Road Management Plan 2025-29





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1. Definitions

Arterial road – refers to freeways, highways and declared main roads, which are managed by the Victorian Government, through VicRoads (as the coordinating road authority).

the Borough, we, us and our – refers to the Borough of Queenscliffe.

Coordinating road authority – is the organisation which has the responsibility to coordinate works. Generally, if the road is a freeway or arterial road, this will be VicRoads. Generally, if the road is a municipal road, this will be the Borough.

Demarcation agreement – a formal agreement between the Borough and another organisation that defines areas of responsibility.

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) – roads for which the municipal council – in this case, the Borough – is the coordinating road authority. The *Road Management Act 2004* imposes specific duties on the municipal council with respect to the inspection, repair and maintenance of these roads.

Non-road infrastructure – refers to infrastructure that is contained in, on, under or over a road, which is not road infrastructure. This includes gas pipes, water and sewerage pipes, cables, electricity poles and cables, tram wires, rail infrastructure (including boom gates, level crossings and tram safety zones), bus shelters, public telephones, mailboxes, 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 – refers to a footpath, bicycle path, shared path or other area that is constructed for members of the public (not motor vehicles) to use.

Public Road — has the same meaning as in the Road Management Act 2004 (the Act) 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 the Borough has made a decision that it is reasonably required for general public use and is included on the Municipal Public Road Register.

Road – has the same meaning as in the Road Management Act 2004, 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 – refers to infrastructure which forms part of a roadway, pathway or shoulder, which includes structures and materials.

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.

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.

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.

2. Introduction

2.1 Background

The Borough of Queenscliffe is the oldest and smallest local government area in Victoria. It was created in May 1863 and covers approximately 10km². The Borough is located approximately 105km south-west of Melbourne and 35km east of Geelong, at the eastern tip of the Bellarine Peninsula.



The Borough of Queenscliffe Council is the responsible road authority for approximately 40km of local roads, and road-related infrastructure, as defined within the *Road Management Act 2004*.

The Road Management Plan (the Plan) is a policy document that sets out the standards, policies, and systems we use to manage, inspect, repair, and maintain these assets.

2.2 Purpose

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

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

These objectives are established with consideration to our available resources to develop reasonable levels of service. This Plan provides a policy defence for the Borough, as a road authority, against claims for damages against the Borough from the performance (or non-performance) of road management duties.

2.3 Updating the Plan

The Plan will be updated in accordance with the *Road Management (General) Regulations 2016* and as required.

2.4 Suspending the Plan

Although all efforts will be made to meet the requirements of this Plan, there are times when circumstances beyond our control may prevent this from happening.

Pursuant to Section 83 of the Wrongs Act 1958, obligations may be suspended in the event of:

- Natural disasters including floods, fires, droughts, or similar events.
- Human factors such as unavailability of staff or qualified contractors.
- Any other major event beyond our control.

The Chief Executive Officer has delegated authority to suspend the Plan in such circumstances. The decision to suspend the plan will be made in consultation with the Manager Infrastructure & Environment. Factors that might influence the decision include available resources and conflicting priorities.

If the Plan is suspended, entirely or in part, the necessary changes to activities and response times will also be documented.

As soon as circumstances allow, the Manager Infrastructure & Environment will recommend to the Chief Executive Officer how and when the Plan should be reactivated, and the Chief Executive Officer will determine whether to do so.

2.5 Responsibility for the Plan

The Plan will be managed in accordance with the Borough's S6 Instrument of Delegation – Members of Staff.

3. Rights & Responsibilities

3.1 Public Roads

Public roads are defined in the Section 17 of 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 the Borough has made a decision that it is reasonably required for general public use and is included on the Municipal Public Road Register.

3.2 Coordinating Road Authorities

The Borough of Queenscliffe is the coordinating road authority for all municipal roads within the municipal district, in accordance with Section 36 of the *Road Management Act 2004*.

3.3 General Functions of a Coordinating Road Authority

It is the responsibility of the coordinating road authority to provide and maintain roads that are safe and efficient for road users and other key stakeholders.

The general functions of a coordinating road authority are outlined in more detail in Section 34 of the *Road Management Act 2004*.

The powers of a coordinating road authority are outlined in more detail in Section 35 of the *Road Management Act 2004*.

3.4 Key Stakeholders

The key stakeholders impacted by this Plan include:

- The general community.
- Residents and businesses adjoining the road network.
- Pedestrians including children, the elderly, and those with disabilities.
- Users of smaller lightweight vehicles such as bicycles, buggies, wheelchairs, scooters, emobility devices, prams, and more.
- Vehicle users such as cars, trucks, buses, commercial vehicles, motorcycles, and more.
- Tourists and visitors to the area.
- Emergency services such as the police, fire, ambulance, and the SES.
- Public transport agencies.
- Utility agencies that utilise the road reserve for their infrastructure, such as Barwon Water, Powercor, Telstra, NBN, and gas providers.
- Department of Transport and Planning.
- Construction and maintenance personnel who build and maintain our roads.
- State and federal government that support funding for management of the network.
- The Borough of Queenscliffe, as custodian of the asset.

3.5 Rights of the Road User

Part 2 of the *Road Management Act 2004* confers specified rights on members of the public using public roads, which are legally enforceable. These include the rights to access and pass along a road. It also imposes duties on members of the public using public roads, which may be taken into account in any proceedings.

3.6 Obligations of the Road User

The Road Safety Act 1986 requires that:

- (1) A person who drives a motor vehicle on a highway must drive in a safe manner having regard to all the relevant factors.
- (2) A road user other than a person driving a motor vehicle must use a highway in a safe manner having regard to all the relevant factors.

The relevant factors include the following:

- (a) physical characteristics of the road
- (b) prevailing weather conditions
- (c) level of visibility
- (d) the condition of any vehicle the person is driving or riding on the highway
- (e) prevailing traffic conditions
- (f) the relevant road laws and advisory signs
- (g) the physical and mental condition of the driver or road user.

(3) A road user must:

- (a) take reasonable care to avoid any conduct that may endanger the safety or welfare of other road users
- (b) take reasonable care to avoid any conduct that may damage road infrastructure and non-road infrastructure on the road reserve
- (c) take reasonable care to avoid conduct that may harm the environment of the road reserve.

3.7 Incident Claims

The Borough of Queenscliffe, as the responsible road authority, is not liable for all incidents resulting in loss or damage on our roads. The Borough is unlikely to be liable to pay compensation in the following circumstances:

- Loss or damage occurring on roads for which the Borough is not the responsible road authority.
- Loss or damage caused by non-road infrastructure for which the Borough is not the responsible authority.
- Property damage of an amount less than the threshold amount as defined in Section 110 of the *Road Management Act 2004*.
- Tar damage as defined in Section 110 of the Road Management Act 2004.
- If the Borough has complied with the standards established within this Plan.

3.8 Demarcation of Responsibilities

3.8.1 Assets on Public Roads Managed by the Borough

The infrastructure on public roads within the Borough for which it is responsible pursuant to the *Road Management Act 2004* includes:

- Road surface, pavement, and formation.
- Surface drainage systems, including open drains, kerb and channel, and minor culverts.
- Pathways, including footpaths, bicycle paths, and shared paths.
- Parking areas.

3.8.2 State Roads

The following roads within the Borough are managed by the Department of Transport & Planning (DTP):

- B110 Bellarine Highway, incorporating sections of Flinders Street, Bethune Street, King Street, Hesse Street, and Wharf Street.
- C127 Point Lonsdale Road.

The Borough does have some responsibility for the road reserve outside the roadway itself. Further clarity, examples, and practical guidance in relation to the demarcation of responsibilities between the Borough and DTP is provided in the *Road Management Act 2004 – Code of Practice – Operational Responsibility for Public Roads*.

3.8.3 Boundary Roads

The Borough has a demarcation agreement with the City of Greater Geelong that outlines responsibilities for routine maintenance and capital improvement works along their shared boundary. The agreement is based on the understanding that the boundary between the two municipalities is the middle of the road reserve of Fellows Road.

Capital works and major maintenance can be initiated by either Municipality. Works are subject to funding, subject to agreement by both parties, with 50% of the cost to be paid by each.

3.8.4 Private Roads

There are a number of unmade private streets within the Borough. The maintenance of these streets is the obligation of the benefitting landowners. These roads are listed below and are not included in the Borough's Road Register:

- Milne Court
- Crigan Road
- Carnegie Place
- Marion Street
- Aurelia Close
- Fraser Street

This list should not be construed as a complete listing of all private roads in the Borough. The Borough may carry out minor maintenance on these roads, to maintain existing conditions to a reasonable

access standard. Should major maintenance, or an improvement to service levels be required on these roads, the total cost of works may be apportioned to benefitting landowners.

3.8.5 Rail Tracks

All maintenance activities, pavement construction, and maintenance of roads at level crossings within a distance of 2.44 metres from each side of the outer rails are the responsibility of the railway authority. The railway authority is responsible to erect and maintain railway crossing position signs together with other signs, warning devices, gates, boom barriers, lights, and other infrastructure located at the crossing.

The Borough is responsible for the erection and maintenance of advance warning signs and all pavement markings associated with crossings on roads under its control.

3.8.6 Utility Assets

Non-road infrastructure assets located within a road reserve are not the responsibility of the Borough but are the responsibility of the person or body (utility provider) that oversees the provision, installation, maintenance, or operation of the non-road infrastructure asset.

Non-road infrastructure assets within a road reserve include gas pipes, water and sewerage pipes, cables, electricity poles and cables, telecommunication assets, and mailboxes.

The Road Management Act – Code of Practice – Management of Infrastructure in Road Reserves identifies benchmarks of good practice for utility providers and Councils who are expected to work together cooperatively to facilitate the installation, maintenance, and operation of non-road infrastructure assets within road reserves.

Service authorities have an obligation to reinstate any disturbed nature strip areas to a condition that existed prior to any excavation works in relation to the installation or maintenance of their infrastructure.

3.8.7 Vehicle Crossings

The vehicle crossover, which is the portion of driveway located between the road carriageway and the property boundary (or footpath), must be maintained by the adjoining property owner.

The limits of responsibility for vehicle crossings are shown in the figures below.



Figure 1: Typical Urban Crossover



Figure 2: Typical Rural Crossover

3.8.8 Property Stormwater Drains

Property stormwater drains are constructed within the road reserve from the property boundary to a discharge outlet in the kerb, table drain, or connected directly to the Borough's underground drainage system.

Property drainage lines are the responsibility of the property owner being served to maintain their function including the connection to the underground drainage system, or outlet into the kerb and channel or table drain.

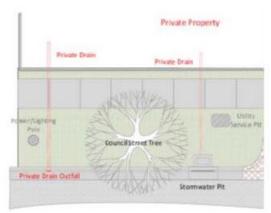


Figure 3: Typical Stormwater Connections

3.8.9 Nature Strips, Infill Areas, and Vegetation

Nature strips and infill areas are those residual areas between the edge of road, or back of kerb, and the property boundary not occupied by a footpath or vehicle crossing. These are normally grassed areas and may contain other features such as street trees, utility poles, and underground services.

Nature strips are not recognised as a road related asset and are therefore not formally inspected or maintained to a standard defined under this Plan. Consequently, the Borough may choose to undertake works on a nature strip only where there is an obvious safety or amenity issue either reported as a customer request or identified through programmed inspection activities.

Responsibility for maintenance of the nature strip areas is generally left to the abutting property owner as part of the presentation of their property and general appearance of the local streetscape. Street trees within the road reserve, however, are managed by the Borough. A person must not plant, cut, or remove vegetation within the road reserve (other than mowing and weeding activities) without a permit, in accordance with the provisions of the Borough's Local Laws.

An abutting owner has the responsibility to keep a road or footpath clear of vegetation growing from their property. The Borough may direct the property owner to trim any overhanging branches under provisions of its Local Laws.

3.8.10 Works 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.

A fee applies to cover the costs of administration and inspection of the work.

4. Register of Public Roads

The Borough maintains a register of public roads – called the Municipal Public Road Register – with the details of all public roads, and ancillary areas for which we are responsible.

The Municipal Public Road Register is available on the Borough of Queenscliffe website. A hard copy can be made available at the Borough's Customer Service Centre, 50 Learmonth Street, Queenscliff, upon request.

Roads not on the Register

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

- State roads.
- Private roads.
- Unused roads for which we have not accepted responsibility.
- Roads drawn out on a plan of subdivision, but that have not been handed over to the Borough.
- Roads which are not determined to be reasonably required for general public use.

5. Road Management Systems

5.1 Background & Process

Road asset management involves managing both physical assets, and the 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.
- 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:

- IPWEA International Infrastructure Management Manual (IIMM) 2015.
- IPWEA National Asset Management Systems (NAMS+).
- 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.

5.2 Asset Hierarchies – Municipal Road Network

All roads and pathways 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.

Roads Hierarchy	Length (km)	% of Network
Collector Road	6	15
Access Road	33	85
Total	39	100

Pathway Hierarchy	Length (km)	% of Network
Commercial Paths	4	14
Residential Paths	17	61
Shared & Bicycle Paths	7	25
Total	28	100

5.3 Maintenance Management Systems

5.3.1 Maintenance Management

The Borough has a duty of care to all 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:

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.

Repair and Maintenance Works

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

Response times are monitored and will be periodically reviewed.

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.

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 the Borough of Queenscliffe's Municipal Emergency Management Plan.

5.3.2 Asset Management Plans

The Borough has a suite of Asset Management Plans that guide the development of long-term asset renewal programs, helping us to plan and finance asset renewal and replacement.

This includes the following documents

- Asset Plan
- Asset Management Plan Roads
- Asset Management Plan Drainage
- Asset Management Plan Buildings
- Asset Management Plan Open Space

5.3.3 Maintenance Surveys and Inspections

A three-tier regime is used to inspect our road network assets. It covers safety issues, incidents, defects, and condition inspections.

1. Reactive Inspections

These inspections are conducted in response to requests from the community. The inspection is carried out by a Borough employee or contractor, and assessed according to the hazard intervention levels, contained within *Attachment 3*.

2. Proactive Inspections

Regular programmed inspections that are scheduled depending on traffic flow, the types of defects likely to impact the asset and the perceived risks of these defects (in line with *VicRoads Standard Specification Section 750*).

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.

These inspections are carried out in accordance with the Borough's asset management plans. They are generally undertaken by specialised consultants on a four-yearly schedule.

5.3.4 Maintenance Responsiveness and Performance Targets

The following information is recorded when we receive a request for service from the community:

- The date the request was received.
- The details of the request.
- The date by which the request must be actioned (based on the target response times below).
- The date when the request was actioned and/or completed.

By recording this information, we can monitor response times – that is, the time it takes from receiving a request to carrying out an inspection and repair works, where required.

Customer requests will be inspected and assessed in no more than 2 working days. Following are some possible outcomes from a road inspection:

- If repairs are straight-forward, works will be completed in accordance with Attachment 3.
- If repairs are significant, for example, rehabilitation works are required, this would be programmed. Temporary mitigation measures may be undertaken to remove a hazard until the proper works can be undertaken.
- If the defect is below the intervention levels specified in *Attachment 3*, it would be noted, but no remedial action would necessarily be planned.

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 this plan has been suspended, under Section 2.4.

5.4 Asset Levels of Service

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

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

Attachment 1 – Asset Hierarchies

Roads Hierarchy	Description
Collector Road	Roads of this category primarily provide a linkage between and through residential, industrial, and commercial areas and convey traffic to the arterial road network.
	The Borough has five roads of this category:
	 Fellows Road. Lawrence Road. Kirk Road. Ocean Road. Williams Road.
Access Road	These are roads, streets, courts, or laneways that primarily provide direct access for abutting residential, industrial, and commercial properties to their associated nodes with minimal to no through traffic. Access roads comprise the bulk of the roads to be maintained.

Pathway Hierarchy	Description
Commercial	This category includes areas adjacent to specific pedestrian generators, including: • Shopping strips. • Schools. • Caravan parks. • Other pedestrian generators.
Residential	These are pathways that connect to the majority of residential areas within the Borough and comprise the bulk of pathways to be maintained.
Shared & Bicycle Paths	These paths are generally sign posted for shared usage and provide long linear trails primarily for recreational, or transportational purposes.

Attachment 2 – Inspection Frequencies

Asset Group	Hierarchy Category	Programmed Inspection Frequency
Roads	Collector Roads	Monthly
Including kerb & channel, signs, guideposts, and line marking	Access Roads	3 Monthly
Pathways	Commercial Paths	Monthly
	Residential Paths	3 Monthly
	Shared & Bicycle Paths	3 Monthly
Car Parks (Off-Street)	All	3 Monthly

A Note on Inspection Frequencies

Inspections are scheduled to occur within a given month.

For example, an asset may have an inspection frequency of once every 3 months and be scheduled to occur in January. In this case it is expected that the asset will be inspected anytime within January, regardless of the specific date.

Attachment 3 – Hazard Intervention Levels & Response Times

	Roads		Response Times (Business Days)	
Defect	Description	Collector	Access	
Potholes	Potholes in the traffic lane of a sealed pavement greater than 50mm in depth and 300mm in diameter	3	3	
Edge Breaks	Edge breaks exceeding 75mm laterally over a 5m or greater length from the nominal seal line	20	20	
Depressions	Depression / deformations in the traffic lane of a sealed pavement greater than 40mm in depth under a 3m long straight edge	90	90	
Hazardous Conditions	Debris posing a danger to road users such as fallen materials from vehicles, dead animals, slippery surfaces and hazardous material	1	1	
Broken and Missing Pit Lids	Broken or missing drainage pit lids within the trafficable lane of the road, including side entry pits	1	1	
Vegetation (Envelope)	Vegetation intruding into the road envelope creating a hazard to road users, located from the back of shoulder or kerb and a minimum height of 4.5m over the trafficable portion of the road	10	10	
Vegetation (Obstructing)	Vegetation that is obstructing minimum sight distances at intersections and regulatory, warning, and hazard signs	10	10	
Signs	Regulatory, warning, or hazard signs, or guideposts, that are damaged, illegible, or missing, making them substantially ineffective	3	3	

	Pathways		Response Times (Business Days)		
Defect	Description	Commercial	Residential	Shared & Bicycle	
Trip Hazard	Lip, trip, or vertical displacement of more than 10mm	10	20	10	
Cracking	Cracks wider than 10mm and longer than 1m	10	20	10	
Tree Roots	Tree roots or mounding causing a total rise of 50mm above the general vertical alignment of the path under a 1m straight edge	10	20	10	
Broken or Missing Pieces	Missing or broken pieces greater than 300mm in length or width	10	20	10	
Edge Drop	Edge drops greater than 15mm over a 5m length	10	10	10	
Broken Glass	Broken glass with pieces larger than 10mm	3	3	3	
Defects in Unsealed Paths	Soft area of uncompacted unsealed surface greater than 1 square metres	15	30	20	
Vegetation (Envelope)	Vegetation intruding into the path envelope creating a hazard to path users, located from the edge of path and a minimum height of 2.5m over the trafficable portion of the path	10	10	10	
Damaged Tactile Ground Surface Indicators (TGSI)		20	30	20	

	Kerb & Channel		Response Times (Business Days)	
Defect	Description	Commercial	Residential	
Uplift	Uplifted section of 20mm in tray or water ponds for greater than 10m in tray	60	60	
Lateral Displacement	Lateral displacement of top of kerb and tilted tray by more than 50mm	60	60	
Broken or Missing Pieces	Broken and missing pieces greater than 200mm	10	20	

References

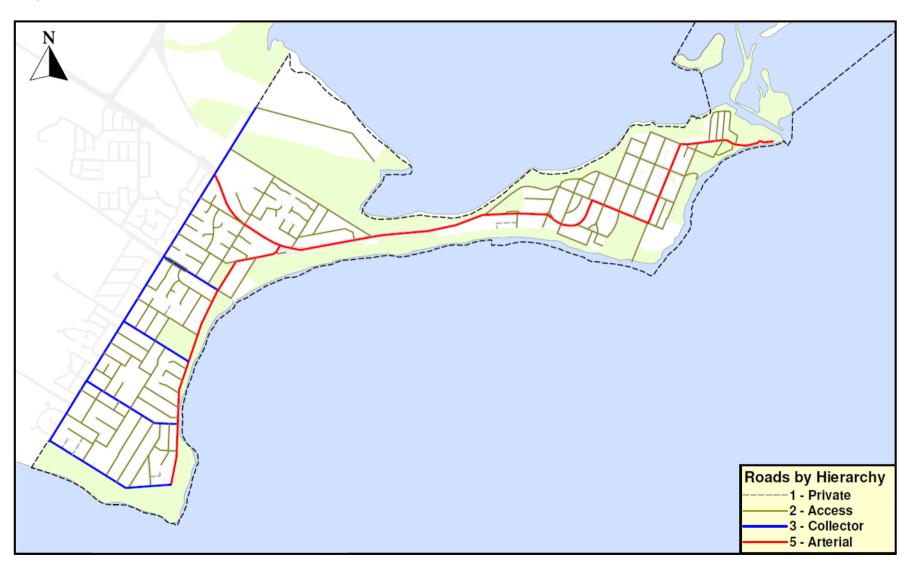
Technical References

- Risk Management Guidelines, AS ISO 31000:2018
- Integrated Asset Management Guidelines for Road Networks (AP-R202) 2002, Austroads
- International Infrastructure Management Manual (IIMM) 2015, IPWEA
- Standard Specification Section 750 Routine Maintenance, VicRoads

Legislation Guiding the Plan

- Road Management Act 2004
- Road Management Act 2004 Codes of Practice:
 - o Operational Responsibility for Public Roads.
 - o Management of Infrastructure in Road Reserves
- Road Management (General) Regulations 2016
- Road Management (Works and Infrastructure) Regulations 2015
- Road Safety Act 1986
- Wrongs Act 1958
- Local Government Act 2020

Map of Roads



Map of Pathways

