

City of Ballarat

Road Management Plan

Version 8



CITY OF
BALLARAT



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APPROVAL

FUNCTION	POSITION	NAME	SIGNATURE
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Approved by	Council -		

Notice of adoption in Victorian Government **Gazette dated [x] & The Ballarat Times on [x]**.

REVIEW HISTORY

The Road Management Plan identifies actions for further improvements and monitoring. It must be noted that the Road Management Plan, Municipal Road Register, Footpath and Trail Register and Bridge Register are evolving documents to be reviewed and refined on an ongoing basis. This Road Management Plan supersedes all previous versions once adopted.

The history of the Road Management Plan is as follows:

Version 1	8 December 2004
Version 2	12 July 2006
Version 3	24 June 2009
Version 4	25 September 2013
Version 5	12 April 2017
Version 6	2 October 2019
Version 7	28 April 2021
Version 7.1	13 December 2021
Version 8	

The Municipal Road Register and Footpath Register are reviewed and updated annually.

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The City of Ballarat acknowledges the Traditional Custodians of the land we live and work on, the Wadawurrung and Dja Dja Wurrung People, and recognises their continuing connection to the land and waterways.

We pay our respects to their Elders past, present and emerging and extend this to all Aboriginal and Torres Strait Islander People.

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Definitions

Arterial road(s)	Refers to freeways, highways and declared main roads, which are managed by Department of Transport and Planning (DTP) (as the coordinating road authority).
Ballarat City Council, or City of Ballarat	The entity formally created under the provisions of the <i>Local Government Act 2020</i> and is subject to that Act and any subsequent amendments.
Coordinating road authority	The organisation which has the responsibility to coordinate works. As a general rule: • For freeways and arterial roads, it is VicRoads; • For municipal roads, it is City of Ballarat; and • For roads in national and state parks, it is the Department of Energy, Environment and Climate Action (DEECA). Demarcation agreements will identify which organisation is the coordinating road authority.
Critical location	A location where the road alignment and/or pavement width and/or geometry are identified by additional markings or furniture to guide the travelling public.
Defect	Refers to a change to the road or footpath. Common terminology includes pothole, lift, shove, lip, crazing, depression.
Demarcation agreement	A formal instrument of agreement between City of Ballarat and another organisation that defines areas of responsibility where the boundary may not be clearly identifiable.
Footpath	A formed area located on the road reserve used by pedestrians. It can be formed of concrete, pavers, asphalt, stone, or similar material.
Infrastructure Manager	Staff of Road Authorities that are responsible for the management and maintenance of roads as determined by the classification system within the Act, and as contained in the roads register.
Intervention level	The size of the defect at which the City of Ballarat has determined that the defect exceeds what is reasonably tolerable and will be rectified.
Motor vehicle	Refers to a vehicle that is propelled by an in-built motor and is intended to be used on a roadway. This does not include a motorised wheelchair or mobility scooter which is incapable of travelling at a speed greater than 10 km/h and is solely used for the conveyance of an injured or disabled person.
Municipal road(s)	Road for which the Municipal Council is the coordinating road authority. The <i>Road Management Act 2004</i> ("the Act") imposes specific duties on the Municipal Council with respect to the inspection, repair and maintenance of these roads and associated road-related infrastructure.
Non-road infrastructure	Refers to infrastructure in, on, under or over a road, which is not road infrastructure. This includes such items as gas pipes, water and sewerage pipes, cables, electricity poles and cables, tram wires, rail infrastructure, bus shelters, public telephones, mail-boxes, roadside furniture and fences erected by utilities, or providers of public transport.
Other roads	Include roads in state forests and reserves, and roads on private property. Municipal Councils are not responsible for the inspection, repair or maintenance of these roads.
Pathway	The definition of Pathway provided in the Act captures both 'footpaths' and 'shared pathways' as outlined below: 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.
Proactive inspections	Inspections performed as part of a scheduled program, according to the classification of roads, which is based on the road classification, volume of traffic etc., for the purpose of identifying defects above intervention and to provide a record that the road has been inspected.
Providers of public transport	Includes a rail corporation, a train or tram operator or a person providing a regular passenger service (e.g. a bus operator).
Responsible road authority	The organisation responsible for the management of the road, as determined under section 37 of the Act.
Plan	Refers to this Road Management Plan.

Public road	As defined by the <i>Road Management Act 2004</i> and includes a freeway, an arterial road, a municipal road declared under section 14(1) of the Act and a road in respect of which City of Ballarat has made a decision that it is reasonably required for general public use and is included on the Register of Public Roads.
Public Road Register	List of roads within a municipality that City of Ballarat is responsible for. City of Ballarat is required to keep a register under section 19 of the Act.
Reactive inspections	Inspections performed in response to a customer request or notification about the condition of the road, in order to assess whether the road contains a defect that has reached the relevant intervention level as described per the Plan.
Road(s)	Has the same meaning as in the <i>Road Management Act 2004</i> , being inclusive of any public highway, any ancillary area and any land declared to be a road under section 11 of that Act or forming part of a public highway or ancillary area.
Road infrastructure	The infrastructure which forms part of a roadway, pathway or shoulder, including:- • Structures forming part of the roadway, pathway or shoulder; and the road-related infrastructure; • Materials from which a roadway, pathway or shoulder is made; such as asphalt, bitumen, gravel, lane markers and lines.
Road-related infrastructure	Refers to infrastructure installed or constructed by the relevant road authority to either facilitate the operation or use of the roadway or pathway, or support or protect the roadway or pathway.
Road reserve	Refers to the area of land that is within the boundaries of a road.
Roadside	Refers to any land that is within the boundaries of the road (other than shoulders) which is not a roadway or pathway. This includes land on which any vehicle crossing or pathway, which connects from a roadway or pathway on a road to other land, has been constructed. Example: Any nature strip, forest, bushland, grassland or landscaped area within the road reserve would be roadside.
Roadway	Refers to the area of a public road that is open to, or used by, the public, and has been developed by a road authority for the driving or riding of motor vehicles. This does not include a driveway providing access to a public road, or other road, from adjoining land.
Shared pathways	While the Act does not specifically apply the term 'shared' in relation to pathways it is necessary to differentiate between those that are designed for shared use as opposed to just one type of user group (e.g. cyclists or pedestrians). The below definition of 'shared pathways' has been extracted from regulation 242(2) of the Australian Road Rules: "An area open to the public (except a separated footpath) that is designated for, or has as one of its main uses, use by both the riders of bicycles and pedestrians, and includes a length of path for use by both bicycles and pedestrians beginning at a shared path sign or shared path road marking and ending at the nearest of the following: • an end shared path sign or end shared path road marking; • a no bicycles sign or no bicycles road marking; • a bicycle path sign or bicycle path road marking; • a road (except a road-related area); • the end of the path."
Shared track	Any formed area outside the road reserve available for the general public for walking, running, cycling, horse riding or any other similar pursuit. It can be formed of concrete, pavers, asphalt, stone or similar material.
Shoulder	Refers to the cleared area, whether constructed or not, that adjoins a roadway to provide clearance between the roadway and roadside. This does not refer to any area that is not in the road reserve.
Traffic lane	A part of a roadway that is designated for use by a single line of vehicles, to control and guide drivers and reduce traffic conflicts. Most public roads have at least two lanes, one for traffic in each direction, separated by lane markings. On multilane roadways and busier two-lane roads, designations are made with road surface markings.
Utility agency or public utility agency	The entity which provided, or intends to provide water, sewerage, drainage, gas, electricity, telephone, telecommunications or other like service.
Working day	Monday to Friday, excluding weekends and public holidays.

1. Introduction

1.1 What is the purpose of this Plan

Section 50 of the Road Management Act 2004 sets the following objectives for a municipal road management plan:

- 1) To establish a system for our road management functions, which is based on policy, operational objectives and available resources.
- 2) To set a performance standard for our road management functions.

Although it is termed a 'plan' in the legislation, it is functionally an operational protocol document, describing the systems and rules we use to make decisions and meet obligations within our available resources. The plan forms part of a larger Asset Management Framework related to maintenance and operations.

For the avoidance of doubt, this Plan is a road management plan for the purposes of section 39 of the Road Management Act 2004.

1.2 Legislation guiding this Plan

In addition to the Road Management Act 2004, the plan also considers the following Acts, regulations and codes of practice:

- *Local Government Act 2020*
- *Local Government Act 1989*
- *Ministerial Codes of Practice*
- *Road Management (General) Regulations 2016*
- *Road Management (Works and Infrastructure) Regulations 2015*
- *Road Safety Act 1986*
- *Wrongs Act 1958*
- *Subdivisions Act 1988*.

1.3 What is covered in this Plan?

The Plan is divided into six sections:

1. Introduction.
2. Rights and Responsibilities – covers legislation and local laws relevant to road management.
3. Road Management Systems – how we classify roads, streets and footpaths (known as our asset hierarchy) and the plans and processes we use to maintain roads and road-related infrastructure.

4. Register of Public Roads – what's in it, how to access it and the process for making changes.

5. Technical References.

6. Attachments:

- a. Attachment 1 – Road Hierarchy
- b. Attachment 2 – Pathway Hierarchy
- c. Attachment 3 – Inspection Requirements
- d. Attachment 4 – Inspection Frequencies
- e. Attachment 5 – Defect Intervention Levels and Repair Timeframes.

1.4 Updating the Plan

This Plan must be updated within a set period following a Council election. Outside of this cycle, changes may be required from time to time.

The following process will be used to manage these changes:

- If material changes are made to standards and specifications, a report will be presented to Ballarat City Council, along with a brief explanation as to why such changes are necessary. The review process must follow the steps as set out in the *Road Management (General) Regulations 2016* Part 3 – Road Management Plans.
- When changes do not alter the technical aspects of road management, changes will be approved by the Director Infrastructure and Environment.

These changes will be made in accordance with the processes prescribed by the *Road Management Act 2004*. To assist with version control, these changes will be numbered as follows:

- Versions presented to Ballarat City Council will be renumbered by whole numbers – for example, from Version 1.0 to 2.0
- Those approved by the Director Infrastructure and Environment will be renumbered by decimals – for example, from Version 1.0 to 1.1.

1.5 Exceptional circumstances

City of Ballarat will make every effort to meet its commitments under its Plan.

However, there may be situations or circumstances that affect City of Ballarat's business activities to the extent that it cannot deliver on the service levels of the Plan. These include but are not limited to, natural disasters, such as fires, floods, or storms, or a prolonged labour or resource shortage, due to a need to commit or redeploy City of Ballarat staff and/or equipment elsewhere or due to the effects of pandemic and or government intervention.

1.5.1 Suspension of the Plan

In the event that the Chief Executive Officer (CEO) of City of Ballarat has considered the impact of such an event on the limited financial resources of City of Ballarat and its other conflicting priorities, and determined that the Plan cannot be met, then pursuant to section 83 of the Wrongs Act 1958, the CEO will write to City of Ballarat's Officer in charge of the Plan and inform them that some or all of the timeframes and responses in City of Ballarat's Plan are to be suspended.

1.5.2 Reinstatement of the Plan

Once the scope of the event/s have been determined and the resources committed to the event response have been identified, there will be an ongoing consultation between City of Ballarat's CEO and City of Ballarat's Officer responsible for the Plan, to determine which parts of City of Ballarat's Plan are to be reactivated and when.

1.5.3 Communication and documentation for Plan suspension

The City of Ballarat will provide information/statements to residents about the suspension or reduction of the services under its Plan, including:

- How the work that will be done has been prioritised and
- The period for which it is likely to be affected.

This information will be provided by the City of Ballarat on its website where its Plan is located and other channels as appropriate, such as press releases or social media.

Where City of Ballarat has suspended in part or whole its Plan, associated documents (for example, communications, meeting minutes, schedules) will be recorded and stored.

1.5.4 Inspections and repairs during suspension of Plan

The suspension of the Plan will not necessarily mean that all inspections and repairs halt. However, it may mean that only certain categories of inspections and repairs are undertaken. These will be based on a risk assessment and resources available to the City of Ballarat, taking into account the resources needed to address the impact of the trigger event. For example, some reactive inspections may take place and repair (temporary or permanent) of roads/footpaths which pose a high risk may be undertaken, depending on the resources available to the City of Ballarat and the accessibility of each asset.

1.6 Responsibility for the Plan

Overall responsibility for administering and implementing the Plan rests with the Director Infrastructure and Environment.

2. Rights and responsibilities

2.1 Public roads

Public roads are defined in the *Road Management Act 2004* as including:

- A freeway
- An arterial road
- A road declared under section 204(1) of the Local Government Act 1989
- A municipal road declared under section 14(1) of the Road Management Act 2004
- A road in respect of which City of Ballarat has made a decision that it is reasonably required for general public use and is included on the Register of Public Roads.

2.2 Key stakeholders

The key stakeholders impacted by this Plan include:

- The general community and visitors to the city (for recreation, sport, leisure and business)
- Ballarat City Councillors, leadership team, employees and volunteers
- Residents and businesses adjoining the road network
- Pedestrians
- Vehicle users with motorised vehicles, such as trucks, buses, commercial vehicles, cars and motorcycles
- Users of smaller, lightweight vehicles, such as pedal-powered bicycles, motorised buggies, wheelchairs, prams and so on
- Tourists and visitors to the area
- Emergency agencies (Victoria Police, Country Fire Authority, Ambulance Victoria, State Emergency Services)
- The military (in times of conflict and emergency)
- Traffic and transportation managers
- Managers of the road network asset
- Construction and maintenance personnel, who build and maintain asset components.
- Utility agencies using the road reserve for infrastructure (water, sewerage, gas, electricity, telecommunications)
- Other road authorities, and
- State and Federal Governments, who periodically provide funding for roads.

2.3 Coordinating and responsible road authority

Section 35 of the *Road Management Act 2004* provides that a road authority has power to do all things necessary or convenient to be done for or in connection with the performance of its functions under the Act.

Section 36 of the *Road Management Act 2004* outlines which road authority is the coordinating road authority. According to subsection (c), the coordinating road authority is:

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

However, there are instances where several authorities are responsible for components of the road within the road reserve. Section 37 of the *Road Management Act 2004* identifies who is the responsible road authority in particular circumstances.

2.4 General functions of a road authority

The general functions of a road authority are described within Section 34 of the *Road Management Act 2004*.

2.5 Rights of the road user

The rights of public road users, which are legally enforceable, are set out in Sections 8 to 10 of the *Road Management Act 2004*.

2.6 Obligations of road users

2.6.1 General Usage

The common law requires that a road user must take reasonable care for their own safety (see *Ghantous v Hawkesbury City Council*).

The *Road Safety Act 1986* sets out obligations on road users, including Section 17A which requires that a person who drives a motor vehicle on, or uses, a highway must drive in a safe manner have regard for all relevant factors, including without limiting their generality, the following:

- Physical characteristics of the road
- Prevailing weather conditions

- Level of visibility
- The condition of any vehicle the person is driving or riding on the highway
- Prevailing traffic conditions
- The relevant road laws and advisory signs and
- The physical and mental condition of the driver or road user.

Section 17A of the *Road Safety Act 1986* requires that a road user must take reasonable care:

- To avoid any conduct that may endanger the safety or welfare of other road users
- To avoid any conduct that may damage road infrastructure and non-road infrastructure on the road reserve and
- To avoid conduct that may harm the environment of the road reserve.

2.6.2 Incident claims

If a person proposes to make a claim in relation to a public road or infrastructure for which City of Ballarat is the responsible road authority, that person should contact City of Ballarat and City of Ballarat officers will initiate respective investigation and insurance reporting processes.

In accordance with Section 110 of the *Road Management Act 2004*, City of Ballarat is not legally liable for property damages where the value of the damage is equal to or less than the threshold amount.

In cases where the claim relates to assets City of Ballarat does not own or is not responsible for on the road reserve, the person who proposes to make a claim must refer the claim to the other authority or person responsible for those assets.

2.6.3 Permits for work within a road reserve

In cases where an individual or organisation proposes to carry out works within the road reserve that may impede public access, or interfere with road infrastructure, they must apply for a 'works within road reserve' permit. There are some exemptions, as noted in the *Road Management (Works and Infrastructure) Regulations 2015*.

Local laws also require property owners to apply for a vehicle crossing permit if they plan to build a driveway.

In both cases, a fee applies to cover the costs of the administration and inspection of the work.

2.6.4 Obligation of others

There are several assets within the road reserve that we do not have an obligation to inspect and/or maintain. These include:

- **Non-road infrastructure** – This includes (but is not limited to) such items as gas pipes, water and sewerage pipes, cables, electricity poles and cables, tram wires, rail infrastructure, bus shelters, public telephones, mailboxes, roadside furniture and fences erected by utilities, or providers of public transport.
- **Vehicle driveways** – The vehicle crossing (including cross-over), located between the carriageway and the property boundary, must be maintained by the adjoining property owner. However, City of Ballarat is responsible for the portion of the driveway where the constructed pathway is reasonably required by the public in accordance with the following diagram.



- **Single property stormwater drains** – For drains constructed within the reserve that carry water from a single property to an outlet in the kerb, or other drain.
- **Utilities** – Including, but not limited to, telecommunication, power, water, gas and rail authority assets.
- **Roadside** – As per Section 107 of the *Road Management Act 2004*, City of Ballarat has no "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". This includes landscaped tree plots within the footpath/pathway where the surface of the tree plot is not constructed with the intention of providing a trafficable pedestrian surface.

Where City of Ballarat becomes aware of a hazard created by the defective condition of assets/ infrastructure owned by another party, City of Ballarat may at its absolute discretion:

- If located within assets/infrastructure for which City of Ballarat is responsible (for example, footpaths, road surfaces) or otherwise presents an immediate and significant risk to members of the public, may consider undertaking temporary measures to reduce the risk to members of the public until such time as the respective owner can implement permanent repairs (subject also to City of Ballarat's available resources)
- Report in writing (for example, email or letter) the presence of the hazard to the responsible party and request that repairs be implemented within a reasonable timeframe, and

- Where repairs are not completed by the responsible party within the respective timeframe, City of Ballarat may complete necessary repairs and invoice the responsible party for the costs.

However, where another party has a duty in relation to the asset/infrastructure and City of Ballarat has a discretionary power to take remedial action in relation to that matter, only that other party with the duty is liable in a subsequent proceeding, in accordance with Section 104 of the *Road Management Act 2004*.



3. Road management system

3.1 Background and process

Road asset management involves managing both physical assets and uses and operation that have the potential to impact their condition. It applies to all road assets, including:

- The road – pavement and surface, as well as footpaths, kerb and channel
- Structures – bridges, culverts and traffic management devices, and
- Road infrastructure – traffic signals and on-road electrical assets.

The aim of our road management system is to deliver a safe and efficient road network and meet community needs to the best of our ability, within available resources.

To create a road asset management system that would best meet our needs when inspecting, maintaining and repairing public roads, we used the following nationally recognised asset management frameworks:

- International Infrastructure Management Manual (IIMM) 2015, IPWEA
- IPWEA National Asset Management Systems (NAMS+) and
- Other references, as listed in Technical References.

The system is designed to set the direction for our asset management activities. It is also linked to the annual business planning cycle.

3.2 Levels of service

The process of identifying the appropriate Levels of Service have been documented in the Asset Management Strategy. The Levels of Service have been identified and developed from:

- Acquired knowledge of key infrastructure issues
- Customer expectations
- City of Ballarat policies, goals and strategies
- Legislative requirements and standard, and
- Available resources (for example, funding levels, staffing, asset capacity).

The Levels of Service must be read in conjunction with:

- Relevant Asset Management Plan and
- Road Management Service Levels Agreement.

These documents explain the principles behind Levels of Service and the delivery of those

targets in the field. Key Levels of Service for the networks, along with strategies to ensure they

are achieved are shown below. To deliver these levels of service properly, a detailed set of

technical levels of service have been developed that describe the standards to which the

assets should be designed. Asset performance is measured against these standards, with

performance indicators (KPIs) used for reporting to Council.

3.3 Asset hierarchies – municipal road network

All roads and footpaths within the municipal road network are classified according to a hierarchy that takes into account how they are used, who uses them and how often.

The hierarchy classification is used to determine the levels of service required, prioritise works programs and determine defect intervention responses.

The two levels in the hierarchy are:

3.3.1 Road network

The hierarchy of the road network is defined by the classification of the road. This hierarchy applies to:

- Road pavement
- Road seal
- Kerb and channel
- On and off-street parking
- Traffic facilities
- Road related infrastructure in median areas which cannot be accessed by pedestrians
- Roadside drains in rural areas, and
- Road related infrastructure in nature strips in rural areas.

State and arterial roads are the responsibility of other Road Authorities and are not included in the hierarchy. These roads do not fall within City of Ballarat's obligations as per the *Road Management Act 2004*.

Undeclared road reserves are not included in the hierarchy and do not fall within City of Ballarat's obligations as per the *Road Management Act 2004*.

City of Ballarat has adopted nine categories for the road network:

- Category R1: Link roads
- Category R2: Collector roads
- Category R3: Sealed primary access roads
- Category R4: Unsealed primary access roads
- Category R5: Sealed secondary access roads
- Category R6: Unsealed secondary access roads
- Category R7: Ancillary areas
- Category R8: Tracks (unformed road)
- Category R9: Unused road reserves

See Attachment 1 for more information.

3.3.2 Pathway network

The pathway network is divided into four categories, as follows:

Footpaths

- Category P1: Special use areas
- Category P2: High use areas
- Category P3: Medium use areas
- Category P4: Low use areas

See Attachment 2 for further information.

3.4 Our road network

More information about the City of Ballarat’s road network is shown in the tables below.

Table 3.1 – Road length by hierarchy – date last updated: 22/10/2024

Hierarchy	Length (km)	% of Network
Category R1: Link roads	129	9.6%
Category R2: Collector roads	146	11%
Category R3: Sealed primary access roads	730	54.2%
Category R4: Unsealed primary access roads	323	24%
Category R5: Sealed secondary access roads	6	0.4%
Category R6: Unsealed secondary access roads	12	0.8%
Total	1,346	100%

Table 3.2 – Road length by surface type – date last updated: 22/10/2024

Surface Type	Length (km)	% of Network
Sealed	1,011	75%
Unsealed	335	25%
Total	1,346	100%

3.5 Maintenance management system

3.5.1 Maintenance management

City of Ballarat has responsibilities to road users and the community to maintain public roads to a reasonably safe and suitable standard, within our available funds and resources. By developing long-term maintenance programs for our assets, we are better able to plan how we do this.

The following maintenance requirements shape our annual program and budget:

1. Routine maintenance standards

Standards vary across the network depending on the asset type and relevant risk factors, such as traffic volumes and composition, operating speeds, the susceptibility of assets to deterioration and the cost effectiveness of repairs. Competing priorities for funding are also relevant.

Defect intervention levels have been established using the VicRoads Standard Specification Section 750 and adapting it to local conditions.

The standards will be reviewed periodically to make sure they are adequate (see section 1.4).

2. Repair and maintenance works

Works must be completed within a specified time, depending on the severity and location of the defect. Response times are determined using local knowledge and experience and past performance as a guide.

Response times are monitored and will be periodically reviewed (see section 1.4).

3. Temporary mitigation measures

These are temporary works designed to reduce the risk of an incident, until such time as repair or maintenance works can be completed.

Response times and safety measures (for example, warning signs, flashing lights, and safety barriers) are determined by reference to the risk to safety, road type and traffic volume.

4. Emergency works

Works that result from emergency incidents and must be undertaken immediately, for the safety of road users and the public.

Emergency works might include traffic incident management, responses to fires, floods, storms and spillages, and any assistance required under the Victorian State Emergency Response Plan and Municipal Emergency Management Plan.

3.5.2 Asset management plans

Our asset management plans guide the development of long-term asset renewal programs, helping us to plan and finance asset renewal and replacement.

3.5.3 Maintenance surveys and inspections

Asset inspections and surveys and the resulting information is required for competent management of the assets. City of Ballarat has three inspection types: reactive; proactive and programmed condition inspections as defined below:

1. Reactive inspections (Request for service or RFS)

These inspections are conducted in response to requests from the community. The inspection is carried out by a City of Ballarat employee and assessed according to the Hazard intervention levels, contained within Attachment 5.

2. Proactive inspections

Regular timetabled inspections that are scheduled depending on traffic flow, the types of defects likely to impact the asset and the perceived risks of these defects.

3. Condition inspections

These inspections identify structural integrity issues which, if untreated, are likely to adversely affect the network overall. These issues may impact short-term serviceability, as well as the ability of the asset to perform for the duration of its intended life span.

3.5.4 Maintenance responsiveness and performance targets

The following information is recorded when we receive a Request for Service (RFS) from the community:

- Date the request was received
- Details of the request, which may include the location and nature of the reported hazard/defect (including any specific measurements if provided), name of the person making the request, copies of any photographs provided
- The personnel/department to which the request has been assigned for action
- Date by which the request must be actioned, based on the target response times specified in Attachment 5, and
- Date when the request was actioned and/or completed. This typically involves someone carrying out an RFS inspection, as described in section 3.5.4, followed by any necessary repair works conducted.

By recording this information, we can monitor compliance against target response times – that is, the time it takes from receiving a request to carrying out an inspection and ultimately completing necessary works.

Customer requests will be inspected and assessed in accordance with timeframes specified in Attachment 5. Following are some possible outcomes from a reactive inspection:

- If a defect identified exceeds a *Description/ Intervention Levels* specified in Attachment 5, a work order would be created with a date for completion of works in line with respective specified repair timeframes.
- If repairs are significant (for example, rehabilitation works are required), temporary mitigation measures may be undertaken to reduce the risk posed by the hazard/defect until the proper works can be undertaken (and subject to available resources).
- If the defect is assessed as below the *Description/ Intervention Level* specified in Attachment 5, it would be noted (including why) but no remedial action will be conducted.

In all cases, the action taken would be noted against the original request.

Target response times and intervention times are based on normal conditions. The same level of service would not apply in cases where the Plan has been suspended under Section 1.5.

3.6 Asset levels of service

Five elements are taken into account when determining appropriate levels of service for the road network. These are:

- Community expectations
- Technical standards
- Organisational capacity
- Performance measures and targets, and
- Safety of road and footpath users



4. Register of public roads and documents

As required under the *Road Management Act 2004*, this plan is available to the public at the below locations. The City of Ballarat also maintains a register of public roads, called the Municipal Roads Register, with the details of all public roads and ancillary areas for which we are responsible.

The Municipal Roads Register and a copy of this plan are available on City of Ballarat's website. A hard copy of these documents can be made available upon request at our Customer Service Centre, The Phoenix, 25 Armstrong Street South, Ballarat.

4.1 Maintenance demarcation (boundary) agreements

Where there are boundary agreements between City of Ballarat and other road authorities or private organisations, the schedule of roads affected, and agreements are listed in the Municipal Roads Register. City of Ballarat have demarcation agreements with the following road authorities:

- VicRoads
- Moorabool Shire Council
- Pyrenees Shire Council
- Hepburn Shire Council and
- Golden Plains Shire Council.

4.2 Roads not listed on the register

The following roads are not listed on our Municipal Roads Register:

- Roads which are the full responsibility of the State Government or a private enterprise
- Unused roads for which we have not accepted responsibility
- Roads drawn out on a plan of subdivision, until such time that we accept responsibility for these roads, and
- Roads which we have not determined are reasonably required for general public use.



5. Technical references

1. AS ISO 31000:2018 – Risk Management – Guidelines
2. Integrated Asset Management Guidelines for Road Networks (AP-R202) 2002, Austroads Inc.
3. International Infrastructure Management Manual (IIMM) 2015, IPWEA
4. VicRoads Risk Management Guidelines and
5. VicRoads Standard Specification Section 750 – Routine Maintenance.



Attachment 1: Road hierarchy

Road Network

Category	Description*
Category R1 Link roads.	Roads other than arterial roads that link significant destinations ¹ and are designed for efficient movement of people and goods between and within regions. Also provide property access. ² Link roads may consist of a number of roads which form a route.
Category R2 Collector roads.	Roads other than arterial or link roads that connect a substantial number of local roads and streets to higher order roads, or to significant destinations, and provide property access and movement of traffic within local areas.
Category R3 Sealed primary access roads.	Roads other than arterial, link or collector roads, that provide access to the street address of occupied properties. ³
Category R4 Unsealed primary access roads.	
Category R5 Sealed secondary access roads.	Roads other than arterial, link, collector or primary access roads that provide access to properties other than to the street address, or access to non-occupied abutting properties. ⁴
Category R6 Unsealed secondary access roads.	
Category R7 Ancillary areas.	An area of land owned or managed by the coordinating road authority to be maintained by a responsible road authority as ancillary to a public road. Includes shared pedestrian/vehicle access roads, car parks, rest areas, scenic lookouts, car parking areas, and indented bus stops on arterial road that are separated from the carriageway by a kerb.
Category R8 Fire access tracks. Limited access tracks.	These perform a very minimal function. They typically act as fire access or as a secondary or seasonal access road to large rural/farming properties. Key features typically include: • Provides secondary access to properties. • Unsealed roads, often unformed or with minimal material. Due to the limited function and use of these roads, they are not subject to a proactive inspection regime or the same hazard intervention levels of other roads.

* Categories follow the Infrastructure Design Manual for residential streets.

1. Significant destinations include arterial roads, towns, major tourist attractions, and places of significance (usually significant traffic generators such as central business districts, universities, major hospitals).

2. Property means an area of land with its own title.

3. Occupied property means a property which is occupied for residential purposes or commercial purposes where workers attend for work on a number of days per week.

4. Non-occupied means a property which is not occupied for residential purposes or commercial purposes.

Attachment 2: Pathway hierarchy

Footpaths

Category	Area	Description*
P1	Special use	As determined by the Footpath Hierarchy. The classification could include footpaths and shared tracks forming: • Advertised walking trails • Running and jogging tracks and • Cycleways identified for training and/or competitions.
P2	High use	As determined by the Footpath Hierarchy. The classification could include footpaths and shared tracks forming: • Major shopping precincts (10 or more shops) • Community facilities • Tourist attractions • Transport hubs and • Commercial parking areas with a capacity of 100 or more vehicles. Plus any formally advertised cycleway not categorised as special use.
P3	Medium use	As determined by the Footpath Hierarchy. The classification could include footpaths and shared tracks forming: • Minor retail and strip shopping areas (3-9 shops) • Universities, schools, kindergartens or childcare facilities • Health care, pharmacies, aged care and retirement villages • Community centres • Sport and recreation areas and • Commercial parking areas with a capacity up to 100 vehicles.
P4	Low use	All other constructed tracks, trails or paths under control of the City of Ballarat.

Attachment 3: Inspection requirements

Inspection Type	Purpose	Inspection and reporting requirements
Reactive – Request for Service (RFS)	Reactive inspections are designed to confirm the nature of defects/hazards reported by members of the public or City of Ballarat employees and identify any that exceed the intervention levels specified in Attachment 5.	Performed by a City of Ballarat Asset Surveillance Officer or a City of Ballarat responsible Civil Operations Officer (depending on the defect) with knowledge of Description/ Intervention Levels (Attachment 5) and road maintenance techniques who may then call in a higher level of expertise if necessary. All reactive inspections are conducted on foot, with defects measured and photographed as specified in City of Ballarat's Defect Description Manual or Inspectors Road Condition Manual. The report is required to identify specific safety defect, time first reported, time inspected and by whom, subsequent action and time of completion.
Proactive Inspection	Inspection undertaken in accordance with a formal programmed inspection schedule to determine if the road asset complies with the levels of service as specified.	Proactive inspections of roads are conducted via a slow-moving vehicle, while proactive inspections of all other asset types are conducted on foot, with defects measured and photographed as specified in City of Ballarat's Defect Description Manual or Inspectors Road Condition Manual. Performed by a dedicated City of Ballarat Asset Surveillance Officer. Inspection undertaken in accordance with a formal programmed inspection schedule to determine if the road asset complies with the levels of service as specified. A record of each asset is to be completed detailing the name of the inspector, the inspection date, and a description of any defects found that exceed the intervention levels specified in Attachment 5. In addition, details of the inspection will be electronically recorded against the particular asset inspected.
Night Inspections	Inspection undertaken in accordance with a formal programmed inspection schedule to assess the reflectivity of road signage, cat's eyes and roadside guideposts, and the visibility of line marking at night.	Conducted via a slow-moving vehicle with standard driving lights (low beam) with visibility/legibility/reflectivity assessed by eye from distances specified respective of each asset defect type. Performed by a dedicated City of Ballarat Asset Surveillance Officer.

Attachment 4: Inspection frequencies

Asset Group	Hierarchy Category	Reactive Inspection Timeframe WD = Working Days H = Business Hours	Proactive Inspection Frequency M = Months Y = Years	Night Inspections Y = Years
Sealed Roads Unsealed Roads Regulatory, Warning and Hazard Signs	Category R1	3 WD	4 M	2 Y
	Category R2	3 WD	4 M	2 Y
	Category R3	3 WD	12 M	4 Y
	Category R4	3 WD	12 M	4 Y
	Category R5	3 WD	2 Y	N/A
	Category R6	3 WD	2 Y	N/A
	Category R7	3 WD	6 M	N/A
Footpaths, Kerb and Channel	Category P1 Lake Wendouree	3 WD	4 M	N/A
	Category P1 Other shared use tracks	3 WD	12 M	N/A
	Category P2	3 WD	6 M	N/A
	Category P3	3 WD	18 M	
	Category P4	3 WD	3 Y	
Bridges	Level 1 bridge inspections**	3 WD	12 M	N/A
	Bridge condition inspections***	3 WD	3 Y	N/A
Emergency Response – All Asset/Categories * Reported incidents/hazards that present an immediate and significant risk to members of the public. Temporary measures (for example, installing barriers, signage, closing the road/footpath) will be implemented to reduce the risk to users of the road network until such time as appropriate repairs can be completed		24 H	N/A	N/A

* If a proactive inspection frequency elapses on a weekend or public holiday, the actual due date will be the next working day.

** Visible damage likely to pose an immediate and significant risk to members of the public.

*** Completed on a 3 yearly schedule by a contracted qualified party on behalf of City of Ballarat.

Attachment 5: Defect intervention levels and repair timeframes

ROAD NETWORK Sealed (SR), Unsealed (UR), and Ancillary Areas (AA)								
Code	Description / intervention level	Response code by hierarchy WD = Working Days H = Business Hours M = Months Y = Years						
		SR			UR	SR	UR	AA
		R1	R2	R3	R4	R5	R6	R7
R01	DEBRIS WITHIN THE TRAFFIC LANE Debris posing a possible danger to motorists, cyclists within the traffic lane.	2WD	2WD	2WD	5WD	5WD	10WD	10WD
R02	PONDING OF WATER Ponding of water >300mm deep within traffic lane.	1M	1M	2M	2M	3M	3M	3M
R03	POTHOLE Potholes in sealed pavement >50 mm in depth and >300 mm in diameter. Potholes located in dedicated/ marked bicycle lanes >30 mm depth and >100 mm diameter. Potholes in R5 R6 roads 75mm deep or greater that are 600mm in diameter or greater.	2WD	5WD	10WD	1M	2M	3M	2M
R04	POTHOLE IN ROAD SHOULDER Potholes in road shoulder 50 mm deep and greater than 300mm in diameter or greater.	1M	1M	3M	N/A	N/A	N/A	N/A
R05	DEPRESSIONS / DEFORMATIONS Depression/deformations greater than 75mm under a 3m straight edge in traffic lane.	1M	1M	1M	1M	2M	2M	2M
R06	EDGE BREAK Edge break in excess of 150mm laterally over >5m in length.	1M	1M	1M	N/A	2M	N/A	2M

* If a repair timeframe elapses on a weekend or public holiday, the actual due date will be the next working day.

** In cases where a defect is not due to be repaired in less than 4 weeks, temporary measures, such as installing warning signage, erecting barriers, or painting the defect with a bright contrasting colour, may be implemented at the time of identification to reduce the risk as much as is reasonably practicable until permanent repairs can be completed in line with the specified repair timeframes.

ROAD NETWORK Sealed (SR), Unsealed (UR), and Ancillary Areas (AA)								
Code	Description / intervention level	Response code by hierarchy						
		SR			UR	SR	UR	AA
		R1	R2	R3	R4	R5	R6	R7
R07	EDGE / SHOULDER DROP Edge drop on the unsealed shoulder when drop off is 100mm or > over a 10m length.	1M	1M	1M	N/A	3M	N/A	3M
R08	LINE MARKING AND FURNISHING DEFECTS Indistinguishable line markings or missing or damaged raised reflective pavement markers (RRPMs).	18M	18M	18M	N/A	18M	N/A	18M
R09	MISSING / DAMAGED PIT LIDS Damaged or missing drainage pit lids, grates.	2WD	2WD	5WD	5WD	5WD	5WD	5WD
R10	VEGETATION OBSTRUCTING SIGHTLINES Trees, shrubs or grasses that have grown to restrict design sight distance to intersections or restrict viewing of safety signs.	2WD	2WD	2WD	1M	2M	2M	3M
R11a	VEGETATION OVERHEAD CLEARANCE Vegetation intruding within an envelope over traffic lane within 4.5m height clearance.	2M	2M	2M	3M	3M	18M	18M
R11b	VEGETATION OBSTRUCTING SIGHTLINES Vegetation intruding within an envelope over the road shoulder to the traffic lane with 3.5m height clearance.	2M	2M	2M	3M	3M	18M	18M
R12	VEGETATION OBSTRUCTING SIGHTLINES Vegetation intruding within an envelope over traffic lane within 5m height clearance on High vehicle routes.*	1M	N/A	N/A	N/A	N/A	N/A	N/A
R13	VERTICAL DISPLACEMENT Defect with a step greater than 50mm in concrete kerb abutting a sealed footpath within the CBD.	1M	1M	1M	N/A	N/A	N/A	N/A

Notes: Pram crossings/ramps providing transition between road and pathway levels are treated as part of the pathways for the purposes of the application of description/intervention levels.

*As per the HVR Over Dimensional Route map on the VicRoads website (as updated).

TRAFFIC CONTROL DEVICES Sealed (SR), Unsealed (UR), and Ancillary Areas (AA)								
Code	Description / intervention level	Response code by hierarchy						
		SR			UR	SR	UR	AA
		R1	R2	R3	R4	R5	R6	R7
R14	MISSING/DAMAGED SIGNAGE Safety signs missing, illegible or damaged making them substantially ineffective.	2WD	2WD	2WD	5WD	5WD	10WD	1M
R15	MISSING/DAMAGED GUARD RAIL OR FENCING Safety barriers and fencing missing or damaged at a critical location, making them substantially ineffective.	1M	1M	1M	2M	3M	18M	18M
R16	MISSING/DAMAGED GUIDEPOSTS Guideposts missing or damaged at a critical location*, making them substantially ineffective.	1M	1M	1M	2M	3M	18M	18M
R17	Traffic signal faults.	2WD	2WD	2WD	2WD	2WD	2WD	N/A

FOOTPATH AND SHARED TRAIL NETWORK						
Code	Description / intervention level	Response code by hierarchy				
		P1	P2	P3	P4	
F01a	Defect with a step greater than 25mm on concrete path.	10WD	10WD	10WD	3M	
F01b	Defect with a step greater than 25mm on asphalt path.	1M	1M	1M	1M	
F02	Tripping hazard greater than 50mm on unsealed paths.	5WD	10WD	10WD	3M	
F03	Vegetation intruding into a minimum of 2.1m height clearance above path.	1M	1M	2M	3M	
F04	Damaged or missing pit lids, surrounds, grates or similar in pedestrian areas.	2WD	2WD	5WD	10WD	
F05	Regulatory, warning and hazard signs missing, illegible or damaged making them substantially ineffective.	10WD	10WD	1M	1M	
F06	Fencing missing or damaged at critical location, making them substantially ineffective.	1M	1M	3M	3M	
F07	Longitudinal cracking in excess of 20mm wide over a length of 1m (shared paths).	10WD	1M	2M	3M	

* Asset Surveillance Officer, performing programmed inspections will provide response time to Civil Operations Unit (COU). Notification to COU from other sources (customers/other officers) will result in an inspection and determination of appropriate response time by Civil Operations Unit Works Supervisor.

** Civil Operations Unit to rectify issue as soon as practicable. Where it is not possible to rectify within time frames, temporary measures to be undertaken as per section 5.1.

DRAFT



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