traffic lane greater than 100mm.		Link	Within 5 Days
			Collector	Within 5 Days
			Access	Within 5 Days
DAMAGED DRAINAGE PIT LID OR GRATE	Grate or lid dislodged or failed		All	Within 2 Days
	Pit lid missing		All	As per Emergency Works
REGULATORY SIGN MISSING Includes missing STOP and GIVEWAY signs. It does not include non-regulatory signs such parking signs or line marking.	Sign missing or facing the wrong way.		Link	Within 5 Days
			Collector	Within 5 Days
			Access	Within 5 Days

Defect Type	Defect Intervention Level	Diagram	Road Classification	Response Times
TRAFFIC SIGNAL FAULTY	One or more signals not working or facing the wrong way.		All	Within 1 Day
PATHWAYS			**Pathway Classification**	
PATHWAY DEFECT	Step or misalignment greater than 25mm.		High	Within 10 Days
			Medium	Within 20 Days
			Low	Within 60 Days