



Mansfield  
Shire




# Road Management Plan



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Mansfield Shire Council acknowledges the Taungurung people as the traditional owners of the land upon which our Shire is located. We pay our respects to the Taungurung elders, past, present and future and extend that respect to all Aboriginal and Torres Strait Islander peoples.

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### Version Control

Version	Date	Changes/Amendment
V1.00	8/11/2004	Endorsed by Council at its meeting 8 November 2004 Gazetted 2 December 2004.
V2.0 Draft	3/10/2006	Reviewed and updated following completing the "Infrastructure Asset Management Plan".
V3.0	9/11/2007	Endorsed by Council at its meeting November 2007 Gazetted 3 January 2008
V4.0	30/7/2014	Endorsed by Council at its meeting August 2017
V5.0 Draft	09/08/2019	Commencement of RMP Amendment
V5.1 Draft	03/03/2020	Update of 2019 RMP Amendment for 2020 Council review
V5.1	23/06/2020	Endorsed by Council at its meeting 23 June 2020
V5.2	24/8/2022	Update of 2020 RMP for consultation
V5.3	23/01/2024	Update of 2020 RMP after consultation
V5.3.1	13/07/2024	Update of 2020 RMP after consultation

## Mansfield Shire Council Road Management Plan (Amended 2023)

### 1. EXECUTIVE SUMMARY

Mansfield Shire Council is custodian to an extensive range of community assets which have been provided to facilitate service delivery to the community. As custodians, Mansfield Shire Council must ensure that these assets are responsibly maintained “fit for purpose” and meet the functions intended of them in terms of safety, quality and functionality, subject to budget constraints.

Roads in which Mansfield Shire Council are responsible for maintaining are listed in Council’s Register of Public Roads. These roads are inspected, maintained and renewed at frequencies based on a road’s relative importance/hierarchy, determined *Intervention Levels* relating to Level of Risk, and prioritisation of available funding.

With an extensive *Road* network comprising of 263 km of sealed *Road* and 585 km of unsealed *Road*, the provision and maintenance of roads assets is a core function of Council. Included within this *Road* network, Council is responsible for the management and maintenance of 37 *Road* Bridges, 9 pedestrian-only bridges, 11 bridges on rail trail, 93 major culverts, and approximately 83.7 km of kerb and channel, 60 km of gravel Pathway, 47 km of concrete/sealed Pathway and 2.5 km of naturally formed Pathway.

Legislation such as the *Road Management Act 2004* (the Act) reformed the law relating to *Road* management and outlines the rights and responsibilities of *Road Authorities* and *Road* users. Council has a role to ensure that they have a maintenance management system by which they can discharge their duty to inspect, maintain and repair Public Roads for which they are responsible. *Road* users have a role in ensuring that they meet their own ‘duty of care’.

This Road Management Plan (RMP) has been developed to facilitate a risk management approach to the management of Council’s *Road* network. This RMP is intended to encompass *Road* users’ needs and expectations within an economic framework based on meeting ‘fit for purpose’ maintenance standards relative to the function of the *Road* network.

Council’s RMP considers affordability, available resources and risk management. The RMP sets ‘levels of service’ that meet the community’s ‘reasonable’ expectations of day-to-day maintenance. The RMP documents Council’s *Road* management processes.

Triggers for change and/or updating of this plan can be significant amendment to target levels of intervention, changes in legislation and or the statutory requirement to formally review the plan every four years. The plan has been reviewed, and an update of the plan is needed for:

- ▶ Adjustment of some frequencies for inspection and or intervention in keeping with Council’s existing resources;
- ▶ Changing perceptions of relative risk;
- ▶ The need for more simpler classification/recording of defects as part of Council’s roll out of the Assetic Asset Management system and infield tablet mobility recording of data.

Where unusual circumstances present Council with a situation where it cannot meet its frequency of *Intervention Levels* outlined in this plan, Council can suspend its obligations by the direction of Council’s CEO.

### 2. INTRODUCTION

The *Road Management Act 2004* (the Act), introduced in 2004, reformed the law relating to *Road* management in Victoria by removing ‘nonfeasance’ as a defence for a *Road Authority* and

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replacing it with the requirement to implement a responsible inspection and maintenance regime.

As a result of the introduction of the Act, *Road Authorities* were advised to develop a Road Management Plan (RMP). This document constitutes the Council's Road Management Plan.

According to section 19 (1) of the Act, "a *Road Authority* must keep a register of public roads specifying the public roads in respect of which it is the coordinating *Road Authority*". All roads included in the Register of Public Roads will be inspected and maintained in accordance with this RMP. The RMP will provide the governing framework that defines *Intervention Levels* in regard to *Road* asset maintenance.

### 2.1 Overview

The *Road Management Act 2004* was developed to provide a safer and more efficient *Road* network within Victoria. The key principles of the Act include:

- ▶ Clarification of civil liability laws for the management of roads.
- ▶ Establishing processes and accountabilities for policy decisions and performance standards.
- ▶ Clear allocation of *Road Asset* ownership and management.
- ▶ Provision of operational powers to achieve targets and performance standards.

The Act provides councils and Local Government Authorities with the following:

- ▶ The ability to develop and adopt a practical Road Management Plan and associated maintenance policies and procedures.
- ▶ The opportunity to be consistent in updating *Road* provisions for declared roads, including freeways and *Arterial Roads* managed by VicRoads, and public roads managed by councils and other Local Governments Authorities.
- ▶ A clear definition to allocate the responsibilities between *Road Authorities* through a *Code of Practice* for managing different *Road* elements (i.e. carriageway, pathway, parking area, school crossing).
- ▶ A definition of the powers and obligations with regard to Traffic Management, Access Management, and Works within *Road Reserves*, by utility providers and other entities.
- ▶ The minimum threshold amount on financial claims against a *Road Authority* for property damage that has resulted from *Road* conditions.
- ▶ An outlined framework to allow VicRoads, councils and other *Road Authorities* (e.g. Department of Energy, Environment and Climate Action (DEECA), Department of Transport and Planning (DTP)) to enter into arrangements to transfer or delegate responsibility from one authority to another, for operational/coordination functions.

### 2.2 Purpose of the RMP

In accordance with the Act the purpose of the RMP is to:

- ▶ Integrate with a Register of Public Roads for which Council is responsible;

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- ▶ Document a system for the prioritised maintenance of roads and *Road-related infrastructure* consistent with the requirements of the Act, while recognising resource limitations;
- ▶ Specify *Intervention Levels* for routine inspections, maintenance and repair for roads which Mansfield Shire Council has identified in the Register of Public Roads;
- ▶ Detail the 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; and
- ▶ Provide a public working document for all stakeholders.

### 2.3 RMP Availability

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

- ▶ Council Office: 33 Highett St, Mansfield VIC 3722
- ▶ Council Website: [www.mansfield.vic.gov.au](http://www.mansfield.vic.gov.au)



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### 3. ROAD USERS RIGHTS AND RESPONSILITIES

#### 3.1 Key Stakeholders

Stakeholders are considered to be both managers and users of the *Road* network. The following are regarded as stakeholders:

- ▶ Mansfield Shire Council (as the coordinating authority);
- ▶ Residents and ratepayers of Mansfield Shire Council;
- ▶ Mansfield Shire Council's Insurer;
- ▶ *Road* users (including drivers and passengers, motorcyclists, cyclists and pedestrians);
- ▶ Tourists and visitors to the Shire;
- ▶ Emergency Service Agencies (including Police, Fire, Ambulance and Victorian State Emergency Service);
- ▶ Utility Service Authorities (water, sewerage, electricity, telecommunications);
- ▶ Other *Road Authorities* (including Regional Roads Victoria, DTP, DEECA, adjoining municipalities); and
- ▶ Consultants and Contractors (design, construction and maintenance personnel who build and maintain the *Road Asset*).

#### 3.2 Road Users Rights and Obligations

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 *Pathway* network. Users of the local *Road* and path network include, but are not limited to, a person driving a motor vehicle, cyclists, and pedestrians.

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

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;
  - 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.
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 –

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- 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*.

### 3.3 Legislative Control

#### 3.3.1 Local Government Act 1989

This Plan has been developed to reflect the purposes and objectives of Council as specified in Sections 6 and 7 of the 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).

Section 205 (2) states: A Council that has the care and management of a *Road* –

- a) Must ensure that if the *Road* is required for public traffic, it is kept open for public use (subject to the exercise of any powers that it has to the contrary under Schedules 10 and 11),
- b) May carry out work on the *Road*, and
- c) Is not obliged to do any particular work on the *Road*, and in particular, is not obliged to carry out any surface or drainage work on an unmade *Road*.

#### 3.3.2 Road Management Act 2004 (the Act)

The Act 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; and
- ▶ Clarification of civil liability laws for the management of roads.

The objectives of the Act are to:

- ▶ Establish a statutory framework for the management of the *Road Network*;
- ▶ Set out certain rights and duties of *Road Users*;
- ▶ Establish the general principles which apply to *Road Management*;
- ▶ Provide for the role, functions and powers of a *Road Authority*;
- ▶ Provide for the making of Codes of Practice;
- ▶ Facilitate the making of Road Management Plans;

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- ▶ Enable the declaration and discontinuance of *Roads*;
- ▶ Provide a process for the declaration and classification of roads and the re-allocation of management responsibility for *Roads*;
- ▶ Provide for a *Road Authority* to keep a Register of Public Roads in respect of which the *Road Authority* is the coordinating *Road Authority*;
- ▶ Provide for the construction, inspection, maintenance and repair of *Public Roads*;
- ▶ Set out the *Road* management functions of *Road Authorities*;
- ▶ Set out the road management functions of infrastructure managers and works managers in providing infrastructure or conducting works;
- ▶ Provide guidance for issues relating to civil liability arising out of road management;
- ▶ Provide mechanisms to enforce and administer provisions of the Act;

### 3.3.3 Codes of Practice and Other Documents

The main purposes of Codes of Practice and/or other documents 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, and set priorities.

Council will comply with the following Codes of Practice and or other documents:

- ▶ Road Management Plan;
- ▶ Mansfield Shire Municipal Emergency Management Plan;
- ▶ Council Asset Management Plans;
- ▶ Council's Transportation Asset Strategic Business Process Manual;
- ▶ Register of Public Roads;
- ▶ Roads Conservation Management Plan;
- ▶ Council's Infrastructure Design Manual;
- ▶ RRV/ VicRoads' Traffic Engineering Manuals Part 1- Traffic management, and Part 2- Signs and marking.

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# 4. MANAGEMENT OF ROAD AND ROAD RELATED ASSET

## 4.1 Scope

The Road Management Plan covers the management of the following Council assets:

- ▶ Roads (as listed on Council's Register of Public Roads);
- ▶ Pathways;
- ▶ Traffic Signs;
- ▶ Traffic Control Devices (e.g. speed humps, traffic circles, traffic islands);
- ▶ Road markings (e.g. centrelines, lane marking);
- ▶ Bridges and culverts within a *Road Reserve*.

The Road Management Plan **does not cover** the management of the following:

- ▶ Private Roads/Private driveways/Pathways providing access from private property to a *Public Road*;
- ▶ Street Furniture other than those listed above (e.g. bus shelters);
- ▶ Trees and other vegetation outside the *Road* driving envelope and/or Council *Pathways*;
- ▶ Nature Strips;
- ▶ Private Property Fencing, including damage caused by falling trees;
- ▶ Department of Transport (VicRoads) *Arterial Roads*;
- ▶ Any public highway not listed in the Council Register of Public Roads (e.g. laneways, access ways, right of ways, tracks, unused *Government Road Reserves* etc.);
- ▶ Private access and or shared paths to private property.

To support our Road Management Activities, all work within the *Road Reserve* require a permit and must comply with Council standards.

The inspection process encompassed in this plan is outlined in Appendix A. As part of the process, all defects and condition reports are analysed to inform the plans for major asset maintenance work. Major asset maintenance (OPEX) work includes grading, whilst capital (CAPEX) work includes the likes of resheeting, sealing/resealing and other significant asset renewal works.

## 4.2 Register of Public Roads

According to section 19 (1) of the Act, "a *Road Authority* must keep a register of public roads specifying the public roads in respect of which it is the coordinating *Road Authority*". A *Road* is considered a *Public Road* if the *Road Authority* has made a decision that the *Road* is "reasonably required for general public use". All roads included in the Register of Public Roads will be maintained to a standard as specified in the RMP.

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### 4.2.1 Criteria for Including Roads on Council's Register of Public Roads

The following criteria will be used to assess whether a section of *Road* is “reasonably required for general public use” and should therefore be included on Council's Register of Public Roads.

#### Mandatory Requirements

The *Road* must be a public highway (i.e., the *Road* is):

- ▶ declared to be a public highway under Section 204(1) of the Local Government Act 1989; or
- ▶ a public highway under Section 24(2)(c) of the Subdivision Act 1988
- ▶ exist on a *Government Road Reserve* or Reserved Crown Land with Council as Committee of Management

Note 1: If the *Road* has been declared to be a *Municipal Road* under Section 14(1) of the *Road Management Act 2004*, it must be included in the register.

Note 2: Prior to inclusion on the register, a decision must be made by the Council that the *Road* is reasonably required for general public use. This decision would be via a Council Resolution or by a delegated officer with appropriate delegations.

#### Non-Mandatory Requirements – consideration will be given to:

- ▶ The number and nature of separately owned and occupied properties abutting onto the *Road* or requiring the *Road* for access purposes (minimum 3)
- ▶ 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);
- ▶ 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);
- ▶ whether the *Road* is built to Council standards;
- ▶ whether landowners in abutting properties will contribute financially to upgrading the *Road* to Council standards.

Individual and/or shared property accesses from a subdivision of land which otherwise is the responsibility of the private land owners will not normally be considered for inclusion.

Under the Act, Mansfield Shire Council 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 the Register of Public Roads.)

## 4.3 The Road Hierarchy

Council's Register of Public Roads list the *Municipal Roads* for which Council is responsible.

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*Municipal Roads* within Mansfield Shire Council are classified according to their function.

The level of service provided to a particular *Road* will depend on its *Road* hierarchy classification. Council's *Road* hierarchy is outlined in Table 4.3 as follows:

Table 4.3 – The *Road* Hierarchy (Note 1- is highest in priority/ importance whilst 4 is lowest in hierarchy)

Asset Class	Hierarchy	Description
Roads	1 - Link	Provides a link between major roads and regions and between significant population centres and major traffic generators such as residential, industrial and commercial nodes.
	2 - Collector	Provides a route between, and through residential, industrial, commercial, agricultural, tourist and forest traffic nodes and the link and/or declared <i>Road</i> network.
	3 - Access	Provides direct access for abutting residential, industrial, commercial properties and connects into the link, collector or declared <i>Road</i> network. There is minimal to no through traffic. Parking areas, including on-street and off-street parking are included as part of this <i>Road</i> class.
	4 - Limited Access	A rural or urban access track, providing access for agricultural purposes, fire and/or maintenance vehicles. This category of <i>Road</i> is typically unformed with nominal pavement, unsealed and considered a dry weather <i>Road</i> where seasonal closures may apply.

### 4.3.1 Other roads (not required for general public use)

There are many roads within the municipality that are not classified within Council's hierarchy. These roads are not considered to meet the criteria of being 'reasonably required for general public use' and are not listed in Council's Register of Public Roads. Council has no obligation under the *Road Management Act 2004* to inspect or maintain these roads.

## 4.4 The Path Hierarchy

*Pathways* within Mansfield Shire Council include footpaths, bike paths (shared paths) and the Rail Trail network. They are classified according to their function (including characteristics such as usage, volume, type and accessibility). The level of service provided to a particular path will depend on its Path hierarchy classification. Council's path hierarchy is in accordance with Table 4.4 as follows:

Table 4.4 – The Path Hierarchy

Asset Class	Hierarchy	Description
Path	High	<ul style="list-style-type: none"> <li>• Paths located within the CBD</li> <li>• High activity area footpaths (within one street block of shopping precincts, aged care centres, senior citizen centres, schools, hospitals, libraries, main community facilities and transport hubs);</li> </ul>

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Low	<ul style="list-style-type: none"> <li>• All Paths within residential areas, that are not included in the high use category.</li> <li>• Paths in arterial, link and collector <i>Road Reserves</i>.</li> <li>• Bike paths and rail trail</li> <li>• Paths in parkland.</li> </ul>
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## 5. DEMARCATION – RESPONSIBILITIES

Section 41 of the Act requires that a *Road* authority assume responsibility for the operational aspects of a *Public Road*. Due to various anomalies such as municipal boundaries and roads on private property, responsibility is not always clearly defined. The following describes demarcation and where the extent of responsibility is for a *Road* authority.

### 5.1 Mansfield Shire Council

According to Section 37 of the Act, Mansfield Shire Council is the *Coordinating Road Authority* for *Municipal Roads*. Roads that Council are responsible for in regards to maintenance are listed in the Register of Public Roads. The Register of Public Roads is available to the public and can be accessed from Council's website.

### 5.2 Regional Roads Victoria (RRV- Previously VicRoads)

Regional Roads Victoria (RRV) is the *Coordinating Road Authority* for *Arterial Roads* and *Freeways*. The following is list of roads managed by RRV within Mansfield Shire:

- ▶ Merton – Euroa Road
- ▶ Maroondah Highway
- ▶ Midland Highway
- ▶ Midland Link Highway
- ▶ Mansfield – Whitfield Road
- ▶ Mt Buller Road
- ▶ Mansfield – Woods Point Road
- ▶ Jamieson – Licola Road (initial 30 km Jamieson to Mt Sunday Road intersection)

The *Code of Practice for Operational Responsibility for Public Roads* specifies that on *Arterial Roads*, the operational function is shared between Council and RRV.

RRV 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. RRV is responsible for the *Road* pavement, the seal, the kerb and channel, subsoil drains, centre medians, lighting and *Road-related infrastructure*.

Council is the *Responsible Road Authority* in urban areas for any part of the roadway that is not used by through traffic. This includes service roads, dedicated parking bays, the outer separators (the median strip between the roadway and the service *Road*), any *Pathways*, and the nature strip.

Dedicated parking bays and service roads are inspected and maintained as per the standards for

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access roads. Council is responsible for trimming of trees which are located in the area of the *Road Reserve* managed by Council. In rural areas (outside the 60km zone) RRV 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 RRV and Council on declared *Freeways* and *Arterial Roads*, refer to the *Code of Practice*.

### 5.3 Shared Road Responsibilities (Boundary Roads)

Boundary roads have historically been maintained with a formal or informal agreement in order to define maintenance responsibilities. Mansfield Shire Council is bounded by seven municipalities as follows:

- ▶ Baw Baw Shire Council
- ▶ Rural City of Wangaratta
- ▶ Murrindindi Shire
- ▶ Strathbogie Shire
- ▶ Benalla Rural City
- ▶ Yarra Ranges Shire
- ▶ Wellington Shire

There are no bordering Council roads between Mansfield Shire Council and Benalla, Yarra Ranges and Wellington Councils.

### 5.4 Department of Energy, Environment and Climate Action (DEECA)

Some sections of crown *Road Reserve* exist where the Council has declared that the road is not required for public use. Examples include *Road Reserves* where a physical *Road* has never been constructed or where a private access track exists which has not been constructed to the standard of a *Public Road*. In these situations, the *Road Reserve* is not managed by Council, and DEECA have responsibility for the reserve.

DEECA are the Coordinating Road Authority for the majority of roads within State Forests and for Parks Victoria-managed land.

### 5.5 Private Roads

Council is **not** the *Responsible Road Authority* for private roads (and *Road*-related assets) within the municipality. These roads are not considered formal roads but 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. However, Council may enter into an agreement with an owner, leaseholder or relevant authority to carry out works.

### 5.6 Service Authority Utility Assets

Non-*Road* related assets (services) within a public *Road* 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*



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related assets located within a *Road Reserve* are the responsibility of the service authority.

### **5.7 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 Council's Website.

### **5.8 Management of Vehicle Crossovers (Driveways)**

A vehicle crossover refers to the crossing which provides vehicle access from the *Road* carriageway to the property boundary. Vehicle crossovers are considered private assets, and repair of and damage to them is the responsibility of the property owner, however council remains responsible for any section of the crossover that is used by the general public as a footpath. This section of footpath shall be inspected and maintained to the same standard applied to other public footpaths.

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## 6. MAINTENANCE MANAGEMENT – INSPECTIONS

Council has a duty to inspect, maintain and repair *Public Roads* and *Pathways*. The inspections aim to:

- ▶ Identify defects outside of tolerance levels with the view of minimising the risk of injury to asset users and
- ▶ Identify the need for maintenance and repair to prevent premature failure of assets and minimise the financial impact to the community.

The inspections for Council's *Public Roads* and *Pathways* are categorised as follows:

Category	Descriptions
<i>Reactive Inspections</i>	Undertaken following notification to Council of defects and safety issues.
<i>Proactive Inspections</i>	These inspections determine if the <i>Road</i> complies within the tolerable level for defects as defined in this <i>Road Management Plan</i> .
<i>Condition Inspections</i>	Conducted to assess the condition and remaining useful life of assets in order to prioritise infrastructure renewal works and report financial depreciation figures.

### 6.1 Reactive Inspections

*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. Short of emergency response, the *defect* is to be assessed for action within 15 working days for all *Road* categories except limited access roads which will be accessed within 60 days in accordance with the requirement contained in this Plan, noting that times for inspecting the *defect* have been established in accordance with *defect* type.

### 6.2 Proactive Inspections

*Proactive Inspections* are routine inspections undertaken by works personnel for *defect* identification, resulting in the documenting of required actions. The frequency of *Proactive Inspections* is as follows:

Asset Class	Classification	Maximum Inspection Frequency
Roads	Link <i>Road</i>	3 months
	Collector <i>Road</i>	6 months
	Access <i>Road</i>	12 months
	Limited Access <i>Road</i>	12 months
<i>Road related infrastructure</i>	Signs (Warning and Regulatory)	As per Link, Collector, and Access Note: 5 years for reflectivity
	Kerb and Channel	As per Link, Collector, and Access
Paths	High Activity Path	12 months
	Low Activity Path	36 months
Bridges and Major Culverts	All	12 months (Level 1 Inspection)

## Mansfield Shire Council Road Management Plan (Amended 2023)

*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.*

### 6.2.1 Proactive Inspections and Rectification Response Times - Roads

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

Table 6.2.1 lists *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*.

A night inspection will occur once per year for Link/Collector and Access roads to check on signage functionality.

### 6.2.2 Procedure for Undertaking Road Inspections

*Road* inspections are visual inspections undertaken by one asset officer travelling in a vehicle at 35Km/hr. Defects noted are entered into a mobility device, and a photograph is taken if required.

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Table 6.2.1 – Proactive Inspections Roads Response times

Asset Class	Code	Defect Description	Link	Collector	Access	Limited Access
Roads	R01	Sealed Road – Potholed - greater than 300 mm diameter and 75 mm depth	15 days	30 days	12 weeks	Not Applicable
	R02	Sealed Road - Depression > 5m <sup>2</sup> Depth>100mm (using 2 metre straight edge)	8 weeks	12 weeks	16 weeks	Not Applicable
	R03	Sealed Road – Pavement break out > 5m <sup>2</sup>	8 weeks	12 weeks	16 weeks	Not Applicable
	R04	Sealed Road Edge Drop Off: Edge drop off from a sealed surface exceeds 100 mm vertically for a 20m length	8 weeks	12 weeks	16 weeks	Not Applicable
	R05	Unsealed Roads – Significant defect grading required (corrugated, potholed, rutted)	2 month	3 months	4 months	6 months
	R06	Unsealed Roads – Minor defect material required (potholed)	2 month	3 months	4 months	Not Applicable
	R07	Obstruction on Road, fallen trees, slippery substances, accumulation of granular material, or obstacle posing a danger	24 hours	24 hours	24 hours	24 hours
	R08	Water across Road – Warning Signs required	24 hours	24 hours	24 hours	Not Applicable
	R09	Illegal structures/obstructions (gates/cattlegrids/fences etc.) posing a hazard to the safe passage of Road users	Program	Program	Program	Program
Drainage	R10	Kerb and Channel - Vertical misalignment > 100mm less than 3m length – maintenance work required	3 months	6 months	12 months	Not Applicable
	R11	Missing drainage infrastructure (pit lids or grates)	24 hours	24 hours	24 hours	Not Applicable
	R12	Damaged drainage infrastructure (pit lids, surrounds, grates) in pedestrian areas and traffic lanes	24 hours	24 hours	24 hours	Not Applicable
Bridges	R13	Missing timber bridge decking planks	24 hours	24 hours	24 hours	Not Applicable
	R14	Missing rail on bridge structure	24 hours	24 hours	24 hours	Not Applicable
	R18	Approach to bridge significant drop off	1 month	2 months	3 months	Not Applicable
Traffic Management	R19	Statutory signs missing	8 weeks	10 weeks	12 weeks	Not Applicable
	R20	Statutory signs illegible, damaged or obscured	8 weeks	10 weeks	12 weeks	Not Applicable
	R21	Guide posts missing or damaged in critical locations	2 month	3 months	6 months	Not Applicable
	R22	Safety barriers damaged in critical locations	2 month	3 months	6 months	Not Applicable
	R23	Pavement markings in critical locations not clearly visible	3 month	6 months	12 months	Not Applicable
Vegetation Management	R24	Urban tree/shrub pruning required – sight distance restricted	1 month	2 months	3 months	4 months
	R25	Rural Tree pruning/slashing required – sight distance restricted	1 month	2 months	3 months	4 months
	R26	Raised tree root in formally marked parking bay or on Road carriageway >100mm	6 month	6 months	12 months	Not Applicable
	R27	Hanging branch/broken branch above Road requiring removal	1 week	2 weeks	4 weeks	Not Applicable

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### 6.2.3 Proactive Inspections - Pathways

Table 6.2.3 lists *defect* type 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*.

### 6.2.4 Procedure for Undertaking Pathway Inspections

Footpath and Shared Path inspections are undertaken on foot. The asset officer walks the path while visually inspecting. If a *defect* is identified, it is recorded on a mobility device, and a photograph is taken if required. In some instances, a measurement is taken confirming a vertical displacement.

Rail Trail inspections are undertaken by one asset officer driving along the Rail Trail at 15Km/hr. Defects noted are entered into a mobility device, and a photograph is taken if required.

### 6.2.5 Bridges Floodways and Major Culverts

Identified correctable defects from Bridge, Floodway and Major Culvert *Proactive Inspections* will be addressed as per the response time standards tabulated in Table 6.2.1 according to *Road* hierarchy and perceived severity of *defect*. Where defects are identified requiring more extensive investigation and/or work, corrective action will be scheduled through the capital works program.

If a major safety-related *defect* is identified with the inspected structure, an engineering assessment will be made to undertake one or more of the following actions:

- ▶ Reduce load limits
- ▶ Close the bridge
- ▶ Urgent remedial action
- ▶ Longer-term structural work and programmed capital works

Bridges, Floodways and Major Culverts will receive an annual Level 1 – Routine maintenance inspection, regardless of the hierarchy of the associated *Road* or *Pathway*. Level 1 inspections are routine inspections which are used to check the general serviceability of a bridge or major culvert, and to ensure the safety of *Road* users. However, in the case of timber bridges, an annual Level 2 – Structure condition inspection will be delivered. Note: A Level 2 inspection report may trigger a Level 3 – Engineering investigations inspection and/or a load limit recommendation.

The purpose of a Level 1 inspection is to identify obvious issues and degradations. A Level 1 inspection report may include recommendations for further investigation (e.g., a Level 2 inspection).

A Level 2 inspection is delivered by a qualified engineer and is used to assess the condition of structures and their components.

*Reactive Inspections* will be undertaken within 10 Working Days of notification of an issue. *Reactive Inspections* may result in the requirement for a Level 2 inspection, which will be scheduled according to availability of qualified Level 2 inspectors and possible interventions to mitigate risk.

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Concrete and steel bridges will receive a Condition Inspection on a 5 yearly basis, which will be conducted as a Level 2 inspection. Timber bridges will receive a Condition Inspection on a 5 yearly basis, which will be conducted as a Level 3 structural inspection. All level structural inspections shall use Australian Road Research Board (ARRB) codes for component status/condition reporting, provide photographic evidence along with diagrammatic and written recommendation on the most likely cost-effective solution for lengthening the life of the structure and or allowing the removal of any recommended temporary load limit recommendation until overall asset renewal.

### 6.2.6 Programmed Maintenance and Capital Works

Grading and edge sealing is treated as programmed maintenance work. Resheeting and resealing work is treated as programmed capital works.

Grading, Edge Sealing, Resheeting and Resealing activity for individual *Road* segments will be programmed based on *Road* category, seasonal impacts and the results of *Condition Inspections*.

### 6.2.7 Grading

A *Road* grading program is developed at the start of each financial year. The aim of the program is to grade the following classification of *Road* on the Council Register of Public Roads:

- ▶ All unsealed Link and Collector roads on the Council Register of Public Roads to be graded at least once per grading season.
- ▶ All unsealed high traffic Access roads ( $\geq 50$  light vehicles per day (vpd)) on the Council Register of Public Roads to be graded once per grading season.
- ▶ All unsealed low traffic Access roads ( $< 50$  light vehicles per day (vpd)) on the Council Register of Public Roads to be graded once every two years, or twice on an “as-required basis” only.
- ▶ All Limited Access/Fire Access roads on the Council Register of Public Roads to be graded once every two years, or twice on an “as-required basis” only.
- ▶ All bus routes on unsealed roads to be graded twice per grading season.
- ▶ All shoulders on sealed rural roads to be graded annually or as required. Additional grading depends on the number of defects, seasonal factors (both weather and usage) and class of *Road*. *Road* segments included in the Council resheet or reseal renewal programs, and roads scheduled for sealing will not normally be graded under the grading program.

The grading season runs from late winter to late autumn, depending on weather conditions. Grading is restricted by access to water, wet weather and other operational constraints. *Road* grading will be prioritised as follows if it is not practically possible to grade all roads identified above:

1. Unsealed Collector Roads
2. Unsealed Bus Routes
3. High Traffic Access Roads ( $\geq 50$  vpd)
4. Low Traffic Access Roads ( $< 50$  vpd)
5. Major Tourist Roads (Howqua Track)

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6. Limited Access Tracks identified in the Mansfield Shire Municipal Fire Management Plan
7. Other Limited Access Tracks

### 6.2.8 Resheeting/ Resealing

Resheeting and resealing is a capital-intensive process and is programmed through the Council's annual budget. Within the context of the *Road* management plan, roads deemed most in need of resheeting or resealing will be scheduled first. Due to the complexity of the engineering and financial decisions and planning and scheduling process, it is not suitable for the Road Management Plan to be prescriptive about which roads are most in need. However, factors taken into account include:

- ▶ Number of defects
- ▶ Frequency of defects (is the number and severity of defects increasing over time?)
- ▶ *Condition Inspections* completed by Brightly (Asset Management Services Provider)
- ▶ Weather impacts
- ▶ Volume of traffic

### 6.2.9 Sealing

Sealing is a capital-intensive process that defers maintenance expenditure but requires more expensive maintenance. Council does not consider sealing of roads to automatically be an appropriate solution for issues with unsealed and unformed roads. Depending on usage factors and depth of seal, a sealed *Road* would normally require resealing every 10 to 15 years. As such, a sealed *Road* can be a financial issue for future ratepayers if put in place inappropriately.

The decision to seal a *Road* will include assessment of the following factors:

- ▶ Number of defects
- ▶ Frequency of defects (is the number and severity of defects increasing over time?)
- ▶ *Condition Inspections* completed by Brightly (Asset Management Services Provider)
- ▶ Weather impacts
- ▶ Volume and type of traffic, including impact on surrounding roads
- ▶ Resident willingness to participate in a co-funding arrangement
- ▶ Alternative resheeting and other maintenance costs

Polymer seals in particular may be used as an interim means of holding an existing aged, sealed surface that is subject to many defects such as widespread seal surface cracking etc.

Mansfield Shire Council **Road Management Plan (Amended 2023)****Table 6.2.3 – Proactive Inspections Paths**

Asset Class	Code	Defect Description	High	Low
<b>Path - Concrete</b>	P01	Vertical displacement greater than 20mm	1 month	6 months
	P02	Edge Drop greater than 100mm	1 month	6 months
	P03	Cracks - Horizontal displacement greater than 25mm wide	1 month	6 months
	P04	Tactile loose/damaged/missing	12 months	36 months
<b>Path - Sealed</b>	P05	Potholes greater than 150mm in diameter and depth is greater than 75mm	2 weeks	8 weeks
	P06	Edge drops greater than 100mm	1 month	6 months
	P07	Raised section is greater than 50mm within a 300mm length	3 weeks	3 weeks
<b>Path – Brick Paved</b>	P08	Sunken/Cracked/Heaved – vertical displacement greater than 20mm	1 month	6 months
	P09	Missing Pavers	1 week	1 week
<b>Path – Unsealed</b>	P10	Pothole or corrugation – depth greater than 75mm	1 month	3 months
<b>Obstructions</b>	P11	Ponding of water greater than 300mm deep – Warning Signs Required	24 hours	24 hours
	P12	Tree fallen across path	48 hours	2 weeks
	P13	Dirt, debris or accumulation of aggregate on concrete, sealed or brick path.	1 week	1 month
	P14	Illegal structures/obstructions posing a hazard to the safe passage of path users	Program	Program
<b>Drainage</b>	P15	Missing pit lids or grates	24 hours	24 hours
	P16	Damaged infrastructure - pit lids, surrounds, grates, and culverts in pedestrian area	1 week	2 months
<b>Traffic Management</b>	P17	Statutory signs missing, illegible or damaged	2 months	3 months
	P18	Guide Posts missing or damaged	6 months	6 months
	P19	Safety Barriers missing or damaged	6 months	6 months
<b>Vegetation Management</b>	R20	Pruning Required - Council Vegetation encroaching inside 2.5m clear zone	3 months	6 months
	R21	Private Vegetation or debris encroaching over or onto pathway – inside 2.5m vertical clear zone	3 months	3 months



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### 6.3 Condition Inspections

*Condition Inspections* are undertaken by Brightly (Asset Management Software) 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 Inspections* is as follows:

Asset Class	Classification	Maximum Inspection Frequency
Roads	Sealed Roads	4years
	Unsealed Roads	4years
Kerb and Channel	Kerb and Channel	4years
Paths	High Activity Path	4years
	Low Activity Path	6years
Bridges and Major Culverts	All	5 years

### 6.4 Exceptional Circumstances

Council will endeavour to meet all its commitments under this Road Management Plan, unless under exceptional circumstances. Such circumstances include but are not limited to:

- ▶ Natural Disasters (e.g., floods, bushfire, storms).
- ▶ Significant reduction in financial ability (e.g., economic downturns).
- ▶ Prolonged labour shortage (e.g., ill staff, competitive labour market).

Where exceptional circumstances prevail and the requirements for this Road Management Plan cannot be met, pursuant to Section 83 of the Wrongs Act 1958, the CEO will correspond with the Council Officer in charge of this plan and inform them that some or all of the timeframes and responses in Council's Plan are to be suspended.

Once the events beyond the control of Council have been resolved, or if the events have partly abated, Council's CEO will correspond with the Council Officer responsible for this Road Management Plan and inform them which parts of Council's Plan are to be re-activated and when this is to occur.

### 6.5 Process for Suspension and Reactivation of RMP

The process to suspend the RMP is as follows:

- ▶ The General Manager Infrastructure and Planning shall write to the Chief Executive Officer, outlining the circumstances contributing to the inability of Mansfield Shire Council 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

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until notified by the General Manager Infrastructure and Planning that the RMP may be reactivated.

- ▶ The General Manager Infrastructure and Planning 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 General Manager Infrastructure and Planning and 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 Chief Executive Officer, in writing, recommending reactivation of the RMP on the agreed date.
- ▶ The Chief Executive Officer shall approve the recommendation to reactivate the RMP.

### 6.6 Road Safety

Road safety is a critical aspect of *Road* maintenance and management, and over time *Road signage* may change according to changes in *Road* use, changes in technical warrants for signage, and changes in perceptions of government authorities. Responsibility for road safety lies with a number of government groups and is affected by a variety of legislative instruments and Council will take advice of authorities such as Victoria Police and Regional Roads Victoria.

The Council is not a qualified accident investigator.

As Council is the *Coordinating Road Authority* for Council-managed roads within Mansfield Shire, it has established the Traffic Liaison Committee (TLC) to discuss safety and accident issues within the Shire. The TLC meets quarterly and includes representatives from Victoria Police, Regional Roads Victoria and Council. Where appropriate, members of the public and other agencies with safety issues and concerns can be invited to participate in this meeting.

Victoria Police assist in the identification of road safety issues contributing to accidents on Council-managed roads and provide guidance based on information from their qualified accident investigators through the TLC. Regional Roads Victoria provide Council with accident data within the Shire. Accident and safety-related data is tracked internally and utilised in decision-making for *Road* works, as well as providing supporting evidence for funding applications.

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# 7. REVIEW AND CONSULTATION

## 7.1 Reporting

In an effort to demonstrate compliance with the RMP, the following reports will be produced and distributed to Council's Executive Management Team on an annual basis:

- ▶ Percentage compliance with scheduled inspections;
- ▶ Percentage compliance with *defect* rectification within the required timeframe;
- ▶ Percentage compliance for reactive requests - inspections and closure within the required timeframe (RMP defects only);
- ▶ Details on any outstanding defects/overdue inspections;
- ▶ Any errors/omissions noted with this Road Management Plan and the Council's Register of Public Roads.

## 7.2 Road Management Plan Review

During Council's budget development, Council 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 measure 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.

## 7.3 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 general public; and
- ▶ 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. Mansfield Shire Council recognises the need to continually review these standards.

## 7.4 Amendment of Road Management Plan

If the adopted level of service is not achievable, the level of maintenance effort may need to be varied. The level of service, the anticipated quantity of works and Council's budget and resources should then be reviewed and a new RMP proposed. The revised Plan would be subject to the consultation and approval processes as detailed in Division 5, Section 54 of the *Road*

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*Management Act 2004.*

### 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
<b>Defect</b>	A localised failure in an asset, for example, potholes in a <i>Road</i> surface or a joint displacement in a concrete footpath.
<b>Road Management Act (RMA)</b>	<i>Road Management Act 2004 (Victoria)</i> The RMA provides a statutory framework for the management of the <i>Road</i> network in Victoria.
<b>The Act</b>	<i>The Road Management Act 2004 (Victoria)</i>
<b>Code of Practice for Road Management Plans</b>	The <i>Code of Practice for Road Management Plans</i> (September 2004). This is a supporting document to the legislation, which provides practical guidance to <i>Road Authorities</i> in the making of RMPs.
<b>Responsible Road Authority</b>	The organisation responsible for the management of the <i>Road</i> as determined under s.37 of the RMA.
<b>Road</b>	Includes a street; cul de sac; by-pass; bridge or ford; or other land or works forming part of the <i>Road</i> .
<b>Arterial Roads</b>	Freeways, highways & declared main roads which are managed by the State Government through VicRoads
<b>Municipal Roads</b>	Roads for which the council is the <i>Responsible Road Authority</i>
<b>Pathways</b>	The definition of pathway provided in the RMA captures both “footpaths” and “shared <i>Pathways</i> ” as outlined below:  A footpath, bicycle path or other area constructed or developed by a <i>Responsible Road Authority</i> for use by members of the public other than with a motor vehicle but does not include any path which:  a) Has not been constructed by a <i>Responsible Road Authority</i> ; or  b) Which connects to other land
<b>Non-Road Infrastructure</b>	Includes infrastructure in, on, under, or over a <i>Road</i> , which is not <i>Road Infrastructure</i> .  The RMA provides examples of non- <i>Road Infrastructure</i> that includes gas pipes, water and sewerage pipes, cables, electricity poles, bus

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Term	Definition
	shelters, rail infrastructure, public telephones, mailboxes, <i>Road</i> side furniture and fences erected by utilities or providers of public transport.
<b>Other roads</b>	Include roads in State reserves, and roads on private property. Council is not responsible for the care and maintenance of these roads.
<b>Road Reserve</b>	All of the area of land that is within the boundaries of a <i>Road</i>
<b>Roadside</b>	Any land that is within the boundaries of a <i>Road</i> (other than the shoulders of the <i>Road</i> ) 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 <i>Road</i> to other land has been constructed.
<b>Register of Public Roads</b>	List of roads within a municipality that a council is responsible for. Council is required to keep a register under s.19 of the RMA.
<b>Road Infrastructure</b>	<p>The infrastructure which forms part of a roadway, pathway or shoulder, including –</p> <ul style="list-style-type: none"> <li>▶ Structures forming part of the roadway, pathway or shoulder, and the <i>Road</i>-related infrastructure</li> <li>▶ Materials from which a roadway, pathway or shoulder is made, such as asphalt, bitumen, gravel, lane markers and lines.</li> </ul>
<b>Road related infrastructure</b>	<p>Infrastructure which is installed by the relevant <i>Road</i> authority for <i>Road</i> related purposes to</p> <ul style="list-style-type: none"> <li>▶ Facilitate the operation or use of the roadway or pathway; or</li> <li>▶ Support or protect the roadway or pathway.</li> </ul> <p>Examples: Traffic islands, traffic management signage, traffic control sign, traffic light, kerb and channel, a bridge, culvert or ford, <i>Road</i> drain or embankment, a noise wall, gate, post or board installed on the <i>Road Reserve</i>.</p>
<b>Proactive Inspections</b>	Inspections performed as part of a scheduled program, according to the classification of roads, which is based on the <i>Road</i> classification, volume of traffic etc., for the purpose of identifying defects above intervention and to provide a record that the <i>Road</i> has been inspected.
<b>Reactive Inspections</b>	Inspections performed in response to a customer request or notification about the condition of the <i>Road</i> , in order to assess whether the <i>Road</i> contains a RMP <i>defect</i> that has reached the relevant <i>Intervention Level</i> .

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Term	Definition
<b>Condition Inspections</b>	Inspections conducted to assess the life of the <i>Road</i> and <i>Pathway</i> network, and to prioritise major works.
<b>Intervention Level</b>	The level of severity of a <i>defect</i> at which the <i>Road</i> authority has determined that the <i>defect</i> will be repaired.
<b>Infrastructure and Works Managers</b>	Staff of <i>Road</i> authorities that are responsible for the management and maintenance of roads as determined by the classification system within the <i>Road Management Act 2004 (Vic)</i> , and as contained in the Register of Public Roads.
<b>Consent applications</b>	Applications made by other <i>Road</i> authorities and utilities companies to perform works on council-managed roads.
<b>'Exceptional Circumstances' clause</b>	A clause 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 ' <i>Exceptional Circumstances</i> ' clause also details the process for reinstating the RMP.