

ATTACHMENT TO AGENDA ITEM

Ordinary Meeting

18 April 2017

Agenda Item 7.5 Road Management Plan

Attachment 1 Road Management Plan - Version 5 219



GREATER
SHEPPARTON



Road Management Plan

Version 5

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GENERAL

1.1 DISTRIBUTION & AVAILABILITY

The Manager Works and Waste shall be responsible for:

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

Copies (3) of the Plan shall be held by:

- Manager Works and Waste,
- Manager Strategic Assets, and the
- Council Library.

This Plan is available at the following locations and may be viewed, free of charge, by the public during the hours of 8:30 am to 5 pm each working day:

- Municipal Offices
- 105 Welsford Street
- Shepparton, 3630
- Phone: 03 5832 9700

The Plan is also available on Council's website at www.greatershepparton.vic.gov.au

1.2 AMENDMENT REGISTER

Document Control					
Rev No.	Date	Revision Details	Author	Reviewer	Approver
Version 3	28 September 2009				
A	23 November 2011	Amended Item 4.2.4 Response Times – Pathways to read “ Defective footpath or pedestrian areas with a step greater than 35mm ”. This is changing from 50mm.	RDM	NS	PH
Version 4	16 July 2013	Adopted by Council	TA	MF	GC
Version 5	TBA				

1.3 DELEGATIONS

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

2 INTRODUCTION

2.1 BACKGROUND

This Road Management Plan (the Plan) is a document which describes road assets within road reserves for which Council is responsible.

The document sets inspection intervals and response times as well as stating management systems which this Council will implement to ensure that its responsibilities within the *Road Management Act 2004* (the Act) are met.

For Council to show that it has satisfied its duty of care to road users, it is required to demonstrate that it has in place a reasonable regime for inspecting the road network to discover defects and a reasonable regime for planning and implementing repairs to overcome those defects. These aspects of inspection and response are dealt with in Section 5 and are the key components of this Plan.

Implementation and management of the Plan is consistent with Council's various strategic and corporate documents and policies.

2.2 PURPOSE

In accordance with Parts 1, 49 and 50 of the Road Management Act, the purposes of this Plan are:

- To provide for the inspection, maintenance and repair of public roads under the care and management of the Council as the Road Authority;
- To establish a management system for the road management functions of the Council which is based on policy and operational objectives and available resources; and
- To set the relevant standards in relation to the discharge of duties in the performance of those road management functions.

This Plan details the management system that the Council proposes to implement in the discharge of its duty to inspect, maintain and repair public roads for which the Council is responsible.

2.3 REVIEW OF THIS PLAN

2.3.1 Audit

A program of auditing, using both internal and external auditors, is being developed for the purposes of ensuring that all the management systems in place are delivering the levels of service adopted by Council for its road network assets.

2.3.2 Plan Review

This Road Management Plan will be reviewed in accordance with sections 303 and 304 of the *Road Management (General) Regulations 2005* and will be conducted at least every four years in line with Council elections.

The review will consider the levels of service for road infrastructure on public roads maintained by this Council. Particular attention will be given to managing the demand

for asset maintenance with the proposed level of resources made available through the Council budget.

2.3.3 Amendment

If the adopted level of service, i.e. tolerable level of defect and/or rectification response time, 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 would have to be reviewed and a new Road Management Plan proposed.

Any reviewed Plan would be subject to the consultation and approval processes as detailed in Section 54 of the Act. The processes include:

- Giving a notice stating-
 - (a) The purpose and general purport of the proposed road management plan;
 - (b) Where a copy of the proposed road management plan can be obtained or inspected; and
 - (c) That any person who is aggrieved by the proposed road management plan may make a submission on the proposed road management plan to the Council within the period specified in the notice.
- The Council must allow at least 28 days after the day on which a notice is given for the making of submissions.
- The notice must be-
 - (a) Published in the Government Gazette;
 - (b) Published in a daily newspaper generally circulating in the area in which the roads to which the road management plan applies are situated;
 - (c) Given in any other manner prescribed for the purposes of this section.

However, under the provisions of the Road Management (General) Regulations 2016 – Regulation 11, the Council as the Road Authority is not required to give notice under Regulation 10 if the Chief Executive Officer certifies in writing that the proposed amendment to the Road Management Plan results in the determination under Section 41 of the Act of a standard that is higher than the relevant standard previously determined under Section 41 of that Act.

An example is where a proposed amendment to the Road Management Plan results in the determination of a standard that-

- would provide for more frequent inspection or maintenance of a road; or
- would decrease the period of time within which defects are to be repaired.

3 LISTING OF ROAD INFRASTRUCTURE

3.1 CLASSIFICATION OF INFRASTRUCTURE

Council has adopted hierarchies which provides for the classification of assets of a similar nature. The objective of a classification is to group assets based on factors including, but not limited to:

- Type and volume of use,
- Risk factors,
- Standards of construction and maintenance

Details of Council's road asset hierarchies are included in Appendix 1.

3.2 ASSET REGISTERS

Council maintains asset registers of roads, roadways, pathways, road infrastructure or road related infrastructure for which Council is the responsible road authority.

3.2.1 Register of Public Roads

The Act places a mandatory requirement that a road authority keeps a register of public roads. The purpose of the Register is to list those road assets which will be maintained by Council in accordance with this plan. The Act provides guidance as to what must be included in the Road Register, which includes:

- Road name,
- Date the road became a public road (if after 1 July 2004),
- Date the road ceases to be a public road,
- Classification, if any,
- Reference to any plan or instrument that fixes or varies the boundaries of the public road (if made after 1 July 2004),
- Any ancillary areas,
- Reference to any arrangement under which management functions is transferred to or from another road authority,
- Any matter required to be included by the relevant road minister under section 22 of the Act.

Council's register is held as a database. A copy of the Register is available for public viewing at the Municipal Offices. The mandatory information to be kept is listed in Schedule 1 of the Road Management Act.

A hard copy record of the location of road assets is kept in the Road Names Folder. The Road Register is available to the public for inspection at no charge at the Municipal Offices, 105 Welsford Street, Shepparton, during normal business hours.

3.2.2 Bridges & Major Culverts Asset Register

The register lists all bridges and major culverts for which Council is the responsible road authority. The register is held as a separate database and includes the following information:

- Location,
- Dimensions,
- Age,
- Description of type.

3.2.3 Footpaths Asset Register

The register lists footpaths for which Council is the responsible road authority. The register is held as a separate database and includes the following information:

- Location,
- Materials,
- Dimensions.

3.2.4 Car Parks Asset Register

Both on and off street car parks are maintained by this Council. Maintenance requirements for car park pavements, drains, signs and line markings are the same as Access Roads as described in this Plan.

4 DEMARCATION OF RESPONSIBILITY

4.1 BORDERING MUNICIPALITIES

In the instance of boundary roads with other municipalities the responsibility is allocated according to an agreement between the municipalities. The agreement allocates routine maintenance responsibility split on an equitable cost basis. Capital works, reseals costs are shared equitably by both municipalities. The City of Greater Shepparton borders:

- Campaspe Shire to the west;
- Strathbogie Shire to the south;
- Delatite Shire to the east; and
- Moira Shire to the north

4.2 ARTERIAL ROADS

For arterial urban roads VicRoads is the Coordinating Road Authority. Hard copy sketches of the line of demarcation between Council and VicRoads have been developed based on the *Operational Responsibility for Public Roads Code of Practice*.

A State Road may be a Freeway, a Declared Arterial Road or a Non-Declared Arterial State Road.

Freeways in the City of Greater Shepparton are:

- Goulburn Valley Freeway.

Highways in the City of Greater Shepparton are:

- Midland Highway; and
- Goulburn Valley Highway.

Declared Arterial Roads in the City of Greater Shepparton are:

Official Name	Local Name
Barmah-Shepparton Road	
Bendigo-Murchison Road	
Byrneside-Kyabram Road	
Dookie-Devenish Road	
Dookie-Nalinga Road	
Dookie-Shepparton Road	New Dookie Road

Dookie-Violet Town Road	
Echuca-Mooroopna Road	
Euroa-Shepparton Road	Kialla Central Road
Katamatite-Shepparton Road	
Lancaster-Mooroopna Road	
Mooroopna-Murchison Road	Toolamba Road
Murchison-Tatura Road	
Murchison-Violet Town Road	
Rushworth-Tatura Road	
Shepparton Alternative Route	Doyles Road
Tatura-Undera Road	
Wahring-Murchison East Road.	

In the rural areas, VicRoads is responsible for the full width of the road reserve, from property line to property line.

4.3 CROWN LAND

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

4.4 RAIL

The relevant rail authority is responsible for the maintenance of the road and infrastructure in the immediate vicinity of a rail crossing and some bridge structures. The Rail Safety Act 2006 requires Safety Interface Agreements which fully detail the areas of responsibility.

4.5 UTILITY SERVICES

The relevant service provider including water, gas, sewer, phone or power is responsible for the maintenance of its infrastructure located within the road reserve.

4.6 PRIVATE STREETS

A private street may have been created from the subdivision of private land. Where the street has been constructed to Council's requirements, approved and entered into the *Register of Public Roads*, the street shall be maintained in accordance with this Plan.

4.7 OWNER RESPONSIBILITIES

4.7.1 Vehicle Crossings

The *Road Management Act 2004* provides that a road authority is not liable for private vehicle crossings (driveways) and pathways on road reserves that provide

access to land adjoining a road, this responsibility being with the adjoining landowner.

Vehicle crossings must comply with Greater Shepparton City Council's specifications.

Proposed new or altered cross overs to properties adjoining Arterial Roads require a Planning Permit under the *Environment and Planning Act 1986* before any works can commence.

4.7.2 Footpaths and Overhanging Vegetation

A landowner has a responsibility to keep a footpath clear of vegetation growing from their property. Under the provisions of Council's local laws Council may direct the landowner to trim the overhanging branches.

4.7.3 Obstructing Footpaths and Roads

It is the responsibility of landowners to keep footpaths and roads clear of obstructions, including circumstances relating to:

- Tables, chairs, shop displays and signs on footpaths in commercial areas,
- Obstructions on nature strips, and
- Weeds affecting visibility.

4.7.4 Nature Strips

Due to potentially high costs Council does not maintain nature strips to a high standard. Council may only undertake works where some safety or significant amenity issue is present. Historically the landowner has undertaken mowing and upkeep as a part of the presentation of their property.

4.7.5 Consent to Perform Works in Road Reserve

In general any person considering performing works in road reserves must obtain consent from the Coordinating Road Authority unless they are exempted under the Road Management (Works & Infrastructure) Regulations 2005. Advice and application forms based on Councils Local Law are available from the Municipal Offices for work on municipal roads.

4.8 ACCESS CONTROL

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

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

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

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

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

5 STANDARDS FOR INSPECTION

5.1 INSPECTIONS

5.1.1 General

The main reasons for the inspection of road assets are:

- To identify defects and act to minimise the risk of injury to the asset users; and
- To identify defects in time and repair to prevent premature failure of assets and minimise the financial impact to the community.

The Council and the community collectively identify the defects on roads. Inspections are performed in three modes as follows:

- Mode 1 Inspection by assets inspections officers and works officers (proactive maintenance)
- Mode 2 Inspection based on customer complaints or reports (reactive maintenance)
- Mode 3 Inspection by assigned officer or by independent team (conditions)

Details of inspection are included in Appendix 2.

6 STANDARDS FOR MAINTENANCE AND REPAIR

Council has determined standards in relation to the condition to be achieved in maintenance and repair of roads, pathways and other road infrastructure.

Details of maintenance in relation to intervention levels are included in Appendix 3. The time in which defects should be repaired or warning erected are described in Appendix 4 of this plan.

- 1) If an urgent or high risk situation is identified either through the Council's routine maintenance inspections, or through another inspection mechanism, Council will take appropriate action, as a matter of priority, to reduce the risk of an incident, by means of appropriate warning until the maintenance/repair works are completed. These works may be considered as emergency works.

7 MANAGEMENT SYSTEM

Key aspects of the management system utilised by Council includes:

- Regular inspections of the asset portfolios,
- The setting of intervention levels,
- The type of intervention action,
- The target time for intervention action.

The maintenance management system is illustrated in Appendix 5.

8 “FORCE MAJEURE”

Council will make every endeavour to meet all aspects of its Road Management Plan.

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

In the event that the CEO of the Council has to, pursuant to section 83 of the above Act, consider the limited financial resources of the Council and its other conflicting priorities, meaning Council's Plan cannot be met, they will write to Council's Officer in charge of its Road Management Plan and inform them that some, or all, of the timeframes and response times are to be suspended.

Once the events beyond the control of Council have abated, or if the events have partly abated, Council's CEO will write to Council's Officer responsible for Council's Plan and inform them which parts of Council's Plan are to be reactivated and the timeframes for each part of the Plan to be reactivated.

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(a) Appendix 1 – Road & Pathway Hierarchy**Road Hierarchy**

Road Hierarchy	Classification Responsibility	Description of Role
Arterials	VicRoads	Not part of the Local Road Network. Major routes for cars and trucks with local origin or destination
Collector Streets	Council	Urban movement of cars and trucks from arterials for access to residences or businesses within the local precinct
Sub Collector Street	Council	Urban movement of cars and trucks from arterials or Collector Streets for access to residences or businesses within the local precinct
Access Streets	Council	mainly for access to urban residences or businesses at lower traffic volumes
Rural Collector	Council	Rural movement of cars and trucks from arterials for access to properties, farms or rural businesses
Rural Sub Collector	Council	Rural movement of cars and trucks from arterials or Rural Collector for access to properties, farms or rural businesses
Rural Access Roads	Council	mainly for access to properties, farms or rural businesses at lower traffic volumes
Carparks	Council	For off-street parking generated by local businesses
Dry weather roads	Council	Unsealed, not paved, sometimes formed, and sometimes not; usually unable to be used by the travelling public using a standard vehicle during wet weather

(b)**(c)****Footpath Hierarchy**

The pathway hierarchy takes into account the pedestrian traffic that may be generated in an area. The four classifications are:

High Activity (H)	Footpaths located in the near vicinity of shopping precincts, aged care centres, senior citizen centres, schools, hospitals, libraries, main community facilities, transport hubs and all shared use paths in the parklands
Medium Activity (M)	Footpaths in Primary Arterial, Secondary Arterial, Collectors and Sub-Collector road reservations, all paths in parklands other than shared use paths and all carparks
Low Activity (L)	Footpaths in Local road reservations
Shared Paths	A footpath designated by signs jointly used by pedestrians and cyclists and may include a separated footpath.

(d) Appendix 2 – Details of Inspections

The **Mode 1** inspections are for identifying defects generated within short periods by usage and/or weather condition. Dedicated staff are best placed to identify and document action required for these defects and report the defects gone beyond routine maintenance for alternative action.

The following maximum frequencies form part of the Plan and will be reviewed as required:

<u>Asset Type</u>	<u>Maximum Inspection Interval</u>
Urban Roads	
• Collector streets	3 months
• Sub Collector Streets	6 months
• Access streets	12 months
* Parking lanes and Service Roads along Highways and Main Roads are listed under Access Roads	
Rural Roads	
• Rural Collector	3 months
• Rural Sub Collector	6 months
• Rural Access -sealed	12 months
• Rural Access - Unsealed	18 months
• Dry weather roads	18 months
Urban Drainage	
• Kerb & Channel	18 months
• Drainage pits	18 months
Bridges & Major Culverts	
• Level 1 Inspection	18 months
• Level 2 Inspection	As required based on Level 1 inspection
• Level 3 Inspection	As required based on Level 2
Pathways	
• High pedestrian activity footpaths	18 months
• Medium pedestrian activity footpaths	24 months
• Low pedestrian activity footpaths	36 months
• Shared bike paths. Off road and on road	18 months

Night inspections are undertaken on urban roads and rural collector roads on an annual basis.

The **Mode 2** inspections are initiated based on concerns passed on to Council by persons noticing a defect. The assets are inspected as soon as possible but not exceeding **10 working days**.

The **Mode 3** inspections are performed to identify the overall condition of the asset and to prioritise works for future budgets. This mode of inspection is mainly for asset preservation.

(e) Appendix 3 – Response Times Roads

Defect Description	Rural collector	Rural sub collector	Rural access	Urban collector	Urban sub collector	Urban access
SAFETY AS PRIMARY FACTOR FOR INTERVENTION & RESPONSE TIMES FOR ROADS						
Outside intersections and/or wheel paths - Pothole outside intervention >300mm in diameter and 100mm deep on sealed surface.(12)	10 days	1 month	2 months	5 days	20 days	30 days
At intersections and/or wheel paths pothole outside intervention > 150 mm in diameter and > 50 mm deep on sealed surface	10 days	1 month	2 months	3 days	20 days	30 days
Depression/Deformation > 150mm under a 1.2 m straight edge/string line on sealed surface.	5 days	1 month	2 months	5 days	1 month	2 months
Shoving > 150 mm	5 days	1 month	2 months	5 days	1 month	2 months
Edge drop >50 mm from a sealed surface to an unsealed shoulder (16)	10 days	1 month	2 months	10 days	1 month	2 months
Pothole outside intervention > 500mm diameter and >150mm deep unsealed and paved surface (21) or > 30% potholes evident in one road section (from intersection to intersection)	1 month	2 months	3 months	1 month	2 months	3 months
Corrugations in unsealed and paved surface >70 mm at a critical location on the approach to intersection or curve.	1 month	2 months	3 months	1 month	2 months	3 months
Unsealed road, dry weather only road, unpaved formations with repair requirement >80% and untrafficable (standard vehicle) over one section (intersection to intersection)	12 months	12 months	12 months	12 months	12 months	12 months
> 30% intersection area dirt, debris or accumulation of aggregate on sealed surface at critical locations on trafficable areas. (39)	10 days	20 days	3 months	7 days	20 days	3 months
Sealed and unsealed roads emergency Call outs as requested by emergency service agency or incident management needs. (40)	4 hours	4 hours	4 hours	4 hours	4 hours	4 hours
Material fallen from a vehicle, wet clay and other slippery substances, hazardous materials on the traffic lane of sealed road.	24 hours	24 hours	24 hours	24 hours	24 hours	24 hours
Obstruction on road, ponding of water > 300mm deep, fallen trees or material that obstruct traffic.	24 hours	24 hours	24 hours	24 hours	24 hours	24 hours
Stray livestock.	4 hours	4 hours	4 hours	4 hours	4 hours	4 hours
Drainage - damaged or missing pit lids, surrounds, grates, kerb and channel, culverts in pedestrian areas and traffic lanes.	1 month	2 months	3 months	1 month	2 months	3 months
Sealed and unsealed roads, trees, shrubs or grasses that have grown to restrict design sight distance to intersections or restrict viewing of safety signs.	1 month	1 month	1 month	1 month	1 month	1 month
Sealed roads - grasses that have grown to restrict design sight distance to intersections or restrict viewing of regulatory signs	10 days	10 days	10 days	10 days	10 days	10 days
* Regulatory and/or Advisory signs missing, illegible or damaged making them substantially ineffective.	5 working days	5 working days	5 working days	5 working days	5 working days	5 working days
Guideposts missing or damaged at a critical location making them substantially ineffective.	3 months	6 months	6 months	6 months	6 months	6 months

Defect Description	Rural collector	Rural sub collector	Rural access	Urban collector	Urban sub collector	Urban access
SAFETY AS PRIMARY FACTOR FOR INTERVENTION & RESPONSE TIMES FOR ROADS						
Safety barriers missing or damaged at a critical location making them substantially ineffective.	6 months	6 months	6 months	6 months	6 months	6 months
Pavement markings missing, illegible or confusing at a critical location.	6 months	6 months	6 months	6 months	6 months	6 months
Pavement marking faded >75%, or reflection <25% at Stop, Give Way, traffic lights or pedestrian crossings	4 months	4 months	7 months	4 months	4 months	7 months
Pavement marking faded >75%, or reflection <25% for centre, edge or parking lines	5 months	5 months	9 months	4 months	4 months	7 months
Pavement marking RRPM missing	4 months	4 months	7 months	4 months	4 months	7 months
Bridge structure damaged affecting structural performance.	24 hours	24 hours	24 hours	24 hours	24 hours	24 hours

*The term Regulatory sign describes a range of signs that are used to indicate or reinforce traffic laws, regulations or requirements which apply either at all times or at specified times or places upon a street or highway, the disregard of which may constitute a violation, or signs in general that regulate public behaviour in places open to the public.

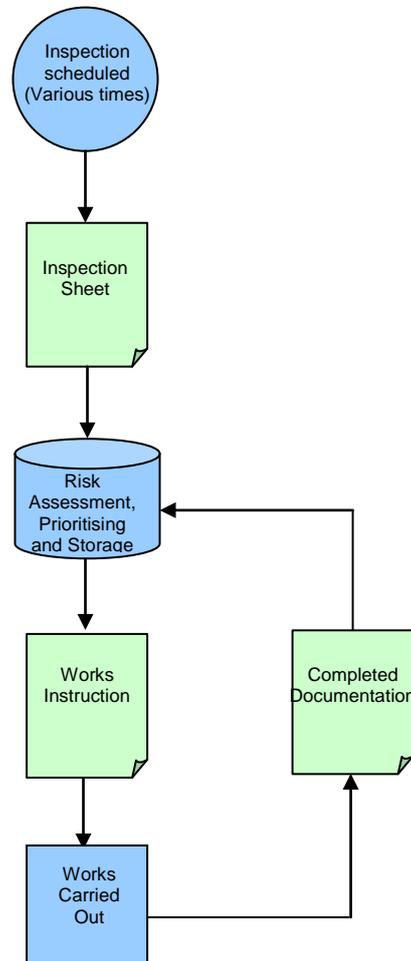


Appendix 4 – Response Times Pathways

Defect Description	High Activity	Medium Activity	Low Activity	Shared Path
SAFETY AS PRIMARY FACTOR FOR INTERVENTION & RESPONSE TIMES FOR PATHWAYS				
Defective footpath or pedestrian areas with a step greater than 35mm.	10 days	10 days	1 month	10 days
Pothole Outside intervention >100 mm in diameter and 50 mm deep sealed surface. (12)	5 days	10 days	1 month	10 days
Depression/Deformation > 150mm under a 2 m straight edge/string line on sealed surface.	5 days	10 days	1 month	10 days
Edge drop >150 mm from a sealed surface to an unsealed shoulder (16) applying to shared paths on Council land only, and at Central business districts of towns and at cross culverts	5 days	10 days	1 month	10 days
Pothole outside intervention >300 mm diameter and >75 mm deep unsealed surface (21)	20 days	2 months	3 months	1 month
Corrugations > 50mm at a critical location on the approach to intersection or curve on unsealed surface.	1 month	2 months	3 months	1 month
Dirt, debris or accumulation of aggregate on sealed surface at critical locations on trafficable areas. (39)	5 days	10 days	1 month	10 days
Material fallen from a vehicle, wet clay and other slippery substances, hazardous materials on any surface at critical locations.	24 hours	24 hours	24 hours	24 hours
Ponding of water > 300mm deep and fallen trees that obstruct traffic.	24 hours	24 hours	24 hours	24 hours
Drainage - damaged or missing pit lids, surrounds, grates, kerb and channel, culverts in pedestrian areas and traffic lanes.	1 month	2 months	3 months	1 month
Regulatory and/or Safety signs missing, illegible or damaged making them substantially ineffective.	10 working days	10 working days	10 working days	10 working days
Guideposts missing or damaged at a critical location making them substantially ineffective.	3 months	6 months	6 months	6 months
Safety barriers missing or damaged at a critical location making them substantially ineffective.	6 months	12 months	12 months	12 months
Bridge structure damaged affecting structural performance.	24 hours	24 hours	24 hours	24 hours

(f) Appendix 5 – Maintenance Management System

Mode 1 the responsibility for scheduling Mode 1 inspections in accordance with the inspection intervals listed in 5.1.1 rests with the Manager Works and Waste. The actual inspections are principally carried out by Assets inspectors and inspection data is collected and imported into a system for generation of works instructions and ultimate completion of action reporting and filing.



Appendix 5 (Cont.)

Mode 2 inspections are undertaken by Works Officers, Design staff or Works Supervisors depending on the issue reported.

