

Road Materials Policy

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Responsible Directorate: Places and Spaces
Authorised By: <Council or ELT>
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Acknowledgement of Traditional Owners

The City of Boroondara acknowledges the Wurundjeri Woi-wurrung people as the Traditional Owners and original custodians of this land, and we pay our respects to their Elders past and present.

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1 Introduction

1.1 Purpose

The Road Materials Policy sets the guidelines and principles to determine the materials used and under what circumstances for the reinstatement, replacement, and/or construction of Council's assets within Council Road Reserves. The aim is to:

- Meet technical, access, safety and health requirements.
- Conserve and repair the traditional street fabric of Boroondara using historical materials sympathetic to the local area character.
- Ensure that reconstruction and repair of bluestone kerbs, channels and laneways are carried out to preserve their integrity, character and appearance.
- Serve as a guide for developers, consultants, Council and residents who may wish to alter the existing infrastructure on or affecting Public Roads.
- Promote the use of recycled materials and materials with improved environmental outcomes where this does not conflict with the original heritage materials and heritage appearance of the area.

1.2 Scope

This policy covers the selection of materials for all roads and laneways identified in Council's Road Reserves as identified on Council's Register of Public Roads.

Assets covered by this policy include:

- Road and laneway Pavement (comprising a surface layer of concrete, asphalt or bluestone supported by base material and/or crushed rock subbase)
- Paths
- Kerb and Channel
- Car parks within the road reserve
- Traffic management devices (splitter islands, roundabouts, bus cushions, etc.)
- Drainage assets where they are required as part of the road construction

Stakeholders of this policy include:

- Road users
- Path users
- Businesses
- Property owners
- Construction & maintenance personnel who build and maintain road assets
- Utility agencies that utilise the road reserve for their infrastructure (water, sewerage, gas, electricity, telecommunications)
- Developers who provide infrastructure in the road reserve.

This policy affects stakeholders by ensuring the materials used are fit for purpose and are safe for their intended use. Environmental, heritage and economic impacts are also considered.

1.3 Corporate framework

This policy supports Council's Mission and Vision by addressing the following Strategic objectives in the Boroondara Community Plan 2021–2031:

Theme 3: The Environment - *The environment is considered in all decision making.*

Theme 4: Neighbourhood Character and Heritage - *Protect the heritage and respect the character of Boroondara, while facilitating appropriate, well-designed development.*

Theme 5: Moving Around - *Travel options are safe, efficient and accessible, with active and public transport encouraged.*

2 Background

2.1 Policy environment

Clear guidelines on the principal construction materials for road assets are necessary to ensure each asset performs as expected and is compatible with the overall network.

Council is the Responsible Road Authority under the Road Management Act 2004 for all Roads listed on its Register of Public Roads. Council is also responsible for the specific road infrastructure within the VicRoads road reserve for which the Council is identified as having care and management responsibility (such as paths, access roads and some assets at intersections). Council is therefore responsible for ensuring roads are safe, and all materials are fit for purpose.

Boroondara is made up of several areas with distinctive urban character. Part of this character is due to the housing mix, urban design and topography. Still, much of this character can be attributed to the infrastructure assets and street trees within the road and laneway reserves maintained by Council. Council is committed to efficiently maintaining road-related assets to preserve this urban character.

2.2 Policy context

This policy provides overarching principles and goals, objectives and strategic initiatives intended to guide future actions related to the selection of materials for the reconstruction and maintenance of road and path assets. The policy applies to existing and proposed

pavements, kerbs, channels and paths throughout the City of Boroondara. This Policy replaces the Bluestone Policy 2010 and the Unmade Lanes Policy (2013).

The following documents have been considered in the development of this policy:

- Boroondara Road Management Plan 2021
- Boroondara Asset Plan 2022-2023
- Road Management Act 2004
- Boroondara Asset Management Policy 2022
- Climate Action Plan 2021

3 Methodology

3.1 Policy Development

The development of this policy is based on consideration of the following criteria:

- Current usage of materials in roadways
- Community expectations
- Heritage values
- Whole-of-life asset costs
- Risk management principles
- Circular economy principles

A general principle is to maintain existing standards and material types. Where upgrading the existing construction is considered, it will be subject to whether the project benefits the wider Boroondara Community and/or whether costs can be recovered directly from those who benefit.

The community and Council have identified that bluestone kerbs, channels and laneways contribute to the City of Boroondara's heritage value. Concrete roads were installed in several subdivisions during the period between the First and Second World Wars and contribute to the municipality's interwar heritage character.

3.2 Consultation

Community priorities identified through deliberative engagement for the Council Plan and Asset Plan have been used to inform this policy. The policy will be amended as information is received from future engagements.

In community research carried out during the development of Boroondara Asset Plan 2022-23 to 2032-33, footpaths and local streets were rated among the most essential asset groups to the community. Laneways ranked amongst the least important asset groups, even though they provide a useful function in local areas. Footpaths were identified as one of the asset groups that most need improvement.

Future deliberative engagement for the Boroondara Community Plan (BCP) and Asset Plan during 2024 and 2025 will inform the Capital Works Program and amendments to this policy.

4 Policy statement

4.1 Standard Drawings

[Standard drawings](#) that show the construction of assets in the road reserve utilising the materials covered by this Policy are available from Council's Website.

4.2 Roads Infrastructure in Heritage Overlay

The City of Boroondara has many Heritage Overlays within the *Boroondara Planning Scheme* that define properties and precincts of heritage significance. Road material contribution to the heritage significance and local area character in some overlays, where applicable, is identified in the relevant overlay citation.

Where road elements contribute to the significance of the heritage place, work shall be undertaken with the same materials as the original asset. Where roads have not been identified as contributory to the significance of the heritage place and the character has been degraded (e.g. bluestone has been covered over or damaged), the character of the original precinct shall be retained as far as practicable; however, a change of material type may be required.

Under clause 43.01-1 of the Boroondara Planning Scheme, a planning permit is required when works change the appearance of a heritage place or which are not generally undertaken to the same details, specifications and materials (i.e. change in material, position, height or alignment). Routine maintenance and renewal works do not require a permit.

4.3 Bluestone

General Bluestone Requirements

In general, bluestone will be retained or replaced with recycled material from Council's bluestone stock unless Council approves an alternative design, subject to consultation with affected property owners.

Where reconstruction, replacement or repair of bluestone kerb, channels and laneways is proposed, it is policy that:

- Unless provided for elsewhere in this policy, bluestone laneway pavers shall be replaced like-for-like so the reconstruction, repair or replacement will appear as it did for the original construction.
- Where small sections of bluestone are being replaced or reconstructed as part of routine maintenance activities, the work will be undertaken to match the surrounding existing bluestones to make the repair visually seamless.
- A condition of any permit, contract or tender for bluestone work will require the work to be carried out in accordance with this Policy.
- Prior to reconstruction works on bluestone kerb, channels and laneways, Council will inform the abutting community of the proposed works and inform them that the works are in accordance with this Policy.
- Replacement of bluestones will have regard for any abutting trees and large tree roots. If the replacement of bluestones will have a detrimental impact on the tree, an alternative treatment may be required for the extent of the tree's root system. Suitable alternative treatments and their extent will be determined in consultation with Council arborists.
- Replacement of bluestones will have regard for accessibility requirements of the area with a view to minimising risks in the pedestrian environment, which may incorporate a change in material type.

Bluestone Kerb and Channel

- Where maintenance is required, bluestone kerb and channel are to be replaced with bluestone to the same kerb and channel profile. Where possible, the bluestones are to be cleaned and reused, and the mortar is shaped and coloured to match existing adjacent sections.
- Where reconstruction of a road that has an existing bluestone kerb and channel is required and unless specified in a relevant Heritage Overlay statement of significance, bluestone kerb and channel profile will be constructed with a single kerb stone and a single pitcher channel stone.
- During asphalt overlays, the existing bluestone channel will not be covered, and damage will be rectified prior to the completion of the work.
- Where an assessment identifies detrimental accessibility impacts, sawn bluestones rather than bluestone pitchers or other relevant treatments are to be used.
- Where low gradients and poor drainage occur, hydraulically efficient concrete trays with bluestone kerbs are to be used.
- Where new driveways and vehicle crossings are proposed in locations with bluestone kerbs and channel, new driveways will be required to be constructed in concrete and retain the bluestone channel.
- At an isolated crossing site where the bluestone kerb is removed and the channel is replaced, the reconstruction will be undertaken with a view to minimising risks in the pedestrian environment, which may incorporate a change in material type.

4.4 Road Pavement

Road pavements in Boroondara are predominantly asphalt, with kerb and channel made of either bluestone or concrete. Asphalt is the preferred surface for road pavement in

Boroondara because it is cost-effective over the life of the pavement and is easier to maintain and rehabilitate.

Boroondara Council has approximately 22 kilometres of concrete road with concrete kerbs constructed during the early 20th century. 15% of these concrete roads come under Boroondara's heritage precincts that make specific reference within the heritage citation to "a predominantly intact interwar landscape containing concrete roads".

Concrete roads in Boroondara are likely to be extensively cracked due to lack of reinforcement, ageing, patching (as a result of utility installation), and repair, but in general, they require little maintenance to meet Road Management Plan standards. Concrete roads requiring reconstruction that a Heritage Overlay does not constrain will be reconstructed with an asphalt road surface with concrete kerb and channel. If conservation of a concrete surface is required owing to heritage significance, Council will undertake repair and restoration works as far as practicable rather than full replacement of the concrete, per best practice heritage materials conservation (Article 3.1 of the Burra Charter) and for economic and environmental sustainability reasons. The colour of the adjacent concrete is to be matched as much as practicable. However, matching the texture of the surrounding weathered surface is not required.

4.5 Laneways

Laneways may be constructed with a concrete, asphalt or bluestone surface or unconstructed, with or without a gravel-wearing course. This policy position is to maintain the laneway with the existing material type unless it is no longer economical to maintain the surface material to the standards specified in Council's Road Management Plan. Existing bluestone laneways will be conserved.

Works in laneways located within the business, mixed use and core retail areas shall comply with Council's Laneways Strategy for Shopping Centres, particularly the Laneway Design Guidelines for Shopping Centres contained within that strategy.

Council will consider proposals from adjoining property owners to upgrade a laneway on the basis that the work will be paid for by the property owners who benefit. The project may be funded by establishing a Special Charge Scheme per section 163 of the Local Government Act 1989. The process for establishing a Special Charge Scheme will be held in accordance with the Local Government Act and Council policy.

4.6 Footpaths

The footpath should be repaired with the existing material when undertaking limited maintenance work. Where significant maintenance work or reconstruction is undertaken, the footpath should be reconstructed in asphalt or concrete, whichever is most in keeping with the street materials, unless Council has specifically endorsed using another material such as sawn bluestone or bluestone pavers.

4.7 Traffic Management Devices

Medians, traffic islands and other constructions for traffic control shall be modified or repaired using existing material types unless otherwise approved. New traffic management devices should be constructed from the same materials used predominantly in the local road area, according to the current Austroads and VicRoads standards.

4.8 Sustainable Road Construction

Council utilises VicRoads Specifications, which provide for the use of recycled and environmentally sustainable materials in the construction and maintenance of the road network. Council will utilise recycled and more sustainable materials, with a preference for Australian products as much as practicable and within these specifications. These materials include, but are not limited to:

- reclaimed asphalt from road works for use in pavement mixes
- crushed waste construction materials such as brick and concrete as an alternative to aggregate in pavement construction
- alternative binder components such as pine oil, which provides greenhouse benefits
- warm mix asphalt
- recycled glass fines as a replacement for sand in some pavement mixes and drainage applications
- recycled plastic or geopolymer concrete pipes instead of concrete pipes for longitudinal drainage
- supplementary cementitious materials such as fly ash or blast furnace slag in cement production.

5 Implementation and monitoring

5.1 Evaluation

This Policy will be reviewed by December 2027.

5.2 Accountabilities

For all queries or feedback regarding this policy, please use the contact details for the responsible department below.

Position title	Contact number	Contact department email
Coordinator Strategic Asset Management	9278 4444	boroondara@boroondara.vic.gov.au

6 References

6.1 Related documents

Road Management Act 2004

City of Boroondara. Road Management Plan 2021

City of Boroondara. Asset Plan 2022-23 to 2032-33

City of Boroondara. Laneways Strategy for Shopping Centres 2016

ICOMOS (International Council on Monuments and Sites). The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013 Australia

City of Boroondara. [List of Standard Drawings](#)

This Policy replaces the following policies:

- Bluestone Policy - Kerbs, Channels and Laneways 2010
- Unmade Lanes Policy 2013

6.2 Definitions

Term	Definition
BCP	Boroondara Community Plan
Public Road	Any road, including any laneway, listed on Council's Register of Public Roads.
Road Reserve	A road reserve or any part thereof is regarded as the area between the property lines, including the naturestrip, footpaths and roads.
Traffic Management Devices	Construction such as splitter islands, roundabouts, speed humps and road narrowing are used to manage the speed or passage of road traffic.