

Alpine Shire Council Road Management Plan 2017

Version: Draft v4.0
Adopted:



Alpine Shire

AMENDMENT UPDATE

Version Number	Date	Amendment Details	Council Adoption
1	2004	Original Alpine Shire Council Road Management Plan.	Dec 2004
2	2009	<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. 	June 2009
3 (Draft)	April 2013	<ul style="list-style-type: none"> • Improved clarity between <i>Road Management Plan</i> and <i>Register of Public Roads</i>, • 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. 	N/A
3	June 2013	<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, • Existence of some Seasonal Roads within the Shire recognised. 	18 June 2013
4 (Draft)	April 2017	<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 appendix 2) 	N/A

TABLE OF CONTENTS

EXECUTIVE SUMMARY	3
1. INTRODUCTION	4
1.1. PURPOSE OF THE PLAN	4
1.2. KEY STAKEHOLDERS	4
1.3. RESPONSIBILITIES OF COUNCIL	4
1.4. RESPONSIBILITIES OF ROAD USERS	5
2. ROAD ASSETS - DESCRIPTION	6
2.1. REGISTER OF PUBLIC ROADS.....	6
2.2. DESCRIPTION OF COUNCIL'S ROAD INFRASTRUCTURE.....	6
2.3. DEMARCATION.....	6
2.3.1. Roads.....	7
2.3.2. Footpaths and vehicle crossovers	8
2.4. CLASSIFICATIONS	9
2.4.1. Road Hierarchy.....	9
2.4.2. Bridge Hierarchy.....	10
2.4.3. Pathway Hierarchy.....	10
3. INSPECTIONS & MAINTENANCE	11
3.1. MAINTENANCE CONSIDERATIONS	11
3.2. MAINTENANCE PROCESS	12
3.2.1. Inspection Timetables	12
3.2.2. Intervention Levels & Response Times	13
APPENDIX 1 – ROAD REGION MAP	15
APPENDIX 2 – DEFECT INTERVENTION LEVELS	16

Comments or queries in relation to this Road Management Plan should be directed to:

submissions@alpineshire.vic.gov.au

Further information is also available on Alpine Shire Council's website: www.alpineshire.vic.gov.au

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 342km of sealed roads, 234km 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.

1. INTRODUCTION

1.1. PURPOSE OF THE PLAN

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.

1.2. KEY STAKEHOLDERS

When creating the RMP the following road infrastructure stakeholders have been considered:

- Residents and ratepayers
- Tourists and visitors
- Industrial, agricultural and forestry road users
- Emergency services
- Pedestrians, cyclists, motorists, heavy vehicle users, motorcycle riders, and other typical users of public roads
- Adjoining councils

1.3. RESPONSIBILITIES OF COUNCIL

Council's RMP must be reasonable, and compliance with the RMP must be achievable. The legal test of 'reasonable' in this instance is whether the RMP is not so unreasonable that no other road authority acting reasonably would adopt it (s.39 (5) *Road Management Act 2004*). When creating the RMP, Council is entitled to take into account other factors such as available resources and competing priorities (s.84 & 85 of the *Wrongs Act (VIC) 1958*).

1.4. RESPONSIBILITIES OF 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.

2. ROAD ASSETS - DESCRIPTION

2.1. REGISTER OF PUBLIC ROADS

Council's Register of Public Roads provides details of each of the public roads that the 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 2.4)
- 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 2.4.1 for further details.

Council's Register of Public Roads is on display at Council's main office (2 Churchill Avenue, Bright) or can be downloaded from Council's website at: www.alpineshire.vic.gov.au.

2.2. DESCRIPTION OF COUNCIL'S 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 2.3.

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

2.3. DEMARCATION

2.3.1. 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

2.3.2. 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:



2.4. 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.

2.4.1. 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.

2.4.2. 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*,”

2.4.3. 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

3. INSPECTIONS & MAINTENANCE

3.1. 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 2.4.

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.

3.2. MAINTENANCE PROCESS

3.2.1. 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 Appendix 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 Appendix 2. 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 Appendix 2. 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 Appendix 2.

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:

- o In addition a 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

3.2.2. 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 Appendix 2. 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:

- o 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	-	4
Normal use	-	26

APPENDIX 1 – INSPECTION REGIONS



APPENDIX 2 – DEFECT INTERVENTION LEVELS

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.

Defect Intervention Levels – Roads

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

Defect identified	Intervention level
Pothole	Depth >75mm and diameter >300mm
Edge break	Depth >75mm and for >2m length
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

Defect Intervention Levels – Bridges

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

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

Defect Intervention Levels – Pathways

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

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