

Road Management Plan Review 2025

Statutory RMP review report to
identify amendments to Council's
2021 RMP



Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra. We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra. We pay our respects to Elders from all nations and to their Elders past, present and future.

Road Management Plan Review 2024/25

Report summarising findings and conclusions of the review of the current Road Management Plan of Yarra City Council as the relevant responsible road authority

Purpose

The purpose of this report is to inform Council that a review of the current road management plan of Council must, as a statutory requirement, be completed by June 2025 in accordance with section 54(5) of the *Road Management Act 2004* and that the review process has been conducted and completed

This report –

1. summarises the conclusions and findings of the review; and
2. recommends to Council that it adopt the findings and conclusions of the review; and
3. recommends to Council that, to implement the findings and conclusions of the review, Council proceed to amend the road management plan and to give formal public notice of the proposed amendment.

Background

The 2001 High Court decision in *Brodie v Singleton Shire Council* marked a significant shift in the legal responsibilities of road authorities, including local Councils, regarding road management duties.

This ruling abolished the long-standing ‘non-feasance’ defence, which had previously protected road authorities from liability for injuries or losses caused by road conditions where no prior maintenance work had been undertaken. In its place, the Court applied general principles of negligence, meaning authorities could now be held liable for failing to act reasonably in managing roads.

In response to this change, the **Road Management Act 2004** was introduced. The Act enables road authorities to develop and rely on **road management plans**. When these plans are reasonable and properly followed, they provide a complete defence against claims of negligence and breach of statutory duty—specifically in cases involving alleged failures to remove hazards, repair defects, or provide warnings of hazards on public roads covered by the plan.

Statutory review requirements

Section 54(5) of the Act provides that a Council, in its capacity as a road authority, must, in accordance with the *Road Management (General) Regulations 2016* (**Regulations**), conduct a review of its road management plan at prescribed intervals. Regulation 8(3) of the Regulations provides that an incoming municipal Council must review its road management plan within the period of 6 months after each general election or by the next 30 June, whichever is later.

In conducting the review, regulation 9 of the Regulations provides that Council –

“must ensure that the standards in relation to, and the priorities to be given to, the inspection, maintenance and repair of the roads and classes of road to which the plan applies are appropriate”.

On completion of the review, Council must produce a written report summarising the findings and conclusions of the review and make the review report available on the Internet site maintained by Council.

The review process undertaken

Pursuant to a decision made by the authorised delegate of Council to commence the statutory review process, such consultation and engagement (including with internal Council departments) as was considered necessary to effectively conduct the review was commenced. Following the review, Council may, if the review indicates that it is appropriate to do so, and under a separate statutory process, proceed to amend its road management plan.

Findings and conclusions

The review process undertaken involved –

1. a consideration of existing service levels and intervention standards in the current road management plan;
2. consultation with internal stakeholders ;
3. a consideration of Council's public liability claims history and the manner in which Council has generally been performing its road management functions, including in relation to any particular problems or issues which have been experienced by Council's road maintenance teams in achieving service levels and intervention standards;
4. a review of levels of service provided by other councils;
5. a review of Council's road categorisation and defect regime;
6. a review of the latest MAV Insurance Road Management Plan recommended best practice template against Council's current RMP; and
7. an analysis of Council's customer request management systems and Council's compliance rate of managing customer requests related to management of roads.

As a result, it has been found and concluded that the current road management plan of Council, while it has been a satisfactory (and otherwise defensible) document for Council to rely upon in its performance of road management functions, it requires alignment to best practice to ensure future performance.

Arising from the review and more, it is considered that –

- the standards in relation to, and the priorities to be given to, the inspection, maintenance and repair of the roads and classes of road to which the current road management plan requires should be aligned to the MAV Insurance best practice template; and
- the standards, in the form of Council's inspection frequency, intervention requirements and response times, require alignment to road/ asset hierarchies; and
- Council's road management plan –
 - satisfies the requirements of the Act, the Regulations and the Codes of Practice made under the Act;
 - is premised on a reasonable road management system;

- requires reasonable adjustments to standards relevant to intervention and service levels, inspection and response standards and times, and construction maintenance and repair standards that reflect asset hierarchies; and
- constitutes and contains a reasonable policy framework – one based substantially on financial, economic, political, social or environmental considerations – in relation to the construction, inspection, maintenance and repair of public roads within the municipal district for which Council is the responsible road authority; and

Financial implications

The type of road assets and the inspection, maintenance and repair standards included in the road management plan directly relate to Council's budget allocations, and budget and resource implications are an important consideration as a part of the overall review.

Conclusions

In conclusion, the road management review process now undertaken has identified that the current road management plan of Council requires alignment to best practice. The proposed changes to Council's Road Management Plan are provided in the tables below.

Overview of changes to RMP

Item No.	RMP Change Code	Category	Sub-category	Type (addition/removal)	Description	Justification	Change Driver
1	RMP25003	Inspection	Demarcation Process	Addition	Introduce demarcation/ painting requirement in RMP footpath inspection process only	To improve the delineation of the defect to footpath users, which can reduce the risk of an event occurring while waiting for defect to be rectified.	MAV
2	RMP25012	Asset Classification	Classification Types	Addition	Increase current classification set from 5 to a more MAV best practice-aligned classification	Ensures adequate and reasonable levels of service can be applied to assets based on their criticality. This reduces likelihood of over/ underservicing	MAV
3	RMP25025	Document	Format	Addition	Align current RMP to MAV best practice template	Ensure standardisation of RMP across councils. Improves readability of document and enables incorporation of LoS's into works management system.	MAV
4	RMP25006	Classification	Footpaths and kerb and channel	Addition	Align Council's footpath and K+C classification to Infrastructure Design Manual classification (3 categories))	Will ensure that the appropriate levels of service are applied to assets based on criticality. This will help avoid over/ underservicing.	MAV
5	RMP25016	Classification	Roads	Addition	Align Council's Roads classification to Infrastructure Design Manual classification (5 categories)	Will ensure that the appropriate levels of service are applied to assets based on criticality. This will help avoid over/ underservicing.	MAV
6	RMP25024	Classification	Bicycle lanes	Addition	Align Council's Bicycle Lanes classification to Infrastructure Design Manual classification (3 categories)	Will ensure that the appropriate levels of service are applied to assets based on criticality. This will help avoid over/ underservicing.	MAV
7	RMP25001	Classification	Shared zones	Addition	Align Council's Shared Zone classification to Infrastructure Design Manual classification (2 categories)	Will ensure that the appropriate levels of service are applied to assets based on criticality. This will help avoid over/ underservicing.	MAV

Item No.	RMP Change Code	Category	Sub-category	Type (addition/removal)	Description	Justification	Change Driver
8	RMP25011	Classification	Traffic Control devices	Addition	Align Council's Traffic Control Devices classification to the Infrastructure Design Manual classification	Will ensure that the appropriate levels of service are applied to assets based on criticality. This will help avoid over/underservicing.	MAV
9	RMP25008	Defects	New defects	Addition	Addition of 8 new defects recommended by MAV into RMP	To ensure alignment with best practice.	MAV
10	RMP25020	Defects	Remove defects	Removal	Removal of 10 defect types from existing RMP as recommended by MAV	To ensure alignment with best practice.	MAV
11	RMP25022	Defects	Tree roots	Addition	Incorporate tree root related intervention threshold for Sealed roads – depressions/ deformations, footpaths – vertical displacement, footpaths – undulations, shared zones – vertical displacement, shared zones – undulations, bike lanes – vertical displacement, bike lanes – undulations, kerb and channel – vertical displacement, kerb and channel – horizontal displacement	To ensure RMP is appropriate and reasonable for the area covered by Council's RMP. The area covered by the Council's RMP contains significant numbers of Plane Trees, which are known to cause high incidences of defects due to tree roots.	Internal
12	RMP25004	Inspections	Response	Addition	Clarify response vs repair in text of RMP. Response relates to response to customer request and reactive inspections. Repairs relate to the rectification or treatment of a defect.	Will remove any confusion between response and repair timeframes.	MAV
13	RMP25023	Defects	Intervention threshold	Addition	Adjust intervention thresholds in RMP to be within the threshold boundaries recommended by MAV	Ensures that interventions are reasonable when compared to other councils of similar size with similar capacity to manage defects within the road reserve.	MAV
14	RMP25018	Defects	Third party assets	Removal	Remove reference to response/ repair/ inspections associated with third party owned/ controlled assets	There is no requirement for Council to include intervention and level of service information for assets not owned/ controlled by Council.	MAV
15	RMP25015	Inspections	Frequency	Addition	Align inspection frequencies with new Asset/ Road categorisation	To ensure that inspection frequencies correspond to asset/ road criticality	MAV

Detailed changes to Road Management Plan

Asset Categorisation

Sealed Roads

Category	Type	Description*
Category 5	Arterial	These are widely used hard surface formation roads which are major connectors between: • Freeways and/or National Highways, and/or • Major centres, and/or key towns, or • Have major tourist importance or Which main function is to form the principal avenue of communication for metropolitan traffic movements, not catered for by freeways.
Category 4	Main Distributor	These carry heavy volumes of traffic, including commercial vehicles, and act as main routes for traffic flows in and around the municipality. Key features typically include: • Supplementary to arterial road system • Connector between arterial roads and lower order streets • Cater for, but may restrain, service and heavy vehicles • Provide access to significant public services • Minimum two clear traffic lanes (excluding parking)
Category 3	Secondary Distributor/ Collector	These carry significant volumes of traffic and provide access, by linking residential areas to arterial roads. They also provide links between the various collector roads. Key features typically include: • Non-continuous connector (do not cross arterial roads) • Limited through traffic (not promoted, or encouraged) • Cater for, but may restrain, service and heavy vehicles • Minimum two clear traffic lanes (excluding parking)
Category 2	Local Access	These carry only local traffic. The primary function is to provide access to private properties. Key features typically include: • Short distance travel to higher level roads • Minimum one clear traffic lane (excluding parking)
Category 1	Lane	These perform a very minimal function as local access roads. Key features typically include: • A side or rear entry lane, generally providing secondary access to properties • Low traffic counts

Footpath Hierarchy

Category	Type	Description*
Category 3	High-use Areas	The category of 'highest use' that includes all footpaths in: • Central Business District(s) • select tourist areas • select shopping precincts • select high-activity areas • Hospital zones
Category 2	Moderate-use Areas	This category includes shopping strips, and other pedestrian generators including: • Shopping strips • Schools • Select railway stations • Select public transport areas
Category 1	Other Areas	This category includes all other pathways within road reserves, including: • Residential areas • Commercial areas • Industrial areas

Shared Zone Hierarchy

Category	Type	Description*
Category 3	High-use zone	The category of 'highest use' that includes zones used by high volumes of pedestrian and vehicular traffic • Rose St, Fitzroy
Category 2	Moderate-use zone	Shared zones with moderate use • St Heliers St • Robert St • Walnut St • Young St • Lennox St • Little Buckingham St • Gibbons S • Steward St • Shamrock St
Category 1	Other zones	This category includes all other shared zones.

Bicycle Lane Hierarchy

Category	Type	Description*
Category 3	High-use Lanes	Bicycle lanes with the highest use including but not limited to • Protected bicycle lanes • Separated bicycle lanes • Delineated/ buffered and conventional bicycle lanes with high use
Category 2	Moderate-use Lanes	All other delineated bicycle lanes

Inspection Schedules

Asset Group	Hierarchy Category	Reactive Inspection Timeframe	Proactive Inspection Frequency
Sealed Roads, Regulatory, Warning and Hazard Signs	Category 4	3 WD	13 M
	Category 3	3 WD	13 M
	Category 2	3 WD	26 M
	Category 1	3 WD	39 M
Footpaths, Kerb & Channel	Category 3	3 WD	7 M
	Category 2	3 WD	13 M
	Category 1	3 WD	26 M
Shared Zones	Category 3	3 WD	13 M
	Category 2	3 WD	26 M
	Category 1	3 WD	26 M
Bicycle lanes/ pathways	Category 3	3 WD	13 M
	Category 2	3 WD	39 M (completed during sealed road inspection)
Emergency Response – All Asset / Categories		1 H	n/a
Reported Incidents / Hazards that present an immediate and significant risk to members of the public. Temporary measures (e.g. installing barriers, signage, closing the road/footpath, etc.) will be implemented to reduce the risk to users of the road network until such time as appropriate repairs can be completed.			

Intervention levels

Sealed Roads

Defect type	Description / Intervention Level	Repair timeframes by hierarchy ¹			
		Cat 4	Cat 3	Cat 2	Cat 1
Pothole	Potholes in sealed pavement >70 mm in depth and >300 mm in diameter	10 WD	15 WD	20 WD	20 WD
Depressions / deformations	Depression / deformations in the traffic lane of a sealed pavement >75 mm in depth under a 3m long straight edge. Tree root related depression / deformations in the traffic lane of a sealed pavement >150 mm in depth under a 3m long straight edge.	5 WD	10 WD	15 WD	20 WD
Missing pit lids	Missing Council drainage pit lids	2 WD	2 WD	2 WD	2 WD
Damaged pit lids	Damaged Council drainage pit lids (such that they are potentially structurally unsound).	2 WD	3 WD	3 WD	12 WD
Roadside Vegetation – Overhead clearance	Vegetation intruding into the road envelope: • <4.5 m over the trafficable portion of Cat 4 & 3 roads • <4.0 m over the trafficable portion of Cat 2 & 1 roads	25 WD	25 WD	45 WD	45 WD
Roadside Vegetation – Obstructing sightlines	Vegetation that is obstructing sightlines to intersections or regulatory, warning and hazard signs when viewed from the following distances: • Speed Limit – ≤50km/h = 150m • Speed Limit – ≥60km/h = 150m	8 W	8 W	2 M	2 M

¹ H = Hours, WD = Working Days, W = Weeks, M = Months, If a Proactive Inspection Frequency elapses on a Weekend or Public Holiday, the actual due date will be the next Working Day.

Traffic control devices

Defect type	Description / Intervention Level	Repair timeframes by hierarchy ²			
		Cat 4	Cat 3	Cat 2	Cat 1
Missing / Damaged Signage	Regulatory, warning and hazard signs missing, illegible or damaged making them substantially ineffective when viewed from the following distances: • Speed Limit – <=50km/h = 150m • Speed Limit – 60km/h = 150m	1 W	1 W	2 W	3 W
Missing / Damaged Guard Rail or fencing	Guard rail/fence damaged or missing making them substantially ineffective	12 W	12 W	6 M	12 M
Missing / Damaged Pavement Markings	Pavement markings which are missing or faded making them substantially ineffective	12 W	12 W	6 M	12 M

² H = Hours, WD = Working Days, W = Weeks, M = Months, If a Proactive Inspection Frequency elapses on a Weekend or Public Holiday, the actual due date will be the next Working Day.

Shared Zones

Defect type	Description / Intervention Level	Repair timeframes by hierarchy ³		
		Cat 3	Cat 2	Cat 1
Vertical Displacement	Vertical Displacement >30 mm in height. Vertical displacement due to Tree roots >150mm (≥1m from edge of tree trunk).	2 W	3 W	4 W
Loose segmented pavers	Loose and unstable segmented pavers (i.e. bluestone, bricks, etc.) that move underfoot	2 W	3 W	4 W
Cracking	Cracking perpendicular to path of travel >40 mm wide Longitudinal cracking >40 mm wide	4 W	6 W	8 W
Undulations	Undulations (depressions/bumps) >70 mm in depth/height under a 1.5m straight edge. Undulations due to Tree roots – depth/height >150mm under a 1.5m straight edge (≥1m from edge of tree trunk).	3 W	4 W	5 W
Dislodged / missing pieces / potholes	Dislodged or missing pieces or potholes >200 mm in length/width and >30 mm in depth	2 W	3 W	4 W
Missing pit lids	Missing Council drainage pit lids	2 WD	2 WD	2 WD
Damaged pit lids	Damaged Council drainage pit lids (such that they are potentially structurally unsound)	2 W	2 W	2 W
Vegetation overhead clearance	Vegetation intruding into the pathway envelope: <3.0 m over shared pathway surface and >100 cm beyond each edge	10 W	10 W	10 W
Vegetation – Obstructing sightlines	Vegetation that is obstructing sightlines to intersections or regulatory, warning and hazard signs when viewed from <40 m	10 W	10 W	10 W
Dislodged / missing tactile indicator	Damaged or missing	4 W	4 W	2 M

³ H = Hours, WD = Working Days, W = Weeks, M = Months, If a Proactive Inspection Frequency elapses on a Weekend or Public Holiday, the actual due date will be the next Working Day.

Bicycle lanes

Defect type	Description / Intervention Level	Repair timeframes by hierarchy ⁴		
		Cat 3	Cat 2	Cat 1
Vertical Displacement	Vertical Displacement >30 mm in height. Vertical displacement due to Tree roots >150mm (≥1m from edge of tree trunk).	2 W	4 W	5 W
Cracking	Cracking perpendicular to path of travel >40 mm wide Longitudinal cracking >40 mm wide	4 W	6 W	8 W
Undulations	Undulations (depressions/bumps) >70 mm in depth/height under a 1.5m straight edge. Undulations due to Tree roots – depth/height >150mm under a 1.5m straight edge (≥1m from edge of tree trunk).	3 W	6 W	5 W
Dislodged / missing pieces / potholes	Dislodged or missing pieces or potholes >200 mm in length/width and >30 mm in depth	3 W	6 W	5 W
Missing pit lids	Missing Council drainage pit lids	2 WD	2 WD	2 WD
Damaged pit lids	Damaged Council drainage pit lids (such that they are potentially structurally unsound)	2 W	2 W	3 W
Vegetation overhead clearance	Vegetation intruding into the pathway envelope: <3.0 m over shared pathway surface and >100 cm beyond each edge	10 W	10 W	10 W
Vegetation – Obstructing sightlines	Vegetation that is obstructing sightlines to intersections or regulatory, warning and hazard signs when viewed from <40 m	10 W	10 W	10 W

⁴ H = Hours, WD = Working Days, W = Weeks, M = Months, If a Proactive Inspection Frequency elapses on a Weekend or Public Holiday, the actual due date will be the next Working Day.

Kerb and channel

Defect type	Description / Intervention Level	Repair timeframes by hierarchy ⁵			
		Cat 4	Cat 3	Cat 2	Cat 1
Vertical Displacement	Vertical displacement – uplift section >50 mm Tree root caused vertical displacement – uplift section >150mm (located outside of tree base area)	3 W	3 W	4 W	5 W
Horizontal Displacement	Horizontal displacement section >50 mm. Tree root caused horizontal displacement – displacement section >150mm (located outside of tree base area)	3 W	3 W	4 W	5 W

⁵ H = Hours, WD = Working Days, W = Weeks, M = Months, If a Proactive Inspection Frequency elapses on a Weekend or Public Holiday, the actual due date will be the next Working Day.

Footpaths

Defect type	Description / Intervention Level	Repair timeframes by hierarchy ⁶		
		Cat 3	Cat 2	Cat 1
Vertical Displacement	Vertical Displacement >30 mm in height. Vertical displacement due to Tree roots >150mm ($\geq$ 1m from edge of tree trunk).	2 W	3 W	4 W
Loose segmented pavers	Loose and unstable segmented pavers (i.e. bluestone, bricks, etc.) that move underfoot	2 W	3 W	4 W
Cracking	Cracking in footpaths >40 mm wide	4 W	6 W	8 W
Undulations	Undulations (depressions / bumps) >70 mm in depth/height under a 1.5m straight edge. Undulations due to Tree roots – depth/height >150mm under a 1.5m straight edge ($\geq$ 1m from edge of tree trunk).	3 W	4 W	5 W
Dislodged / missing pieces / potholes	Dislodged or missing pieces or potholes >200 mm in length/width and >30 mm in depth	2 W	3 W	4 W
Missing pit lids	Missing Council drainage pit lids	2 WD	2 WD	2 WD
Damaged pit lids	Damaged Council drainage pit lids (such that they are potentially structurally unsound)	2 W	2 W	2 W
Vegetation overhead clearance	Vegetation intruding into the footpath envelope: <2.5 m over footpath surface	10 W	10 W	10 W
Dislodged / missing tactile indicator	Damaged or missing	4 W	4 W	2 M

⁶ H = Hours, WD = Working Days, W = Weeks, M = Months, If a Proactive Inspection Frequency elapses on a Weekend or Public Holiday, the actual due date will be the next Working Day.