

Council Policy

Council policy title:	Footpath Treatments within the Road Reserve 2023
Council policy sponsor:	Director Environment, Recreation and Infrastructure
Adopted by:	Bayside City Council
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([Council Policy](#) is a high level public statement formally resolved by Council, which clearly states Council's requirements, intent or position with regard to a particular matter or issue. It is not intended to be procedural in nature.)

1. Policy intent

This Policy establishes criteria to determine where new footpaths within the road reserve are to be provided throughout the municipality, the standards for design and construction of new footpaths, and the prioritisation process that Council will apply to allocate funding to provide new footpaths.

This Policy has been developed to ensure a consistent, equitable and inclusive approach to consultation, design and implementation of new footpaths within the road reserve, where there are gaps in the footpath network.

2. Policy purpose

The Bayside Integrated Transport Strategy (ITS) prioritises walking as a preferred mode of transport for short trips. However, there are some streets where no footpath exists, which limits opportunities for walking. Council will improve the footpath network throughout the municipality to provide appropriate pedestrian connectivity to public and private facilities with the aim of providing equal access and opportunity to all.

This Policy outlines Council's position in relation to:

- Where new footpaths within the road reserve should be provided.
- The materials used to construct new footpaths.
- The prioritisation process used to determine when new footpaths should be constructed.

The objectives of this policy are to:

- Ensure that footpaths within the road reserve comply with the guidelines for disability access in the pedestrian environment and the requirements of the Equal Opportunity Act 2010 and the Road Management Act 2004.
- Guide decision making in relation to the allocation of funding for the provision of new footpaths within the road reserve.

- Guide effective community engagement relating to the provision of new footpaths within the road reserve.
- Ensure that expectations are managed in response to community needs and requests received for the construction of new footpaths within the road reserve.

This Policy has been considered against, and being compatible with, the [Charter of Human Rights and Responsibilities Act 2006](#).

3. Glossary - Definitions and Abbreviations

Term	Meaning
Road Reserve	The full width of any road and accompanying nature strip, from the property boundary line on one side of the street to the property boundary line on the opposite side of the street and includes facilities such as roads, footpaths and associated features that may be constructed for public travel.
Arterial Road	Roads whose main function is to form the principal avenue of communication for metropolitan traffic movements not catered for by freeways. These include State Highways and Declared Main Roads and typically carry flows in excess of 15,000 vehicles per day.
Collector / Distributor Streets	These are non-arterial roads that primarily provide a route between and through residential, industrial and commercial areas and convey traffic to Declared Main Roads. These streets typically carry flows between 2,000 and 15,000 vehicles per day
Local Street	A road, street or court that primarily provides direct access for abutting residential, industrial and commercial properties to their associated nodes. These streets typically carry less than 2,000 vehicles per day. However, some local streets can carry flows up to 5,000 vehicles per day.
Local: Cul-de-sac	A road that provides direct access predominantly for residents. They have no through traffic, however some cul-de-sac roads allow riders, pedestrians, or other non-automotive traffic to pass through connecting easements or paths.

4. Scope

This Policy is applicable to the road reserve of sealed roads within the municipality where no sealed footpath exists. This policy does not cover:

- Paths through parks and other public land not contained within the road reserve.
- Laneways/walkways.
- The area adjacent to unconstructed roads.

5. Policy statement

Council recognises that footpaths play a vital role within the community. They provide a means of access to commercial centres, schools, public transport and other key community facilities and services. They also provide a means to improved health and wellbeing through exercise and reduced reliance on private vehicles.

Under the Equal Opportunity Act 2010, it is against the law for public places to be inaccessible to people with a disability. Places used by the public include public footpaths and walkways. Any new footpath constructed within the road reserve will need to be accessible to people with a disability.

5.1 Where footpaths will be provided

The need for separation of pedestrian and vehicular traffic increases with increasing vehicular volumes and speeds. For this reason, the following hierarchy for footpath provision has been established:

Road Type	Function	Footpath Provision	Footpath Width
Arterial	Significant through traffic routes	Both sides of the road	1.5m
Collector/Distributor	Local access routes	Both sides of the road*	1.5m
Local	Property access	One side of the road**	1.2m
Local: Cul-de-sac	Property access	None***	n/a

* For those roads in areas of low pedestrian demand (less than 70 pedestrians per day) a footpath on one side of the road is appropriate.

** A request for a new footpath that would establish a footpath on both sides of a local road will be determined by the level of support from adjacent residents.

*** There is no minimum requirement for a cul-de-sac street to have at least one footpath on one side of the street unless:

- It provides pedestrian connection to another street or access to a public amenity/service; or
- A request for a footpath is received from a resident living in a cul-de-sac street, in which case the request will be determined by the level of support from adjacent residents.

New Footpaths for streets to the south of Bay Road

All streets south of Bay Road that do not currently have footpaths are to remain the same, on the basis of preserving neighbourhood character, unless:

- They provide a direct connection between the existing pedestrian network and a public transport stop; or
- There is a documented need for a person to have access to a paved footpath on a street where no footpath exists.

In such instances, the respective street(s) will be assessed in accordance with the priority criteria set out in the Prioritisation Matrix (refer to Appendix 1).

5.2 Footpath materials

Council acknowledges that a footpath within the road reserve needs to be designed, constructed, and maintained to allow for a safe, continuous, and accessible path of travel so that all users irrespective of their access and mobility needs can use it.

Material choice also needs to be made with sustainability and climate change as a priority. This includes procurement of local low emissions or a higher recycled content asphalt and concrete and other types of environmentally friendly materials as they come on to the market and assessed as fit for purpose.

Loose surface materials such as gravel, crushed stone and granitic sand are not recommended to be used within the road reserve as the lack of slip resistance causes difficulty for some users and can also impose severe difficulties for people using mobility aids. Loose materials also pose an ongoing maintenance burden on Council due to the increased level of maintenance inspection requirements associated with such materials and their higher lifecycle costs.

Whilst it is recognised that materials used to construct new footpaths within the road reserve will be predominantly concrete or asphalt, some community members and stakeholders may be concerned that the use of such materials may impact the local character of some streets.

To address this issue, several areas within the municipality have been designated as 'areas of sensitivity' (refer to 5.3) where the use of an alternative material will be permitted.

Alternative materials that will be available for use in 'areas of sensitivity' are coloured concrete.

Any new footpath south of Bay Road which does not provide a direct connection between the existing pedestrian networks and a public transport stop, or where there is a demonstrated need for a person to have access to a paved footpath because of some form of disability, will only be considered if constructed from gravel or granitic sand.

5.3 'Areas of sensitivity'

Locations identified as 'areas of sensitivity' are those areas of the road reserve:

- Adjacent to golf courses.
- Adjacent to parks and reserves.

5.4 Prioritisation Matrix

A Prioritisation Matrix (refer to Appendix 1) will be used by Council to assess road reserves that currently have no footpath and allocate a priority to these sites for the construction of new footpaths.

Using the Prioritisation Matrix, a score will be given to each location within the road reserve that does not have a footpath, based on the criterion. The scores of each location will be ranked against each other to determine a prioritised list of sites.

5.5 Community and Stakeholder Engagement

Council recognises that some property owners/residents may have concerns regarding the change in the appearance of the nature strip when a new footpath is proposed. Equally, it is also important that property owners/residents balance their own considerations with the needs of other potential footpath users to ensure that wider community benefits are realised and

where needed, accessible footpaths are delivered as per Council's [Disability Action Plan, Goal 2 – Healthy and Active Community](#).

Letters will be mailed to adjacent property owners/residents to engage them on Council's intention to construct a new footpath at that location. Any objections relating to the construction of a new footpath may not warrant the removal of a site from the prioritised list of sites. However, Council will work with property owners/residents to coordinate the timing of the installation of the footpath and seek to address issues of concern.

5.6 Exceptions to this Policy

In exceptional circumstances where by-passing parts of this process is justified (including a recommendation to move straight to implementation for safety reasons) or there is a demonstrated community need, this will result in the following:

- The location will be immediately addressed with a temporary treatment to ensure public safety
- The Director Environment, Recreation and Infrastructure Services will inform the CEO.
- The CEO will request a report be prepared for Council; and
- Council will make the final decision.

If factors exist which make the provision of a new footpath more expensive than would otherwise be the case, this will require the development of a business case for consideration as part of Council's Capital Works budget process.

6. Monitoring, evaluation & review

The Policy will be reviewed every five years to monitor effectiveness and levels of community satisfaction. Resident and Officer feedback collected throughout this period will inform the review. Any variations or alterations to this Policy must be made by resolution of Council.

7. Roles & Responsibilities

The implementation of the policy is the responsibility of the Manager Climate, Waste and Integrated Transport. The Director Environment, Recreation and Infrastructure Services is responsible for the recommendation of changes of the Policy to Council.

8. Related documents

Policies	Community and Stakeholder Engagement Policy 2021 (DOC/21/16007) Works on Assets Within the Road Reserve Policy 2018 (DOC/18/9110)
Strategies/Plans	Bayside Integrated Transport Strategy 2018 – 2028 Bayside Walking Strategy 2015 Bayside Disability Action Plan 2021 – 2025 Bayside Road Management Plan 2021 Climate Emergency Action Plan 2020-2025
Procedures/Processes	n/a
Other	n/a

Please note: This policy is current as at the date of approval. Refer to Council’s website (www.bayside.vic.gov.au) to ensure this is the latest version.

Appendix 1 Footpath Prioritisation Matrix

Criterion	Justification	Ranking	Score
Pedestrian Safety			
Road Width	Multi-lane roads and narrow roads are more hazardous to pedestrians. The road width includes shoulders.	Multi-lane road	3
		Narrow <6m	3
		Medium 6 - 6.9m	2
		Moderate 7 - 7.9m	1
		wide >8m	0
Speed limit	The higher the speed limit the greater the risk to pedestrians.	70km/h	3
		60km/h	2
		50km/h	0
Traffic volume	Higher volumes of traffic increase the risk to pedestrians who may be forced to walk on a road.	>10,001 vpd	10
		5001 - 10,000 vpd	8
		3001 - 5000 vpd	6
		2001 - 3000 vpd	5
		1001 - 2000 vpd	4
		501 - 1000 vpd	2
		0 - 500 vpd	0
Sight distance	Road geometry can reduce the visibility of pedestrians to drivers. Hazards can include sharp bends.	Serious restrictions	5
		Serious isolated restrictions	3
		Moderate restrictions	2
		Few restrictions	1
		Unrestricted	0
Parking demand	Parked vehicles can force pedestrians onto the road	High parking demand	3
		Frequent parked cars	2
		Occasional parked cars	1
		Minimal parked cars	0
Proximity to services/facilities (only select the two highest scoring services/facilities if the site is within the vicinity of numerous services/facilities)			
Schools	Including Kindergartens	0 - 800m	10
Shops	Major Activity Centres & Neighbourhood Activity Centres	0 - 800m	8
Community Facility	E.g., Parks, Community Centre, Scouts Halls	0 - 800m	6
Commercial Development	Large offices, employment sites	0 - 800m	5

Health Facility	E.g., Hospital, Medical Centre, Dentist	0 - 800m	5
Criterion	Justification	Ranking	Score
Train Station	N/A	0 - 800m	4
Bus Stop	N/A	0 - 400m	4
Social Impact			
Requests for footpaths	Have requests been made for a footpath?	10+ requests	5
		6 - 10 requests	4
		4 - 5 requests	3
		2 - 3 requests	2
		1 request	1
Request from people with mobility aids	Has the path been specifically been requested by someone who uses a mobility aid?	Yes	5
		No	0
Pedestrian Connectivity			
Would a footpath provide a missing link between existing footpaths?	N/A	Yes	5
		No	0
Identified existing pedestrian desire line/goat track?	N/A	Yes	5
		No	0
Population Density			
Population Density	Footpaths in areas of higher population density will facilitate access for a greater number of people.	0 - 9 persons p/h	1
		10 -19 persons p/h	2
		20 - 29 persons p/h	3
		30 - 39 persons p/h	4
		40+ persons p/h	5
Environmental Impact			
Vegetation Removal	Will vegetation removal be required? The extent and type of vegetation removal required will result in a number of points being deducted.	Significant species	-5
		Extensive	-3
		Moderate	-1
		Minor	0