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STATE SPENDING ON ROADS



Bureau of Transport and Regional Economics

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FOREWORD

Over the last few years, the Commonwealth has devoted considerable resources to the task of helping local government authorities maintain and upgrade their road systems. The major initiative was an extra \$1.2 billion in road funding paid directly to councils through the Roads to Recovery programme but federal authorities have also been directed to work with their local government counterparts to improve road policies and practices.

The Bureau of Transport and Regional Economics' main contribution to this initiative has been to carry out two research projects. A regional analysis of council road finances was published last year in BTRE Working Paper 44, *Spending on Local Roads*, and this report presents a complementary study of State and Territory spending on roads including the assistance they provide to local government. It also identifies the roads for which State and council authorities are respectively responsible in each jurisdiction.

The BTRE would like to thank State, Territory and Local Government organisations that assisted in the preparation of this report by providing information or advice on road finances. The data presented in this report is based on the responses provided by the States and Territories to the BTRE's Survey of State Government Spending on Roads. The BTRE has made every effort to ensure the figures are internally consistent and has relied on the State and Territories to ensure the accuracy of the data.

The report was prepared by Pat McNamara and, in the final stages, David Mitchell with assistance from Mark Cregan. Phil Potterton provided executive supervision.

Tony Slatyer
Executive Director

Bureau of Transport and Regional Economics
Canberra
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- Transport Programmes Division, Department of Transport and Regional Services
- National Office of Local Government
- National Capital Authority
- National Road Transport Commission

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EXECUTIVE SUMMARY

Spending on road infrastructure by States and Territories increased from \$3.8 billion in 1996–97 to \$4.6 billion in 2000–01, a compound rate of growth of just over 5 per cent per annum. The five-year total came to \$21.4 billion in current dollars. The Commonwealth funded \$5.9 billion of this and \$15.5 billion came from States' own resources (in part, funded by untied Financial Assistance Grants and Goods and Services Tax revenue grants from the Commonwealth).

The \$21.4 billion counts only costs for construction, maintenance and operation of road infrastructure and related assets such as bridges, road signs and traffic lights. It does not include costs of the various other programmes managed by road authorities such as safety education or the operation of vehicle registries.

Analysis by purpose shows States and Territories¹ spent \$18.4 billion on State managed roads and carried out works on council managed roads costing another \$1.4 billion. Financial grants to councils to fund roadworks made up the balance of \$1.7 billion. (The \$1.7 billion was additional to Commonwealth Financial Assistance Grants paid to councils via State governments.) On a regional basis, \$10.3 billion was spent in capital city metropolitan areas and adjoining conurbations, \$142 million in unincorporated areas where councils have not been established and \$10.9 billion in the rest of the areas of the States.

In 2002, public roads totalled 811 thousand route kilometres in length of which States managed 131 thousand kilometres (16 per cent) and councils 679 thousand kilometres. State managed roads, however, include National Highways and the major arterials, the heavy-duty part of the road system that carries the lion's share of traffic. National Highways account for two per cent of road length but carry 14 per cent of vehicle kilometres travelled.

State managed roads consequently incur higher than average costs per kilometre for construction, maintenance and operations. In 1997–98, the latest year for which all data are available, spending on State managed roads totalled \$3.5 billion compared to just under \$3 billion on council managed roads.

¹ For the sake of convenience, throughout the report, references to State governments or State authorities should also be taken to include the governments and authorities of the Northern Territory and the Australian Capital Territory.

Care should be taken in comparing expenditure across States, particularly State assistance to local government authorities (councils). Road ownership and funding responsibilities vary across State and Territories; in some jurisdictions the State is directly responsible for roads that in other jurisdictions would be managed by councils. For example, the Queensland Government has ownership and funding responsibility for some 14 000 kilometres of District Roads that would generally be the responsibility of local councils in other jurisdictions. As a further example, councils in New South Wales are responsible for maintaining the verges of State managed roads, in Tasmania the State government covers the cost of certain bridges on council managed roads, yet in Queensland the State accepts full funding responsibility for the pavement and road verges. An appendix to the report details each jurisdiction's road funding and governance arrangements.

CHAPTER 1 INTRODUCTION

This report presents an analysis of State and Territory Government spending on road infrastructure. The report was written at the direction of the Deputy Prime Minister and Minister for Transport and Regional Services, the Honourable John Anderson MP, to assist the work of the Local Roads Committee of the Australian Local Government Association (ALGA).

BACKGROUND

In early 2001, the then Bureau of Transport Economics (BTE) published a study of local government road finances entitled, *Spending on Local Roads*, BTE Working Paper 44, (BTE 2001). The report presented estimates of local government ('council') spending on roads and of the funding councils received for roadworks. The report provided data for use by the Commonwealth Department of Transport and Regional Services (DOTARS) and later by the Local Roads Committee of ALGA. However, the report did not address the differing road ownership and management arrangements in different jurisdictions and did not show total spending by State governments on roads.

Subsequent to the release of BTE (2001), the ALGA committee asked the Bureau of Transport and Regional Economics (BTRE) to carry out further research to estimate spending by State and Territory Governments on local roads. The committee requested this information to assist its work in developing roads policy and for negotiations with the Commonwealth and State Governments.

Ministerial approval for the research was given but, for the reasons outlined below, it was decided to expand the scope of the study to cover spending by State and Territory governments on all types of roads.

For the sake of convenience and brevity in writing, throughout the remainder of this report, references to State governments or State authorities should also be taken to include the governments and authorities of the Northern Territory and the Australian Capital Territory.

SCOPE OF STUDY

As mentioned above, the BTRE initially planned this project as a study of State spending on local roads. A feasibility study showed that this line of inquiry would encounter problems in defining the scope of the research, largely because Australia does not have a standard system of classifying roads. Rather, each jurisdiction operates one or more systems for classifying their roads and road related data, but none are common across Australia.

Identifying all local roads across the nation would be particularly difficult because the term 'local road' has at least two commonly used (albeit unofficial) meanings in current usage in Australia, based respectively on management responsibility and road function.

The functional definition holds that local roads are those roads whose prime role is to provide access to properties or residences. Under a functional classification, roads are arranged in a hierarchy ranging from national highways at one end of the spectrum to local access roads at the other, with State highways and arterial roads in the middle.

The alternative definition is that all council managed roads are local roads. This is the definition underlying the BTE's analysis in *Spending on Local Roads* (BTE 2001) and has the advantage that it is aligned with accounting records. Measuring council expenditure on roads gives, by definition, a measurement of spending on local roads.

A second complication arises because the division of responsibility for roads between the State and local government authorities varies among jurisdictions, both in physical terms—as measured by the percentage of roads managed by each level of government—and in financial terms.

BTE (2001) found that councils in some States receive significant assistance from their State Governments while in other jurisdictions they are largely left to their own devices to fund roadworks from their own resources, though in these States the councils may receive more 'untied' funds to enable them to meet these costs. From this it followed that, for those States that provided minimal funding for local roads, the proposed study would yield little new information and might be a waste of time and effort.

It was decided therefore to carry out a study of State government spending on all types of roads. This would provide the specific data required by ALGA and also show the relative share of resources devoted to each type of road, particularly the arterial or regional roads that link-up the council systems of local roads. By providing an analysis of State spending on all roads, it would also give a better return on the cost and effort devoted to the project.

Details of the study are given below and in the appendixes but, in brief, its aim was to estimate State spending on road infrastructure analysed by purpose, region and type of road.

- The analysis by purpose shows spending on State roads plus any direct State spending on council roads and any State grants to councils for roadworks.
- The analysis by region shows the amounts spent on roads in the metropolitan area of each State or Territory, in any unincorporated areas and in the rest of the State. (These terms are defined in the following section.)
- The analyses by road type are based on the roads nomenclature of each State. Because they differ between jurisdictions, it was not possible to aggregate tables for this part of the study.

By way of providing background to the financial data, the study also presents an analysis of the road system in each State showing the length and type of roads managed by State and local government authorities.

STUDY METHOD

To collect the information presented in this report, the Bureau carried out a Survey of State Spending on Roads. The questionnaire used in the survey was prepared in consultation with the respondents (the road authorities in each jurisdiction), ALGA and the Roads Programmes Branch of DOTARS. A copy of the questionnaire is included in appendix VI.

In designing the survey, the Bureau's intention was to minimise response burden by asking questions that could be answered using information already available or that could be extracted with minimal effort. During the consultation phase, respondents were therefore asked to identify any questions that would be impossible or difficult to answer. As it turned out, their main input was to seek an increase in the instructions to respondents in the survey in order to remove some ambiguities and to ensure that all respondents followed a similar method in compiling answers.

The questionnaire was designed to collect information on the following matters:

- The *road classification system* used in each State including the name of each *type of road* in the system, a description of its characteristics, and details of whether roads of that type are normally managed by the State or local government authorities.
- Details of any *unincorporated areas* in each State. These are regions where local government authorities have not been established. In these areas, State authorities are responsible for providing municipal services, including roads that would otherwise be a council responsibility.

- The *length of the road systems* managed respectively by the State road authority and by councils within each jurisdiction; road length statistics were further analysed by *type of road* and *region*. (The regional analysis shows the length of roads in the metropolitan area², any unincorporated areas, and the 'rest of the State'.)
- Details of *State spending on roads* analysed to show spending on State roads, any direct State spending on council roads, and any road grants paid to councils by States. These figures were further analysed to show expenditures by *type of road* and *region*.
- *Special purpose road programmes* that provide funds for the construction or maintenance of roads for a special purpose, such as the development of a specific industry or to provide links to indigenous communities.

The instructions to respondents, on how to answer the survey questions, need to be taken into account when studying the survey results. Some of the more important instructions are listed below and they can be seen in full in the questionnaire in Appendix VI.

In estimating the value of their expenditures on roads, respondents were asked to count only payments for maintenance, repairs and construction of roads and associated infrastructure (such as bridges and tunnels) plus the planning and overhead costs incurred in carrying out such works. They were asked not to include depreciation, interest payments or other costs not associated with infrastructure, such as safety education programmes or the operation of vehicle registries or driver licence registries.

Respondents were asked to classify roads as either 'State *managed* roads' or 'Council *managed* roads' according to which level of government is primarily responsible for making decisions on their repairs and development. For example, States manage National Highways and councils manage most local access roads.

This instruction was added to remove the ambiguity that exists in some jurisdictions over 'who owns the roads' because certain roads are legally owned by councils but managed by a State authority. A nomenclature based on management responsibility was designed to provide certainty for respondents and to produce survey results that match public perception of State and council road responsibilities.

Respondents were also asked to refrain from using the term 'local roads' to describe all council managed roads. Rather, they were told to apply the term

² For this report, metropolitan areas comprised capital city statistical divisions plus the Illawarra (Wollongong) and Hunter (Newcastle) Statistical Sub Divisions in NSW, Moreton Statistical Division in Queensland and the Mt Barker and Adelaide Hills council areas in South Australia.

'local access roads' to those roads whose prime role is to provide access to abutting properties and residences. Where councils manage other types of roads, for example councils are responsible for 'Regional Roads'³ in New South Wales, the appropriate term should be used.

THE REPORT

A detailed summary of the results at national level is presented in chapter 2. It shows State spending on roads over the period 1996–97 to 2000–01 together with an analysis of the road system in 2002. The details supporting the results are presented in the following appendixes together with other relevant information. The data presented in the appendixes is as follows:

- Appendix I presents a detailed, 'high level', summary of the survey results showing total figures for Australia and for each jurisdiction aggregated to the level of detail common to all respondents together with a summary of spending by each State analysed according to its road classification system.
- Appendix II presents the full details supplied by each respondent to the BTRE's Survey of State Government Spending on Roads.
- Appendix III gives a summary of Commonwealth Government road funding to State and Territory Governments over the study period.
- Appendix IV presents a time series of State spending on highways and arterial roads based on an annual collection carried out by the National Road Transport Commission (NRTC). The NRTC publishes the results from each collection each year in its annual report but, as far as BTRE is aware, this is the first time they have been published as a time series. Although not covering all roads, they are unique in giving an analysis of road expenditures by type of cost. Care should be taken comparing these expenditure estimates across jurisdictions, as the classification of road expenditure may differ between jurisdictions. For example, State Government expenditure on dedicated 'busways' in Brisbane (over \$600 million in recent years) is not classified as road expenditure in Queensland, yet such expenditure might reasonably be included by other States.
- Appendix V describes the functional road classification system developed by the Commonwealth Bureau of Roads (CBR) and the National Association of Australian State Road Authorities (NAASRA), now commonly known as the NAASRA road classification.
- Appendix VI presents the survey questionnaire, and the instructions to respondents.

³ 'Regional Roads' in NSW are secondary arterial roads connecting smaller centres with each other and with the State Road network. They are managed by local government authorities with the State providing significant funding assistance. Refer to Box II.1 for the RTA Administrative Road Classification System.

CHAPTER 2 RESULTS

The aim of this research project was to produce an analysis of State spending on roads. The study addressed three questions:

- How much are States spending on roads;
- How much is being spent on each class of road; and
- How much is spent on roads in the metropolitan and non-metropolitan areas of each State.

In answering these questions, the study was also designed to produce estimates of State government road assistance to councils. Unless otherwise stated, references to 'spending' include State grants to local government authorities as well as spending by State road authorities. All road expenditure figures exclude private sector spending on, principally, privately operated toll roads. Also, all road expenditure estimates reported here are net of the Goods and Services Tax (GST) cost component on supplies, as the Commonwealth and States receive the full input tax credit for amounts spent on road construction.

This chapter presents an overview of the results of State Government Spending on Roads. Appendix I gives the survey results summarised to the level of detail common to all respondents while the actual responses from States are reproduced in full in appendix II. The road spending estimates presented in this report are based on the raw survey responses provided by the States and Territories. The BTRE has made every effort to ensure the figures are internally consistent and has relied on the State and Territories to ensure the accuracy of the data.

ROAD INFRASTRUCTURE

The first part of the Bureau's survey included questions seeking data about the roads in each State and the systems by which they are classified. This data was sought to provide a framework for tabulating the road expenditure figures and for providing some information about the infrastructure on which money is being spent.

The survey results show that, in 2002:

- State road authorities and councils together managed a road system with a route length totalling 811 thousand kilometres (table 2.1). This does not include roads managed by other agencies in areas such as national parks or State forests.
- State authorities managed 16 per cent of the road system and local government authorities managed the remaining 84 per cent (table 2.2). This is an Australia wide average. For individual States, the proportion of roads managed by the State road authority ranged from 6 per cent in Victoria up to 23 per cent in South Australia. The figures were higher for the territories at 63 per cent and 100 per cent respectively for the Northern Territory and ACT. The variation reflects the fact that each jurisdiction has its own road governance arrangements and its own unique division of responsibilities between the State road authority and councils. Indeed, the government of the Australian Capital Territory carries out both ‘State’ and municipal functions and that territory does not have any local government authorities.
- About 13 per cent (109 thousand kilometres) of roads lie within metropolitan areas, 2 per cent (16 thousand kilometres) in unincorporated areas and 85 per cent (686 thousand kilometres) in the ‘rest of the State’.

The survey results also suggest that the length of roads in each State is not just a function of its area. For example, notwithstanding its greater size, the Northern Territory has only twice the length of roads of Tasmania, while the length of roads in Victoria is slightly greater than in Western Australia (figure 2.1)

Overall, 80 per cent of Australian roads—660 thousand kilometres—lie in four States (New South Wales, Victoria, Queensland and Western Australia) while South Australia accounts for another 12 per cent. The other 7 per cent—55 thousand kilometres—is shared between the Northern Territory, Tasmania and the ACT.

TABLE 2.1 AUSTRALIAN ROAD LENGTH BY LEVEL OF GOVERNMENT AND REGION
(‘000 km)

<i>Region</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
Unincorporated areas	16	..	16
Metropolitan areas	12	97	109
Rest of State	104	582	686
Total	131	679	811

.. not applicable

Note Figures may not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE 2.2 STATE AND COUNCIL ROAD LENGTH BY JURISDICTION

<i>Jurisdiction</i>	<i>State managed roads (‘000 km)</i>	<i>Council managed roads (‘000 km)</i>	<i>Total (‘000 km)</i>	<i>State share^a (per cent)</i>
New South Wales	21	161	182	11
Victoria	10	143	153	6
Queensland ^b	34	145	178	19
South Australia	23	74	97	23
Western Australia	18	129	147	12
Tasmania	3	14	17	19
Northern Territory	22	13	35	63
ACT	3	..	3	100
Total	131	679	811	16

.. not applicable.

a. The share of each State's roads managed by the State road authority.

b. In Queensland, State managed roads include some 14 000km of ‘District Roads’—roads within local government areas that provide links to the major arterial roads. Such roads would generally be managed by councils in other jurisdictions.

Note Figures may not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

FIGURE 2.1 ROAD LENGTH BY STATE AND LEVEL OF GOVERNMENT



Source BTRE Survey of State Government Spending on Roads.

The survey questionnaire also sought information on the length of roads in each State measured in lane-kilometres but some respondents do not hold such

figures and so it was not possible to compile a national summary. Appendix II presents details for those jurisdictions that were able to provide figures.

ROAD SPENDING

Even though State road authorities manage only 16 per cent of Australian roads, measured by route length, they account for a much larger share of the nation's spending on roads. In 1997–98, spending on State managed roads totalled \$3.5 billion, while previously published BTE research shows council spending on roads of \$2.7 billion (BTE 2001, p. 11).

The higher spending per kilometre on State roads is explained by the fact that they include National Highways and other major arterials that, together, carry a relatively high share of road traffic. For example, National Highways comprise 2 per cent of total road route length but carry 14 per cent of vehicle travel (Austroads 2000b, p. 23).

State managed roads are therefore the 'heavy duty' part of the road system; they carry a very large share of all vehicle, passenger and freight movements and, consequently, incur higher construction, maintenance and operational costs.

Details of State spending are summarised below in tables 2.3 to 2.7. Tables 2.3 and 2.5 show time series from 1996–97 to 2000–01, while tables 2.6 and 2.7 give cross tabulations for 2000–01. (Table 2.4 and figure 2.2 show State spending deflated by movements in the GDP price deflator.) Taken together, they show that:

- Over the five years 1996–97 to 2000–01, State spending on roads totalled about \$21.4 billion in current value dollars (table 2.3). States spent \$10.3 billion in metropolitan areas and just over \$11 billion in non-metropolitan areas. The latter figure comprised \$142 million in unincorporated areas and \$10.9 billion in 'rest of the State' areas.
- Annual spending on roads increased from \$3.8 billion in 1996–97 to \$4.6 billion in 2000–01, an increase of just over 5 per cent per annum.
- Analysis by purpose shows that \$18.4 billion was spent on roads managed by State authorities, direct spending on council roads totalled \$1.4 billion, and that grants to councils came to \$1.7 billion (table 2.5 and figure 2.3). The \$1.7 billion in grants was additional to the Commonwealth Financial Assistance Grants identified for roads paid to councils via State governments.
- In 2000–01, New South Wales and Queensland together accounted for over 60 per cent of State spending on roads (\$2.8 billion), and Victoria and Western Australia spent another 30 per cent (\$1.4 billion). The smaller jurisdictions—South Australia, Tasmania, Northern Territory and the ACT—spent \$390 million, or 8 per cent of the total (table 2.6 and figure 2.3).

TABLE 2.3 STATE SPENDING ON ROADS BY REGION

(\$ million)

Region	1996–97	1997–98	1998–99	1999–00	2000–01	Total
Unincorporated areas	31	28	25	28	30	142
Metropolitan areas	1 700	1 906	2 138	2 368	2 206	10 318
Rest of State	2 040	2 162	2 166	2 200	2 362	10 931
Total	3 771	4 096	4 330	4 596	4 598	21 391

Note Figures may not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE 2.4 STATE SPENDING ON ROADS BY REGION AT CONSTANT PRICES^a

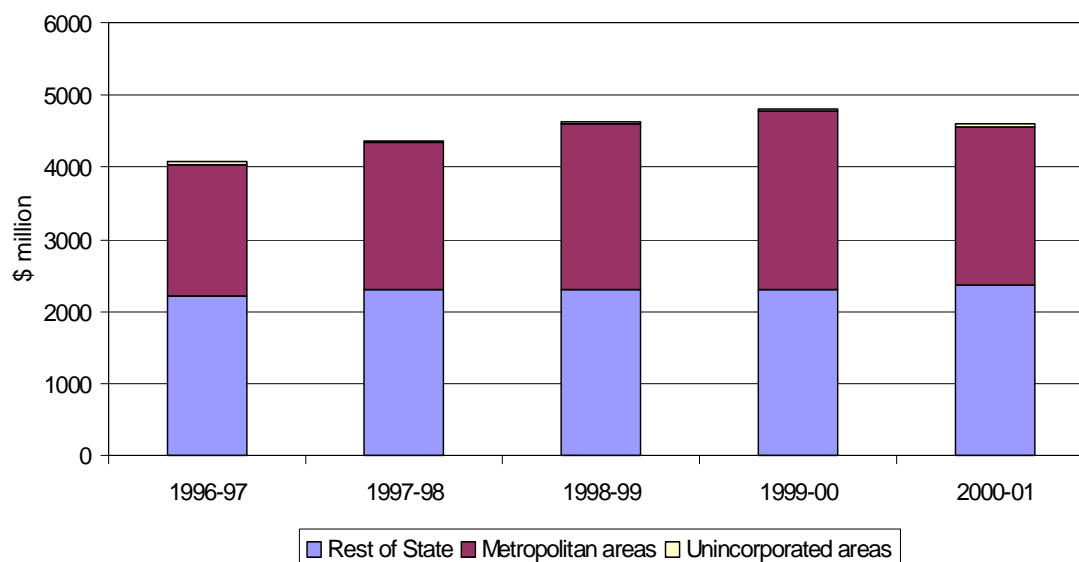
(\$ million at 2000–01 prices)

Region	1996–97	1997–98	1998–99	1999–00	2000–01
Unincorporated areas	33	30	27	29	30
Metropolitan areas	1836	2034	2282	2479	2206
Rest of State	2203	2307	2312	2304	2362
Total	4072	4371	4621	4812	4598

a. State spending at constant prices equal to nominal prices deflated by movements in the GDP chain price index 2000–01 = 100. The introduction of the Goods and Services Tax in June 2000, resulted in a larger than average increase in prices in 2000–01.

Note Figures may not add to totals due to rounding.

Sources BTRE Survey of State Government Spending on Roads and ABS (2002).

FIGURE 2.2 STATE SPENDING ON ROADS BY REGION AT CONSTANT PRICES^a

a. State spending at constant prices equal to nominal prices deflated by movements in the GDP chain price index 2000–01 = 100. The introduction of the Goods and Services Tax in June 2000, resulted in a larger than average increase in prices in 2000–01.

Sources BTRE Survey of State Government Spending on Roads and ABS (2002).

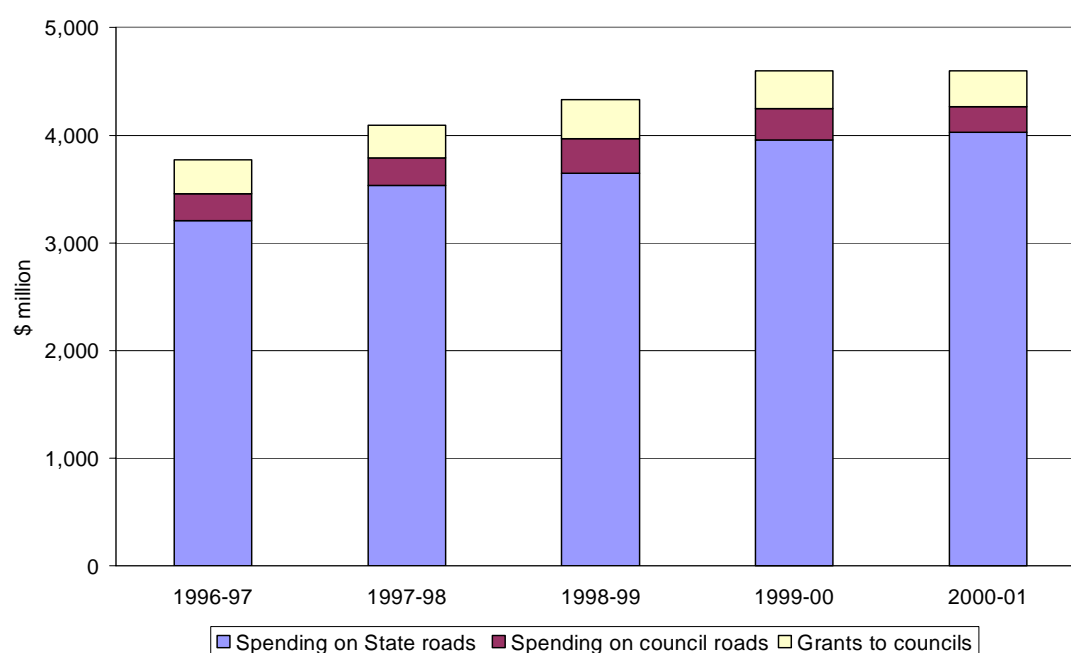
TABLE 2.5 STATE SPENDING ON ROADS BY PURPOSE, 1996–97 TO 2000–01
(\$ million)

<i>Purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>	<i>Total</i>
State roads	3 206	3 535	3 645	3 957	4 028	18 371
Council roads	251	252	323	292	234	1 352
Grants to councils	313	309	362	347	336	1 668
Total	3 771	4 096	4 330	4 596	4 598	21 391

Note Figures may not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

FIGURE 2.3 STATE SPENDING ON ROADS BY PURPOSE, 1996–97 TO 2000–01



Source BTRE Survey of State Government Spending on Roads.

TABLE 2.6 STATE SPENDING ON ROADS BY PURPOSE AND REGION 2000–01
(\$ million)

<i>Region</i>	<i>Spending on State roads</i>	<i>Direct spending on council roads</i>	<i>Grants to councils</i>	<i>Total</i>
Unincorporated areas	30	30
Metropolitan areas	2 019	91	96	2 206
Rest of the State	1 979	143	240	2 362
Total	4 028	234	336	4 598

.. not applicable.

Note Figures may not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE 2.7 STATE SPENDING ON ROADS BY PURPOSE AND JURISDICTION 2000–01
(\$ million)

<i>Jurisdiction</i>	<i>Spending on State roads</i>	<i>Direct spending on council roads</i>	<i>Grants to councils</i>	<i>Total</i>
New South Wales	1 454	19	187	1 660
Victoria	552	130 ^a	22	703
Queensland ^b	1 064	0	63	1 126
South Australia	217	8	1	226
Western Australia	578	78	62	718
Tasmania	66	0	1	66
Northern Territory	78	0	neg	79
ACT ^c	19	0	0	19
Total	4 028	234	336	4 598

neg Less than \$0.5 million.

- a. Most of the State Government spending on Council managed roads occurs on declared Main Roads that are generally managed by Councils but funded by the State Government. VicRoads advised that the total direct spending on council roads comprised direct expenditure of \$56 million on Main Roads and \$4 million on Unclassified (local) roads. A further \$70 million was paid by VicRoads as reimbursements to Councils for spending on declared Main Roads that are managed by Councils. The figures appearing in the table are based on the survey information provided by VicRoads.
- b. In Queensland, State managed roads incorporate some 14 000km of 'District Roads'—roads within local government areas that provide links to the major arterial roads. Such roads would generally be managed by councils in other jurisdictions. In 2000–01, the Queensland Government spent \$290 million on District Roads.
- c. According to the ACT Department of Urban Services, the figures in the table include only spending for road maintenance; the ACT was unable to supply estimates of spending for capital works. Comparisons with other information suggest capital works expenditure in the ACT would be in the order of \$10m per annum.

Note Figures may not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

FIGURE 2.4 SPENDING ON ROADS BY STATE 2000–01



Note In Queensland, State managed roads incorporate some 14 000km of 'District Roads'—roads within local government areas that provide links to the major arterial roads. Such roads would generally be managed by councils in other jurisdictions. In 2000–01, the Queensland Government spent \$290 million on District Roads.

Source BTRE Survey of State Government Spending on Roads.

COMPARISON CAVEATS

All figures presented above are sourced from the BTRE Survey of State Government Spending on Roads, a special, one-off, collection carried out by the BTRE for this study. Because the scope of the BTRE survey and its underlying definitions are, in some ways, unique, care should be taken in comparing the statistics in this report with data from other sources. This does not mean that the figures in this report cannot be used in conjunction with data from other sources but rather that allowances should be made for any differences.

The research results presented in this report show only gross State spending on roads and related infrastructure. This comprises spending on the construction, operation and maintenance of roads and related assets, such as bridges, traffic signs, traffic lights, and ferries.

The figures do not, however, include spending on the various other programmes run by State road authorities. In particular, survey respondents were asked not to count spending on programmes that do not involve infrastructure, such as the operation of driver licence registries, vehicle registries or safety education or advertising programmes. Nor should the figures include depreciation or finance costs.

The figures presented in this chapter are therefore not directly comparable to those previously published by the BTE in Information Sheet 13 (BTE 1999). The

latter were calculated as State spending on all road related programmes less Commonwealth road grants and effectively show net funding for roads provided by States from their own resources.

Nor are the figures directly comparable to the analysis of State road spending published annually by the NRTC. There are at least two points of difference. The NRTC figures include spending on arterial roads⁴ but not on local access roads and, second, they include spending on other programmes plus some finance costs. Nevertheless, the NRTC figures are useful because they give a break down of State road spending by cost item. A previously unpublished time series of the NRTC data is presented in appendix IV.

It should also be appreciated that 'road funding' and 'road spending' are two different concepts. (Although, for the sake of convenience, in this report, State spending on roads generally refers to spending on State and council roads plus funding (grants) paid to councils.) This point is illustrated in table 2.8 where the right hand column totals show the funding provided by each level of government for roadworks while the bottom row totals show their respective spending on roads net of grants paid to other levels of government. The table shows that States spent a total of almost \$3.8 billion on their State and council managed roads in 1997–98 with the work being funded by over \$1.2 billion in Commonwealth grants and \$2.5 billion from States' own resources. States also provided \$309 million in grants to councils so that their overall funding for roads totalled \$2.9 billion.

TABLE 2.8 ROAD SPENDING BY SOURCE OF FUNDS 1997–98
(\$ million)

Source of funds	Government spending (net of grants)			
	Commonwealth ^a	States	Councils	Total funding
Commonwealth	0	1 242	370	1 612
States	0	2 545	309	2 854
Councils	0	0	2 034	2 034
Total spending (net of grants)	0	3 787 ^b	2 713	6 500

a. The only direct spending on roads by the Commonwealth is by the National Capital Authority in the Australian Capital Territory and by the Commonwealth in Jervis Bay Territory.

b. Comprises spending on State roads plus direct spending on council roads, but not grants paid to councils.

Source BTRE Survey of State Government Spending on Roads, BTE (2001, p. 11, tables 2.4 and III.1).

Over the five years covered by this study, table 2.9 shows that the Commonwealth provided at least \$5.9 billion (28 per cent) of the \$21.4 billion

⁴ The NRTC reported estimate of arterial road expenditure includes expenditure on declared arterial roads that are managed by councils, that is counted as part of expenditure on council managed roads in this report.

spent on roads by States. Appendix III contains a more detailed analysis of Commonwealth grants to States and local government authorities.

TABLE 2.9 STATE ROAD SPENDING BY SOURCE OF FUNDS

(\$ million)						
Item	1996–97	1997–98	1998–99	1999–00	2000–01	Total
Commonwealth funding	1 221	1 242	1 308	1 261	873 ^a	5 905
State funding	2 550	2 854	3 022	3 335	3 725	15 486
Total State spending	3 771	4 096	4 330	4 596	4 598	21 391

a. In 2000–01, Commonwealth payments to States of Financial Assistance Grants identified for roads were subsumed into GST payments and are no longer shown as a separate road programme in Commonwealth accounts.

Source BTRE Survey of State Government Spending on Roads, table III.1.

Care should be taken in making comparisons between States, particularly if this involves ranking them or judging them on the assistance they provide to local government authorities. If such comparisons are to be made, they should, at the very least, also take account of the overall division of road responsibilities between State and local government, any direct State spending on council roads, and amounts of assistance provided to local government authorities that is ‘untied’ (i.e. not required to be spend on roads, but allowing councils to use it in that manner if they wish).

All three affect council road spending but public attention tends to focus on State road grants because they generate financial transactions documented in annual reports and official statistics. Direct State spending, on the other hand, does not show up explicitly in official local government statistics and consequently has a lower public profile even though it totalled \$1.4 billion over the five years covered by this study (table 2.5).

Likewise, governance arrangements are significant insofar as they involve the division of responsibilities for roads and road related services between State and local authorities. The two are not the same; States and councils sometimes provide services for roads managed by the other level of government. For example, councils in New South Wales are responsible for maintaining the verges of State roads, and the Tasmanian government pays the costs of certain bridges on council roads. Both arrangements ‘transfer’ costs from one level of government to another but in a way not immediately apparent from financial accounts⁵.

⁵ Other road associated costs include traffic lights, road signs, street lighting, traffic control items, railway level crossings, bicycle lanes, and roadside parking (Austroads 1998).

ASSISTANCE TO COUNCILS

As noted in chapter 1, this report was commissioned to provide information about State spending on council roads. This section therefore presents a summary of the road assistance received by councils from each State government in 2000–01. The figures include the financial grants paid to councils and the value of any work carried out on council roads by State road authorities.

Figures are also presented showing the share of the road system managed by councils in each State—as measured by route kilometres—together with any other information on road governance volunteered by respondents to the Bureau’s survey.

New South Wales

New South Wales councils manage 143 thousand route kilometres of Local Roads and 18 thousand kilometres of Regional Roads⁶, a total of 161 thousand kilometres or 90 per cent of the State total. State road assistance to councils in 2000–01 totalled \$206 million made up of \$187 million in grants plus \$19 million direct State spending on council roads. Analysis of the assistance shows that \$129 million was for Regional Roads, \$31 million for Local Roads, and the rest comprised non-separable assistance for two or more types of road. The State also pays for certain bridges and ferries on council roads and for most traffic lights in the State. On the other hand, councils are responsible for some works along the verges of State roads including footpaths and vegetation control.

Victoria

Victoria’s road system includes some 153 thousand route kilometres of which 143 thousand or 94 per cent are managed by councils, including 131 thousand kilometres of Unclassified (local) roads and 13 thousand kilometres of declared Main roads. In recent years, management responsibility for some Main Roads has been transferred to VicRoads. In 2000–01, State funding for council roads totalled \$152 million made up of \$26 million for unclassified local roads and \$126 million for declared Main roads, including some roads directly managed by VicRoads.

Queensland

The Queensland Government manages 19 per cent of its road system length, a higher proportion than any other State except South Australia. (State managed

⁶ See Box II.1 for a description of the administrative road classification used in New South Wales.

roads include approximately 14 000 kilometres of ‘District Roads’—roads that would generally be managed by local councils in other jurisdictions.) This leaves councils to manage 145 thousand kilometres of roads, all of which are local roads. The State does not carry out any direct works on council managed roads but rather provides substantial financial grants. In 2000–01, these totalled \$63 million: \$35 million paid through the Transport Infrastructure Development Scheme (TIDS) and \$27 million in Roads and Drainage Grants. The State also meets the costs of maintaining the roadside verges of State roads.

South Australia

The South Australian road system measures 97 thousand kilometres of which the State manages 23 per cent leaving 74 thousand kilometres to councils. The 23 thousand kilometres of State managed roads includes 12 thousand kilometres in unincorporated areas. (Approximately 10 thousand kilometres of road in unincorporated areas are classified as local roads, which would generally be managed by councils in other jurisdictions.) State assistance to councils in 2000–01 totalled \$9 million, comprising \$8.2 million in direct expenditure (for ferry operations and certain upgrading works) and \$0.8 million in grants.

Western Australia

Western Australia has 147 thousand kilometres of roads of which 129 thousand (88 per cent) are managed by councils. All council managed roads are described as ‘unclassified’ roads although some of them are arterial in nature. In 2000–01, the State spent \$78 million carrying out works on council managed roads and made grants to them totalling \$62 million.

Tasmania

Tasmania has 17 thousand kilometres of roads of which councils manage 14 thousand kilometres (81 per cent) and the State three (3) thousand kilometres (19 per cent). (State managed roads include approximately 1150 kilometres of ‘Other access roads’ whose primary function is to provide access to properties. Such roads are generally managed by local councils in other jurisdictions.) Most State managed roads are in non-metropolitan areas and only a small proportion, about 5 per cent, lie within Hobart or Launceston. The State pays grants to councils for maintenance on roads that link State roads or perform the function of a State road. In 2000–01, grants totalled \$0.55 million. The State is also responsible for maintaining certain bridges on council managed roads. The sections of roads where the bridges are located are classified as State roads and the cost of their maintenance is counted as spending on State roads.

APPENDIX I SUMMARY OF SURVEY RETURNS

Because each jurisdiction has its own system of classifying roads and road data, it was not possible to summarise the fine detail of the information provided by respondents to the BTRE's Survey of State Spending on roads. This appendix therefore presents a 'high level' summary of the survey results showing total figures for Australia and for each jurisdiction summarised to the greatest level of detail common to all respondents. Further information is given in appendix II where the full details provided by each respondent are presented.

The information presented here comprises summaries showing:

- The length of roads managed by the State and councils in each jurisdiction.
- Total Australian spending on roads by State governments.
- Spending on roads by each government. For each jurisdiction there is an analysis of expenditure by region and purpose for 1996–97 to 2000–01 and a breakdown of spending by type of road for 2000–01.
- Special purpose road programmes.
- Details of unincorporated areas (areas without local government authorities where the State is responsible for municipal services, including roads).

ROAD LENGTH

The survey responses show that States and local government authorities together managed 811 thousand route kilometres of roads in 2002: 109 thousand kilometres in metropolitan areas, 16 thousand in unincorporated areas, and 686 thousand kilometres in the areas in the 'rest of the State' (table I.1). States managed 131 thousand kilometres and councils 679 thousand. These figures do not count any public roads managed directly by national park or forestry authorities.

TABLE I.1 LENGTH OF STATE AND COUNCIL ROADS BY JURISDICTION 2002
(route km)

<i>State/Region</i>	<i>State roads</i>	<i>Council roads</i>	<i>Total</i>
<i>New South Wales</i>			
Unincorporated	3 563	..	3 563
Metropolitan	2 819	22 993	25 812
Rest of State	14 160	138 223	152 383
Total	20 542	161 216	181 758
<i>Victoria</i>			
Unincorporated	60	..	60
Metropolitan	1 009	29 338	30 347
Rest of State	8 519	114 068	122 587
Total	9 588	143 406	152 994
<i>Queensland^a</i>			
Metropolitan	3 136	22 645	25 781
Rest of State	30 432	121 861	152 292
Total	33 567	144 505	178 073
<i>South Australia^a</i>			
Unincorporated	12 269	..	12 269
Metropolitan	1 351	7 186	8 537
Rest of State	9 023	66 907	75 930
Total	22 643	74 093	96 736
<i>Western Australia</i>			
Unincorporated	na	..	na
Metropolitan	714	11 329	12 043
Rest of State	16 818	117 907	134 725
Total	17 532	129 236	146 768
<i>Tasmania</i>			
Metropolitan	na ^b	2 345 ^c	2 345
Rest of State	3 295	11 698	14 993
Total	3 295	14 043	17 338
<i>Northern Territory</i>			
Unincorporated ^d	na	..	na
Metropolitan	458	1 279	1 737
Rest of State	21 116	11 651	32 767
Total	21 574	12 930	34 504
<i>Australian Capital Territory</i>			
Metropolitan	2 313	..	2 313
Rest of State	286	..	286
Total	2 599	..	2 599

TABLE I.1 LENGTH OF STATE AND COUNCIL ROADS BY JURISDICTION 2002
(CONTINUED)

	(route km)		
State/Region	State roads	Council roads	Total
All States/Territories			
Unincorporated	15 892	..	15 892
Metropolitan	11 800	97 115	108 915
Rest of State	103 648	582 315	685 963
Total	131 340	679 429	810 769

na not available.

.. not applicable.

a. In Queensland, State managed roads incorporate some 14 000km of 'District Roads'—roads within local government areas that provide links to the major arterial roads and in South Australia the State Government manages approximately 10 000km of 'Local Roads'. Such roads would generally be managed by councils in other jurisdictions.

b. State roads counted in rest of State figure but about 5 per cent actually lie in metropolitan area.

c. Roads managed by councils that lie at least partly in Greater Hobart Statistical Division.

d. Roads in unincorporated areas in the NT are counted in the rest of state figure.

Source BTRE Survey of State Government Spending on Roads.

SPENDING ON ROADS

The following tables give details of spending on roads by State governments analysed by 'region' and 'purpose'. All figures are in current dollar values (that is, they are not adjusted for inflation).

The regional analyses show the amounts spent in the metropolitan areas of each State, in unincorporated areas, and in 'the rest of the State'. Metropolitan areas comprised capital city statistical divisions plus certain adjacent areas: the Wollongong (Illawarra) and Newcastle (Hunter) Statistical Subdivisions in NSW, Moreton Statistical Division in Queensland, and the Mt Barker and Adelaide Hills council areas in South Australia.

The analysis by purpose shows the amounts spent by States on their own roads, the value of any direct State spending on council managed roads, and the value of any road grants or similar financial assistance given by States to local government authorities. In compiling the figures, the respondent States were asked not to count spending on non-infrastructure programmes, such as safety education and vehicle registries, or Commonwealth grants paid to councils via States (see appendix III).

TABLE I.2 STATE SPENDING ON ROADS BY REGION AND PURPOSE

(\$ million)

<i>Region/Purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>	<i>Total</i>
<i>Unincorporated areas</i>	31	28	25	28	30	142
<i>Metropolitan areas</i>						
State roads	1 476	1 687	1 867	2 113	2 019	9 161
Council roads	117	120	154	137	91	619
Grants to councils	107	100	117	118	96	539
Total	1 700	1 906	2 138	2 368	2 206	10 318
<i>Rest of State</i>						
State roads	1 699	1 820	1 753	1 816	1 979	9 068
Council roads	135	132	168	155	143	733
Grants to councils	206	210	245	229	240	1 130
Total	2 040	2 162	2 166	2 200	2 362	10 931
<i>Australia</i>						
State roads	3 206	3 535	3 645	3 957	4 028	18 371
Council roads	251	252	323	292	234	1 352
Grants to councils	313	309	362	347	336	1 668
Total	3 771	4 096	4 330	4 596	4 598	21 391

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.3 STATE SPENDING ON ROADS BY PURPOSE AND JURISDICTION
(\$ million)

<i>Purpose/State</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>	<i>Total</i>
<i>State managed roads</i>						
NSW	1 141	1 270	1 300	1 424	1 454	6 589
Victoria	362	545	377	444	552	2 279
Queensland ^a	881	906	1 130	1 161	1 064	5 141
South Australia	244	254	205	234	217	1 155
Western Australia	402	400	462	519	578	2 361
Tasmania	76	67	69	72	66	351
NT	67	73	83	78	78	380
ACT ^b	33	20	20	25	19	116
Total	3 206	3 535	3 645	3 957	4 028	18 371
<i>Council managed roads</i>						
NSW	44	30	28	36	19	156
Victoria	115	126	167	147	130	684
Queensland ^a	0	0	0	0	0	0
South Australia	5	6	6	8	8	33
Western Australia	88	89	123	102	78	479
Tasmania	0	0	0	0	0	0
NT	0	0	0	0	0	0
ACT	0	0	0	0	0	0
Total	251	252	323	292	234	1 352
<i>Grants to councils</i>						
NSW	188	171	208	186	187	940
Victoria	9	18	16	11	22	76
Queensland ^a	66	73	86	89	63	375
South Australia	1	1	1	1	1	4
Western Australia	48	46	51	60	62	268
Tasmania	2	neg	neg	neg	1	3
NT	1	neg	neg	neg	neg	2
ACT	0	0	0	0	0	0
Total	313	309	362	347	336	1 668
<i>Total</i>						
NSW	1 372	1 471	1 536	1 645	1 660	7 686
Victoria	486	689	560	602	703	3 039
Queensland ^a	946	979	1 216	1 249	1 126	5 516
South Australia	249	261	212	242	226	1 191
Western Australia	539	536	635	681	718	3 108
Tasmania	78	67	70	73	66	354
NT	68	73	83	79	79	381
ACT ^b	33	20	20	25	19	116
Total	3 771	4 096	4 330	4 596	4 598	21 391

neg Less than \$0.5 million.

a. In Queensland, State managed roads incorporate some 14 000km of 'District Roads'—roads within local government areas that provide links to the major arterial roads. Such roads would generally be managed by councils in other jurisdictions. In 2000–01, the Queensland Government spent \$290 million on District Roads.

b. The figures in the table only include spending for road maintenance. (Refer to table II.43 for further details).

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.4 NSW SPENDING ON ROADS BY REGION AND PURPOSE

(\$ million)					
<i>Region/purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Unincorporated areas</i>	14	12	8	8	13
<i>Metropolitan area</i>					
State roads	505	581	676	795	744
Council roads	35	26	19	24	10
Grants to councils	58	52	59	55	50
Total	598	659	754	874	805
<i>Rest of the State</i>					
State roads	622	676	616	621	697
Council roads	9	5	9	12	9
Grants to councils	130	119	149	131	137
Total	761	800	774	763	842
<i>Total</i>					
State roads	1 141	1 270	1 300	1 424	1 454
Council roads	44	30	28	36	19
Grants to councils	188	171	208	186	187
Total	1 372	1 471	1 536	1 645	1 660

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.5 NSW SPENDING ON ROADS BY ROAD CLASS 2000–01

(\$ million)				
<i>Road class</i>	<i>State roads</i>	<i>Council roads</i>	<i>Grants to councils</i>	<i>Total</i>
National Highways	207	0	0	207
State Roads	1 137	0	0	1 137
Regional Roads	2	8	121	132
Local Roads	3	2	29	34
Regional and Local Roads ns	0	8	25	33
All Roads ns	105	0	12	118
Total	1 454	19	187	1 660

ns not separable.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.6 VICTORIAN SPENDING ON ROADS BY REGION AND PURPOSE

	(\$ million)				
<i>Region/purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Unincorporated areas</i>	0.10	0.10	0.10	0.10	0.10
<i>Metropolitan area</i>					
State roads	191	320	141	203	288
Council roads	60	65	91	73	56
Grants to councils	2	2	1	2	3
Total	253	386	233	278	347
<i>Rest of the State</i>					
State roads	171	225	237	241	264
Council roads	55	61	75	74	73
Grants to councils	7	17	15	9	19
Total	233	302	327	324	357
<i>Total</i>					
State roads	362	545	377	444	552
Council roads	115	126	167	147	130
Grants to councils	9	18	16	11	22
Total	486	689	560	602	703

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.7 VICTORIAN SPENDING ON ROADS BY ROAD CLASS 2000–01

	(\$ million)			
<i>Road class</i>	<i>State roads</i>	<i>Council roads</i>	<i>Grants to councils</i>	<i>Total</i>
National Highways	64	0	0	64
State urban arterial roads	487	0	0	487
Main roads	0	126	0	126
Unclassified (Local) roads	0	4	22	26
Total	552	130	22	703

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.8 QUEENSLAND SPENDING ON ROADS BY REGION AND PURPOSE

(\$ million)

<i>Region/purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
State roads	425	421	608	665	523
Council roads	0	0	0	0	0
Grants to councils	27	29	40	44	24
Total	452	451	648	709	547
<i>Rest of the State</i>					
State roads	456	485	522	496	541
Council roads	0	0	0	0	0
Grants to councils	39	43	46	45	39
Total	494	528	568	540	579
<i>Total</i>					
State roads	881	906	1 130	1 161	1 064
Council roads	0	0	0	0	0
Grants to councils	66	73	86	89	63
Total	946	979	1 216	1 249	1 126

Note In Queensland, State managed roads incorporate some 14 000km of 'District Roads'—roads within local government areas that provide links to the major arterial roads. Such roads would generally be managed by councils in other jurisdictions. In 2000–01, the Queensland Government spent \$290 million on District Roads.

Significantly increased expenditures from 1998–99 reflect the peak construction timeframe for the \$951 million Pacific Motorway project, which was funded from special budget allocations.

State Government expenditure on dedicated 'busways' in Brisbane (more than \$600 million over this period) is not classified as road expenditure in Queensland and is therefore not included here.

Further, the State Government assistance package for the Brisbane Transport Plan was more than \$109 million, including land valued at \$43.9 million transferred to Brisbane City Council by the department of Main Roads for the Inner City Bypass, and an additional special \$30 million contribution provided by Queensland Transport over two years from 1998–99—neither sum being reflected in the above table.

Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.9 QUEENSLAND SPENDING ON ROADS BY ROAD CLASS 2000–01

(\$ million)

<i>Road class</i>	<i>State roads</i>	<i>Council roads</i>	<i>Grants to councils</i>	<i>Total</i>
National Highways	236	0	0	236
State Strategic Roads	314	0	0	314
Regional Roads	224	0	0	224
District Roads	290	0	0	290
Local government roads	0	0	63	63
Total	1 064	0	63	1 126

Note In Queensland, State managed roads incorporate some 14 000km of 'District Roads'—roads within local government areas that provide links to the major arterial roads. Such roads would generally be managed by councils in other jurisdictions.

Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.10 SOUTH AUSTRALIAN SPENDING ON ROADS BY REGION AND PURPOSE
(\$ million)

<i>Region/purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Unincorporated areas</i>	16.1	15.4	13.8	16.7	14.9
<i>Metropolitan area</i>					
State roads	133.9	132.6	122.2	131.3	123.7
Council roads	2.4	2.6	2.9	3.2	2.8
Grants to councils	0.3	0.3	0.3	0.3	0.4
Total	136.6	135.5	125.4	134.8	126.9
<i>Rest of the State</i>					
State roads	93.7	106.4	68.9	86.0	78.8
Council roads	2.2	3.6	3.0	4.5	5.3
Grants to councils	0.4	0.4	0.4	0.3	0.4
Total	96.4	110.4	72.3	90.8	84.6
<i>Total</i>					
State roads	243.7	254.4	204.9	234.1	217.4
Council roads	4.6	6.2	5.9	7.7	8.2
Grants to councils	0.8	0.8	0.7	0.6	0.8
Total	249.1	261.3	211.6	242.4	226.4

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.11 SOUTH AUSTRALIAN SPENDING ON ROADS BY ROAD CLASS 2000–01
(\$ million)

<i>Road class</i>	<i>State roads</i>	<i>Council roads</i>	<i>Grants to councils</i>	<i>Total</i>
National Highways	44.7	0.0	0.0	44.7
Urban Arterials	105.5	0.0	0.0	105.5
Rural Arterials	52.3	0.0	0.0	52.3
Urban local roads	0.0	0.0	0.4	0.4
Rural Local Roads	14.9	8.2	0.4	23.5
Total	217.4	8.2	0.8	226.4

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.12 WESTERN AUSTRALIAN SPENDING ON ROADS BY REGION AND PURPOSE

(\$ million)					
<i>Region/purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Unincorporated areas</i>	0.7	0.4	3.4	2.4	2.1
<i>Metropolitan area</i>					
State roads	175	201	288	282	309
Council roads	20	26	41	37	22
Grants to councils	19	16	17	16	18
Total	213	243	346	335	349
<i>Rest of the State</i>					
State roads	227	199	170	234	267
Council roads	69	63	81	65	56
Grants to councils	29	31	34	44	44
Total	325	293	285	343	367
<i>Total</i>					
State roads	402	400	462	519	578
Council roads	88	89	123	102	78
Grants to councils	48	46	51	60	62
Total	539	536	635	681	718

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.13 WESTERN AUSTRALIAN SPENDING ON ROADS BY ROAD CLASS 2000–01

(\$ million)				
<i>Road class</i>	<i>State roads</i>	<i>Council roads</i>	<i>Grants to councils</i>	<i>Total</i>
Highways	527	0	0	527
Main Roads	49	0	0	49
Unclassified Roads	2	78	62	143
Total	578	78	62	718

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.14 TASMANIAN SPENDING ON ROADS BY REGION AND PURPOSE

(\$ million)					
<i>Region/purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
State roads ^a	0.00	0.00	0.00	0.00	0.00
Council roads	0.00	0.00	0.00	0.00	0.00
Grants to councils	1.58	0.12	0.11	0.15	0.47
Total	1.58	0.12	0.11	0.15	0.47
<i>Rest of the State</i>					
State roads	76.34	67.16	69.46	72.35	65.50
Council roads	0.00	0.00	0.00	0.00	0.00
Grants to councils	0.15	0.11	0.17	0.20	0.08
Total	76.49	67.27	69.63	72.55	65.58
<i>Total</i>					
State roads	76.34	67.16	69.46	72.35	65.50
Council roads	0.00	0.00	0.00	0.00	0.00
Grants to councils	1.73	0.23	0.28	0.35	0.55
Total	78.07	67.39	69.74	72.70	66.05

a. All spending on State roads has been allocated to the 'rest of the State' area but, in fact, a small proportion of these roads lie in the Hobart and Launceston urban areas.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.15 TASMANIAN SPENDING ON ROADS BY ROAD CLASS 2000–01

(\$ million)				
<i>Road class</i>	<i>Non-urban State roads</i>	<i>Urban State roads</i>	<i>Grants to councils</i>	<i>Total</i>
Trunk Roads	33.85	0.47	0.00	34.32
Regional Freight Roads	4.07	0.00	0.00	4.07
Regional Access Roads	6.09	0.00	0.00	6.09
Feeder Access Roads	8.89	0.00	0.00	8.89
Other Access Roads	12.60	0.00	0.08	12.68
Total	65.50	0.47	0.08	66.05

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.16 NORTHERN TERRITORY SPENDING ON ROADS BY REGION AND PURPOSE

(\$ million)					
<i>Region/purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
State roads	12.92	13.72	13.72	16.24	13.62
Council roads	0.00	0.00	0.00	0.00	0.00
Grants to councils	0.17	0.08	0.09	0.07	0.06
Total	13.08	13.80	13.81	16.31	13.69
<i>Rest of the State</i>					
State roads	54.09	59.42	69.06	62.05	64.70
Council roads	0.00	0.00	0.00	0.00	0.00
Grants to councils	0.38	0.18	0.01	0.28	0.23
Total	54.47	59.61	69.08	62.33	64.93
<i>Total</i>					
State roads	67.01	73.14	82.78	78.29	78.33
Council roads	0.00	0.00	0.00	0.00	0.00
Grants to councils	0.55	0.26	0.10	0.35	0.29
Total	67.56	73.41	82.88	78.63	78.62

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.17 NORTHERN TERRITORY SPENDING ON ROADS BY ROAD CLASS 2000–01

(\$ million)				
<i>Road class</i>	<i>State roads</i>	<i>Council roads</i>	<i>Grants to councils</i>	<i>Total</i>
Class 1 Rural National Highway	25.75	0.00	0.00	25.75
Class 3 Rural State Arterial	16.19	0.00	0.00	16.19
Class 4, 5, 7, 8, and 9	26.39	0.00	0.23	26.62
Class 6 Urban Primary Arterial	10.00	0.00	0.06	10.06
Total	78.33	0.00	0.29	78.62

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE I.18 ACT SPENDING ON ROADS BY REGION^a

(\$ million)					
<i>Region</i>	1996–97	1997–98	1998–99	1999–00	2000–01
Metropolitan area	32.70	17.81	17.52	19.86	17.90
Rest of the State	0.04	1.96	2.18	4.88	1.45
Total	32.74	19.77	19.70	24.74	19.35

a. According to the ACT Department of Urban Services, the figures in the table include only spending for road maintenance; the ACT was unable to supply estimates of spending for capital works. Comparisons with other information suggest capital works expenditure in the ACT would be in the order of \$10m per annum.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads and ACT Department of Urban Services (pers. comm. May 2003).

For an analysis of ACT spending by type of road, see table II.43 in appendix II.

SPECIAL PURPOSE PROGRAMMES

Only three States reported operating special purpose road programmes.

- Western Australia operates a ‘Remote Access Roads ‘ programme to provide transport links to remote communities for which expenditures totalled \$3.05 million in 1999–00 and \$4.85 million in 2000–01.
- South Australia operates a Tourist Roads Grant Programme designed to assist local government authorities to upgrade tourist roads and improve access to major tourist attractions across the State. Outlays totalled \$0.5 million in 1999–00 and \$0.57 million in 2000–01.
- In Queensland, subsidies are provided to local governments (generally on a dollar-for-dollar basis) by the Queensland Department of Main Roads under the Transport Infrastructure Development Scheme (TIDS). Local road projects are selected on the basis of their contribution to (i) improved safety and performance of the overall road system; (ii) to address demands on local road networks; and/or (iii) to assist/manage local government employment impacts in small rural and remote shires which depend on Main Roads works for their future viability. Within the average annual TIDS allocation of \$36 million (excluding special initiatives) over this reporting period, approximately \$10 million per annum is quarantined (on a rolling basis) to improve access to and the quality of life within Aboriginal and Torres Strait Islander (ATSI) Communities—payments totalled \$8.97 million in 1999–00 and \$8.96 million in 2000–01. The Queensland Department of Main Roads also quarantines \$3 million each year for expenditure on bus set-downs, bikeways and school crossing improvements under the Safe School Travel initiative.

These expenditures are included in the State summary tables above.

UNINCORPORATED AREAS

The survey results show that unincorporated areas exist in five of Australia's eight jurisdictions although they are of significant size in only three: New South Wales, South Australia and the Northern Territory (see figures I.1, I.2 and I.3).

In 2000–01, Governments in New South Wales and South Australia together spent a total of \$28 million on the 16 thousand kilometres of roads in their unincorporated areas. At least part of this expenditure, however, would still remain a State responsibility even if local government authorities were established. For example, of the \$13 million spent by NSW, about \$8 million went on State Roads for which the State is responsible in all areas.

Similar statistics are not available for the Northern Territory although it is obvious from figure I.3 that unincorporated areas account for a very large proportion of its total area. Rather, road length and expenditure data for the Territory are included in the 'rest of the state' figures in appendix II.

Unincorporated areas also exist in Victoria and Western Australia but, in both cases, they account for only a trivial proportion of the State's roads and road expenditure. They comprise French Island in Victoria and Kings Park and Rottnest Island in Western Australia.

TABLE I.19 UNINCORPORATED AREAS

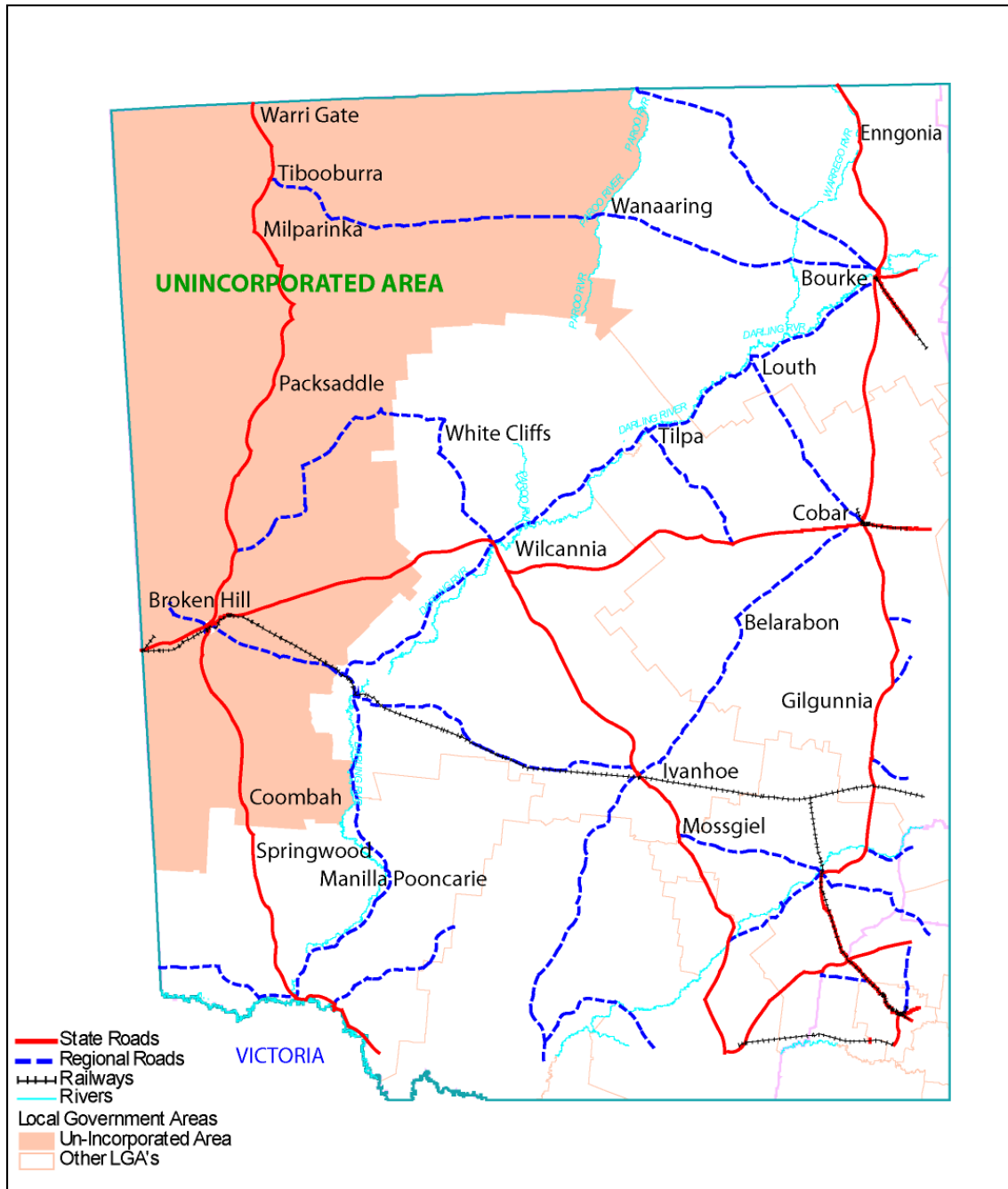
<i>State</i>	<i>Details</i>	<i>Population (persons)</i>	<i>Road length (km)</i>	<i>Road Spending 2000–01 (\$m)</i>
NSW	Far West Unincorporated Area	1 078	3 563	13.1
Victoria	French Island	70	60	0.1
SA	Outback Areas of South Australia	13 000	12 270	14.9
WA	Rottnest Island and Kings Park Perth	na	na	na
NT	Account for a large proportion of NT land area.	na	na	na

na not available.

Note There are no unincorporated areas in Queensland, Tasmania or the ACT. For further details about the unincorporated areas, see Appendix II.

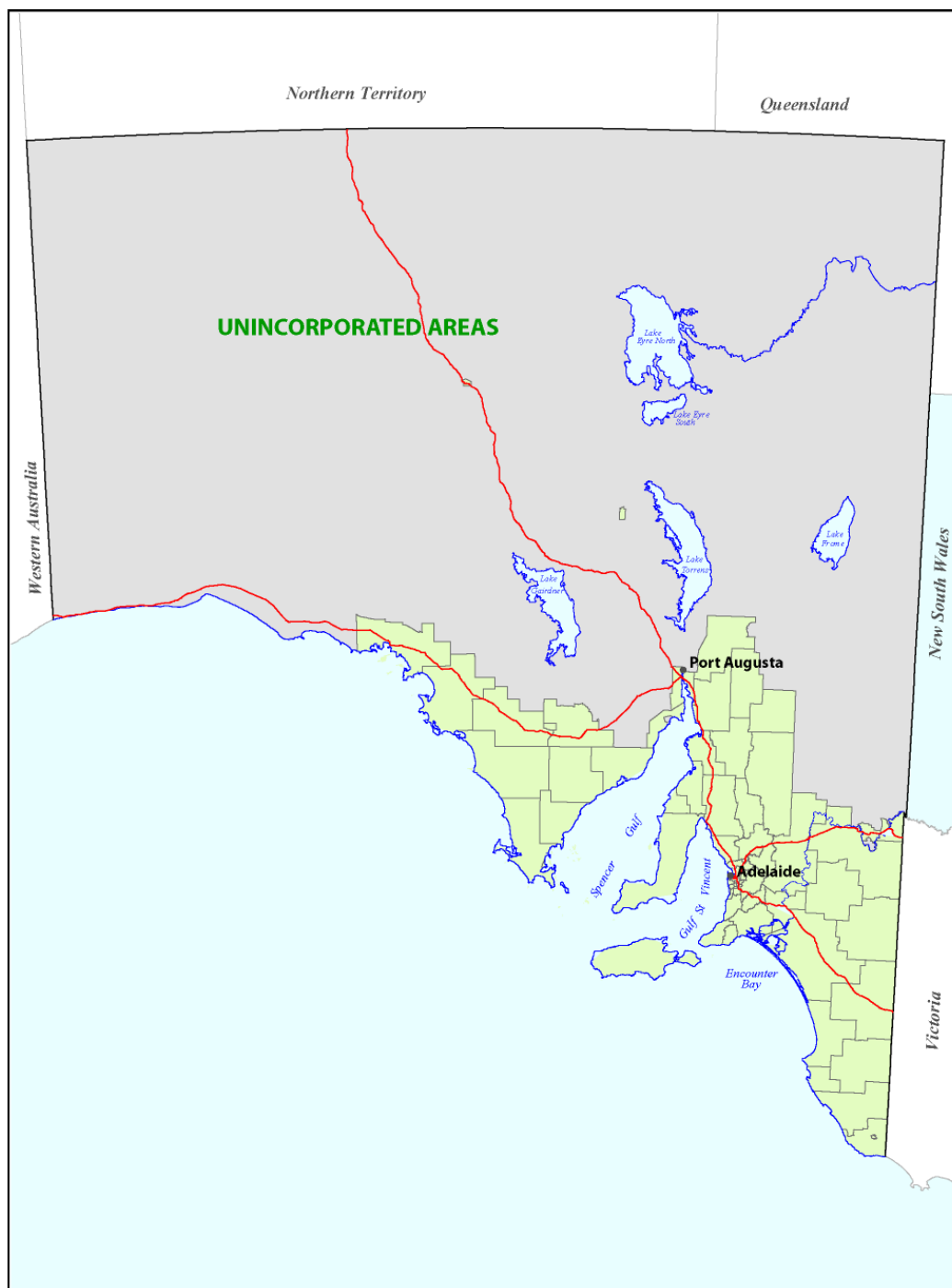
Source BTRE Survey of State Government Spending on Roads.

FIGURE I.1 UNINCORPORATED AREAS IN NEW SOUTH WALES



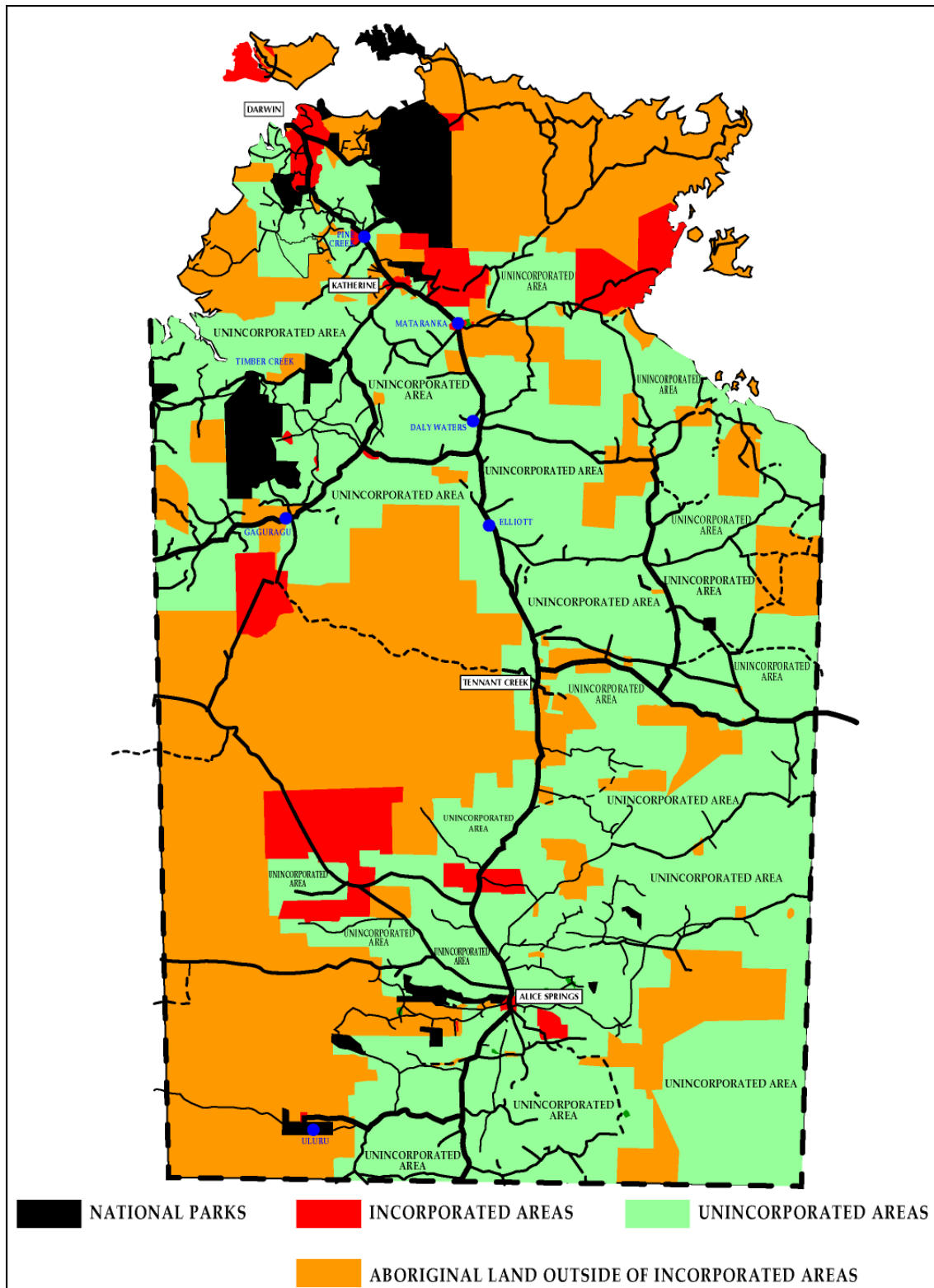
Source Roads and Traffic Authority

FIGURE I.2 UNINCORPORATED AREAS IN SOUTH AUSTRALIA



Source Transport SA

FIGURE I.3 UNINCORPORATED AREAS IN NORTHERN TERRITORY



Source Department of Infrastructure, Planning and Environment

APPENDIX II INDIVIDUAL RETURNS FROM JURISDICTIONS

This appendix presents the detailed information collected by the BTRE through the Survey of State Government Spending on Roads. The information is presented here in detail because each jurisdiction has its own unique arrangement of roads governance so that much information is lost in any summary. The appendix also presents a small amount of data from other sources.

NEW SOUTH WALES

Question 1 Road Classification System (NSW)

In NSW, the *Roads Act 1993 (NSW)* provides for roads to be classified as Freeways, Controlled Access Roads, Tollways, State Highways, Main Roads, Secondary Roads, Tourist Roads, Transitways and State Works. It also empowers the Roads and Traffic Authority (RTA) to exercise broad authority over some, or all, aspects of legally classified roads and to give financial assistance to councils.

To simplify administration of the various road classes, the RTA groups roads into a three tier administrative classification system as a framework for its management and funding decisions and operations. Each road is identified according to its primary function as a State Road, a Regional Road or a Local Road. Descriptions are given in box II.1. A concordance between the legal classification under the *Roads Act* and the administrative system is given in table II.1.

For this study, the RTA also provided data on National Highways, effectively treating them as a fourth type of road. In reality, however, they are specific State Roads declared by the Federal Minister for Transport as eligible, under present arrangements, for Commonwealth funding.

The RTA manages all State roads, all roads in the Far West Unincorporated Area (including Regional and Local Roads), and certain bridges and ferries on council roads. (The latter are known as 'State Assets'.)

Councils manage Regional Roads and Local Roads with the former being eligible to receive State funding assistance. Councils are also responsible for providing some works and services on State roads, such as footpaths, service roads and control of vegetation along verges.

The NAASRA system is not generally used for any funding or management purposes in NSW. Table II.2 provides a general indication of the alignment between the NAASRA classifications and the Administrative Classification System.

BOX II.1 RTA ADMINISTRATIVE ROAD CLASSIFICATION SYSTEM

State Roads comprise the major arterial roads in the State and some special purpose roads of State significance. They include the major roads within Sydney, Newcastle and Wollongong, the major routes between country centres and the major routes linking New South Wales to other States. State roads are managed by the RTA and, except for National Highways, funded by the State Government.

National Highways are State Roads that have been identified by the Federal Government as the principal arterials linking state capital cities. They are managed by the RTA but funded by the Federal Government.

Regional Roads are secondary arterial roads connecting smaller centres with each other and with the State Road network. They are managed by local government authorities with the State providing significant funding assistance.

Local Roads comprise all other council managed roads, that is, those that are not State Roads or Regional Roads. Councils manage Local Roads with the works being funded from their own resources, Federal sources and minor assistance from the State.

State Assets comprise certain bridges and ferries on Regional and Local roads. They are funded by the State and managed by the RTA.

Source BTRE Survey of State Government Spending on Roads.

Question 2 Unincorporated Areas (NSW)

New South Wales has two main unincorporated areas: the Far West Unincorporated Area and Lord Howe Island.

The Far West Unincorporated Area covers 92 856 square kilometres and its 1996 population totalled 1 078. It is a dry, generally flat, region and the major land use activities are grazing, mining and national parks. The local government area of Broken Hill is completely surrounded by the Unincorporated Area.

The RTA manages all roads regularly used by the public in the Far West Unincorporated Area.

Lord Howe Island is located off-shore on approximately the same latitude as Port Macquarie (NSW). With an area of 16.6 square kilometres, its 1996 population totalled 287 people.

The RTA has no regular involvement in the Island's roads. On occasions, the RTA has assisted the Island Administration Board to restore roads damaged by natural disasters.

TABLE II.1 NSW LEGAL AND ADMINISTRATIVE ROAD CLASSES

<i>State legal class</i>	<i>Equivalent RTA administrative classification</i>
Classified roads	
Freeway	State Road
State Highway	State Road
Transitway	State Road
Main Road	State Road or Regional Road
Tourist Road	State Road or Regional Road
Secondary Road	Regional Road
Unclassified roads	Regional road or Local road
Tollway	A State Road contracted to the private sector for a specified, usually long term, period.
Controlled access road	A legal classification given to sections of Main Roads (usually State Roads) to control access.
State work	State Asset.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.2 NSW ROAD CLASSES AND NAASRA EQUIVALENT

<i>Administrative Class</i>	<i>NAASRA class</i>	
	<i>Rural Areas</i>	<i>Urban Areas</i>
National Highway	Class 1	Class 1
Other State Roads	Class 2	Class 6
Regional Road	Class 3	Class 7
Local Road	Class 4	Class 8
A few 'special purpose' State and Regional Roads	Class 5	Class 9

Note For definitions of NAASRA classes, see Appendix V.

Source BTRE Survey of State Government Spending on Roads.

Question 3 Road system length (NSW)

TABLE II.3 LENGTH OF ROAD SYSTEM IN NSW: ROUTE KILOMETRES
(route km)

<i>Road classification</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>Unincorporated areas</i>			
National Highways	0	..	0
State Roads	676	..	676
Regional Roads	506	..	506
Local Roads	2 381	..	2 381
Total	3 563	..	3 563
<i>Metropolitan areas^a</i>			
National Highways	273	0	273
State Roads	2 546	0	2 546
Regional Roads	0	1 619	1 619
Local Roads	0	21 374	21 374
Total	2 819	22 993	25 812
<i>Rest of State</i>			
National Highways	2 832	0	2 832
State Roads	11 328	0	11 328
Regional Roads	0	16 804	16 804
Local Roads	0	121 419	121 419
Total	14 160	138 223	152 383
<i>Total NSW</i>			
National Highways	3 105	0	3 105
State Roads	14 570	0	14 570
Regional Roads	506	18 423	18 929
Local Roads	2 381	142 793	145 174
Total	20 542	161 216	181 758

.. not applicable.

a. Sydney Statistical Division and Newcastle and Wollongong Statistical Subdivisions.

Notes Figures show road lengths as at June 2001. Figures for metropolitan areas do not count 79 km of privately operated and funded toll roads. Route lengths calculated as end-to-end road distances plus ramps, connections, additional carriageways, bridge lengths and ferry route lengths.

Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.4 LENGTH OF ROAD SYSTEM IN NSW: LANE KILOMETRES
(lane km)

<i>Road classification</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>Unincorporated areas</i>			
National Highways	0	..	0
State Roads	1 352	..	1 352
Regional Roads	1 012	..	1 012
Local Roads	4 762	..	4 762
Total	7 126	..	7 126
<i>Metropolitan areas^a</i>			
National Highways	1 090	0	1 090
State Roads	8 439	0	8 439
Regional Roads	0	3 586	3 586
Local Roads	0	42 748	42 748
Total	9 529	46 334	55 863
<i>Rest of State</i>			
National Highways	6 875	0	6 875
State Roads	23 815	0	23 815
Regional Roads	0	33 608	33 608
Local Roads	0	242 838	242 838
Total	30 690	276 446	307 136
<i>Total NSW</i>			
National Highways	7 965	0	7 965
State Roads	33 606	0	33 606
Regional Roads	1 012	37 194	38 206
Local Roads	4 762	285 586	290 348
Total	47 345	322 780	370 125

.. not applicable.

a. Sydney Statistical Division and Newcastle and Wollongong Statistical Subdivisions.

Notes Figures show road lengths as at June 2001. Figures for metropolitan areas do not count 346 lane km of privately operated and funded toll roads. Lane km equal product of road length along centre line and the number of lanes. Unsealed roads are assumed to have two lanes. See also the notes to the previous table.

Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 4 Direct State spending on council roads (NSW)

There are three broad areas where the NSW Government spends directly on council managed roads on a regular basis.

- First, the RTA is responsible for certain bridges and ferries located on council managed roads. They are regarded as State Assets and managed by the RTA under its bridge programme in the same way as similar assets on State managed roads.

- Second, the RTA is responsible for virtually all traffic lights in NSW including those on roads managed by councils. In addition to the actual lights, the RTA has to meet the costs of the associated assets, infrastructure and management systems including road markings, detector loops, computer systems, traffic surveillance cameras and the Transport Management Centre.
- Third, there are several programmes related to traffic management and road safety under which the RTA may carry out works on council managed roads. These include blackspot projects, specific traffic facilities associated with schools, and the provision of bus lanes.

Questions 5, 6 and 7 RTA spending on State Roads, on Council Roads and Assistance to Councils (NSW)

The following three tables show all NSW State expenditure on road infrastructure including road signs and markings, noise walls, lighting, pedestrian facilities and natural disaster restoration works. The figures do not include expenditures for motor registries, road safety education or marketing, or assistance to councils for programmes to monitor truck weights.

The general arrangements in NSW are that the RTA manages State Roads and local government manage Local Roads and Regional Roads. The following three tables give an analysis of all RTA expenditure on road infrastructure.

- Table II.5 shows RTA expenditure on State Roads, that is, roads managed by the RTA. Works on these roads are carried out by the RTA itself or by other organisations acting on its behalf, such as contractors.
- Table II.6 shows RTA expenditure on council managed roads. This can involve various types of traffic management and safety works (see Question 4).
- Table II.7 shows RTA road funding assistance to councils. The RTA provides substantial assistance to councils for work on Regional Roads comprising a mix of block grants and specific works grants. Each council decides its own priorities for spending its block grant but specific works money is given on a dollar for dollar basis with priorities decided through a consultative process. Councils receive some funding for local roads including assistance towards the installation and management of traffic facilities. Councils also received some funding for local roads until 1999–00 under the former 3x3 Road Funding Program. In general, however, councils are responsible for funding work on local roads from their own resources (plus Commonwealth funding). Lastly, the RTA provides money to councils to repair Local and Regional Roads damaged in declared natural disasters. These amounts vary widely from year to year.

TABLE II.5 NSW SPENDING ON STATE MANAGED ROADS

(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Unincorporated areas</i>					
National Highways	0.00	0.00	0.00	0.00	0.00
State Road	8.67	8.34	7.71	6.93	7.96
Regional Road	0.45	0.60	0.41	0.31	2.48
Local Road	4.57	3.28	0.02	1.02	2.60
All roads not separable ^a	0.10	0.02	0.01	0.01	0.03
Total	13.78	12.24	8.15	8.27	13.07
<i>Metropolitan areas^{b,c}</i>					
National Highways	84.26	99.36	52.26	51.71	48.57
State Road	383.14	437.89	558.32	650.12	605.55
All roads not separable ^a	18.89	26.04	35.13	33.43	24.40
Traffic control	18.70	17.70	30.70	59.90	65.90
Total	504.99	580.99	676.41	795.16	744.42
<i>Rest of the State</i>					
National Highways	186.14	168.76	177.04	163.49	158.78
State Road	424.17	492.88	426.01	447.17	523.14
All roads not separable ^a	11.83	14.71	12.53	9.93	14.99
Total	622.14	676.46	615.62	620.6	696.90
<i>Total</i>					
National Highways	270.40	268.12	229.30	215.20	207.35
State Road	815.98	939.11	992.04	1 104.22	1 136.65
Regional Road	0.45	0.60	0.41	0.31	2.48
Local Road	4.57	3.28	0.02	1.02	2.60
All roads not separable ^a	49.52	58.47	78.37	103.27	105.32
Total	1 140.91	1 269.69	1 300.18	1 424.03	1 454.39

a. In cases where RTA accounts do not show the type of road on which work is carried out, expenditure is shown as 'Regional and Local Roads non-separable' or 'all roads non-separable'.

b. Sydney Statistical Division and Newcastle and Wollongong Statistical Subdivisions.

c. Figures for the metropolitan area include the following outlays for the Transport Management Centre and traffic signal coordination: 1996–97, \$18.7m; 1997–98, \$17.7m; 1998–99, \$30.7m; 1999–00, \$59.9m; 2000–01, \$65.9m. Both systems monitor some council managed roads as well as State Roads.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.6 NSW SPENDING ON COUNCIL MANAGED ROADS

	(\$ million)				
<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area^a</i>					
Regional Road	3.89	7.95	8.49	11.04	1.23
Local Road	5.46	5.11	1.08	1.55	1.63
Regional and Local Roads not separable ^b	25.53	12.63	9.25	10.96	7.16
Total	34.88	25.70	18.81	23.54	10.01
<i>Rest of the State</i>					
Regional Road	3.92	1.88	5.81	10.34	7.24
Local Road	2.19	0.86	1.06	0.51	0.28
Regional and Local Roads not separable ^b	2.65	1.92	1.98	1.20	1.17
Total	8.76	4.66	8.86	12.05	8.69
<i>Total</i>					
Regional Road	7.81	9.83	14.3	21.38	8.47
Local Road	7.65	5.97	2.14	2.06	1.91
Regional and Local Roads not separable ^b	28.18	14.55	11.23	12.16	8.33
Total	43.64	30.36	27.67	35.59	18.71

a. Sydney Statistical Division and Newcastle and Wollongong Statistical Subdivisions.

b. In cases where RTA accounts do not show the type of road on which work is carried out, expenditure is shown as 'Regional and Local Roads non-separable' or 'all roads non-separable'.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 8 Special Purpose Roads (NSW)

The RTA does not routinely identify any roads as 'special purpose' roads for funding or management purposes. Funding is sometimes made available for works to meet the needs of a particular industry on a specific road but there is no programme targeting special purpose roads.

Any road that has a high usage by a specific industry, such as tourism or forestry, would be categorised as a State, Regional or Local Road depending on the extent of traffic usage and its local, regional or state significance.

The Tourist Road classification in the State's legal class nomenclature is a legacy from the past and it has no current significance. It was created in the 1960s and the roads so classified were generally unsealed roads to tourist destinations in remote areas. Only a few roads remain with this legal classification and their current treatment is determined by their RTA administrative classification as either a State Road or a Regional Road.

TABLE II.7 NSW ROAD GRANTS AND ASSISTANCE TO COUNCILS

(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area^a</i>					
National Highways	0.00	0.00	0.00	0.00	0.00
State Road	0.00	0.37	0.21	0.14	0.00
Regional Road	15.66	18.55	18.45	18.00	19.05
Local Road	14.93	6.20	12.23	8.35	5.99
Regional and Local roads not separable ^b	17.61	17.22	20.76	19.82	16.14
All roads not separable ^b	9.74	9.95	7.31	8.98	9.20
Total	57.95	52.29	58.95	55.28	50.39
<i>Rest of the State</i>					
National Highways	0.00	0.00	0.00	0.00	0.00
State Road	0.00	0.06	0.00	0.07	0.22
Regional Road	81.95	81.77	91.10	86.49	101.81
Local Road	37.57	26.26	46.85	31.68	23.23
Regional and Local roads not separable ^b	6.97	7.78	8.51	9.14	8.46
All roads not separable ^b	3.27	3.17	2.90	3.20	3.14
Total	129.74	119.05	149.36	130.59	136.86
<i>Total</i>					
National Highways	0.00	0.00	0.00	0.00	0.00
State Road	0.00	0.43	0.21	0.21	0.22
Regional Road	97.61	100.32	109.55	104.49	120.86
Local Road	52.50	32.46	59.08	40.03	29.22
Regional and Local roads not separable ^b	24.58	25.00	29.27	28.96	24.60
All roads not separable ^b	13.01	13.12	10.21	12.18	12.34
Total	187.69	171.34	208.31	185.87	187.25

a. Sydney Statistical Division and Newcastle and Wollongong Statistical Subdivisions.

b. In cases where RTA accounts do not show the type of road on which work is carried out, expenditure is shown as 'Regional and Local Roads non-separable' or 'all roads non-separable'.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

VICTORIA

Question 1 Road Classification System (Victoria)

The *Transport Act 1983 (Vic)* provides for individual roads to be declared as Freeways, State Highways, Tourist Roads, Forest Roads or Main Roads (table II.8). Roads not declared under the Act are described as Unclassified Roads. A concordance between Victorian classifications and the NAASRA system is shown in table II.9.

No direct relationship exists between Commonwealth legislation and the Victorian road classification but the following generalisations can be made:

- Certain Freeways and State Highways are designated as either National Highways or roads of national importance by current Federal legislation.
- All other declared roads would be either urban arterial roads or rural arterial roads under Commonwealth legislation.
- All Unclassified Roads would be regarded as either urban or rural local roads under Commonwealth legislation.

TABLE II.8 VICTORIAN ROAD CLASSIFICATIONS

<i>State classification</i>	<i>'Federal' classification</i>	<i>Managing authority</i>
<i>Declared Roads</i>		
Freeways	National Highways, Road of National Importance, Rural Arterial or Urban Arterial.	VicRoads
State Highways	National Highways, Road of National Importance, Rural Arterial or Urban Arterial.	VicRoads
Tourists' Roads	Rural or Urban Arterial	VicRoads
Forest Roads	Rural or Urban Arterial	VicRoads
Main Roads	Rural or Urban Arterial	Generally local government, some transferred to VicRoads
<i>Non-Declared Roads</i>		
Unclassified Roads	Rural local road or Urban local road	Local government Local government

Source BTRE Survey of State Government Spending on Roads.

The Act also allocates management responsibility for roads. VicRoads (the Roads Corporation) manages Freeways, State Highways, Tourist Roads and Forest Roads while councils are responsible for all Unclassified (local) Roads.

Special arrangements apply to Main Roads. The Act gives management of them to councils but allows for the transfer of individual roads to VicRoads control. Such transfers occur only at the request of councils and at the direction of the Minister for Transport. (Main Roads are discussed further in Question 4).

The data supplied by VicRoads for this study gives a three level analysis, classifying roads as National Highways, Arterial Roads or Local Roads.

TABLE II.9 VICTORIAN ROAD CLASSES AND NAASRA EQUIVALENTS

<i>Victorian road declaration categories</i>	<i>Equivalent NAASRA classification</i>
<i>Declared Roads</i>	
Freeways	Class 1
State Highways	Class 2 or 6
Tourist Roads	Class 2, 3, 6 or 7
Forest Roads	Class 2, 3, 6 or 7
Main Roads	Class 2, 3, 6 or 7
<i>Non-Declared Roads</i>	
<i>Unclassified Roads</i>	
(Rural Local)	Class 4 or 5
(Urban Local)	Class 8 or 9

Note For definitions of NAASRA road classes, see Appendix V.

Source BTRE Survey of State Government Spending on Roads.

Question 2 Unincorporated Areas (Victoria)

The only unincorporated area in Victoria is the 4.7 square kilometre French Island in Western Port Bay, home to about 70 people. VicRoads manages and funds all roads on the island.

Question 3 Road system length (Victoria)TABLE II.10 LENGTH OF ROAD SYSTEM IN VICTORIA: ROUTE KILOMETRES
(route-km)

<i>Region/Road classification</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>Unincorporated areas</i>			
Local Roads	60	0	60
Total	60	60	60
<i>Metropolitan area</i>			
National Highways	66	0	66
State Arterial Roads	943	2 238 ^a	3 181
Local Roads	0 ^c	27 100 ^b	27 100 ^b
Total	1 009	29 300 ^b	30 300 ^b
<i>Rest of State</i>			
National Highways	938	0	938
State Arterial Roads	7 581	10 468 ^a	18 049
Local Roads	0 ^c	103 600 ^b	103 600 ^b
Total	8 519	114 100 ^b	122 600 ^b
<i>Total Victoria</i>			
National Highways	1 004	0	1 004
State Arterial Roads	8 524	12 706 ^a	21 230
Local Roads	60 ^c	130 700 ^b	130 760
Total	9 588	143 400 ^b	153 000 ^b

a. State declared Main Roads including roads for which VicRoads has been directed to assume responsibility.

b. Length rounded to the nearest 100 km. Excludes service roads and road reserves with unmade roads that are managed by municipalities.

c. Excludes several thousand kilometres of local roads in forested areas and parks managed by the State.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.11 LENGTH OF ROAD SYSTEM IN VICTORIA: LANE KILOMETRES

(lane km)			
<i>Region/Road classification</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>Unincorporated areas</i>			
National Highways	0	0	0
State Arterial Roads	0	0	0
Local Roads	120	0	120
Total	120	0	120
<i>Metropolitan area</i>			
National Highways	396	0	396
State Arterial Roads	3 921	6 266 ^a	10 187
Local Roads	0 ^c	54 500 ^b	54 500 ^b
Total	4 317	60 800 ^b	65 100 ^b
<i>Rest of State</i>			
National Highways	2 598	0	2 598
State Arterial Roads	16 235	21 067 ^a	37 302
Local Roads	0 ^c	207 200 ^b	207 200
Total	18 833	228 300 ^b	247 100 ^b
<i>Total Victoria</i>			
National Highways	2 994	0	2 994
State Arterial Roads	20 156	27 333 ^a	47 489
Local Roads	120 ^c	261 700 ^b	261 820
Total	23 270	289 000 ^b	312 300 ^b

a. State declared Main roads including roads for which VicRoads has been directed to assume responsibility.

b. Length rounded to the nearest 100 km. Excludes service roads and road reserves with unmade roads that are managed by municipalities.

c. Excludes several thousand kilometres of local roads in forested areas and parks managed by the State.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 4 Direct State spending on council roads (Victoria)

VicRoads meets all costs for capital and current works on Declared Main Roads, even though the *Transport Act 1983 (Vic)* makes such costs the responsibility of local government authorities.

There are, however, exceptions. In recent years, the Minister for Transport has directed VicRoads to assume direct management responsibility for certain Declared Main Roads. Such transfers are provided for in the Act and are made at the request of the councils concerned.

As a result of these transfers, the division of responsibility for Main Roads between councils and VicRoads has varied over the study period, (1996–97 to

2000–01). In the data provided for this study, however, all VicRoads funding for Main Roads was included in tables II.13 or II.14, that is, it is counted as State spending on council roads or as grants and assistance to councils.

VicRoads and the Municipal Association of Victoria are considering the future administration of Main Roads as part of a joint review of arterial road management currently underway.

VicRoads also pays for certain works on Unclassified (Local) Roads including rail crossing improvements and Victorian payments for ferries and Local Road bridges over the Murray River.

Questions 5, 6 and 7 VicRoads spending on State Roads, on Council Roads and Assistance to Councils (Victoria)

TABLE II.12 VICTORIAN SPENDING ON STATE MANAGED ROADS
(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Unincorporated areas</i>					
Local Roads	0.1	0.1	0.1	0.1	0.1
<i>Metropolitan area</i>					
National Highways	77.0	32.9	31.3	22.9	2.3
State Urban Arterial roads	114.3	286.9	109.3	179.6	285.4
Total	191.3	319.8	140.6	202.5	287.7
<i>Rest of the State</i>					
National Highways	53.4	58.1	63.5	67.9	62.1
State Urban Arterial Roads	117.3	166.5	173.0	173.2	201.9
Total	170.7	224.6	236.5	241.1	264.0
<i>Total Victoria</i>					
National Highways	130.4	91	94.8	90.8	64.4
State Urban Arterial Roads	231.6	453.4	282.3	352.8	487.3
Local Roads	0.1	0.1	0.1	0.1	0.1
Total	362.1	544.5	377.2	443.7	551.8

Notes Excludes spending on declared Main Roads.

Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.13 VICTORIAN SPENDING ON COUNCIL MANAGED ROADS

(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
Main Roads ^a	58.8	62.7	87.7	72.4	54.8
Unclassified (Local) Roads ^b	1.2	2.2	3.7	0.9	1.4
Total	60.0	64.9	91.4	73.3	56.2
<i>Rest of the State</i>					
Main roads ^a	54.4	59.2	73.4	72.6	71.2
Unclassified (Local) Roads ^b	0.6	1.8	1.8	0.9	2.1
Total	55.0	61.0	75.2	73.5	73.3
<i>Total Victoria</i>					
Main roads ^a	113.2	121.9	161.1	145.0	126.0
Unclassified (Local) Roads ^b	1.8	4.0	5.5	1.8	3.5
Total	115.0	125.9	166.6	146.8	129.5

a. These figures show total spending on Main Roads. They include grants to councils plus spending on roads transferred to VicRoads management.

b. Expenditures for rail crossing improvements and for ferries and local road bridges over the Murray River.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.14 VICTORIAN ROAD GRANTS AND ASSISTANCE TO COUNCILS

(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
Unclassified (Local) Roads ^a	1.5	1.6	1.0	2.2	2.7
<i>Rest of the State</i>					
Unclassified (Local) Roads ^a	7.4	16.5	14.9	8.9	19.3
Total	8.9	18.1	15.9	11.1	22.0

a. Counts Local Road Assistance grants for capital improvements on unclassified roads, including specific purpose payments from the Better Roads Victoria Trust Fund and the Statewide Accident Blackspot Program.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 8 Special Purpose Roads (Victoria)

This question is not applicable to Victoria. There are no special purpose roads.

QUEENSLAND

Question 1 Road Classification System (Queensland)

The State of Queensland has more than one road classification system operating concurrently. In responding to BTRE's request for information for this project, the Department of Main Roads provided data analysed by both their 'Current Road Classification' system and by 'State Legal Class'⁷. The latter is the nomenclature used in the State's legislation but planning and operations are based on the Current system.

To save space and avoid duplication, this appendix shows only the figures based on the Current Classification System. The various types of roads in the Current Classification System together with their definitions are shown in box II.2. It is expected that the road classification system for lower-order State-controlled roads will be reviewed as part of a proposed Main Roads–Local Government Alliance initiative.

The Queensland Department of Main Roads is responsible for managing all classes of roads in the State except for local government-controlled roads. The latter are managed either by local governments or Aboriginal and Torres Strait Islander (ATSI) community councils.

In providing this information, the Department of Main Roads made the point that, in other States, local governments would probably be responsible for managing the type of road equivalent to Queensland's 14 000 kilometres of 'District Roads'. In Queensland, however, they are managed and funded by the State Government via the Department of Main Roads. The State also pays for work along the verges of these roads, such as lawn mowing costs, which often remain the responsibilities of councils in other States.

⁷ The State Legal Class system comprises five types of roads: State Highways, Main Roads, Secondary Roads, Urban Arterial Roads and Urban Sub-arterial roads. Local governments control a subset of these roads.

BOX II.2 QUEENSLAND CURRENT ROAD CLASSIFICATION SYSTEM**ROADS MANAGED BY THE DEPARTMENT OF MAIN ROADS**

National Highways The Queensland National Highway network comprises the State's major corridors linking the State's provincial cities and interstate capitals to Brisbane. It is the primary road set within the State's road network. National Highways are owned by the State but funded by the Commonwealth as they have national as well as State significance.

State Strategic Roads The Strategic Road network complements the National Highways in the primary movement of people and goods throughout the State. It comprises State declared highways and developmental roads linking major regions within the State, and interstate regions with regions in Queensland.

Regional Roads The Regional Road network, together with the National Highway and State Strategic road networks, caters for movements linking areas of economic importance within the region to one another and to economic areas in adjacent regions. This network promotes future industry establishment and development in the region and provides a corridor for trade movements external to the region.

District Roads are less significant for State and national movements and serve a more localised function. District Roads generally provide links within a local government area, and perform the important functions of feeding the national, state and regional system, and distributing traffic from that system to the local road network. The Department of Main Roads has management and funding responsibility for some 14 000 kilometres of District Roads that would generally be the responsibility of councils in other jurisdictions.

ROADS MANAGED BY LOCAL GOVERNMENTS OR ATSI COMMUNITY COUNCILS

Local Government Roads comprise all roads controlled by local governments or Aboriginal and Torres Strait Islander community councils.

Source BTRE Survey of State Government Spending on Roads.

Question 2 Unincorporated Areas (Queensland)

There are no unincorporated areas in Queensland.

Question 3 Road system length (Queensland)

TABLE II.15 LENGTH OF ROAD SYSTEM IN QUEENSLAND: ROUTE KILOMETRES
(route km)

<i>Road classification</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>Metropolitan area</i>			
National Highways	352	0	352
State Strategic Roads	214	0	214
Regional Roads	587	0	587
District Roads	1 983	0	1 983
Local Roads	0	22 645	22 645
Total	3 136	22 645	25 781
<i>Rest of the State</i>			
National Highways	3 832	0	3 832
State Strategic Roads	4 796	0	4 796
Regional Roads	9 552	0	9 552
District Roads	12 252	0	12 252
Local Roads	0	121 861	121 861
Total	30 432	121 861	152 292
<i>Total Queensland</i>			
National Highways	4 184	0	4 184
State Strategic Roads	5 010	0	5 010
Regional Roads	10 139	0	10 139
District Roads	14 235	0	14 235
Local Roads	0	144 505	144 505
Total	33 568	144 505	178 073

Note In Queensland, State managed roads incorporate some 14 000km of 'District Roads'—roads within local government areas that provide links to the major arterial roads. Such roads would generally be managed by councils in other jurisdictions.

Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.16 LENGTH OF ROAD SYSTEM IN QUEENSLAND: LANE KILOMETRES

(lane km)			
<i>Road classification</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>Metropolitan area</i>			
National Highways	1 228	0	1 228
State Strategic Roads	801	0	801
Regional Roads	1 573	0	1 573
District Roads	4 267	0	4 267
Local Roads	0	na	na
Total	7 869	na	na
<i>Rest of the State</i>			
National Highways	7 900	0	7 900
State Strategic Roads	9 581	0	9 581
Regional Roads	16 228	0	16 228
District Roads	19 706	0	19 706
Local Roads	0	na	na
Total	53 415	na	na
<i>Total Queensland</i>			
National Highways	9 128	0	9 128
State Strategic Roads	10 382	0	10 382
Regional Roads	17 801	0	17 801
District Roads	23 973	0	23 973
Local Roads	0	na	na
Total	61 285	na	na

na not available.

Note Numbers might not add to totals due to rounding.*Source* BTRE Survey of State Government Spending on Roads.**Question 4 Direct State spending on council roads (Queensland)**

There are no programmes under which the Queensland Government spends money directly on council managed roads. Rather, all State road assistance to councils is channelled via grants and subsidies under the Main Roads' Transport Infrastructure Development Scheme (TIDS) Programme or the Roads and Drainage Grants Programme administered by the Department of Local Government and Planning which are outlined below.

Questions 5, 6 and 7 Main Roads spending on State Roads, on Council Roads and Assistance to Councils (Queensland)

The next two tables summarise State spending on roads in Queensland; table II.17 shows spending on State controlled roads and table II.18 shows assistance to local governments. The latter comprised Roads and Drainage Grants from

the Department of Local Government and Planning (for roadworks and drainage works associated with roads) and payment of subsidies under the TIDS programme from the Department of Main Roads (generally on a 50/50 basis) for local road upgrades.

The data supplied for Queensland also included details of 'other' road-related expenditures that are shown in table II.19. Expenditures on specific roads were counted as spending on State Strategic Roads in the metropolitan area in table II.17 but the figures for removal of tolls, equity injections and debt servicing were not included.

TABLE II.17 QUEENSLAND SPENDING ON STATE MANAGED ROADS
(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
National Highways	58.6	37.5	32.8	37.1	78.2
State Strategic Roads	202.2	218.8	354.8	397.6	221.9
Regional Roads	65.4	71.5	106.8	93.0	63.6
District Roads	99.1	93.6	113.7	137.4	159.3
Total	425.3	421.4	608.1	665.1	523.0
<i>Rest of the State</i>					
National Highways	132.9	154.2	114.6	127.0	157.6
State Strategic Roads	83.0	91.2	102.3	75.3	92.1
Regional Roads	123.0	110.1	165.6	170.5	160.1
District Roads	116.6	129.1	139.0	122.7	131.0
Total	455.5	484.6	521.5	495.5	540.8
<i>Total</i>					
National Highways	191.5	191.7	147.4	164.1	235.8
State Strategic Roads	285.2	310.0	457.1	472.9	314.0
Regional Roads	188.4	181.6	272.4	263.5	223.7
District Roads	215.7	222.7	252.7	260.1	290.3
Total	880.8	906.0	1 129.6	1 160.6	1 063.8

Notes Expenditures for 1999–00 and 2000–01 are based on accrual accounting methods and show gross outlays but data for earlier years come from cash accounting records and give a measure of net outlays.

Spending over this period includes expenditure on the upgrade of the Pacific Motorway, funded from special budget allocations, with construction expenditure peaking in 1998–99 and 1999–00.

The figures do not include expenditure related to toll and other facilities managed by Queensland Motorways Limited under a franchise agreement with the Queensland Government. This expenditure is listed in Table II.19.

The figure also exclude State Government expenditure on dedicated 'busways' in Brisbane (over \$600 million over this period), which is not classified as road expenditure in Queensland.

Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.18 QUEENSLAND ROAD GRANTS AND ASSISTANCE TO COUNCILS

(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
TIDS Program ^a	13.7 ^b	16.4 ^b	26.5 ^{b,c}	30.3 ^{b,c}	9.8
Road and Drainage Grant ^d	13.0	13.0	13.5	13.9	14.2
Total	26.7	29.4	40.0	44.2	24.0
<i>Rest of the State</i>					
TIDS Program ^a	26.8 ^b	31.1 ^b	33.5 ^b	32.0 ^b	25.6
Road and Drainage Grant ^d	12.0	12.0	12.5	12.6	13.0
Total	38.8	43.1	46.0	44.6	38.6
<i>Total</i>					
TIDS Program ^a	40.5 ^b	47.5 ^b	60.0 ^{b,c}	62.3 ^{b,c}	35.4
Road and Drainage Grant ^d	25.0	25.0	26.0	26.5	27.2
Total	65.5	72.5	86.0	88.8	62.6

- a. TIDS grants are generally paid to councils on a dollar-for-dollar basis except for works to improve access to Aboriginal and Torres Strait Islander communities where 100 per cent is funded.
- b. Extra payments made by the Department of Main Roads for special initiatives include the Rural and Regional Roads Improvement Program (\$6 million per annum over five years from 1995–96) and the Brisbane Transport Plan (\$33.5 million over two years from 1998–99).
- c. The Queensland Department of Main Roads advised that the State Government assistance package for the Brisbane Transport Plan was in excess of \$109 million as the Department of Main Roads transferred land valued at \$43.9 million to Brisbane City Council for the Inner Northern Bypass, and an additional special \$30 million contribution also was provided by Queensland Transport over two years from 1998–99—neither sum being reflected in the above table.
- d. For roadworks or drainage works associated with roadworks. These grants are administered by the Queensland Department of Local Government and Planning.

Notes Expenditures for 1999–00 and 2000–01 are based on accrual accounting methods and show gross outlays but data for earlier years come from cash accounting records and give a measure of net outlays.

The figures in this table differ from those reported in BTE (2001). The data provided for BTE (2001) did not include Roads and Drainage Grants and the Department of Main Roads has provided revised figures for the TIDS program, which are included here.

Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.19 OTHER QUEENSLAND ROAD EXPENDITURE

	(\$ million)				
<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
Sunshine Motorway: removal of tolls	84.2	136.4	0.0	0.0	0.0
Logan Motorway: equity injection	0.0	9.6	9.6	0.0	0.0
South Coast Motorway	2.1	3.8	2.1	5.9	1.2
Port of Brisbane Road: planning and land acquisition	6.4	1.6	4.3	6.4	0.0
Logan Motorway – Southern Brisbane Bypass and Pacific Motorway Interchange	63.0	3.8	1.6	29.8	9.8
Debt servicing	51.0	73.6	61.7	69.7	86.9
Total	206.7	228.8	79.3	111.8	97.9

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 8 Special Purpose Roads (Queensland)

Funding under the TIDS programme (table II.18) includes some assistance to Aboriginal and Torres Strait Islander (ATSI) Communities. Payments totalled \$8.97 million in 1999–00 and \$8.96 million in 2000–01.

The Department of Main Roads also publishes details of TIDS allocations showing the primary purposes of the projects for which grants were approved, including ATSI projects (Queensland Department of Main Roads 2001). Table II.20 gives an analysis of the expenditures for 2001–02.

TABLE II.20 TRANSPORT INFRASTRUCTURE DEVELOPMENT SCHEME 2001–02
(\$ million)

<i>Purpose</i>	<i>Payment</i>
Regional development	13
Access and other social justice issues	4
Access roads to national parks and other recreational areas	1
Traffic management and operations	6
Intermodal improvements	neg
Aboriginal and Torres Strait Islander community assistance	14
Bikeways	2
Safe School Travel (SafeST) infrastructure subsidies	1
Safe School Travel (SafeST) bus set down subsidies	1
Australian Road Rules Infrastructure	neg
Total	42

neg Less than \$0.5 million.

Notes The table does not include National Black Spot Programme (Category J) payments.
Numbers might not add to totals due to rounding.

Source Queensland Department of Main Roads (pers. comm., 2002).

SOUTH AUSTRALIA

Question 1 Road Classification System (SA)

Section 208 of the *Local Government Act 1999 (SA)* vests all roads in the incorporated area of the State in the local government authority. Section 26(3) of the *Highways Act 1926 (SA)* enables the Commissioner of Highways to assume the care, control and management of a road that is within a council area. The Commissioner's powers are generally exercised in relation to arterial roads within the network and will normally be restricted to the trafficable section of the road. Responsibility for the remainder of the road reserve will usually remain with the council.

Section 27CA of the *Highways Act* provides that all public roads within the unincorporated region of the State are vested in the Minister for Local Government and are under the care, control and management of the Commissioner of Highways.

The City of Adelaide is excluded from the operation of the *Highways Act* and retains care, control and management of all roads within its area.

The system of classifying roads in South Australia is shown in table II.21 and is based on the concepts of the NAASRA classification system (appendix V). As a generalisation:

- Urban arterial roads are the principal avenues for carrying high volumes of traffic.
- Rural arterial roads provide a strategic network of roads whose main function is to connect Adelaide to other capital cities and important regional centres (for example, Mount Gambier or Port Lincoln), or between regional centres and key towns.

TABLE II.21 SOUTH AUSTRALIAN ROAD CLASSIFICATION SYSTEM

<i>SA classification</i>	<i>Description</i>	<i>NAASRA classification</i>	<i>Manager</i>
National Highways	Arterial roads that link capital cities.	Classes 1 and 6	State
Urban arterial	Roads whose main function is to form the principal links for all traffic movements in the metropolitan road area.	Classes 6 and 7	State
Urban local	Roads whose main function is to provide access to properties in the metropolitan road area.	Class 8	Some State, majority council.
Rural arterial	Roads that are not National Highways and whose main function is to provide principal links between capital cities and key towns or between key towns.	Classes 2 and 3	State
Rural local	Roads whose main function is to provide access to properties or other functions.	Classes 4 and 5	Some State, majority council.

Note For definitions of NAASRA road classes, see Appendix V.

Source BTRE Survey of State Government Spending on Roads.

Question 2 Unincorporated Areas (SA)

The State's unincorporated areas are generally known as the Outback Areas of South Australia. They account for about 84 per cent of the State's area and, at the 1996 Census, had an estimated population of about 13 000 persons. They cover areas north, west and east of Port Augusta and the coastal zone from just west of Ceduna to the WA border. A large proportion of the unincorporated areas lie within Aboriginal lands such as the Anagnu Pitjantjatjara and Maralinga Tjuratja lands.

Question 3 Road system length (SA)

TABLE II.22 LENGTH OF ROAD SYSTEM IN SOUTH AUSTRALIA: ROUTE KILOMETRES
(route-km)

<i>Road classification</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>Unincorporated areas</i>			
National Highways	1 445	..	1 445
Urban Arterial Roads	0	..	0
Urban Local Roads	2	..	2
Rural Arterial Roads	615	..	615
Rural Local Roads	10 207	..	10 207
Total	12 270	..	12 270
<i>Metropolitan area</i>			
National Highways	128	0	128
Urban Arterial Roads	884	0	884
Urban Local Roads	20	7 186	7 206
Rural Arterial Roads	319	0	319
Rural Local Roads	0	0	0
Total	1 351	7 186	8 537
<i>Rest of the State</i>			
National Highways	1 228	0	1 228
Urban Arterial Roads	17	0	17
Urban Local Roads	0	0	0
Rural Arterial Roads	7 696	0	7 696
Rural Local Roads	82	66 907	66 989
Total	9 023	66 907	75 930
<i>Total South Australia</i>			
National Highways	2 801	0	2 801
Urban Arterial Roads	901	0	901
Urban Local Roads	22	7 186	7 208
Rural Arterial Roads	8 630	0	8 630
Rural Local Roads	10 289	66 907	77 196
Total	22 644	74 093	96 737

.. not applicable.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.23 LENGTH OF ROAD SYSTEM IN SOUTH AUSTRALIA: LANE KILOMETRES
(lane km)

<i>Road classification</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>Unincorporated areas</i>			
National Highways	2 891	..	2 891
Urban Arterial Roads	0	..	0
Urban Local Roads	4	..	4
Rural Arterial roads	1 240	..	1 240
Rural Local Roads	20 414	..	20 414
Total	24 549	..	24 549
<i>Metropolitan area</i>			
National Highways	546	0	546
Urban Arterial Roads	2 767	0	2 767
Urban Local Roads	42	14 372	14 414
Rural Arterial roads	639	0	639
Rural Local Roads	0	0	0
Total	3 995	14 372	18 367
<i>Rest of the State</i>			
National Highways	2 775	0	2 775
Urban Arterial Roads	35	0	35
Urban Local Roads	0	0	0
Rural Arterial roads	15 468	0	15 468
Rural local roads	165	133 814	133 979
Total	18 442	133 814	152 256
<i>Total South Australia</i>			
National Highways	6 212	0	6 212
Urban Arterial Roads	2 802	0	2 802
Urban Local Roads	46	14 372	14 418
Rural Arterial roads	17 347	0	17 347
Rural Local Roads	20 579	133 814	154 393
Total	46 986	148 186	195 172

.. not applicable.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 4 Direct State spending on council roads (SA)

There are four areas where the South Australian Government has recently spent money directly on council managed roads. These include:

- Operation and maintenance of ferries on council managed roads.
- Construction of Halfway House Road between Sedan and the Sturt Highway to upgrade over-dimensional freight routes.

- Construction works on South Coast Road and West End Highway to promote tourism on Kangaroo Island, a major 'green' tourist attraction for South Australia. These two roads together complete a fully sealed ring route around the Island to the benefit of the tourist industry and the local economy.
- Sealing 11 kilometres of Gomersal Road to assist economic development in the Barossa area in general and specifically the wine industry.

Questions 5, 6 and 7 Transport SA spending on State Roads, on Council Roads and Assistance to Councils (SA)

TABLE II.24 SOUTH AUSTRALIAN SPENDING ON STATE MANAGED ROADS
(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Unincorporated areas</i>					
Rural Local Roads	16.10	15.39	13.85	16.75	14.87
<i>Metropolitan area</i>					
National Highways	27.89	42.51	73.82	46.62	18.22
Urban Arterials	106.00	90.05	48.40	84.71	105.52
Total	133.89	132.56	122.22	131.33	123.73
<i>Rest of the State</i>					
National Highways	44.87	47.00	22.27	20.51	26.50
Rural Arterials	48.88	59.42	46.60	65.50	52.33
Total	93.75	106.42	68.87	86.02 ^a	78.84 ^a
<i>Total SA</i>					
National Highways	72.75	89.51	96.09	67.13	44.72
Urban Arterials	106.00	90.05	48.40	84.71	105.52
Rural Arterials	48.88	59.42	46.60	65.50	52.33
Rural Local Roads	16.10	15.39	13.85	16.75	14.87
Total	243.73	254.37	204.93	234.09	217.44

a. Includes \$12.54 million for construction of the Hindmarsh Island Bridge that replaced the State ferry (\$5.02 million in 1999–00 and \$7.52 million in 2000–01). The bridge is owned and maintained by the State.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.25 SOUTH AUSTRALIAN SPENDING ON COUNCIL MANAGED ROADS

	(\$ million)				
<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
Rural Local Roads					
Ferry system	2.33	2.33	2.64	3.12	2.74
Halfway House Road	0.08	0.32	0.23	0.10	0.09
Total	2.41	2.65	2.87	3.22	2.82
<i>Rest of the State</i>					
Rural Local Roads	2.20	3.58	3.02	4.50	5.33
<i>Total SA</i>					
Rural Local Roads	4.61	6.23	5.89	7.72	8.16

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.26 SOUTH AUSTRALIAN ROAD GRANTS AND ASSISTANCE TO COUNCILS

	(\$ million)				
<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
Urban Local Roads	0.34	0.34	0.33	0.26	0.36
<i>Rest of the State</i>					
Rural Local Roads	0.41	0.41	0.41	0.32	0.44
<i>Total SA</i>					
Local Roads	0.75	0.75	0.74	0.59	0.80

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 8 Special Purpose Roads (SA)

The Tourist Roads Grant Programme provides assistance to local governments to upgrade tourist roads and improve access to major tourist attractions across the State. Outlays totalled \$0.5 million in 1999–00 and \$0.57 million in 2000–01.

WESTERN AUSTRALIA

Responsibility for most public roads in Western Australia is divided among three areas of government:

- Main Roads Western Australia is responsible for those roads proclaimed as Highways or Main Roads under the *Main Roads Act 1930 (WA)*.
- The Department of Conservation and Land Management is responsible for certain roads in forest areas and national parks
- Local Government authorities are responsible for virtually all other roads.

In addition, the State Government is also effectively responsible for the 'local roads' in Kings Park in Perth, for the roads on Rottnest Island, and for roads within certain remote aboriginal settlements.

Question 1 Road Classification System (WA)

Western Australia has a tripartite system for classifying the road network that is aligned to varying degrees with both the Commonwealth Government and NAASRA classification systems. Table II.27 contains a concordance of its system together with a comparison with the classes in the NAASRA system. Details of the NAASRA classification system are presented in appendix V.

TABLE II.27 WESTERN AUSTRALIAN ROAD CLASSIFICATION SYSTEM

WA classification	Description	NAASRA classification	Manager
Highways	Roads directly linking Perth to other States or Territories, or Principal routes linking Perth and major producing regions of the State, or Principal routes for high volume traffic movements within large urban areas.	Classes 1, 2, 6 and 7	State Government
Main Roads	Main routes connecting any large production area with its market or closest port or railway station, or Main routes of intercommunication between two or more large production areas or between large centres of population, or Major routes for high volume traffic movements within large urban areas.	Classes 2, 3 and 7.	State Government
Unclassified Roads	Roads that have not been declared as Highways or Main Roads.	Classes 4, 5, 8 and 9.	Majority by Local Government

Note For details of NAASRA classes, see Appendix V.

Source BTRE Survey of State Government Spending on Roads.

There has, in addition, been some further classification of local roads to assist the work of 'Regional Road Groups'. These groups were set up by the State Government and comprise representatives from the councils in each region plus Main Roads Western Australia. Their role is to decide how to spend the money allocated to each region by the State Government for local roads.

The practice of these Road Groups is to give priority to 'higher order' roads in the network of local roads and, to achieve this end, State and local government authorities have cooperated to identify such roads throughout the State. In rural areas, they have identified a network of 'higher order roads of regional significance' while in the Perth metropolitan area they have classified all local roads into a three level hierarchy comprising District Distributor Roads, Local Distributor Roads and Access Roads.

It can be seen, therefore, that the roads managed by councils in Western Australia includes some roads that would be classified as regional or arterial roads in other States. Indeed, under Western Australia's previous nomenclature, councils were responsible for managing unclassified roads and secondary roads. Most secondary roads were deemed to be unclassified roads in the new system but they were distinctly arterial in nature.

Question 3 Road system length (WA)

TABLE II.28 LENGTH OF ROAD SYSTEM IN WESTERN AUSTRALIA: ROUTE KILOMETRES

(route km)			
Road classification	State managed roads	Council managed roads	Total
Unincorporated areas			
Roads in King's Park	na	na	na
Roads on Rottnest Island	na	na	na
Some access and internal roads for remote aboriginal communities	na	na	na
Total	na	na	na
Metropolitan area			
Highways	714	0	714
Main Roads			
Unclassified Roads	0	11 329	11 329
Total	714	11 329	12 043
Rest of the State			
Highways	16 818	0	16 818
Main Roads			
Unclassified Roads	0	117 907	117 907
Total	16 818	117 907	134 725
Total Western Australia			
Highways	17 532	0	17 532
Main Roads			
Unclassified Roads	0	129 236	129 236
Total	17 532	129 236	146 768

na not available.

Note Numbers might not add to totals due to rounding.*Source* BTRE Survey of State Government Spending on Roads.

TABLE II.29 LENGTH OF ROAD SYSTEM IN WESTERN AUSTRALIA: LANE KILOMETRES

<i>(lane km)</i>			
<i>Road classification</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>Unincorporated areas</i>			
Roads in King's Park	na	na	na
Roads on Rottnest Island	na	na	na
Some access and internal roads for remote aboriginal communities	na	na	na
Total	na	na	na
<i>Metropolitan area</i>			
Highways	2 444	na	2 444
Main Roads			
Unclassified Roads	na	na	na
Total	na	na	na
<i>Rest of the State</i>			
Highways	34 668	na	34 668
Main Roads			
Unclassified Roads	na	na	na
Total	na	na	na
<i>Total Western Australia</i>			
Highways	37 112	na	37 112
Main Roads			
Unclassified Roads	na	na	na
Total	na	na	na

na not available.

Note Numbers might not add to totals due to rounding.*Source* BTRE Survey of State Government Spending on Roads.**Question 4 Direct State spending on council roads (WA)**

There are five areas where the State directly spends money on council managed roads:

- **Remote Access Roads:** The WA Local Government Grants Commission (WALGGC) provides Federal Local Roads Grants funds for roads serving remote communities and the State supplements these funds with a one third matching contribution.
- **Bridges and Bridge Inspections:** The WALGGC provides Federal Local Roads Grants funds for bridgeworks and the State supplements these funds with a matching one-third contribution. The State also provides funds for structural inspections of bridges.

- Strategic and Technical Support: Funds are provided for the administrative and technical support given to Regional Roads Groups, the Advisory Committee, the Western Australian Local Government Grants Commission (WALGGC) and 'ROMAN', a road management system for unclassified roads developed and operated by Main Roads Western Australia and the Western Australia Local Government Association.
- Traffic Management and Road Safety including the Black Spot Programme: This involves funding roadmarking, pavement markers, signage, traffic signals, railway crossings and traffic improvement projects.
- Major projects and State Initiatives: Funds are provided for State Initiatives on Local Roads.

Questions 5, 6 and 7 Main Roads spending on State Roads, on Council Roads and Assistance to Councils (WA)

Main Roads Western Australia has a single road class (Unclassified Roads) for all roads that are not declared as Highways or Main Roads. Rather than give an analysis of State spending on council roads as a single line of data, it provided an analysis of spending by purpose (table II.31).

TABLE II.30 WESTERN AUSTRALIAN SPENDING ON STATE MANAGED ROADS

	(\$ million)				
<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Unincorporated Areas</i>					
King's Park	0.03	0.03	0.06	0.93	0.03
Rottnest Island	0.66	0.32	0.22	0.23	0.06
Remote Aboriginal Communities (internal and some access roads)	0.00	0.00	3.12	1.24	2.05
Total	0.69	0.35	3.40	2.40	2.14
<i>Metropolitan area</i>					
Highways	161.37	200.39	287.56	282.29	308.42
Main Roads	13.44	0.34	0.40	0.15	0.09
Unclassified Roads	0.00	0.00	0.00	0.00	0.00
Total	174.81	200.73	287.96	282.44	308.51
<i>Rest of the State</i>					
Highways	122.98	134.55	127.77	187.22	218.23
Main Roads	103.80	64.74	42.42	46.75	48.68
Unclassified Roads	0.00	0.00	0.00	0.00	0.00
Total	226.78	199.29	170.19	233.97	266.91
<i>Total Western Australia</i>					
Highways	284.35	334.94	415.33	469.51	526.65
Main Roads	117.24	65.08	42.82	46.9	48.77
Unclassified Roads	0.69	0.35	3.40	2.40	2.14
Total	402.28	400.37	461.55	518.81	577.56

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.31 WESTERN AUSTRALIAN SPENDING ON COUNCIL MANAGED ROADS

	(\$ million)				
<i>Region/Purpose</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
Remote access roads	0.00	0.00	0.00	0.00	0.00
Bridges	1.55	1.00	0.49	0.24	0.41
Strategic/technical support	0.38	0.26	0.12	0.09	0.21
Traffic management and road safety	13.11	13.40	10.31	10.66	9.76
Major projects/State Initiatives	1.08	3.94	22.42	17.51	6.73
National Black Spot Program	0.58	1.47	1.95	2.53	1.81
Operational costs and network administration	2.81	6.42	6.01	5.58	3.05
Total	19.51	26.49	41.30	36.61	21.97
<i>Rest of the State</i>					
Remote access roads	1.91	2.30	1.59	1.81	2.80
Bridges	4.16	3.47	3.12	3.22	5.57
Strategic/technical support	1.46	0.80	0.82	0.96	0.99
Traffic management and road safety	1.95	2.57	2.66	1.60	3.79
Major projects/State Initiatives	51.48	37.90	62.61	47.34	32.64
National Black Spot Program	0.10	0.90	0.77	1.00	1.12
Operational costs and network administration	7.59	14.70	9.76	9.08	9.03
Total	68.65	62.64	81.33	65.01	55.94
<i>Total Western Australia</i>					
Remote access roads	1.91	2.3	1.59	1.81	2.8
Bridges	5.71	4.47	3.61	3.46	5.98
Strategic/technical support	1.84	1.06	0.94	1.05	1.2
Traffic management and road safety	15.06	15.97	12.97	12.26	13.55
Major projects/State Initiatives	52.56	41.84	85.03	64.85	39.37
National Black Spot Program	0.68	2.37	2.72	3.53	2.93
Operational costs and network administration	10.4	21.12	15.77	14.66	12.08
Total	88.16	89.13	122.63	101.62	77.91

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.32 WESTERN AUSTRALIAN ROAD GRANTS AND ASSISTANCE TO COUNCILS
(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
Direct Grants	2.61	2.49	2.49	2.51	2.58
Road Project Grants	16.39	13.21	14.45	13.67	15.53
Total	19.00	15.70	16.94	16.18	18.11
<i>Rest of the State</i>					
Direct Grants	8.03	7.59	7.69	7.89	7.96
Road Project Grants	21.20	22.98	26.16	36.10	36.42
Total	29.23	30.57	33.85	43.99	44.38
<i>Total Western Australia</i>					
Direct Grants	10.64	10.08	10.18	10.4	10.54
Road Project Grants	37.59	36.19	40.61	49.77	51.95
Total	48.23	46.27	50.79	60.17	62.49

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 8 Special Purpose Roads (WA)

Western Australia operates a Remote Access Roads Programme to provide transport links to remote communities. Outlays totalled \$3.05 million in 1999–00 and \$4.85 million in 2000–01.

TASMANIA

Responsibility for roads in Tasmania is divided between the State and Local government authorities. The responsible State authority is the Department of Infrastructure, Energy and Resources (DIER).

The State is directly responsible for the principal routes of strategic importance, including National Highways, for non-private forestry roads, and HydroElectric Corporation Roads.

Local government authorities manage all other roads although the State is responsible for certain bridges on council roads that have heritage value, high replacement cost, or technical significance. Such bridges are legally 'State roads' so the cost of works on them is included in DIER spending on State roads. DIER also makes grants to councils for work on the 'urban arterials' within Launceston and Hobart that link State highways.

DIER managed roads are divided into five categories ranging from Trunk Roads (Category 1) to Other Roads (Category 5) (see box II.3). The vast majority (95 per cent) lie outside urban areas and could be described as rural roads. The only 'classified' roads managed by councils are the short sections of trunk (arterial) roads mentioned above that lie within the Hobart and Launceston urban areas.

In responding to the BTRE survey, DIER was able to supply only data on State roads analysed by the administrative road regions within the State: North-East, North-West and South. Nearly all State roads are in rural areas although a small proportion lie within the boundaries of urban areas such as Hobart and Launceston. Because DIER was not able to supply the data, the road length statistics for councils in the tables below are BTRE estimates based on information from the National Office of Local Government (NOLG). It is assumed that all council roads are local roads, equivalent to category 5 in the DIER system.

The financial data supplied by DIER shows spending on State managed roads (table II.35), and Government road assistance to councils in urban and rural areas (table II.36). The State does not spend money on council managed roads but, as noted above, it is responsible for certain bridges on council roads.

Question 1 Road Classification System (Tasmania)

BOX II.3 TASMANIAN ROAD CLASSIFICATION SYSTEM

Category 1 Roads: Trunk Roads are the major highways connecting regions and include National Highways. They carry large numbers of passenger vehicles and heavy trucks and link the major population centres, seaports, airports and industrial locations. Unlike other DIER roads, Trunk Roads run through cities such as Launceston and Hobart. Councils managing sections of Trunk Roads may receive assistance from the State for road enhancement work.

Traffic profile: over 2 500 vehicles per day rising to 5 000 on some sections; over 700 truck trips per day; value of freight \$350 million or more per annum.

Category 2 Roads: Regional Freight Roads connect major freight generating areas with trunk roads and major regional resource areas to main railheads. They carry high volumes including both trucks and passenger vehicles.

Traffic profile: daily traffic of 1 000 to 5 000 vehicles including 300 to 700 trucks; value of freight carried between \$70 million and \$350 million per annum.

Category 3 Roads: Regional Access Roads are similar to category 2 roads, carrying similar numbers of passenger vehicles but fewer trucks. They facilitate sub-regional traffic by providing links to trunk roads and regional freight roads.

Traffic profile: daily traffic of 1 500 to 5 000 vehicles including up to 300 trucks; value of freight carried between \$30 million and \$70 million per annum.

Category 4 Roads: Feeder Roads carry local passenger and freight traffic and link Trunk or Regional Roads to towns of over 1 000 people and to major tourist destinations.

Traffic profile: Daily average of less than 1 000 vehicles.

Category 5: Other Roads This group comprises all other roads managed by the DIER. Their primary role is to give access to properties and some also carry low volumes of heavy freight vehicles. A few of these roads carry large numbers of heavy vehicles but they are not DIER's preferred routes for such traffic.

Source BTRE Survey of State Government Spending on Roads,
http://www.transport.tas.gov.au/about/publications/connecting_tas/index.html

Question 2 Unincorporated Areas (Tasmania)

There are no unincorporated areas in Tasmania.

Question 3 Road system length (Tasmania)

TABLE II.33 LENGTH OF ROAD SYSTEM IN TASMANIA: ROUTE KILOMETRES
(route km)

<i>Region/ Road class</i>	<i>State managed roads</i>	<i>Council managed roads^a</i>	<i>Total</i>
<i>North East</i>			
Trunk Roads	171	..	171
Regional Freight Roads	46	..	46
Regional Access Roads	100	..	100
Feeder Access Roads	256	..	256
Other Access Roads	187	..	187
Council (Local) Roads	0	4 198	4 198
Total	760	4 198	4 958
<i>North West</i>			
Trunk Roads	125	..	125
Regional Freight Roads	161	..	161
Regional Access Roads	178	..	178
Feeder Access Roads	303	..	303
Other Access Roads	533	..	533
Council (Local) Roads	0	4 643	4 643
Total	1 300	4 643	5 943
<i>South</i>			
Trunk Roads	154	..	154
Regional Freight Roads	157	..	157
Regional Access Roads	347	..	347
Feeder Access Roads	149	..	149
Other Access Roads	428	..	428
Council (Local) Roads	0	5 202	5 202
Total	1 235	5 202	6 437
<i>Total Tasmania</i>			
Trunk Roads ^b	450	..	450
Regional Freight Roads	364	..	364
Regional Access Roads	624	..	624
Feeder Access Roads	708	..	708
Other Access Roads	1 148	..	1 148
Council (Local) Roads	0	14 043	14 043
Total	3 295	14 043	17 338

.. not applicable.

a. Council figures are for Northern, Mersey Lyell and Greater Hobart Southern Statistical Divisions.

b. Trunk Roads include about 326 km of National Highways.

Note Numbers might not add to totals due to rounding.

Sources BTRE Survey of State Government Spending on Roads and BTRE estimates based on NOLG data.

TABLE II.34 LENGTH OF ROAD SYSTEM IN TASMANIA: LANE KILOMETRES

<i>(lane km)</i>			
<i>Region/ Road class</i>	<i>State managed roads</i>	<i>Council managed roads</i>	<i>Total</i>
<i>North East</i>			
Trunk Roads	456	..	456
Regional Freight Roads	93	..	93
Regional Access Roads	199	..	199
Feeder Access Roads	512	..	512
Other Access Roads	374	..	374
Council (Local) Roads	..	na	na
Total	1 634	na	na
<i>North West</i>			
Trunk Roads	352	..	352
Regional Freight Roads	328	..	328
Regional Access Roads	356	..	356
Feeder Access Roads	608	..	608
Other Access Roads	1 000	..	1 000
Council (Local) Roads	..	na	na
Total	2 642	na	na
<i>South</i>			
Trunk Roads	431	..	431
Regional Freight Roads	351	..	351
Regional Access Roads	726	..	726
Feeder Access Roads	299	..	299
Other Access Roads	924	..	924
Council (Local) Roads	..	na	na
Total	2 731	na	na
<i>Total Tasmania</i>			
Trunk Roads	1 239	..	1 239
Regional Freight Roads	772	..	772
Regional Access Roads	1 281	..	1 281
Feeder Access Roads	1 419	..	1 419
Other Access Roads	2 298	..	2 298
Council (Local) Roads	..	na	na
Total	7 007	na	na

.. not applicable.

na not available.

Note Numbers might not add to totals due to rounding.*Source* BTRE Survey of State Government Spending on Roads.

Question 4 Direct State spending on council roads (Tasmania)

The Tasmanian Government provides financial assistance for maintenance work on council managed roads that connect State managed roads or perform the function of State managed roads but does not itself directly spend any money on council managed roads.

Questions 5, 6 and 7 DIER spending on State Roads, on Council Roads and Assistance to Councils (Tasmania)

TABLE II.35 TASMANIAN SPENDING ON STATE MANAGED ROADS

	(\$ million)				
<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>North East</i>					
Trunk Roads	8.90	6.47	8.39	8.35	20.61
Regional Freight Roads	0.97	0.62	0.92	1.72	0.71
Regional Access Roads	2.07	1.33	1.97	3.67	1.52
Feeder Access Roads	5.32	3.43	5.07	9.45	3.92
Other Access Roads	3.89	2.51	3.71	6.91	2.87
Total	21.15	14.36	20.06	30.10	29.63
<i>North West</i>					
Trunk Roads	23.56	20.54	20.52	4.65	5.59
Regional Freight Roads	1.62	1.71	2.26	2.69	2.12
Regional Access Roads	1.75	1.86	2.45	2.91	2.29
Feeder Access Roads	2.99	3.17	4.17	4.97	3.91
Other Access Roads	4.93	5.22	6.88	8.19	6.45
Total	34.85	32.50	36.28	23.41	20.36
<i>South</i>					
Trunk Roads	4.48	4.42	4.49	6.05	7.65
Regional Freight Roads	2.42	2.42	1.32	1.95	1.24
Regional Access Roads	5.01	5.01	2.72	4.04	2.28
Feeder Access Roads	2.06	2.07	1.12	1.66	1.06
Other Access Roads	6.37	6.38	3.47	5.14	3.28
Total	20.34	20.30	13.12	18.84	15.51
<i>Total Tasmania</i>					
Trunk Roads	36.94	31.43	33.4	19.05	33.85
Regional Freight Roads	5.01	4.75	4.5	6.36	4.07
Regional Access Roads	8.83	8.20	7.14	10.62	6.09
Feeder Access Roads	10.37	8.67	10.36	16.08	8.89
Other Access Roads	15.19	14.11	14.06	20.24	12.6
Total	76.34	67.16	69.46	72.35	65.5

Notes Numbers might not add to totals due to rounding.

Figures include spending on certain bridges on council roads.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.36 TASMANIAN ROAD GRANTS AND ASSISTANCE TO COUNCILS
(\$ million)

<i>Region</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Urban areas</i>					
North East	0.55	0.04	0.03	0.03	0.28
North West	0.47	0.04	0.03	0.07	0.10
South	0.56	0.04	0.05	0.05	0.09
<i>Non urban areas</i>	0.15	0.11	0.17	0.20	0.08
Total	1.73	0.23	0.28	0.35	0.55

Source BTRE Survey of State Government Spending on Roads.

Question 8 Special Purpose Roads (Tasmania)

Tasmania does not operate any special purpose road programmes.

NORTHERN TERRITORY

In the Northern Territory, management and ownership of roads is divided between the Territory Government and local government authorities. The latter comprise municipal councils, community government councils and associations. The Northern Territory Department of Infrastructure, Planning and Environment (DIPE) is responsible for Territory managed roads.

Local government and Territory authorities have full statutory and financial responsibility for the roads that they are respectively responsible for. Local government authorities manage all roads within defined local government areas except those declared as Northern Territory Government roads. Roads within unincorporated areas (outside defined local government areas) are the responsibility of the Northern Territory Government. The Government also manages declared arterial roads within local government areas.

In the following tables, figures for 'the rest of the Territory' include data for the unincorporated areas.

Statistics on the length of roads managed by councils are BTRE estimates based on data supplied by the National Office of Local Government (NOLG).

Question 1 Road Classification System (NT)

In the Northern Territory, roads are classified according to the NAASRA functional classification system according to the definitions given in table II.37 below.

TABLE II.37 NORTHERN TERRITORY ROAD CLASSIFICATIONS

<i>NAASRA class</i>	<i>Description</i>	<i>Expenditure category</i>
Class 1	Rural – National Highway	National Highway
Class 2	Rural – State Highway	Rural Arterials
Class 3	Rural – State Arterial Secondary	Rural Arterials
Class 4	Rural – Secondary Road	Local Roads
Class 5	Rural – Local Road	Local Roads
Class 7	Urban – Primary Arterial	Urban Arterials
Class 8	Urban – Sub-Arterial	Local Roads
Class 8	Urban – Collector	Local Roads
Class 9	Urban – Local Road	Local Roads

Note For definitions of NAASRA classes, see Appendix V.

Source BTRE Survey of State Government Spending on Roads.

Question 2 Unincorporated Areas (NT)

Unincorporated areas and Aboriginal lands outside unincorporated areas together account for the majority of the land area in the Northern Territory. The rest comprises national parks and areas incorporated under the *Local Government Act 1994 (NT)*.

Question 3 Road system length (NT)

TABLE II.38 LENGTH OF ROAD SYSTEM IN NORTHERN TERRITORY: ROUTE KILOMETRES

<i>(route km)</i>			
<i>NAASRA road classification</i>	<i>Metropolitan area</i>	<i>Rest of the Territory</i>	<i>Total</i>
<i>Government Roads</i>			
Class 1 Rural National Highway	47	2 623	2 670
Class 3 Rural State Arterial	57	3 918	3 975
Class 4, 5, 8 and 9	200	14 575	14 775
Class 6 and 7	153		153
Sub-total	458	21 115	21 573
<i>Council Roads^a</i>			
Local Roads (Class 4, 5, 7, 8 and 9)	1 279	11 651	12 930
Total	1 737	32 766	34 503

a BTRE estimated council figures using data from the National Office of Local Government and assuming that they comprise only urban local or rural local roads. Metropolitan figures are for Darwin, Litchfield and Palmerston.

Note Numbers might not add to totals due to rounding.

Sources BTRE Survey of State Government Spending on Roads and National Office of Local Government, (pers. comm., 2002)

TABLE II.39 LENGTH OF ROAD SYSTEM IN NORTHERN TERRITORY: LANE KILOMETRES

<i>(lane km)</i>			
<i>NAASRA road classification</i>	<i>Metropolitan area</i>	<i>Rest of the Territory</i>	<i>Total</i>
Class 1 Rural National Highway	142	5 261	5 403
Class 3 Rural State Arterial	114	7 395	7 509
Class 4, 5, 8 and 9	401	27 112	27 513
Class 6 and 7	496		496
Council roads	na	na	na
Total	1 153	39 768	40 921

na not available.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 4 Direct State spending on council roads (NT)

The NT Government carries out works on local government roads on a 'special' needs basis where access issues have been identified and where the project is beyond the financial capacity of the local community. Such projects are usually targeted at providing access to indigenous communities in remote areas.

There are currently three such projects; two are in the Northern Territory Government's capital works programme for 2002–03: upgrading of remote access to Lajamanu (\$500 000) and upgrading of local access to the airport at Kalkarindji (\$250 000). (The latter project is to be carried out in conjunction with upgrading of the airport to improve access to the area.) The third is a \$100 000 contribution to the sealing of Gunyanara Road.

Questions 5, 6 and 7 DIPE spending on roads (NT)

TABLE II.40 NORTHERN TERRITORY GOVERNMENT SPENDING ON ROADS
(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
Class 1 Rural National Highway	0.62	0.87	1.09	1.71	1.50
Class 3	0.65	0.32	2.27	0.99	1.36
Class 5, 7, 8 and 9	1.29	0.75	0.76	0.84	0.76
Class 6 Urban Primary Arterial	10.37	11.79	9.60	12.71	10.00
Total	12.92	13.72	13.72	16.24	13.62
<i>Rest of Territory</i>					
Class 1 Rural National Highway	25.63	25.05	24.06	24.40	24.25
Class 3	7.37	7.80	18.15	12.71	14.83
Class 4 & 5	21.09	26.58	26.86	24.94	25.63
Total	54.09	59.42	69.06	62.05	64.70
<i>Total Northern Territory</i>					
Class 1 Rural National Highway	26.24	25.91	25.14	26.11	25.75
Class 3	8.02	8.12	20.42	13.69	16.19
Class 4, 5 7, 8 & 9	22.38	27.33	27.62	25.78	26.39
Class 6 Urban Primary Arterial	10.37	11.79	9.60	12.71	10.00
Total	67.01	73.14	82.78	78.29	78.33

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

TABLE II.41 NORTHERN TERRITORY GOVERNMENT ROAD GRANTS AND ASSISTANCE TO COUNCILS

(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
6 Urban Primary Arterials	0.17	0.08	0.09	0.07	0.06
<i>Rest of the State</i>					
5 Rural Local	0.38	0.18	0.01	0.28	0.23
Total	0.55	0.26	0.10	0.35	0.29

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads.

Question 8 Special Purpose Roads (NT)

The NT Government does not operate any special purpose road programmes.

AUSTRALIAN CAPITAL TERRITORY

The Australian Capital Territory is unique in that it is the only jurisdiction with one level of government. In other jurisdictions, the functions of government are divided between the State Government and local government authorities but in Canberra they all reside with the ACT Government.

Even so, the ACT Government is not the sole power in the Territory. Rather, the Commonwealth Government retains significant powers over land use planning that cover some major roads. It is also directly responsible for the construction and maintenance of certain roads that serve the special purpose of Canberra as a National Capital. The latter include roads within the Parliamentary triangle area and certain roads serving the diplomatic community.

At the administrative level, the relevant authorities are Roads ACT, a division of the Territory's Department of Urban Services, and the National Capital Authority (NCA) that carries out Commonwealth functions.

As the scope of this report covers State and Territory spending on roads, the tables in this appendix and in appendix I include only data for the ACT Government. As a matter of interest, however, details of the NCA's road spending are shown below (after table II.43). Roads ACT provided all other data below.

Question 1 Road Classification System (ACT)

Roads are classified using a subset of the NAASRA functional classification system that does not include functional classes 4, 5 or 9. The ACT system also includes a classification called 'sub-arterial roads' that have the characteristics of NAASRA class 2 roads. They are classified separately for planning reasons.

Question 2 Unincorporated Areas (ACT)

There are no unincorporated areas in the ACT.

Question 3 Road system length (ACT)TABLE II.42 LENGTH OF ROAD SYSTEM IN ACT: ROUTE KILOMETRES
(route km)

<i>NAASRA road classification</i>	<i>Metropolitan area</i>	<i>Rest of the Territory</i>	<i>Total</i>
Class 1	5	0	5
Class 2	14	0	14
Class 3	59	276	335
Class 6	33	0	33
Class 7	267	0	267
Class 8	1 678	2	1 680
Sub-arterial roads ^a	258	8	266
Total	2 313	286	2 599

a Sub-arterial roads have the characteristics of NAASRA class 2 roads.

Notes Numbers might not add to totals due to rounding.

These figures do not count roads administered by the NCA.

Source BTRE Survey of State Government Spending on Roads.

Question 4 Direct State spending on council roads (ACT)

This question is not relevant to the ACT because it does not have a separate local government administration.

Questions 5, 6 and 7 Department of Urban Services spending on roads (ACT)TABLE II.43 ACT GOVERNMENT SPENDING ON ROADS^a
(\$ million)

<i>Region/Road class</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
<i>Metropolitan area</i>					
Class 1 Roads	1.90	1.81	1.71	1.60	1.95
Classes 2,3,6,7 and 8	30.80	16.00	15.81	18.26	15.95
Total	32.70	17.81	17.52	19.86	17.90
<i>Rest of Territory</i>					
Class 3 and 8	0.04	1.96	2.18	4.88	1.45
Total	32.74	19.77	19.70	24.74	19.35

a. According to the ACT Department of Urban Services, the figures in the table include only spending for road maintenance; the ACT was unable to supply estimates of spending for capital works. Comparisons with other information suggest capital works expenditure in the ACT would be in the order of \$10m per annum.

Note Numbers might not add to totals due to rounding.

Source BTRE Survey of State Government Spending on Roads and ACT Department of Urban Services (pers. comm. May 2003).

Spending on roads by the NCA totalled just under \$1.5 million over the survey period. This total comprised amounts of \$263 thousand in 1996–97, \$695 thousand in 1997–98, \$403 thousand in 1998–99, \$58 thousand in 1999–00, and \$64 thousand in 2000–01. All of this expenditure was for repair and maintenance work. The first capital work for some years is scheduled for 2002–03 (NCA, pers. comm., 5 November 2002).

Question 8 Special Purpose Roads (Australian Capital Territory)

The ACT does not operate any special purpose road programmes.

APPENDIX III COMMONWEALTH ROAD FUNDING

Over the six years to 2002, the Commonwealth Government made road grants totalling nearly \$10 billion to States and local government authorities (table III.1).

Annual payments ran at about \$1.6 billion until 1999–00, fell to \$1.4 billion in 2000–01, then rose to \$1.8 billion in 2001–02. The reduction in 2000–01 occurred when certain grants to the States were incorporated into GST payments but their ‘loss’ was more than offset in the following year when the Government introduced the new Roads to Recovery programme and increased payments in other programmes.

Payments were made under six programmes, of which four provided funding to State Governments and two went to local government authorities.

State Governments received funding for National Highways, roads of national importance (RONIs), for works to ameliorate risk at road sites with a record of serious accidents (the National Black Spot Programme), and for works on State roads (State Financial Assistance Grants identified for roads). Although all Black Spot funds are paid to State Government authorities, the money can be spent on either State or local government roads.

Payments to local government authorities comprised Local Government Financial Assistance Grants (identified for roads) and grants under the Roads to Recovery Programme. The latter programme began midway through 2000–01 and councils did not receive a full year’s payment until 2001–02.

Roads to Recovery payments of over \$2 million per annum will also be made for local roads in certain unincorporated areas⁸ and the Indian Ocean Territories. Unincorporated areas are regions where no councils are established, leaving State governments to provide municipal services, including roads. (In practice, payments for unincorporated areas go to the State and those for Indian Island Territories to the responsible Commonwealth authority.)

⁸ The unincorporated areas are in New South Wales, Victoria and South Australia.

TABLE III.1 COMMONWEALTH ROAD FUNDING BY PROGRAMME

	(\$ million)						
Programme	1996–97	1997–98	1998–99	1999–00	2000–01	2001–02	Total
National Highways ^a	710	706	752	632	697	784	4 281
Roads of National Importance ^a	91	109	123	184	135	234	875
Black Spots ^a	36	36	37	38	41	42	228
State Financial Assistance Grants identified for roads ^b	383	391	397	409	0	0	1 580
<i>Total to State Governments</i>	1 221	1 242	1 308	1 261	873	1 060	6 965
Roads to Recovery ^a	0	0	0	0	150	302	452
Local Government Financial Assistance Grants identified for roads ^b	374	370	377	389	406	425	2 342
<i>Total to LGAs</i>	374	370	377	389	556	727	2 793
Total	1 594	1 612	1 686	1 650	1 429	1 787	9 758

a. Tied grants; recipients must spend grants in ways stipulated by Commonwealth.

b. Untied grants; recipients are free to spend grants in any way they see fit.

Notes The figures show cash payments and may differ slightly from statistics based on other criterion.

Figures may not add to totals due to rounding.

Sources Roads Programmes Branch, DOTARS, (pers. comm. 13 June 2002 and 13 August 2002).

Commonwealth road funding is based on various acts of Parliament and budget legislation.

- Financial Assistance Grants to councils are paid under the *Local Government (Financial Assistance) Act 1995*. (These grants are paid on condition that States pass them to councils without restrictions on how they can be used.)
- Funding for National Highways, RONIs and the National Black Spot Programme is provided under the *Australian Land Transport Development (ALTD) Act 1988*.
- Payments to councils under the Roads to Recovery Programme are authorised by the *Roads to Recovery Act 2000* while payments to States for unincorporated areas and the Indian Ocean Territories are authorised by an appropriation in the budget.

Arrangements for grants for State arterial roads have varied over the last decade. They were paid under the *ALTD Act* until 1993–94, and then under the *States Grants (General Purposes) Act 1994* from 1994–95 until 1999–2000. This change was implemented to meet an agreement reached at the Special Premiers' Conference of 1991 to 'untie' road funding from the Commonwealth to the States and local government and to pay them as Financial Assistance Grants. In

2000–01, the State Financial Assistance Grants were subsumed into GST payments and are no longer shown as a separate programme in Commonwealth accounts.

All payments made under the ALTD Act and the Roads to Recovery Programme are so-called 'tied' grants. ALTD grants must be spent on certain types of road projects stipulated by the Commonwealth but the *Roads to Recovery Act* specifies only that the grants must be spent on roads as defined in the Act.

No conditions apply to the money received by councils as Financial Assistance Grants identified for roads. Even though the grants are nominally identified by the Commonwealth as being for roads, councils are free to spend the money as they see fit, even for non-road purposes.

Table III.2 shows the total amounts paid to State and Territory governments and local government authorities over the five years 1996–97 to 2000–01 while table III.3 shows payments for each jurisdiction. To facilitate comparisons, the tables show notional payments to the 'local government' and 'State' sectors of the ACT although that jurisdiction has only one level of government.

TABLE III.2 COMMONWEALTH ROAD FUNDING BY STATE 1996–97 TO 2001–02
(\$ million)

<i>Jurisdiction</i>	<i>Local Government Authorities</i>	<i>State or Territory Government</i>	<i>Total</i>
New South Wales	796	2 412	3 208
Victoria	575	1 145	1 719
Queensland	546	1 610	2 156
South Australia	168	578	745
Western Australia	423	644	1 067
Tasmania	139	246	385
Northern Territory	66	244	310
Australian Capital Territory	81	88	168
Total	2 793	6 965	9 758

Note Figures may not add to totals due to rounding.

Sources Roads Programmes Branch, DOTARS, (pers. comm. 13 June 2002 and 13 August 2002).

TABLE III.3 COMMONWEALTH ROAD FUNDING BY STATE AND PROGRAMME

(\$ million)

State/Programme	1996-97	1997-98	1998-99	1999-00	2000-01	2001-02	Total
<i>New South Wales</i>							
National Highways	229	246	247	211	211	232	1 374
RONIs	68	75	68	85	102	93	491
Black Spots	12	12	12	12	13	14	75
State FAGs	113	116	118	124	0	0	471
<i>State Govt Total</i>	<i>422</i>	<i>448</i>	<i>445</i>	<i>432</i>	<i>326</i>	<i>339</i>	<i>2 412</i>
Roads to Recovery	0	0	0	0	32	85	117
Council FAGs	108	107	109	113	118	123	679
<i>Council Total</i>	<i>108</i>	<i>107</i>	<i>109</i>	<i>113</i>	<i>150</i>	<i>209</i>	<i>796</i>
<i>Total to NSW</i>	<i>530</i>	<i>556</i>	<i>554</i>	<i>545</i>	<i>476</i>	<i>547</i>	<i>3 208</i>
<i>Victoria</i>							
National Highways	104	80	85	58	67	163	558
RONIs	5	15	23	27	27	86	183
Black Spots	8	8	9	9	9	9	52
State FAGs	93	85	87	87	-	0	352
<i>State Govt Total</i>	<i>211</i>	<i>187</i>	<i>203</i>	<i>181</i>	<i>104</i>	<i>259</i>	<i>1 145</i>
Roads to Recovery	0	0	0	0	31	61	92
Council FAGs	77	76	78	80	84	88	483
<i>Council Total</i>	<i>77</i>	<i>76</i>	<i>78</i>	<i>80</i>	<i>115</i>	<i>148</i>	<i>575</i>
<i>Total to Victoria</i>	<i>288</i>	<i>264</i>	<i>281</i>	<i>261</i>	<i>219</i>	<i>407</i>	<i>1 719</i>
<i>Queensland</i>							
National Highways	181	162	180	160	245	217	1 145
RONIs	15	15	15	51	6	19	122
Black Spots	7	7	6	7	8	8	44
State FAGs	72	75	75	76	-	0	298
<i>State Govt Total</i>	<i>275</i>	<i>259</i>	<i>277</i>	<i>295</i>	<i>259</i>	<i>245</i>	<i>1 610</i>
Roads to Recovery	-	-	-	-	45	63	107
Council FAGs	70	69	71	73	76	80	439
<i>Council Total</i>	<i>70</i>	<i>69</i>	<i>71</i>	<i>73</i>	<i>121</i>	<i>142</i>	<i>546</i>
<i>Total to Qld</i>	<i>345</i>	<i>329</i>	<i>348</i>	<i>368</i>	<i>380</i>	<i>387</i>	<i>2 156</i>
<i>South Australia</i>							
National Highways	58	90	100	65	43	45	402
RONIs	0	0	0	0	0	10	10
Black Spots	3	3	3	3	3	3	19
State FAGs	33	37	38	39	-	0	147
<i>State Govt Total</i>	<i>94</i>	<i>131</i>	<i>142</i>	<i>107</i>	<i>46</i>	<i>59</i>	<i>578</i>
Roads to Recovery	0	0	0	0	11	28	39
Council FAGs	21	20	21	21	22	23	129
<i>Council Total</i>	<i>21</i>	<i>20</i>	<i>21</i>	<i>21</i>	<i>33</i>	<i>51</i>	<i>168</i>
<i>Total to SA</i>	<i>115</i>	<i>151</i>	<i>162</i>	<i>128</i>	<i>79</i>	<i>110</i>	<i>745</i>

TABLE III.3 COMMONWEALTH ROAD FUNDING BY STATE AND PROGRAMME
(CONTINUED)

	(\$ million)						
<i>State/Programme</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>	<i>2001–02</i>	<i>Total</i>
<i>Western Australia</i>							
National Highways	75	68	71	49	70	65	398
RONIs	0	4	16	20	0	25	65
Black Spots	4	4	4	4	4	5	26
State FAGs	41	38	38	38	-	0	155
<i>State Govt Total</i>	<i>120</i>	<i>114</i>	<i>129</i>	<i>111</i>	<i>74</i>	<i>95</i>	<i>644</i>
Roads to Recovery	0	0	0	0	20	45	65
Council FAGs	57	57	58	59	62	65	358
<i>Council Total</i>	<i>57</i>	<i>57</i>	<i>58</i>	<i>59</i>	<i>82</i>	<i>110</i>	<i>423</i>
<i>Total to WA</i>	<i>177</i>	<i>171</i>	<i>187</i>	<i>171</i>	<i>156</i>	<i>205</i>	<i>1 067</i>
<i>Tasmania</i>							
National Highways	34	27	31	36	30	19	178
RONIs	0	0	1	0	0	neg	2
Black Spots	1	1	1	1	1	1	6
State FAGs	13	15	15	16	-	0	60
<i>State Govt Total</i>	<i>48</i>	<i>43</i>	<i>48</i>	<i>54</i>	<i>31</i>	<i>21</i>	<i>246</i>
Roads to Recovery	0	0	0	0	5	10	15
Council FAGs	20	20	20	21	22	23	124
<i>Council Total</i>	<i>20</i>	<i>20</i>	<i>20</i>	<i>21</i>	<i>26</i>	<i>32</i>	<i>139</i>
<i>Total to Tasmania</i>	<i>68</i>	<i>63</i>	<i>68</i>	<i>74</i>	<i>58</i>	<i>54</i>	<i>385</i>
<i>Northern Territory</i>							
National Highways	27	30	25	28	29	27	165
RONIs	3	0	0	0	0	0	3
Black Spots	1	1	1	1	1	1	4
State FAGs	14	19	19	20	-	0	72
<i>State Govt Total</i>	<i>44</i>	<i>50</i>	<i>45</i>	<i>48</i>	<i>29</i>	<i>27</i>	<i>244</i>
Roads to Recovery	0	0	0	0	5	6	11
Council FAGs	9	9	9	9	10	10	55
<i>Council Total</i>	<i>9</i>	<i>9</i>	<i>9</i>	<i>9</i>	<i>14</i>	<i>16</i>	<i>66</i>
<i>Total to NT</i>	<i>53</i>	<i>58</i>	<i>54</i>	<i>58</i>	<i>44</i>	<i>44</i>	<i>310</i>
<i>Australian Capital Territory</i>							
National Highways	2	2	13	26	3	15	61
RONIs	0	0	0	0	0	neg	0
Black Spots	neg	neg	neg	neg	neg	1	3
State FAGs	4	6	6	7	-	0	24
<i>State Govt Total</i>	<i>7</i>	<i>9</i>	<i>19</i>	<i>33</i>	<i>3</i>	<i>16</i>	<i>88</i>
Roads to Recovery	0	0	0	0	1	4	5
Council FAGs	12	12	12	12	13	14	75
<i>Council Total</i>	<i>12</i>	<i>12</i>	<i>12</i>	<i>12</i>	<i>14</i>	<i>18</i>	<i>81</i>
<i>Total to ACT</i>	<i>19</i>	<i>21</i>	<i>31</i>	<i>46</i>	<i>18</i>	<i>34</i>	<i>168</i>

neg Less than \$0.5 million.

Note Figures may not add to totals due to rounding.

Sources Road Programmes Division, DOTARS, (pers. comm. 13 June 2002 and 13 August 2002)..

APPENDIX IV NRTC ESTIMATES OF STATE SPENDING ON ROADS

The National Road Transport Commission (NRTC) is an independent government body that promotes reform in the road transport industry in all jurisdictions across Australia (NRTC 2001).

Established under two Heads of Government Agreements by Commonwealth legislation in 1992, the Commission reports to the Australian Transport Council (ATC) whose members comprise ministers responsible for transport in the Commonwealth, State and Territory governments.

The aims set by Government for the NRTC are to improve the road transport industry's efficiency, to improve its safety record, and to reduce its impact on the environment; that is, to cut costs, to cut accidents and to cut pollution.

To this end, the NRTC is required to develop transport reform initiatives and national legislation, to present them to the ATC for approval⁹, and then to coordinate¹⁰ the introduction in each jurisdiction of those reforms accepted by Ministers. The NRTC also monitors outcomes from those initiatives implemented by government.

As part of its regular work program, the NRTC obtains data from all State road authorities to measure spending on arterial roads and 'other' road related purposes. Details of spending on local roads are not available from States so the NRTC obtains statistics on council road spending from the ABS. The NRTC

⁹ A formal voting procedure applies where, in most circumstances, a majority of ministers must agree to a proposal in order for it to be accepted.

¹⁰ Under the Australian Constitution, power over surface transport resides largely with States. To implement a standard regulatory regime across the nation, each jurisdiction must enact the same legislation. In practice, NRTC usually coordinates arrangements under which model legislation is agreed by the ATC and then adopted in each jurisdiction. The NRTC co-ordinates implementation of reforms, which include national training packages, education material or guidelines on administrative practices for applying the national legislation.

uses the data to meet its reporting requirements under the Heavy Vehicles Agreement¹¹ and for reviewing charges for heavy vehicles.

The NRTC publishes its estimates of State spending on roads each year in its annual report (NRTC 2001) and this appendix presents a summary of the figures from 1993–94 plus the most recent data. The data should include State road expenditure on arterial roads managed by local councils.

Care should be taken in using the data because States may follow different methods in compiling the figures. This caveat is necessary because State accounting systems do not produce the exact analyses required by the NRTC. Rather, respondents make estimates to allocate their outlays among the NRTC expenditure categories and among the various types of roads. The treatment of arterial roads managed by councils and any associated State assistance is also uncertain. The NRTC plans to discuss reporting procedures with States during 2003.

Because the NRTC collects data from road authorities only, different institutional arrangements also affect the figures. For example, the NRTC figures do not include any costs incurred by police in regulating heavy vehicles or interest payments made by Treasury departments¹² but, in some States, at least some of these costs are paid by road authorities. In another example, Queensland Government expenditure on dedicated ‘busways’ in Brisbane (over \$600 million in recent years) is not classified as road expenditure in Queensland, yet such expenditure might reasonably be included by other States.

Nevertheless, subject to these qualifications, the NRTC data provides a useful insight into State spending on roads, especially as they give a break down of spending by cost category, something not available from other sources.

Table IV.1 gives a summary of the expenditure reported for the period 1996–97 to 2000–01, showing total spending analysed by cost category. (The definition of each expenditure category is given, against the corresponding cost code, in table IV.5).

Points to note from table IV.1 are that:

- Over the five years to 2000–01, spending on arterial roads increased nearly 24 per cent, from \$4.1 billion to just under \$5.1 billion.
- Although not intended for this purpose, the data suggest that investment accounted for 50 per cent or more of the \$5 billion spent in 2000–01. This

¹¹ This is a formal agreement between the Prime Minister, Premiers and Chief Ministers and is a schedule to the NRTC’s establishing legislation.

¹² Neither of these cost items is taken into account in setting heavy vehicle charges.

assumes that investment comprises all outlays for 'Asset extensions or improvements' (\$2.4 billion) plus an unknown share of 'Low cost safety or traffic works' (\$194 million) and 'Miscellaneous works' (\$63 million).

- About 10 per cent of expenditure did not relate to road infrastructure but rather to what might be described as road user management. In 2000–01, this comprised \$243 million on vehicle registration, \$181 million for driver licensing, and \$100 million for regulation of heavy vehicles.

TABLE IV.1 ARTERIAL ROAD SPENDING BY COST ITEM
(\$ million)

<i>Cost item</i>	<i>Cost code^a</i>	<i>1996–97</i>	<i>1997–98</i>	<i>1998–99</i>	<i>1999–00</i>	<i>2000–01</i>
Servicing and operating	A	297	266	304	433	432
Road maintenance	B					
Routine maintenance of pavements and shoulders	B1	262	275	207	367	368
Periodic surface maintenance	B2	232	221	279	258	287
Bridge maintenance and rehabilitation	C	92	85	89	101	107
Road rehabilitation	D	497	427	465	399	330
Low cost safety/traffic works	E	192	140	156	135	194
Asset extensions/improvements	F					
Pavement improvements	F1	572	606	613	606	617
Bridge improvements	F2	226	253	248	306	309
Land acquisition	F3	163	199	153	159	155
Earthworks	F4	259	354	326	538	485
Other improvements	F5	515	529	784	631	853
Other miscellaneous activities	G					
Miscellaneous works	G1	43	53	31	52	63
Corporate services	G2	164	142	228	230	178
Regulation of heavy vehicles	G3	83	85	88	90	100
Vehicle registration	G4	265	184	324	327	243
Driver licensing	G5	196	225	187	168	181
Loan Servicing	G6	46	163	49	52	169
Total		4 103	4 208	4 531	4 853	5 072

a. For definitions of NRTC cost codes, see table IV.5.

Source NRTC (pers. comm., 13 May 2002).

TABLE IV.2 ARTERIAL ROAD SPENDING BY STATE 2000–01

(\$ million)									
<i>Cost item</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>SA</i>	<i>WA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Total</i>
Servicing & operating	223	62	83	31	8	10	10	5	432
Road maintenance									
Routine	130	41	73	20	80	11	13	1	368
Periodic	70	57	79	12	55	5	5	4	287
Bridge maintenance	53	12	14	9	10	7	1	2	107
Road rehabilitation	154	66	83	9	0	4	8	6	330
Low cost works	56	65	27	18	11	13	0	4	194
Asset improvements ^a									
Pavements	148	107	190	41	101	1	11	19	617
Bridges	153	69	31	1	43	6	1	5	309
Land acquisition	46	60	21	5	21	3	0	0	155
Earthworks	221	41	103	8	101	1	0	10	485
Other	326	147	200	50	120	3	2	5	853
Other miscellaneous									
Miscellaneous	47	6	1	3	4	0	2	1	63
Corporate services	19	4	88	34	29	3	0	3	178
Heavy vehicle reg.	70	11	8	8	2	1	0	0	100
Vehicle registration	90	57	34	31	24	4	0	2	243
Driver licensing	93	33	21	6	18	6	0	4	181
Loan servicing	86	0	56	0	27	0	0	0	169
Total	1 986	836	1 112	286	652	77	53	70	5 072

a. The BTRE understands that some State and Territory road authorities can provide only total expenditure on road asset improvements. Where this is the case the NRTC allocates asset improvement expenditure across the different sub-categories.

Source NRTC (pers. comm., 13 May 2002).

Of the 17 cost items listed, 13 increased and four fell over the period. At the lower extreme, spending on road rehabilitation fell by about 34 per cent while the earthworks went up 87 per cent. Without a physical measure of the work carried out, however, it is not possible to say to what extent these changes reflect changes in prices, the level of work, or the type of work carried out.

The figures for 2000–01 show that NSW spent almost \$2 billion on arterial roads, just under 40 per cent of the national total (table IV.2). This exceeded the sum of the next two biggest States, namely Queensland with 22 per cent (\$1.1 billion) and Victoria with 16 per cent (\$836 million). At the other end of the scale, Tasmania, the NT and the ACT together spent only \$200 million, 4 per cent of the total.

The NRTC figures also provide a breakdown showing how much States spend respectively on National Highways, urban and rural arterial roads, and 'other road related purposes'. Table IV.3 gives a summary for 2000–01 while table IV.4 shows the figures for each jurisdiction from 1993–94 to 2000–01 plus national totals for the period.

These figures, however, should only be taken as indicative because there is some evidence that States follow different methods in allocating their 'other miscellaneous' costs among the four cost categories. If this is the case, the figures in tables IV.3 and IV.4 overstate 'other road related expenditure' with a corresponding understatement of spending on arterial roads.

Subject to this qualification, of the \$5 billion spent on roads in 2000–01, National Highways accounted for \$759 million (15 per cent), urban arterials and rural arterials each accounted for \$1.8 billion (a total of 70 per cent), and other road purposes \$762 million (15 per cent).

This distribution, however, is not typical. In recent years, rural arterials received the greatest share. Over the eight years to 2000–01, States and Territories reported spending a nominal \$34.6 billion on roads of which \$12.7 billion (37 per cent) went to rural arterials compared to \$9.7 billion (28 per cent) for urban arterials (table IV.4). National Highways and other purposes each averaged about 18 per cent.

TABLE IV.3 HIGHWAY AND ARTERIAL SPENDING BY ROAD TYPE 2000–01
(\$ million)

<i>State</i>	<i>National Highways</i>	<i>Urban Arterial</i>	<i>Rural Arterial</i>	<i>Other road related purposes</i>	<i>Total</i>
NSW	210	716	704	356	1 986
Victoria	65	298	369	105	836
Queensland	237	310	358	207	1 112
SA	45	86	76	79	286
WA	123	288	225	15	652
Tasmania	23	13	41	0	77
NT	27	16	9	0	53
ACT	29	40	1	0	70
Total	759	1 767	1 784	762	5 072

Source NRTC (pers. comm., 13 May 2002).

TABLE IV.4 HIGHWAY AND ARTERIAL SPENDING 1993–94 TO 2000–01
(\$ million)

<i>State/Year</i>	<i>National Highways</i>	<i>Urban Arterial</i>	<i>Rural Arterial</i>	<i>Other road- related purposes</i>	<i>Total</i>
<i>New South Wales</i>					
1993–94	371	394	516	439	1 720
1994–95	325	499	567	373	1 765
1995–96	302	546	533	398	1 779
1996–97	259	409	603	415	1 686
1997–98	240	366	654	375	1 634
1998–99	219	492	628	404	1 744
1999–00	213	667	676	385	1 942
2000–01	210	716	704	356	1 986
<i>Victoria</i>					
1993–94	101	253	193	99	646
1994–95	149	316	247	93	805
1995–96	147	319	214	98	779
1996–97	131	250	197	109	687
1997–98	93	225	260	117	696
1998–99	94	220	257	128	699
1999–00	89	232	285	115	720
2000–01	65	298	369	105	836
<i>Queensland</i>					
1993–94	164	79	259	173	675
1994–95	154	84	269	165	672
1995–96	186	81	280	171	718
1996–97 ^a	191	86	431	159	867
1997–98 ^a	190	147	470	169	976
1998–99 ^a	146	115	711	190	1 161
1999–00 ^a	166	110	676	191	1 144
2000–01 ^a	237	310	358	207	1 112
<i>South Australia</i>					
1993–94	52	71	47	61	231
1994–95	55	61	44	58	217
1995–96	67	74	58	61	260
1996–97	66	107	58	47	278
1997–98	84	96	64	85	329
1998–99	94	47	53	73	267
1999–00	67	77	60	77	281
2000–01	45	86	76	79	286
<i>Western Australia</i>					
1993–94	66	100	144	0	310
1994–95	66	85	206	23	380
1995–96	103	138	198	0	439
1996–97	68	162	178	29	436
1997–98	70	207	139	29	445
1998–99	96	342	86		524
1999–00	45	285	216	37	583
2000–01	123	288	225	15	652

TABLE IV.4 HIGHWAY AND ARTERIAL SPENDING 1993–94 TO 2000–01 (*Continued*)
(\$ million)

<i>State/Year</i>	<i>National Highways</i>	<i>Urban Arterial</i>	<i>Rural Arterial</i>	<i>Other road- related purposes</i>	<i>Total</i>
<i>Tasmania</i>					
1993–94	24	7	49	0	80
1994–95	23	10	46	0	78
1995–96	28	10	41		79
1996–97	34	12	42		87
1997–98	27	11	38	0	76
1998–99	29	11	36		76
1999–00	33	10	39	0	82
2000–01	23	13	41	0	77
<i>Northern Territory</i>					
1993–94	23	5	17	4	49
1994–95	24	3	16	4	47
1995–96	42	6	18	0	66
1996–97	29	11	9	5	54
1997–98	26	12	8	0	45
1998–99	21	16	17		55
1999–00	30	12	14	7	63
2000–01	27	16	9	0	53
<i>Australian Capital Territory</i>					
1993–94	0	25	9	0	34
1994–95	1	27	3	0	30
1995–96	3	10	4	0	17
1996–97	2	7	1	0	9
1997–98	2	6	1	0	8
1998–99	2	4	0	0	6
1999–00	27	7	4	0	38
2000–01	29	40	1	0	70
<i>Australia</i>					
1993–94	802	933	1 234	775	3 745
1994–95	795	1 084	1 398	716	3 993
1995–96	877	1 186	1 346	729	4 137
1996–97	779	1 044	1 519	763	4 103
1997–98	733	1 068	1 633	774	4 208
1998–99	701	1 247	1 788	796	4 531
1999–00	670	1 401	1 970	812	4 853
2000–01	759	1 767	1 784	762	5 072
Total	6 115	9 730	12 671	6 127	34 643

a. Spending over this period includes expenditure on the \$951 million Pacific Motorway upgrade funded from special budget allocations. Construction expenditure peaked in 1998–99. The project was completed in October 2000.

Source NRTC (pers. comm., 13 May 2002).

TABLE IV.5 NRTC CLASSIFICATION OF ROAD EXPENDITURE

A	<i>SERVICING AND OPERATING EXPENSES</i>
	Costs of servicing, operating and monitoring the road system except for expenditure on pavements, shoulders or bridges. This includes costs for street lighting, traffic signals, drains, roadside rest areas, roadside and median strips, road sweeping, snow clearing, road signs, road markings, and traffic monitoring emergency services on major roads and bridges.
B	<i>ROAD PAVEMENT AND SHOULDER MAINTENANCE</i>
B1	Routine Maintenance of Pavement and Shoulders
	All routine costs of maintaining roadways and road shoulders, except for those costs of periodic maintenance of sealed roads counted in B2. This includes repairing minor potholes, cracks, and road edges, minor road patching jobs (less than 500 square metres), and grading of shoulders and re-sheeting unsealed roads.
B2	Periodic Surface Maintenance of Sealed Roads
	The costs of periodic maintenance on sealed roads and shoulders including maintenance reseals and asphalt overlays. The time between such work is at least a year or more.
C	<i>BRIDGE MAINTENANCE AND REHABILITATION</i>
	All costs associated with the maintenance and rehabilitation of bridges and culverts. This includes painting and replacement of railings and decking.
D	<i>ROAD REHABILITATION</i>
	Costs of reinstating failed roads to their original standard to improve ride quality or correct pavement shape, including the provision of a wearing course. Rehabilitation will normally not improve the design standard above its original level. Rehabilitation can include major patching (over 500 square metres), re-sheeting of sealed roads, reconstruction of roads or asphalt overlays over 25 mm.
E	<i>LOW COST SAFETY OR TRAFFIC IMPROVEMENTS</i>
	<i>Minor works to improve safety or traffic flow, such as road furniture, road markings, traffic signals, pedestrian crossings, raised road markers, rail crossing barriers, or street lighting.</i>
F	<i>ASSET EXTENSIONS OR IMPROVEMENTS</i>
F1	Pavement Components
	Works to improve the design standard of existing roads or to build new roads. This includes work to widen or realign existing roads, to provide additional lanes, to seal unsealed roads or to build new roads.
F2	Bridges
	Construction of new bridges or culverts or upgrading existing assets to a higher design standard. This includes works to replace existing bridges, to duplicate bridges or to widen them.
F3	Land acquisition
	Costs of acquiring and then holding land required for future roadworks less the value of rentals from such land or the sale of surplus land.
F4	Earthworks
	Costs of earthworks for roads including costs of plant used in the work, such as plant hire, depreciation, repairs and maintenance.
F5	Other extension or improvement Expenditure
	Other costs associated with roadworks but excluding costs associated with road pavements, bridges land acquisition or earthworks. This includes costs for project planning, surveying, site establishment, drainage, street lighting, traffic signals, road furniture, rest areas, pedestrian facilities, noise attenuation and landscaping.
G	<i>OTHER MISCELLANEOUS ACTIVITIES</i>
G1	Miscellaneous works expenditure
	Road related costs not directly affecting pavements or bridges and not part of wider road related projects. This includes noise attenuation, roadside revegetation or landscaping, emergency phones, drainage control and footbridges.

TABLE IV.5 NRTC CLASSIFICATION OF ROAD EXPENDITURE (CONTINUED)

G2	Corporate services Corporate, administrative and overhead costs of road authorities not associated with specific roadworks. This includes computer services, human resources, financial management, strategic planning at State or regional level, and safety research.
G3	Enforcement of Heavy Vehicle Regulations This includes monitoring and surveillance of heavy vehicles including on-road vehicle inspections, and the construction and maintenance of weighbridges.
G4	Vehicle Registration. Costs of administering vehicle registration systems.
G5	Driver licensing Costs of administering driver licensing systems
G6	Loan servicing Costs associated with servicing loans.

Notes	Expenditure exclusions: For the purposes of the NRTC survey, payments for the following purposes are not counted as part of road expenditure: <ul style="list-style-type: none"> • ferry maintenance and operation; • school crossing supervision; • marketing of major road safety programmes; • road regulation enforcement by police officers; • construction of off-street parking areas (eg. at railway stations); and • construction of bicycle lanes / paths. Treatment of administration and overhead costs: <ul style="list-style-type: none"> • Where possible, administration and overhead costs should be distributed to the cost categories to which they relate. This includes costs of supervision, administration, plant hire, and employee costs, such as site allowances, leave, superannuation, accident cover, and payroll tax. • Where administration and overhead costs are associated with a main category (eg. B) but cannot be separately identified as belonging to a sub-category (eg. B1 or B2), they should be allocated to the sub-categories in proportion to expenditure that can be identified. • In the case where administrative and supervision costs associated with road or bridge works cannot be separately identified as belonging to a particular category (eg. B or F), they should be allocated in proportion to expenditure that can be identified for categories A to F. • Where administrative and overhead costs are not associated with road or bridge planning, design, construction or maintenance but are of a corporate nature, they should be included under G2, Corporate Overheads.
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Source NRTC (pers. comm., 24 May 2002).

APPENDIX V THE NAASRA FUNCTIONAL ROAD CLASSIFICATION SYSTEM

The National Association of Australian State Road Authorities (NAASRA) functional road classification separates roads by road function. In contrast, the historical State classifications were often based on legislated definitions, not necessarily related to function. The NAASRA functional road classification was developed jointly by NAASRA and the Commonwealth Bureau of Roads (CBR), and first published in CBR (1968), for both administrative reasons and as a necessary input to periodic surveys of the Australian road system. As the road system has developed, the functional classification has been revised from time to time in order to meet the needs of subsequent reviews of the Australian road system. The current NAASRA road classification is based on the review undertaken for the 1984 Australian Road Study (NAASRA 1984) and is now often referred to as the NAASRA (or Austroads, the successor to NAASRA) road system. This appendix briefly outlines the establishment and structure of the NAASRA road classification.

The Commonwealth Bureau of Roads (CBR) was established through Commonwealth legislation (*Commonwealth Bureau of Roads Act 1964*, since repealed) to carry out research on roads and road transport and to advise the Federal government on matters relating to the road funding assistance it paid to States. In order to undertake research on roads, the CBR needed a system for classifying roads according to the function they performed, but the then existing State-based systems classified roads only according to their legal status. In concert with NAASRA, the CBR devised a new functional road classification system. (The CBR's rationale for developing a classification system is summarised in box V.1.)

The CBR recommended that Commonwealth and State governments adopt its system in their road legislation but this did not occur in all jurisdictions. The system was adopted only by some States, either in its original form or with modifications.

Commonwealth legislation introduced in the 1970s and 1980s (such as the *Roads Grants Act 1974*, the *National Roads Act 1974*, the *Australian Land Transport (Financial Assistance) Act 1985* and the *Australian Land Transport Development Act (ALTD) 1988*) also gave rise to a 'Commonwealth classification' system. The

categories of road are funding categories rather than functional definitions. Based on the nomenclature of the ALTD Act, the Commonwealth classification recognises four primary classes of roads: National Highways, national arterial roads, state arterial roads (which may be urban or non-urban), and local roads. The ALTD Act also has provision for funding of provincial city roads and rural highways.

Table V.1 shows a concordance between the Commonwealth and NAASRA road classifications. Like the CBR system, 'Commonwealth' classifications are still in use, most recently appearing in the Austroads publication: *RoadFacts 2000* (Austroads 2000b).

BOX V.1 COMMONWEALTH BUREAU OF ROADS CLASSIFICATION

The Commonwealth Bureau of Road's (CBR) rationale for developing a functional road classification system was that:

- ... roads have many functions but each road usually has a predominant function. The CBR and the State Road Authorities agreed on nine principal functions, and classified roads accordingly. This enabled consistent and comparable analyses of the road system to be made between, and within, the States and the Territories. This procedure was necessary as the States had adopted legal classifications for roads in their road system in accord with financial and administrative responsibilities as defined in State legislation. These State classifications are by no means fully correlated with the functions of various roads

The classification system made a distinction between urban and rural roads because, in the view of the CBR:

- When the population of towns and cities reaches approximately 40 000, the transport task tends to change from that of a town serving generally as a service and community centre for the surrounding area, to that of a regional centre. Urban areas of this size generate transport and traffic requirements for the internal functioning of the city and these then overshadow the influences of the transport requirements of the surrounding rural areas.

For the purposes of its 1973 Report *on Roads in Australia* (CBR 1973), the CBR defined a total of 17 urban areas comprising:

- Statistical Divisions of the State capital cities (Sydney, Melbourne, Brisbane, Adelaide, Perth and Hobart).
- Statistical Districts of major provincial cities with populations exceeding 75 000 persons (Canberra, Newcastle, Wollongong, and Geelong).
- Urban areas of other provincial cities with populations exceeding 40 000 persons (Ballarat, Bendigo, Townsville, Toowoomba, Gold Coast, Rockhampton, and Launceston).

Source CBR (1973, p. 19).

TABLE V.1 THE NAASRA AND 'COMMONWEALTH' ROAD CLASSIFICATIONS

<i>NAASRA functional class</i>	<i>Definition</i>	<i>Commonwealth classification</i>
<i>Rural areas</i>		
Class 1	Those roads which form the principal avenue for communications between major regions of Australia including direct connections between Australian capital cities.	Rural arterial ^a
Class 2	Those roads, not being Class 1, whose main function is to form the principal avenue of communications for movements: (i) between a capital city and adjoining States and their capital cities; (ii) between a capital city and key towns; and (iii) between key towns.	Rural arterial ^a
Class 3	Those roads, not being Class 1 or 2, whose main function is to form an avenue of communication for movements: (i) between important centres and the Class 1 and Class 2 roads or key towns; (ii) between important centres; and (iii) of an arterial nature within a town in a rural area.	Rural arterial ^a
Class 4	Those roads, not being Class 1, 2 or 3, whose main function is to provide access to abutting property (including property within a town in a rural area).	Rural local ^b
Class 5	Those roads which provide almost exclusively for one activity or function and which cannot be assigned to Classes 1, 2, 3 or 4.	Rural local ^b
<i>Urban Areas (as defined)</i>		
Class 6	Those roads whose main function is to perform the principal avenue of communications for massive traffic movements. (Arterial roads)	Urban arterial ^c
Class 7	Those roads, not being Class 6, whose main function is to supplement the Class 6 roads in providing for traffic movements or which distribute traffic to local street systems. (Sub-arterial roads)	Urban arterial
Class 8	Those roads not being class 6 or 7, whose main function is to provide access to abutting properties.	Urban local
Class 9	Those roads which provide almost exclusively for one activity or function and which cannot be assigned to Classes 1, 2, 3 or 4.	Urban local

a. Except those declared as National Roads or, in Queensland, Beef Roads.

b. Except those Queensland roads declared as Beef Roads.

c. Except those declared as National Roads.

Source CBR (1975, p. 27).

APPENDIX VI SURVEY QUESTIONNAIRE

**BUREAU OF TRANSPORT AND REGIONAL
ECONOMICS**

**SURVEY OF STATE GOVERNMENT SPENDING ON
ROADS**

BUREAU OF TRANSPORT AND REGIONAL ECONOMICS

SURVEY OF STATE GOVERNMENT SPENDING ON ROADS

The Bureau of Transport and Regional Economics is a division of the Commonwealth Department of Transport and Regional Services. The Bureau's role is to carry out applied economic research for the Commonwealth Government on matters relating to transport and regional issues.

Last year, the BTRE published a report that gave a regional analysis of spending on roads by local government authorities in each State and also identified their sources of funds for roadworks. (BTE 2001, *Spending on Local Road*, Working Paper 44.)

This questionnaire is part of a follow up study designed to collect data on the road system in each jurisdiction and to produce an analysis of road spending by State governments. The results will hopefully complement the data previously published in Working Paper 44.

To assist the Bureau in carrying out this research, please complete the following questionnaire and return it to:

Pat McNamara
Bureau of Transport and Regional Economics
GPO Box 501 Canberra, ACT, 2601.
Fax 02 6274 6816

If you have any questions about the survey, please contact Pat McNamara on:
02 6274 6873 or at Pat.McNamara@dotars.gov.au.

Contact Person

Please provide the name of a person whom we could contact to clarify any of the figures in this questionnaire or for further data on roads in your jurisdiction.

Name

Title

Phone

email

INTRODUCTION

This survey comprises eight questions seeking information about the roads in your State and the spending by your State Government on roads.

Please take the following instructions into account in answering the questions. Further instructions are given in the text of individual questions.

Road classification nomenclature

As BTRE understands it, the question ‘who owns the roads’ is ambiguous because some roads are legally owned by councils but managed by a State authority.

To avoid uncertainty, you are asked to classify roads as either ‘State managed roads’ or ‘Council managed roads’ according to which level of government is primarily responsible for making decisions on their repairs and development. For example, States manage National Highways and councils manage most local access roads.

Similarly, for the sake of clarity, please do **not** use the term ‘local roads’ to describe **all** council managed roads. Rather, apply the term ‘local access road’ only to those roads whose prime role is to provide access to abutting properties or residences. Where councils manage other types of roads, the appropriate term should be used. For example, in NSW, councils also manage ‘regional roads’.

Scope of Survey

The scope of the survey is limited to roads managed by the main road authority in your State – such as the Roads and Traffic Authority in NSW – and roads managed by local government authorities. The latter includes councils and municipalities plus informal community associations operating in indigenous communities.

Please do **not** include roads administered by other State authorities, such as forestry or national parks. Nor should you include roads that exist in law but that are **not** managed by your main road authority or councils, such as the ‘paper roads’ or ‘crown’ roads’ managed by the Department of Land and Water Conservation in NSW.

QUESTION 1: ROAD CLASSIFICATION SYSTEM

Does your State employ a system for classifying roads according to their type or function? For example, roads could be classified as National Highways, State Highways, arterials, or local access roads.

Yes (....) No (....)

If yes, please complete table 1 giving details of the name of each type of road in your classification system together with its definition or a brief description of its characteristics. In the third column, indicate who is responsible for managing each type of road, that is, the State government or local government authorities.

For example:

National Highways - Roads linking capital cities of States/Territories - State.

If possible, please give details of how your road classification system relates to the NAASRA (now Austroads) system.

(If you use more than one classification system, please discuss which one to use with BTRE.)

TABLE 1 ROAD CLASSIFICATION SYSTEM

Road classification	Description/definition	Managed by
.....
.....
.....
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.....
.....
.....
.....
.....

QUESTION 2: UNINCORPORATED AREAS

(This question does not apply to the Northern Territory or the ACT.)

In your State, are there any so-called ‘unincorporated’ areas where local government authorities have **not** been established and where the State Government carries out roadworks that would otherwise be the responsibility of local government.

Yes (....) No (....)

If yes, please give a brief outline of your unincorporated area(s), such as the name(s) of the area(s), their general location, size (area), population, and any other characteristics.

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QUESTION 3: ROAD SYSTEM LENGTH.

Please complete table 3.1 and 3.2 giving analyses of road lengths in:

- (i) any unincorporated areas within your State,
- (ii) the metropolitan area and
- (iii) the rest of the State.

The figures in table 3.1 should show the *route-length* of roads and, if they are available, the figures in table 3.2 should show the *lane-length*.

Please give your analyses using the road classification system described in your answer to Question 1.

For the purposes of this study, the **metropolitan area** should be taken to comprise:

- the Sydney, Hunter and Illawarra Statistical Divisions in **NSW**
- the Brisbane and Moreton Statistical Divisions in **Queensland**
- the metropolitan road area in **South Australia**¹³
- the capital city statistical divisions in **Victoria**, and **Western Australia**
- for **Tasmania**, give a break down of road distances in the three road districts, that is, NorthEast, NorthWest and South.
- the Darwin, Palmerston and Litchfield Statistical Sub Divisions in the **Northern Territory**
- the urban area of the **ACT** as defined by its roads legislation.

¹³ This comprises the Adelaide Statistical Division plus the local government areas of Mount Barker and Adelaide Hills.

TABLE 3.1 ANALYSIS OF ROAD DISTANCES: ROUTE KILOMETRES
(route kilometres)

<i>Road classification</i>	<i>Roads managed by State Government</i>	<i>Roads managed by Councils</i>	<i>Total</i>
ROADS IN UNINCORPORATED AREAS			
.....
.....
.....
.....
.....
Total			
ROADS IN METROPOLITAN AREA			
.....
.....
.....
.....
.....
Total			
ROADS IN THE REST OF THE STATE			
.....
.....
.....
.....
.....
Total			

TABLE 3.2 ANALYSIS OF ROAD DISTANCES: LANE KILOMETRES
(lane kilometres)

<i>Road classification</i>	<i>Roads managed by State Government</i>	<i>Roads managed by Councils</i>	<i>Total</i>
ROADS IN UNINCORPORATED AREAS			
.....
.....
.....
.....
.....
Total			
ROADS IN METROPOLITAN AREA			
.....
.....
.....
.....
.....
Total			
ROADS IN THE REST OF THE STATE			
.....
.....
.....
.....
.....
Total			

QUESTION 4: DIRECT SPENDING BY STATE ON COUNCIL ROADS

Are there any programmes or arrangements under which your State Government spends money *directly* on *council managed* roads, either for maintenance or capital works? (This question refers to any direct expenditure by the State Government itself, **additional** to any grants or other payments given to councils for work on roads that they manage.)

Yes (....) No (....)

If yes, please give details of the program(s) or conditions under which your State government makes direct expenditure on council roads. For example, is the State government responsible for certain types of projects on council managed roads, such as 'black spots' or bridgeworks, or for maintaining roads in indigenous settlements in certain areas?

In answering this question, please give only the name of any programs and their details. Statistics on State spending on council roads should be entered in answering Question 6.

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STATE SPENDING ON ROADS

The next three questions ask you for information about spending on roads by your State Government.

- **Question 5** seeks details of spending on State managed roads, such as National Highways and State Highways. Please include all State spending on such roads irrespective of the source of finance or the body that actually carries out the work.
- Include Commonwealth funded spending on National Highways and all spending on other State managed roads, irrespective of whether the work was carried out by the State, by commercial contractors, or by councils working under contract to the State.
- **Question 6** seeks information about any State spending on roads managed by councils under any programs or arrangements listed in Question 4. As for Question 5, include all expenditure by the State, including projects carried out by contractors or by councils working under contract to the State.
- **Question 7** seeks details of any grants/assistance paid by the State to councils to fund work on council managed roads. (This is an update of the figures you provided for BTE *Working Paper 44*.) Do **not** include payments for work carried out by councils as contractors on State projects or payments of Commonwealth financial assistance grants.

Road expenditure should be taken to comprise outlays for:

- maintenance, repairs and capital works
- the planning and management of projects, including associated overheads, as well as the cost of labour, equipment and materials
- associated infrastructure, such as bridges, tunnels, ferries traffic lights or signage.

The figures should **not** include depreciation, interest costs, or costs not associated with road infrastructure, such as safety education programs or the operation of registries. Nor should you adjust the figures for inflation. Rather, show the actual amounts spent in each year (ie, nominal dollars).

If your accounting records are not sufficiently detailed to answer the questions, please give an estimate. If it is not possible to make an estimate, enter the name of the program and show its associated expenditures, for example, 'Bridgeworks '.

QUESTION 5 STATE SPENDING ON STATE ROADS

Please complete the following tables giving details of State spending on State roads.

Table 5.1 State Spending on State Managed roads in unincorporated areas

(\$ million)					
<i>Road classification^a</i>	<i>1996-97</i>	<i>1997-98</i>	<i>1998-99</i>	<i>1999-00</i>	<i>2000-01</i>
.....
.....
.....
.....
.....
Total					

Table 5.2 State Spending on State Managed roads in the metropolitan area

(\$ million)					
<i>Road classification^a</i>	<i>1996-97</i>	<i>1997-98</i>	<i>1998-99</i>	<i>1999-00</i>	<i>2000-01</i>
.....
.....
.....
.....
.....
Total					

Table 5.3 State Spending on State Managed roads in the rest of the state

(\$ million)					
<i>Road classification^a</i>	<i>1996-97</i>	<i>1997-98</i>	<i>1998-99</i>	<i>1999-00</i>	<i>2000-01</i>
.....
.....
.....
.....
.....
Total					

a. If actual figures are not available, make an estimate or give program expenditure.

QUESTION 6 STATE SPENDING ON COUNCIL ROADS

Please complete the following tables giving details of any direct State spending on Council roads.

Table 6.1 State Government Spending on Council managed roads in the metropolitan area

(\$ million)					
<i>Road classification^a</i>	1996–97	1997–98	1998–99	1999–00	2000–01
.....
.....
.....
.....
.....
Total					

Table 6.2 State Government Spending on Council managed roads in the rest of the State

(\$ million)					
<i>Road classification^a</i>	1996–97	1997–98	1998–99	1999–00	2000–01
.....
.....
.....
.....
.....
Total					

a. If actual figures are not available, make an estimate or give program expenditure.

QUESTION 7 STATE GRANTS AND ASSISTANCE TO COUNCILS

Please complete the following tables giving details of any grants or other assistance paid by the State to Councils to fund work on council managed roads.

Table 7.1 State Government Road grants and assistance to councils in the metropolitan area

	(\$ million)				
<i>Road classification^a</i>	1996–97	1997–98	1998–99	1999–00	2000–01
.....
.....
.....
.....
.....
Total					

Table 7.2 State Government Road Grants and assistance to councils in the rest of the State

	(\$ million)				
<i>Road classification^a</i>	1996–97	1997–98	1998–99	1999–00	2000–01
.....
.....
.....
.....
.....
Total					

a. If actual figures are not available, make an estimate or give program expenditure.

QUESTION 8 SPECIAL PURPOSE ROADS

The last three questions asked you to provide an analysis of your State's spending by type of road and region. Does any of that expenditure include outlays under which certain roads are constructed or maintained for some *special purpose*, such as the development of tourism, the development of a specific industry, or to provide roads to indigenous communities.

Yes (....) No (....)

If yes, please give details of the program or type of expenditure, its purpose, and the amount of expenditure for recent years.

TABLE 8 EXPENDITURE ON 'SPECIAL PURPOSE' ROAD PROGRAMS

<i>Program name</i>	<i>Description/purpose</i>	<i>Outlays</i>	
		<i>1999-00</i>	<i>2000-01</i>
		<i>\$m</i>	<i>\$m</i>
.....
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GLOSSARY

Arterial roads	Roads for which the main function is to carry traffic between or through major regions, closely settled areas, cities or towns in rural areas and carry traffic into, out of or between the localities within an urban area (<i>Australian Land Transport Development Act 1988</i>).
Council managed roads	Roads for which incorporated local government authorities (councils) are primarily responsible for decisions on maintenance and development.
Grants to councils	Financial assistance given by Commonwealth or State and Territory governments to local government authorities.
Local access road	Roads for which the primary function is to provide access to abutting properties and residences.
Metropolitan areas	In this report, metropolitan areas include all capital city Statistical Divisions plus the Illawarra (Wollongong) and Hunter (Newcastle) Statistical Divisions in New South Wales, the Moreton Statistical Division in Queensland and the Mt Barker and Adelaide Hills council areas in South Australia.
National Highway System	Comprises specific arterial roads declared by the Commonwealth Minister for Transport to be a national highway under the <i>Australian Land Transport Development Act 1988</i> .
State managed roads	Roads for which States and Territories are primarily responsible for decisions on maintenance and development.
Unincorporated areas	Unincorporated areas are those outside legally designated areas over which incorporated local governments have responsibility. The areas of Australia not covered by incorporated local

government authorities include: western New South Wales (see figure I.1) and Lord Howe Island, French Island (Victoria), the northern parts of South Australia (see figure I.2), much of the Northern Territory (see figure I.3) (ABS 2001).

REFERENCES

ABS	Australian Bureau of Statistics
BTE	Bureau of Transport Economics
CBR	Commonwealth Bureau of Roads
NAASRA	National Association of Australian State Road Authorities
NRTC	National Road Transport Commission

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ABBREVIATIONS

..	not applicable
ACT	Australian Capital Territory
ALGA	Australian Local Government Association
ALTD	<i>Australian Land Transport Development Act 1988.</i>
ATC	Australian Transport Council
ATSI	Aboriginal and Torres Strait Islander
BTE	Bureau of Transport Economics
BTRE	Bureau of Transport and Regional Economics
CBR	Commonwealth Bureau of Roads
DIER	Department of Infrastructure Energy and Resources (Tasmania)
DIPE	Department of Infrastructure, Planning and Environment (NT)
DOTARS	Department of Transport and Regional Services
FAG	Financial Assistance Grant (Commonwealth)
GDP	Gross domestic product
GST	Goods and services tax
km	kilometre
LGA	Local government authority
na	not available
NAASRA	National Association of Australian State Road Authorities (now Austroads)
NCA	National Capital Authority
NOLG	National Office of Local Government (in DOTARS)
NRTC	National Road Transport Commission
ns	Not separable (costs)
NSW	New South Wales
NT	Northern Territory
Qld	Queensland
ROMAN	Road Management System for unclassified roads developed and operated by Main Roads WA and the WA Local Government Association.
RONI	Road of National Importance
RTA	Roads and Traffic Authority (of New South Wales)
SA	South Australia
TIDS	Transport Infrastructure Development Scheme (Queensland)
WA	Western Australia
WALGGC	Western Australian Local Government Grants Commission