



## Additional Network Standards and Guidelines

### Part 2.7: Functional & road management definitions, administration and responsibilities (2015)

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# 1 Purpose

The purpose of this document is to provide some basic introductory information for new traffic management practitioners or stakeholders involved in traffic management matters. The document provides information relating to definitions of different types roads and administrative or operational responsibilities. Such information may also be useful in understanding various guidance provided in the VicRoads Traffic Engineering Manual and Austroads Guide to Traffic Management.

## 2 Definitions

### 2.1 Austroads Definitions

The different transport and other functions serviced by roads, together with the needs of abutting land use, determine how a road should be managed.

From a road function viewpoint there are **two** essential needs which must be met:

- **the traffic movement, or mobility, function** – providing the means by which people by which people and goods can move from one place to another
- **the access function** – providing access to properties and land uses adjacent to the road

Consideration of these two main functions of a road is fundamental to traffic management.

The primary function or balance of different functions may be reflected in the classification of a road. In its purest form, road classification may consist of two basic road types which have fundamentally different traffic and environmental goals:

- **Arterial roads**, the main function of which is to provide for the safe and efficient movement of people and freight;
- **Local roads**, which provide direct access to abutting land uses and which contribute to the overall functioning of areas bounded by arterial roads or other barriers. The basic function of local road is to provide a good environment in which is to live or conduct a business and to enable vehicular access to abutting land.

### 2.2 SmartRoads Definitions

Further to the above, for the purposes of managing roads they can be further defined as per the table below:

<b>Tram priority route</b>	Routes on which trams are a high priority mode and that frequently link key destinations/activities.
<b>Bus priority route</b>	Routes on which buses are a high priority mode and that frequently link key destinations/activities.
<b>Bicycle priority route</b>	Routes on which promote and reduce conflict along key cycling routes linking to activity centres and key destinations.
<b>Pedestrian priority area</b>	Routes on which pedestrians are a high priority where there is a considerable area of high pedestrian activity
<b>Preferred traffic routes (PTR)*</b>	Preferred Traffic Route (PTR) comprises those arterial roads (for which VicRoads is responsible) on which general traffic is encouraged to be used to avoid significant conflicts. PTRs are used both at a local scale (for example, to bypass an activity centre) and also at a metropolitan / regional scale, where they form continuous routes for longer distance travel, avoiding a number of activity centres (for example, the freeway network).

<b>Traffic Routes</b>	Traffic route represent the remaining state arterial road network that are not designated as Preferred Traffic Routes; therefore, they are the major routes that link activity centres and cater for the mobility needs of people and goods across the metropolitan and regional area.
<b>Local primary access routes</b>	These routes are local road where municipal council are responsible. These routes provide the main connection between traffic routes and the abutting land use; they may provide circulation routes within the local network and activity centre, therefore; may have a limited mobility function for localised traffic.
<b>Secondary access routes</b>	Refer to the definition above. These routes have a greater emphasis on access rather than mobility. These routes provide connections between the local networks and provide access directly to the end destinations.

## 2.3 Road Management Act 2004 Definitions

When considering legislative matters relating to roads, reference shall always be given to definitions in documents such as the Roads Management Act as summarised below:

<b>Arterial Road</b>	<b>Arterial Roads area roads</b> declared as such by VicRoads and which perform the function as describe in section 14(3) of the Road Management Act 2004. <i>Section 36 &amp; 37 set out the relevant Coordinating Road Authority and Responsible Road Authority responsibilities.</i>
<b>Freeway</b>	Freeway is a road declared as such by VicRoads under Section 14(1)(a) of the Road Management Act 2004. VicRoads is the Coordinating Road Authority and Responsible Road Authority for freeways in accordance with section 36 & section 37 of the Road Management Act 2004.
<b>Municipal Road</b>	<b>Municipal Road</b> – as per Road Management Act 2004, is a road for which the relevant municipal council is the Coordinating Roads Authority and Responsible Road Authority in accordance with the section 36 and section 37 of the Roads Management Act 2004. .
<b>Major Traffic Control Device (Major TCD)</b>	<b>Major Traffic Control Device (Major TCD)</b> – defined in Schedule 1 of the Road Safety (Traffic Management) Regulation 2009. Refer also to the Additional Network Standards & Guidelines, Part 2.2 Authorisation of Major Traffic control Devices.
<b>Urban Area</b>	Refer definition in section 3(1) of the Road Management Act 2004.
<b>Non - Arterial State Road</b>	Refer to Road Management Act 2004 definition in Section 3(1) and Section 36 & 37.

## 3 Administration and Responsibilities

### 3.1 Road user Responsibilities

All Road users (e.g. transport and vehicle operators, motor car drivers, motorcyclists and bicyclists and pedestrians) have a responsibility to be aware of and respect all the laws relating to vehicles and the use of the road system as stated in Section 17A of the Road Safety Act 1986. Transport operators in particular also need to be aware of the functional classification of the roads they operate on. In particular they have a responsibility to operate their vehicles in a safe manner at all times with due regard for other road users. This applies to all road users, not just transport operators.

In all circumstances, accidental damage to the road or its fixtures must be reported to the local police or the responsible road authority.

### 3.2 Road Authority Responsibilities

A road authority must in performing road management functions have regard to the principal object of road management and the works and infrastructure management principles.

These responsibilities include:

- to provide and maintain, as part of a network of roads, roads for use by the community served by the road authority;
- to manage the use of roads having regard to the principle that the primary purpose of a road is to be used by members of the public and that other uses are to be managed in a manner which minimises any adverse effect on the safe and efficient operation of the road and on the environment;
- to manage traffic on roads in a manner that enhances the safe and efficient operation of roads;
- to design, construct, inspect, repair and maintain roads and road infrastructure;

In fulfilling its responsibility it is important for a road authority to consult on a regular basis with road users who may be affected by road planning and design decisions which is aligned with Section 34(3),38(1)(i) of the Road Management Act (RMA) 2004.

### 3.3 Administration of Freeways and State Arterial Roads

Under the *Road Management Act 2004*, VicRoads is Coordinating Road Authority and Responsible Road Authority for the management of all Freeways (except Toll Roads).

VicRoads is the Coordinating Road Authority for Arterial Roads. The details of which road authority is the responsible road authority for the various road infrastructure elements on arterial roads (VicRoads or Council) are set out in Section 37 of the Road Management Act 2004 and the "Code of Practice for Operational Responsibility for Public Roads".

VicRoads is responsible for the construction, inspection, maintenance and repair of those roads and road infrastructure for which it is the Responsible Roads Authority.

- The Federal Government provides partial funding for approved projects on the National road network. In Victoria, this funding is administered by VicRoads.
- VicRoads is responsible for all aspects of Freeways (except Toll roads), while responsibility for Arterial Roads is shared.

### 3.4 Administration of Municipal Roads

Local Government is responsible for the management and works on all municipal (local) roads. Funding comes from local government sources together with Federal Government financial assistance and State programs such as the State-wide Black Spot program.

Where more than one Council shares responsibility for a road, consultation between the Councils should occur to determine how the responsibilities are to be allocated or shared, e.g. roads forming Council boundaries.

Councils receive untied Federal grants which may be spent on roads as well as other Council programs. Federal financial assistance grants from the Australian Government are available under the Roads to Recovery Program.

State funding assistance is available for projects on 'State Impacted Local Roads' (where the level and/or nature of road use has been changed by a State Government initiative) and 'Rural Local Timber Roads' (local roads adversely affected by significant cartage of timber harvested from abutting Crown Land).

Applications for the above projects are made to VicRoads.

Councils may also apply for Federal funds for the treatment of black spot or black length crash locations on local roads. Funding guidelines will be provided by VicRoads with an invitation to apply each year. Project submissions should be forwarded to VicRoads.

Other State departments are responsible for non-arterial roads.

### 3.5 Administration of Roads on Private Land

Roads on private land that are open to the public are regarded as roads for the purposes of the *Road Safety Act 1986*. The *Road Safety Road Rules 2009* apply and can be enforced on these roads. Such roads are administered by the land owner or a management company. Examples are roads within shopping centres and universities.

The person or company responsible for the care and management of the road must obtain prior approval for the alteration, installation or removal of any Major Traffic Control Devices, such as Give Way signs, road humps and pedestrian crossing signs and markings. In situations where current guidelines require certain Major Traffic Control Devices to be in place (e.g. "every intersection is to be controlled without reference to the give-way-to-the-right rule"), the Council should inform the road owner that it needs to take action and comply with these guidelines.

For the Major Traffic Control Devices for which the municipal Council has delegated powers of authorisation, the Council may give authorisation as long as the requirements of guidelines are met. The proposed Major Traffic Control Devices must otherwise be referred to VicRoads for authorisation.

### 3.6 Responsibility for Some Specific Treatments

VicRoads continues to have financial involvement in the following items regardless of road classification:

- children's crossing supervisor subsidy scheme.
- safe routes to school projects
- Murray River bridges and punts
- road safety programs implemented in accordance with established road safety strategies.
- On-road parts of the principal bicycle network (refer to Supplement to AS 1742.9: Bicycle Facilities for further details)
- public transport facilities such as tram lanes, tramways and bus priority projects.

#### 3.6.1 Traffic Signal

VicRoads responsibility of traffic signals includes-

- traffic signals at the intersection of two municipal roads that are linked to the VicRoads coordinated traffic signals system (SCATS) are maintained by VicRoads at Council cost, unless otherwise agreed between VicRoads and a Council;
- all traffic signals within the City of Melbourne under an arrangement with the Council;
- active tram priority signals on all roads;
- traffic signals on all roads with an active link to a railway level crossing.

Traffic signal installations are Major Traffic Control Devices and require VicRoads' written authorisation for their alteration, installation, or removal. VicRoads' authorisation is subject to the presentation of satisfactory traffic signal layout designs. Traffic signal layout designs should be developed in accordance with the Austroads Guide to Traffic Management and AS 1742.14 and any Supplements which may be issued by VicRoads.

#### 3.6.2 Railway Crossing Protection, Bus Bays and Bus Stops

Application for funding for proposed works in these areas can be made to the VicRoads Region. These applications will then be considered in consultation with the Department of Transport, Planning and Local Infrastructure. Further information regarding level crossing treatments can be found in Austroads Guide to Traffic Management Part 3 and AS 1742 Part 7.

#### 3.6.2 Road Closures (Note Road Management Act 2004, Schedule 4 with respect to VicRoads)

The *Local Government Act 1989* gives Councils power to "block or restrict the passage or access of vehicles" permanently or "for a traffic diversion experiment" on any road for which it is the Relevant Road Authority after first considering a report from VicRoads.

VicRoads will prepare a brief report as explained in Additional Networks Standards & Guidelines, Part 2.8: Changing Traffic Movements other than for Events for Works after receiving a written request from Council outlining the purpose and details of the proposed road closure, part closure, or diversion experiment.

### **3.6.3 Major Traffic Control Devices**

All Major Traffic Control Devices are listed in Schedule 1 of the *Road Safety (Traffic Management) Regulations 2009* and in Additional Networks Standards & Guidelines, Part 2.2 Authorisation of Major Traffic control Devices.

### **3.6.4 Minor Traffic Control Devices**

Any traffic control device not specified in the Schedule 1 of *Road Safety (Traffic Management) Regulations 2009* as a Major Traffic Control Device is classed as a Minor Traffic Control Device and the relevant road authority is responsible for installation or removal of these devices only the Regulations can determine who can authorise what to delegate.

### **3.6.5 Extending Provisions of the Road Safety Act to car parks**

Details can be found in Additional Networks Standards & Guidelines, Part 2.6 – Extending the Road Safety Act for Off Street Areas.

### **3.6.6 Parking**

Road Safety (Traffic Management) Regulation 2009 authorise (or prohibit) a road authority use of certain parking signs. With the exception of the following parking signs which need VicRoads authorisation, parking signs may be erected by Council:

- parking signs permitting angle or centre of road parking,
- signs permitting parking on the right side of a carriageway on a divided road,
- parking signs on a Freeway,
- signs permitting parking in areas otherwise prohibited in Part 12, of the *Road Safety Road Rules 2009*,
- parking signs permitting 'rear-in' angle parking,
- Clearway and End Clearway signs. (Any Council erected parking signs must not contradict a VicRoads erected Clearway signs.

Some of these signs are Major Traffic Control Devices. Further details can be found in the Austroads Guide to Traffic Management Part 11 and VicRoads Supplement to that Guide.

### **3.6.7 Over dimensional Routes**

Over dimensional routes are reviewed from time to time by the Executive Director - Strategy Planning/Road Safety Coordinator in consultation with the Executive Director - Policy and Programs, the Regional Director and the municipalities.

Permits for over dimensional vehicles are assessed and issued by VicRoads' Transport Safety Services State-wide Permit Group.

### **3.6.8 Signing and Linemarking**

Refer above also with respect to Manual of Traffic Control Devices and Parking Signs etc. Signs and linemarking for the control of moving traffic on a State Arterial Road or Freeway are VicRoads' responsibility. The municipal council is responsible for municipal roads. Guidelines for the use of signs and markings can be found in Austroads Guide to Traffic Management, Part 10, VicRoads' Supplement to that Guide, and in AS 1742.

### **3.6.9 Public Lighting**

VicRoads policies and guidelines for road lighting are given in TCG006 – Guidelines for street lighting design, Schedule 7A of the Road Management Act 2004 and in AS 1158 and its VicRoads Supplement.

### **3.6.10 Service Roads**

Service roads on arterial roads are primarily for property access and local traffic, and are the responsibility of the municipal council (see Section 37 (1)(h)(iii) of the Road Management Act 2004 as the responsible road authority).

## 4 Tow Away

### 4.1 Police Tow Away Powers

Under the Road Safety Act 1986 section 63A, Victoria Police has powers to tow away vehicles under certain circumstances, including vehicles blocking road openings and private driveways.

### 4.2 Tow Away Routes

Tow-away is a power of a road authority. The Road Management Act 2004, Schedule 4, Clause 5, empowers a state road authority (e.g. VicRoads) to remove vehicles from a state road under certain conditions, generally when a vehicle is causing an obstruction or a safety hazard. This power may be used in cases of serious incidents or emergencies, as a discretionary action i.e. the road does not need to be designated for tow-away nor signed in such cases. VicRoads may tow-away vehicles that are 'unlawfully parked or left standing in an area designated by the Minister' on a more regular schedule.

In general VicRoads seeks designation of road areas for tow-away where clearways operate, and operates tow-away during the clearway times. Designated road areas should always be signed as tow-away areas, in accordance with guidelines, to alert drivers. Designated road areas remain as such unless the designation is revoked by the Minister.

Parking infringement notices (a penalty under the Road Safety Road Rules 2009 and additional to any towing fee) do not need to be issued prior to towing a vehicle. An infringement notice is evidence that a vehicle was illegally parked, but irrespective of an infringement notice, the towing contractor should gather evidence of illegal parking prior to towing and these also enable the contractor to verify the condition of the vehicle before towing.

The road authority may charge the vehicle owner a fee to release the vehicle, up to an amount to recover the cost of towing - tow-away is not a road rule infringement and the fee is not a penalty under the Road Safety Road Rules 2009.

Tow-away areas must include public notices indicating where information about towed vehicles can be obtained, or where vehicles have been towed. Road authorities must be able to respond to enquiries from owners, and to check that towed vehicles were not stolen or unable to be moved for other reasons. The road authority may waive or refund tow-away fees where it is satisfied that the illegal parking was unavoidable or not the fault of the owner.

The Local Government Act 1989 (Schedule 11 Clause 4) includes similar tow-away powers for councils, applying to all roads. Authority to designate tow-away areas under the Local Government Act 1989 has been delegated to the Minister for Roads, and so council requests for designation are usually sent to VicRoads for advice to the Minister.

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