

Alpine Shire Council Road Management Plan 2021

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REVISION RECORD

Date	Version	Revision description
2004	1	Original Alpine Shire Council Road Management Plan.
2009	2	<ul style="list-style-type: none"> • Minor reduction of some inspection frequencies, • Introduction of Limited Access Roads. Support for discretionary occasional maintenance on roads not included in Register of Public Roads.
April 2013	3 (Draft)	<ul style="list-style-type: none"> • Improved clarity between Road Management Plan and Register of Public Roads, • Road maintenance standards included in the Road Management Plan to remove reliance on separate document, • Clarity provided in relation to bridge inspection and maintenance standards, • Inspection frequencies and maintenance response times revised with some minor increased standards of both. • Pathways hierarchy reviewed.
June 2013	3	<p>Proposed amendments in response to submissions received through public exhibition period: -</p> <ul style="list-style-type: none"> • Inspection frequency for Paths reviewed, • Night Inspections for roads added, • Pedestrian Bridge categories revised, • Response times for Dinner Plain roads amended to recognise seasonal limitations of repair works, • The "shared zone" role of Dinner Plain roads in catering for pedestrians recognised and "trip hazard" defect added,

Date	Version	Revision description
		<ul style="list-style-type: none">• Existence of some Seasonal Roads within the Shire recognised.
April 2017	4	<ul style="list-style-type: none">• Refined hierarchy definitions of the road classifications (Collector and Access roads)• Amended maintenance inspection timetables• Updated Register of Public Roads• Preventative maintenance actions added (see Tables 7, 8 & 9)
May 2021	5	<ul style="list-style-type: none">• Reformatting

1. Executive Summary

Under the *Road Management Act 2004*, Alpine Shire Council (Council) is the Coordinating Road Authority for municipal roads within Alpine Shire. Council manages municipal roads in accordance with its Road Management Plan (RMP).

The purpose of Council's RMP is to:

- Establish a management system for the road management functions of Council.
- Set the relevant standard in relation to the discharge of duties in the performance of those road management functions.

Council's responsibility for the roads listed on the Register of Public Roads extends to road and road related infrastructure as defined under the Act, for example:

- Road and shoulders
- Kerb and channel
- Pathways (footpaths/shared trails) within the road reserve
- Bridges
- Drainage (culverts, pit lids and open drains) within the road reserve
- Parking bays/car parks.
- Regulatory and advisory traffic signs

Under the *Road Management Act 2004*, Council has a statutory duty to inspect, maintain and repair its public roads and related infrastructure.

When an asset is inspected, it is assessed against intervention levels which determine whether no maintenance, programmed maintenance or temporary safety works are required and the associated response time.

The inspection frequencies, intervention levels and response times are outlined in this plan and need to be achievable and affordable when considered against the level of service required and the level of resources available.

Council currently maintains a road network of approximately 343km of sealed roads, 235km of unsealed (gravel) roads and 53km of shared path network. The sealed road network also includes roads in Dinner Plain which are predominately constructed of concrete. All roads are given a classification of either Collector or Access roads according to their core function and location.

2. Purpose

Under the *Road Management Act 2004* (the Act), Alpine Shire Council (Council) is the Coordinating Road Authority for municipal roads within Alpine Shire. Council manages municipal roads in accordance with its Road Management Plan (RMP).

The purpose of Council's RMP is to:

- Document a management system for the maintenance of roads and road related infrastructure consistent with the requirements of the Act, while recognising resource limitations.
- Set the relevant standards in relation to the discharge of duties in the performance of those road management functions.

3. Roles and responsibilities

3.1 COUNCIL RESPONSIBILITIES

Council's RMP must be reasonable, and compliance with the RMP must be achievable. When creating the RMP, Council is entitled to consider affordability, available resources and risk management. The service levels and maintenance standards set out in the RMP are expected to meet road users' needs and the community's reasonable expectations of day to day maintenance.

3.2 ROAD USERS

The *Road Management Act 2004* confers specified rights on members of the public using public roads which are legally enforceable and imposes duties on members of the public using public highways which may be taken into account in any proceedings.

With regard to the travelling public on Council's municipal roads, under the *Road Safety Act 1986*, the obligations of road users are as follows:

- A person who drives a motor vehicle on a highway must drive in a safe manner having regard to all the relevant factors including (without limiting the generality) the:
 - Physical characteristics of the road
 - Prevailing weather conditions
 - Level of visibility
 - Condition of motor vehicle
 - Prevailing traffic conditions
 - Relevant road laws and advisory signs
 - Physical and mental condition of the driver.

- 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. A road user must:
 - Have regard to the rights of other road users and avoid any conduct that may endanger their safety or welfare
 - Have regard to the rights of the community and infrastructure managers in relation to road infrastructure and non-road infrastructure on the road reserve and take reasonable care to avoid any conduct that may damage road infrastructure and non-road infrastructure on the road reserve
 - Have regard to the rights of the community in relation to the road reserve and take reasonable care to avoid conduct that may harm the environment of the road reserve.

This RMP document summarises the intended duty of care by Council to manage and maintain the municipal road network as well as highlighting the duty of care to be taken by the community as users of the municipal road network.

4. Road Assets – Description

4.1 REGISTER OF PUBLIC ROADS

Council's Register of Public Roads provides details of each of the public roads that Council is responsible for. These details include:

- Road name and locality
- Date on which the road became a public road (if declared after 1st July 2004)
- Road classification (see Section 4.4)
- Management arrangements with other road authorities (if applicable)

The term 'public road' (in the context of Council's Register of Public Roads) applies to municipal roads that are reasonably required for general public use as outlined by the *Road Management Act 2004*.

There are many roads that appear on title but which do not have physical roads constructed, or have poorly constructed roads. These roads, in many cases, will not be included on the register because they are not deemed generally required for public use. While such roads are available for use by the public, they are not "public roads" as defined by the *Road Management Act 2004* and hence, are not included in Council's Register of Public Roads. Refer to the description of Limited Access Roads in Section 4.4.1 for further details.

Council's Register of Public Roads can be viewed at Council's main office (2 Churchill Avenue, Bright) or can be downloaded from Council's website at:

<http://maps.alpineshire.vic.gov.au/roadregister/>

4.2 DESCRIPTION OF COUNCILS ROAD INFRASTRUCTURE

The maintenance and repair of the surface and pavement of all local roads in Council's Register of Public Roads is the responsibility of Council. Generally, arterial roads are the responsibility of VicRoads, and roads not located on a Road Reserve are the responsibility of Department of Environment, Land, Water and Planning (DELWP). Some of the detail around the limits and responsibilities is explained in Section 4.3.

Council's responsibility for the roads listed on the Register of Public Roads extends to road and road related infrastructure as defined under the Act, for example:

- Road and shoulders
- Kerb and channel
- Pathways (footpaths/shared trails) within the road reserve
- Bridges
- Drainage (culverts, pit lids and open drains) within the road reserve
- Parking bays/car parks.
- Regulatory and advisory traffic signs

4.3 DEMARCATION

4.3.1 Roads

VicRoads is the Coordinating Road Authority for the following roads within Alpine Shire:

- Great Alpine Road
- Kiewa Valley Highway
- Tawonga Gap Road
- Mount Buffalo Road
- Buffalo River Road (from Great Alpine Road to Lake Buffalo dam wall)
- Happy Valley Road
- Running Creek Road
- Myrtleford-Yackandandah Road
- Dederang Road
- Bogong High Plains Road (from Mount Beauty to Rocky Valley Dam)
- Snow Road (formerly Glenrowan-Myrtleford Road).

These roads are not included in Council's Register of Public Roads. However, Council does maintain a number of infrastructure assets such as footpaths, footbridges and drainage within the reserves of some of these roads. The guidelines for determining responsibility between coordinating road authorities are outlined in the *Road Management Act 2004* Code of Practice Operational Responsibility for Public Roads (Code of Practice).

As a guide, the Code of Practice specifies that on an arterial road:

- In an urban area (defined loosely as within the 60km/h zone), VicRoads is responsible for the maintenance and management of road infrastructure associated with the function of through traffic (i.e. road carriageway, kerb and channel / open drains, traffic signs etc.).
- In a rural area (outside the urban area), VicRoads is responsible for all assets contained within the road reserve, unless it is otherwise agreed with the respective municipality.

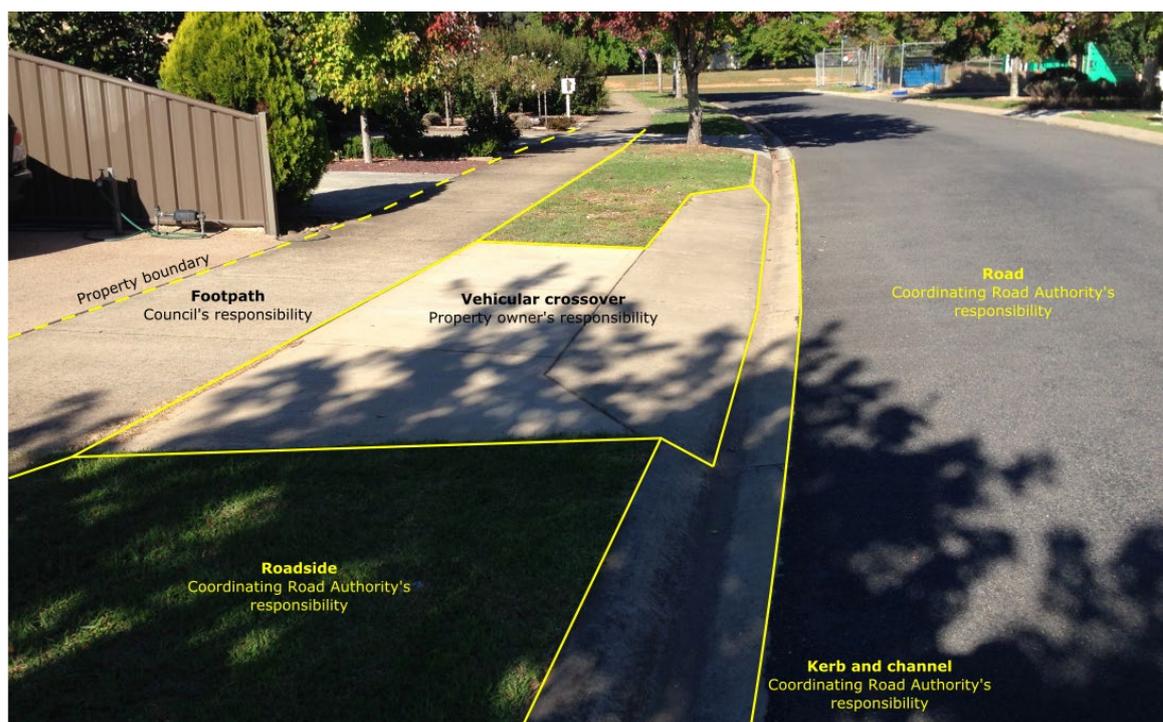
Other coordinating authorities that manage roads that interface with roads listed in Council's Register of Public Roads include:

- DELWP
- Body corporates (common property roads)
- Private roads
- Adjoining councils

4.3.2 Footpaths and vehicle crossovers

A vehicle crossover refers to the crossing which provides vehicular access from the road to the property boundary. Vehicle crossovers are considered private property, and therefore Council does not inspect or maintain vehicle crossovers. Any damage to a vehicle crossover is the responsibility of the property owner. Any section of the vehicle crossover that is used by the general public as a footpath is the responsibility of Council.

This section of footpath is subject to the same inspection and maintenance standards applied to the wider public footpath network. The following diagram illustrates the demarcation of responsibilities in a typical vehicle crossover situation:



4.4 CLASSIFICATIONS

Road infrastructure assets are classified into a hierarchy. This hierarchy is used to determine inspection frequencies and response times for any defects found or preventative maintenance requirements.

4.4.1 Road Hierarchy

Roads included in Council's Register of Public Roads are divided into the following classifications:

Collector Roads provide a route through or between residential, industrial, agricultural, tourist and forest traffic nodes and generally connect to the Arterial network at one or both ends. These roads will typically carry a significant percentage of traffic of a type not associated with properties on that road, for example, tourist traffic in a residential zone or logging traffic in a farming zone. Collector roads are further divided into the following types:

- Sealed
- Unsealed
- Concrete

Access Roads primarily provide direct access for abutting residential, industrial, commercial, forestry and agricultural properties. These roads will predominately carry traffic of a type associated with properties on that road, for example, residential traffic in a residential area or industrial traffic in an industrial area. Access roads are further divided into the following types:

- Sealed
- Unsealed
- Concrete

Limited Access Roads primarily provide access for emergency vehicles and occasional non-residential property access. These roads are deemed not reasonably required for general public use. Where these roads provide access to property, they may be eligible for occasional, minimum maintenance (on request) to allow safer access to properties. These roads are not subject to routine inspections. Inspections and any subsequent maintenance on these roads is only in response to requests from the public and at Council's discretion, taking into account the use of the road, any perceived safety issues, available resources and other competing priorities.

4.4.2 Bridge Hierarchy

Bridges are divided into the following classifications:

High maintenance bridges are those bridges that required a higher level of maintenance and/or inspection frequency (for example, cable suspension bridges or bridges nearing end of life). High maintenance bridges can be further divided into the following types:

- Collector road bridges
- Access road bridges
- Pathway bridges

Normal maintenance bridges are those that are not considered high maintenance. Normal maintenance bridges can be further divided into the following types:

- Collector road bridges
- Access road bridges
- Pathway bridges

Note that under section 3 of the *Road Management Act 2004*, Council is not responsible for the following:

- "...if the irrigation channel, sewer or drain is works within the meaning of the *Water Act 1989*, any bridge or culvert over an irrigation channel, sewer or drain, other than a bridge or culvert constructed by a road authority; or
- A bridge or culvert over a sewer or drain constructed under Section 132 of the *Melbourne and Metropolitan Board of Works Act 1958*,"

4.4.3 Pathway Hierarchy

Pathways are defined as pedestrian (and/or bicycle) infrastructure that is constructed of mainly imported materials.

Pathways are divided into the following classifications:

- **High use** pathways are located within high activity areas such as township shopping areas, near hospitals and senior citizen centres
- **Normal use** are pathways that are not deemed high use

5. Inspections and Maintenance

5.1 MAINTENANCE CONSIDERATIONS

Under the *Road Management Act 2004*, Council has a statutory duty to inspect, maintain and repair its public roads and road related infrastructure. Inspection frequencies, maintenance standards and response times for all road assets have been developed based on the classifications outlined in Section 4.4.

There are recognised impediments that may impact on Council's ability to deliver on its stated inspection frequencies, maintenance standards and/or response times:

- Potential for snow cover - roads affected include:
 - All Dinner Plain roads
 - Bogong High Plains Road (past the dam wall)
 - Dargo High Plains Road
- Seasonal road closures - roads affected include:
 - Bogong High Plains Road (past the dam wall)
 - Dargo High Plains Road
- Exceptional circumstances - Council will make every effort to meet its commitments under its RMP. However, there may be situations or circumstances that affect council's business activities to the extent that it cannot deliver on the service levels of the RMP. These include but are not limited to natural disasters, such as fires, floods, or storm; or, a prolonged labour or resource shortage, due to a need to commit or redeploy Council staff and/or equipment elsewhere. In the event that the Chief Executive Officer (CEO) of Council has considered the impact of such an event on the limited financial resources of Council and its other conflicting priorities, and determined that the RMP cannot be met, then pursuant to Section 83 of the *Wrongs Act*, the CEO will write to Council's officer in charge of its plan and inform them that some, or all, of the timeframes and responses in Council's RMP are to be suspended. Once the scope of the event/s have been determined, and the resources committed to the event response have been identified, then there will be an ongoing consultation between Council's CEO and Council's officer responsible for the RMP, to determine which parts of Council's plan are to be reactivated and when. Council statements to residents about the suspension or reduction of the services under the RMP will include reference to how the work that will be done has been prioritised, and the period for which it is likely to be affected.

5.2 MAINTENANCE PROCESS

5.2.1 Inspection Timetables

Inspections aim to find defects that exceed tolerable levels when balancing risk, Council's limited financial resources and competing priorities and the obligations on road users to exercise reasonable care for their own safety. Defects can also be brought to Council's attention by members of the public. Inspections are undertaken based on geographic regions (Lower Ovens, Upper Ovens, Kiewa Valley and Dinner Plain). See 5.2.2, fig 1 for a map of these regions.

Alpine Shire undertakes three types of inspections:

1. **Programmed inspections** are undertaken on a set schedule to ensure compliance with intervention levels set out in Tables 7, 8 & 9. Response times to respond to an issue or to effect repairs are measured from the time that the defect is recorded by Council as exceeding the relevant intervention level.
2. **Reactive inspections** are undertaken in response to notification of defects by the public. These inspections also determine compliance with intervention levels set out in Tables 7, 8 & 9. Response times are measured from the time that the defect is confirmed to exceed the relevant intervention level. Inspections for reactive maintenance are undertaken as soon as possible after a report is received depending on the assessed level of risk, but not exceeding 4 weeks.
3. **Condition assessments** are a longer-term periodic inspection designed to assess the life cycle condition of assets to help plan for asset renewal or replacement. This assessment does not consider maintenance defects or compliance with the intervention levels in Tables 7, 8 & 9.

Table 1: Programmed inspection frequency – Roads

Road Classification	Frequency
Collector	4 times in a 13-month period
Access	2 times in a 13-month period

Notes:

An additional night inspection (to ensure the reflectiveness and effectiveness of signs and guideposts) is undertaken once a year over the entire road network.

Table 2: Programmed inspection frequency – Bridges

Bridge Classification	Frequency
High maintenance	2 times in a 13 month period
Normal maintenance	1 time in a 13 month period

Table 3: Programmed inspection frequency – Pathways

Pathway Classification	Frequency
High use	2 times in a 13 month period
Normal use	1 time in a 13 month period

5.2.2 Intervention Levels and Response Times

When an asset is inspected, it is assessed against intervention levels which determine whether programmed maintenance or temporary repairs are required and the associated response time.

Intervention levels are set out in Tables 7, 8 & 9. Response times are detailed below.

Table 4: Defect response times – Roads

Classification	Type	Maximum Response Time (weeks)
Arterial	Sealed	8
Collector	Sealed	8
Collector	Unsealed	8
Collector	Concrete	26
Access	Sealed	16
Access	Unsealed	16
Access	Concrete	26

Notes:

While Arterial roads do not appear on Council's Register of Public Roads (as they are managed by VicRoads), Council does maintain areas of seal associated with these roads (such as parking bays).

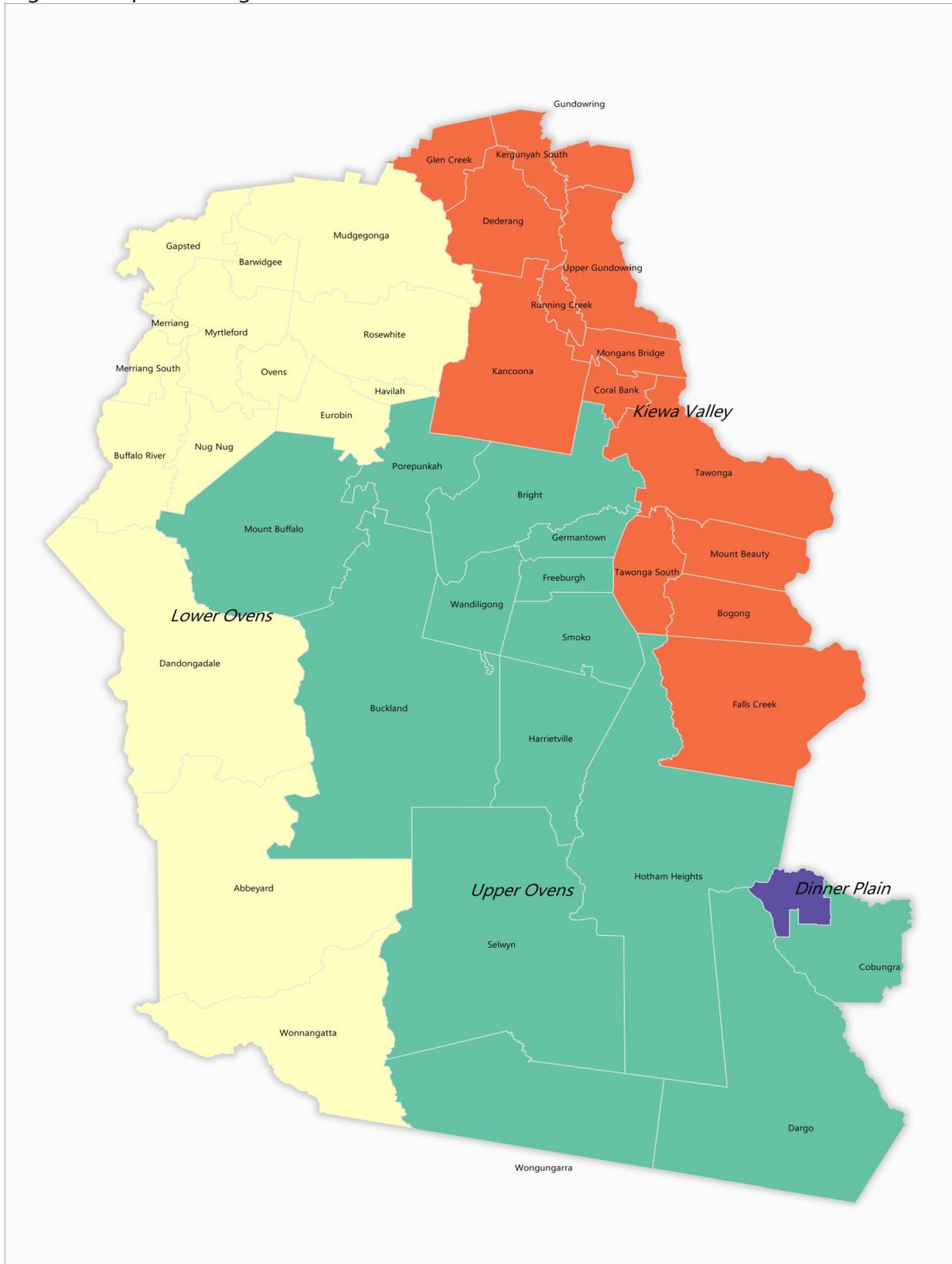
Table 5: Defect response times – Bridges

Classification	Type	Maximum Response Time (weeks)
High maintenance	Collector road bridge	8
High maintenance	Access road bridge	16
High maintenance	Pathway bridge	16
Normal maintenance	Collector road bridge	8
Normal maintenance	Access road bridge	16
Normal maintenance	Pathway bridge	16

Table 6: Defect response times – Pathways

Classification	Type	Maximum Response Time (weeks)
High use	All	4
Normal use	All	26

Figure 1: Inspection Regions



Defects identified above intervention levels are actioned within the maximum response times set out in tables 4, 5 and 6 above.

Imperfections, which are under intervention levels, may be recorded during a programmed inspection to be included in future preventative maintenance works programs. This process is purely at Council's discretion.

When defects are identified during an inspection, the following intervention levels are applied:

Table 7: Operational Intervention Levels – Roads

Defect identified	Intervention level
Pothole	Depth >75mm and diameter >300mm
Edge break	Depth >75mm and for >2m length
Road crossfall (unsealed roads)	<1% for (min) 20% of road length, or >100m
Corrugations or Roughness (unsealed Roads).	Depth > 75mm (measured with a 1.2 metre straight edge) for (min) 20% of road length, or >100m.
Guidepost	Missing / non-functional
Drainage	Impaired free drainage of road surface, causing >25mm of standing water >10m ² total
Vegetation	Obstructs or restricts visibility of road signs or <4.5m height clearance over traffic lanes
Depression / Heave	Depth >100mm over 5m length
Regulatory or Traffic Advisory Signs	Missing / non-functional
Line marking	Non-functional
Pit lid	Missing or structural integrity obviously compromised
Reflective markers	Missing / non-functional /
Guardrail	Missing or structural integrity obviously compromised
Cracking	>20mm width over 10m length

Table 8: **Operational Intervention Levels – Bridges**

Defect identified	Intervention level
Guardrail	Missing or structural integrity obviously compromised
Deck	Missing or structural integrity obviously compromised
Beams	Missing or structural integrity obviously compromised
Stringers	Missing or structural integrity obviously compromised
Crossheads	Missing or structural integrity obviously compromised
Piers	Missing or structural integrity obviously compromised
Abutments	Missing or structural integrity obviously compromised
Drainage	Impaired free drainage of bridge surface, causing >25mm of standing water >10m ² total
Vegetation	Obstructs or restricts visibility of road signs or <4.5m height clearance over traffic lanes

Table 9: **Operational Intervention Levels – Pathways**

Defect identified	Intervention level
Vertical lip	>20mm
Vegetation	<2.5m clearance over pathway
Depression / Heave	>40mm, over 1.5m length
Tactiles	Missing or greater than 50% degraded
Cracking	>10mm wide over 1.5m length
Drainage	>25mm depth of standing water over 1.5m length

6. Supporting documents

This policy should be read in conjunction with all other relevant, Council policies and procedures, as well as relevant legislative requirements.

Related Legislation

- *Local Government Act 2020 [Vic]*
- *Road Management Act 2004 [Vic]*
- Code of Practice, Operational Responsibility for Public Roads (*Road Management Act, 2004*)
- Code of Practice, Management of Infrastructure in Road Reserves (*Road Management Act, 2004*)
- Road Management (General) Regulations, 2016

7. Definitions and abbreviations

Term	Meaning
Defect	A localised failure in an asset, for example, potholes in a road surface or a joint displacement in a concrete footpath.
Road Management Act (RMA)	Road Management Act 2004 (Vic) The Act provides a statutory framework for the management of the road network in Victoria.
Code of Practice	Code of Practice for Road Management Plans (September 2004). Supporting document to the legislation, which provides practical guidance to Road Authorities in the making of RMPs.
Responsible road authority	The organisation responsible for the management of the road as determined under s.37 of the RMA.
Road	Includes a street; cul de sac; by-pass; bridge or ford; or other land or works forming part of the road.
Arterial Roads	Freeways, highways & declared main roads which are managed by the State Government through VicRoads
Municipal Roads	Roads for which the council is the responsible Road Authority

Term	Meaning
Pathways	<p>The definition of pathway provided in the RMA captures both “footpaths” and “shared pathways” as outlined below: A footpath, bicycle path or other area constructed or developed by a responsible road authority for use by members of the public other than with a motor vehicle but does not include any path which:</p> <p>a) Has not been constructed by a responsible road authority; Or b) Which connects to other land</p>
Non road infrastructure	<p>Includes infrastructure in, on, under, or over a road, which is not road infrastructure. The RMA provides examples of non-road infrastructure that includes gas pipes, water and sewerage pipes, cables, electricity poles, bus shelters, rail infrastructure, public telephones, mail boxes, road side furniture and fences erected by utilities or providers of public transport.</p>
Other roads	<p>Include roads in State reserves, and roads on private property. Council is not responsible for the care and maintenance of these roads.</p>
Road reserve	<p>All of the area of land that is within the boundaries of a road</p>
Roadside	<p>Any land that is within the boundaries of a road (other than the shoulders of the road) which is not a roadway or a pathway and includes the land on which any vehicle crossing or pathway which connects from a roadway or pathway on a road to other land has been constructed.</p>
Public Road Register	<p>List of roads within a municipality that a council is responsible for. Council is required to keep a register under s.19 of the RMA.</p>
Road Infrastructure	<p>The infrastructure which forms part of a roadway, pathway or shoulder, including –</p> <ul style="list-style-type: none"> • Structures forming part of the roadway, pathway or shoulder, and the road-related infrastructure • Materials from which a roadway, pathway or shoulder is made, such as asphalt, bitumen, gravel, lane markers and lines

Term	Meaning
Road related infrastructure	<p>Infrastructure which is installed by the relevant road authority for road related purposes to</p> <ul style="list-style-type: none"> • Facilitate the operation or use of the roadway or pathway; or • Support or protect the roadway or pathway. <p>Examples: Traffic islands, traffic management signage, traffic control sign, traffic light, kerb and channel, a bridge, culvert or ford, road drain or embankment, a noise wall, gate, post or board installed on the road reserve.</p>
Proactive Inspections	<p>Inspections performed as part of a scheduled program, according to the classification of roads, which is based on the road classification, volume of traffic etc., for the purpose of identifying defects above intervention and to provide a record that the road has been inspected.</p>
Reactive Inspections	<p>Inspections performed in response to a customer request or notification about the condition of the road, in order to assess whether the road contains a RMP defect that has reached the relevant intervention level.</p>
Condition Inspections	<p>Inspections conducted to assess the life of the road and footpath network, and to prioritise major works.</p>
Intervention Level	<p>The level of severity of a defect at which the road authority has determined that the defect will be repaired.</p>
Infrastructure and works managers	<p>Staff of road authorities that are responsible for the management and maintenance of roads as determined by the classification system within the Road Management Act 2004 (Vic), and as contained in the roads register.</p>
Consent applications	<p>Applications made by other road authorities and utilities companies to perform works on council-managed roads.</p>
'Exceptional Circumstances' clause	<p>A clause in the RMP that describes the conditions under which a council can suspend its maintenance and inspection responsibilities under the RMP due to the occurrence of events outside their control. The 'Exceptional Circumstances' clause also details the process for reinstating the RMP.</p>

8. Approval

THE COMMON SEAL OF THE
ALPINE SHIRE COUNCIL was
hereunto affixed this 1st day of June
2021
in the presence of:

.....
COUNCILLOR

.....
SIGNATURE

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COUNCILLOR

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SIGNATURE

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CHIEF EXECUTIVE OFFICER

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SIGNATURE