



Streets Alive Yarra

www.streets-alive-yarra.org

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Road Management Plan

Section 1.4 identifies that the first purpose of the plan is to ensure a *safe* network of roads, and based on *policy*. In reality, these purposes are not implemented, as Council fails to measure safety, nor comply with multiple adopted policies.

In general, the whole plan needs to be re-worked to comply with the Towards Zero Safe System Road approach to managing road infrastructure, and Councils adopted Safe Travel Strategy. Key elements from the 2009 version of the plan should be re-instated.



Specifically, the Victorian Parliamentary Road Safety Committee's Inquiry (2006) recommended that an OHS approach be applied in eliminating risks associated with driving. Council should explicitly adopt this approach in the road management plan. An OHS approach is a type of risk based planning, and includes:

1. Identify the hazards
2. Assess the risk
3. Control the risks
4. Monitor the solutions

Hazards and risks should be assessed in a manner corresponding with best practice, such as the Safe System Assessment Framework described in Austroads Research Report AP-R509-16.

Recommendation - Section 1.5 should include a commitment to Towards Zero, the formal policy of VicRoads and the TAC; and the formal policy identified in Council’s Safe Travel Strategy.

Recommendation - Section 1.6 should include the Towards Zero program and the TAC as key stakeholders.

Recommendation - Section 1.7 should include all four principles of Towards Zero including safe roads, safe speeds, safe vehicles and safe people. At the moment the focus is just on the road users.

Recommendation - Section 1.9 should state that safety is Council priority #1. The dot points should include “its duty of care to road users”. At the moment, budgetary limits are used as a generic “get out clause”.

Recommendation - Section 4.1 Point (1) should be modified to “Ensure public safety, where no death or serious injury is considered acceptable”.

Recommendation - Section 4.3.1 should be modified to “Various proactive road inspection programs are undertaken to identify defects *and hazards...*”. By definition (Section 1.2), hazards are events or conditions which have the potential to cause harm to the health and safety of persons in their use of road infrastructure. An example of a hazard is a bicycle lane in a dooring zone, or the lack of a bicycle lane on any street with a speed limit of 40 km/h and above.

Recommendation - Section 5.4 should be modified to direct the Municipal Asset Support System (MASS) to be upgraded to record the hazards identified on each street, and the quantified risk corresponding with each hazard. Hazards and risks should be assessed in a manner corresponding with best practice, such as the Safe System Assessment Framework described in Austroads Research Report AP-R509-16.

Recommendation - the plan should reinstate images from Road Management Plan 2009, including the following (next two pages):

5.0 Risk Management

This section of the plan identifies Council's approach to Risk Management. The overall objectives of this formal risk management approach are to:

- Outline the process by which Council will manage risk associated with its assets, so that all risks can be identified and evaluated in a consistent manner;
- Identify operational and organisational risks at a broad level;
- Allocate responsibility for managing risks to specific staff to improve accountability; and
- Prioritise the risks to identify the highest risks that should be addressed in the short to medium term.

This section follows the process outlined in AS/NZS 4360: 1999, illustrated in the figure below.

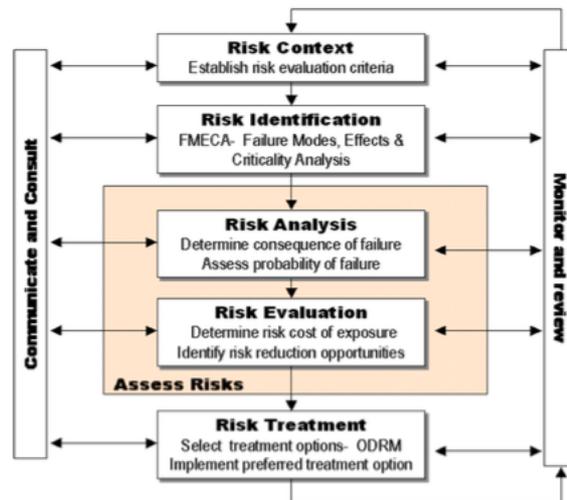


Figure 15 Risk Management Process

Step 4 Evaluation Assets

The results of the risk evaluation process provide a risk rating of 'low', 'moderate', 'high', or 'extreme', as a result of considering together the probability and consequence of the risk occurring, as shown in Table 30. The risk rating score is derived by multiplying, the value of the likelihood rating, by the consequence rating (a score of 15 for the pothole example).

LIKELIHOOD	Likelihood Ranking	CONSEQUENCES				
		1	2	3	4	5
		Insignificant	Minor	Moderate	Major	Catastrophic
Rare	1	1	2	3	4	5
Unlikely	2	2	4	6	8	10
Possible	3	3	6	9	12	15
Likely	4	4	8	12	16	20
Almost Certain	5	5	10	15	20	25

Table 30 Risks Priority Rating Matrix

Step 5: Risk Treatment Actions Assets

Once the risks have been assessed and rated, those defects that pose the most significant risks are isolated for treatment or control. As a guide the following table is used.

Risk Rating	Risk Rating Score	Response Rating	Control
Extreme Risk	>15	1	Dangerous / Potentially dangerous Needs to be completed quickly in the interest of public safety. Asset may deteriorate increase exposure to risk and increase cost of repairs. Asset is in a very poor condition and located in a high traffic, pedestrian area. Other factors influencing the rating are proximity to high use public buildings schools, churches, and hospitals.
High Risk	10 – 15	2	Potentially dangerous Repair within 6 months. Needs to be completed, as asset will continue to deteriorate and increase both exposure to risk and cost of repairs. Asset is in a poor condition and located in a high pedestrian area.
Moderate Risk	5 – 10	3	Potentially dangerous Repair within 6 – 18 months. Needs to be completed (12-18 months) as asset will continue to deteriorate and increase cost of repairs. Asset is in a poor condition and located in a low pedestrian area.
Low Risk	1 – 3	4	Potential Capital Works Project Prioritise and program work annually depending on condition rating and availability of resources. Needs reassessment.

Table 31 Risk Rating and Control

Appendix - Duty of care

Councillors and council staff owe a duty of care to everyone who uses roads and paths in City of Yarra. This duty of care is described in the Road Management Act 2004, and parallels that owed by employers to their employees on worksites, as described in the Occupational Health and Safety Act 2004 {1}. In addition, it parallels the www.towardszero.vic.gov.au methodology accepted by the State Government, VicRoads and the Transport Accident Commission.

Just as employees have the right to a safe workplace, people have the right to conduct activities in the public sphere without being subjected to hazards that carry the risk of death or serious injury. Specifically, councillors and road designers owe a duty of care to road users. Councillors owe a duty of care via the funding priority they allocate to the required infrastructure works; and road designers via the road designs that they release for construction.

It is self-evident that this duty of care, with its focus on safety, should be the number one priority for council and staff road designers. The Road Safety Action Group Inner Melbourne (of which the City of Yarra is a member) reported to the Victorian Parliamentary inquiry into serious injury {2}:

Over a five-year period, we have a very high number of serious injuries: pedestrians, cyclists and motorcyclists - 1159; and just pedestrians and cyclists - 816. We consider that an unacceptable burden of serious injury.

I assert that council staff (who prepare the budget for approval by councillors), by repeatedly failing to prioritise and fund safety, are acting in a negligent manner. This is in direct contradiction to the statement of the Road Safety Action Group that considers the injury statistics to be unacceptable.

I have a daughter who attends Richmond Primary School. She rides to school. From an objective, quantifiable, risk perspective, the greatest danger she is likely to face in her entire life is probably the next 10-12 years of cycling in the City of Yarra. If she were to be injured while riding on roads in Yarra I would attribute the majority of blame to council. If she were to be killed I would consider councillors and council officers to be liable for negligent manslaughter {3}. Deliberately, knowingly and repeatedly underfunding critical safety infrastructure; when the risks to road users are clearly known and acknowledged; is negligence.

Appendix - adopted policies

Yarra needs to allocate a budget of at least \$10 million per year for safe travel infrastructure so that it can fulfil the obligations defined in the following adopted policies:

Yarra Safe Travel Strategy:

- <http://www.yarracity.vic.gov.au/Parking-roads-and-transport/safe-travel-strategy/>
- Action 4.1.1 incorporate safe travel principles through council wide approach
- Action 4.1.2 include safe travel responsibilities in Council Officers position descriptions
- Action 4.1.3 ensure safe travel considerations in road works (e.g. marking parking bays)
- Action 4.3.2 enforce compliance with other road rules (e.g. not parking on footpath)
- Action 4.4.1 improve infrastructure to make walking safer and more convenient
- Action 4.4.2 young children and their families (e.g. ability to walk on wide safe footpaths)
- Action 4.4.3 school aged children (e.g. ability to ride safely to school)
- Action 4.4.4 older people (e.g. ability to walk on wide, safe footpaths)
- Action 4.5.1 promote and encourage cycling

Yarra Sustainable Transport Strategy:

- <http://www.yarracity.vic.gov.au/Parking-roads-and-transport/transport/sustainable-transport/>
- Action 1.2 increase commitment to pedestrian improvement programs
- Action 1.4 ...safe pedestrian and cycling routes
- Action 1.8 widen footpaths by allocating road space in favour of pedestrians over cars
- Action 2.4 where possible, provide a separate lane for bicycles (e.g. counter-flow lane)
- Action 2.7 encourage cycling to and from schools

Yarra Road Management Plan:

- <http://www.yarracity.vic.gov.au/Parking-roads-and-transport/Roads-footpaths/road-management/>
- Section 5 - Risk Management (e.g. assess risks to pedestrians caused by parking on footpath, or to cyclists caused by dooring zones; then allocate funding based upon risk)

Yarra Parking Strategy:

- <http://www.yarracity.vic.gov.au/Parking-roads-and-transport/Improving-Parking/Parking-strategy-/>
- Goal 2 - enable reduction in the road pavement space used for parking where a community benefit can be achieved, particularly for pedestrians and cyclists
- Goal 3 - minimise the need for people to have cars (e.g. enable people to walk or cycle safely)
- Principle 4 - ensure a safe and accessible street environment for pedestrians and cyclists
- Principle 9 - encourage walking, cycling ... usage

Encouraging and Increasing Walking Strategy:

- <http://www.yarracity.vic.gov.au/Parking-roads-and-transport/transport/sustainable-transport/>
- Action Area 1 - continue improvement of internal cooperation within Council, so that the interests of pedestrians are supported across all Council departments.
- Action Area 2 - new hardware infrastructure
- Recommendation 5.3.1a (Richmond) Point 8 - where possible widen the footpath
- Priority 6 Policy Focus, Pedestrian emphasis - ensure people are prioritised over private vehicles especially where competition for funding or space may arise

If Council does not allocate sufficient budget to be able to comply with adopted policies, then there is something fundamentally wrong with the overall process of policy development.

Appendix - risk based methodology

The Victorian Parliamentary Road Safety Committee's Inquiry (2006) recommended that an OHS approach be applied in eliminating risks associated with driving {4}. Council should adopt this approach. An OHS approach is a type of risk based planning, and includes {5}:

1. Identify the hazards
2. Assess the risk
3. Control the risks
4. Monitor the solutions

Identify the hazards

It is quite simple to identify many hazards on roads. Examples include:

- motor vehicles opening their doors into the path of other road users (dooring)
- motor vehicles failing to give way to cyclists at intersections or when merging
- motor vehicles overtaking without providing adequate clearance (speed differences)
- motor vehicles suddenly stopping to park, swinging out to park, or reversing out of angled parks whilst unsighted
- motor vehicles parked on footpaths, or parked too close to intersections or cross overs, thus unsighting other road users

Council should perform a systematic hazard analysis of all roads and paths in Yarra and use this for the subsequent risk analysis and budget justification.

Assess the risks

Each identified hazard has the potential to cause serious injury or death. This risk of this occurring needs to be assessed and quantified. For the hazards listed above, I would consider the associated risks all as “critical” risks that must be addressed immediately.

Control the risks

There are wide variety of ways that council can control risks. Solutions are prioritised using the “hierarchy of control” {6}. Note that the most effective solution is to eliminate the hazards, e.g. by separate cyclists into their own protected lane.

Monitor the solutions

Council should regularly update the council-wide hazard identification and risk assessment database, e.g. every 4 years, to inform ratepayers and councillors how the solutions have performed, and what further infrastructure is required.