**TOOWOOMBA REGION**

# ROAD SAFETY
## *Strategy* 2024 - 2028

Toowoomba Regional Council

## ACKNOWLEDGEMENT

We acknowledge the Traditional Custodians of the Toowoomba Region whose songlines traverse our lands and pay our respect to Elders past, present and emerging, for they hold the knowledge, rich traditions and bold ambitions of Australia's first peoples.

Thank you to everyone who contributed to the development of this strategy.

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# FOREWORD FROM THE MAYOR

I am pleased to present the next iteration of Toowoomba Regional Council's Road Safety Strategy for the Toowoomba Region. The Strategy strengthens Council's continuing commitment to reducing death and serious injury on our Region's roads.

Our Road Safety Strategy 2024 - 2028 will guide our community in reducing road crashes and make our magnificent Region a safer place to live and visit.

The trauma associated with road crashes can have a long-lasting impact on any community. The economic, social, and emotional costs of serious road trauma are far-reaching and enduring.

However, there is good news. Working collaboratively, with actions within our control, we can make improvements to address road safety. This Strategy provides a way forward to improve road safety across the Region. It is underpinned by the 'Safe System' approach, recognising that road deaths and serious injuries are unacceptable.

Council acknowledges that the key to managing road safety within the growing Toowoomba Region lies in adopting international best practice principles in road safety, creating, and maintaining collaborative partnerships with key stakeholders, and raising community awareness of road safety.

We are committed to working towards a vision of zero road deaths and serious injuries within our Region, and we urge our community to embrace the strategies outlined in this plan.

**Councillor Geoff McDonald**
*Mayor, Toowoomba Regional Council*

# BACKGROUND

Toowoomba Regional Council is the seventh largest council in Queensland.

Located in the heart of the Darling Downs, the Toowoomba Region is a family-friendly environment with a temperate climate, rich heritage and abundant natural assets. The Region encompasses almost 13,000 square kilometres and is the economic and commercial hub of the Darling Downs and South West Queensland.

There are 7,726 kilometres of sealed and unsealed roads in the Toowoomba Regional Council area. Our road network is a combination of federal, state and local government-controlled roads comprising 1,187 kilometres of State-owned and operated roads, and 6,539 kilometres of Council-owned and operated roads.

Three major national highways traverse the Toowoomba Region – the Warrego, New England and Gore Highways, representing 3% of the total road network in the Region.

Toowoomba Regional Council's Road Safety Strategy 2019 - 2023 provided a local framework to enable Council, key road safety stakeholders and the community to actively participate in improving road safety within the Region.

However, our crash statistics remain at an unacceptable level. The next iteration of our Road Safety Strategy from 2024 - 2028 must draw on learnings from the 2019 - 2023

Strategy and best practice to improve the safety of our Region.

Our engineers, planners, designers, and other staff must be encouraged and supported to design, build and maintain our roads and active transport networks in accordance with the Safe Systems Framework. Our community not only wants but deserves a forgiving transport system for all users.

While Council will not undertake actions that fall within the responsibility of other agencies, we will work with those agencies to continue to advocate for and improve road safety outcomes.

We need to look at what can be realistically done and then ensure that every dollar spent also contributes to a reduction in deaths and injuries.

Achieving zero deaths and serious injuries will be challenging. We are all responsible for road safety and by taking responsibility and action, jointly and individually, road safety for all users will improve. This Road Safety Strategy, 2024 - 2028 addresses our key challenges and guides the implementation of a range of evidence-based actions to realise our vision of reducing deaths and serious injuries on our roads.
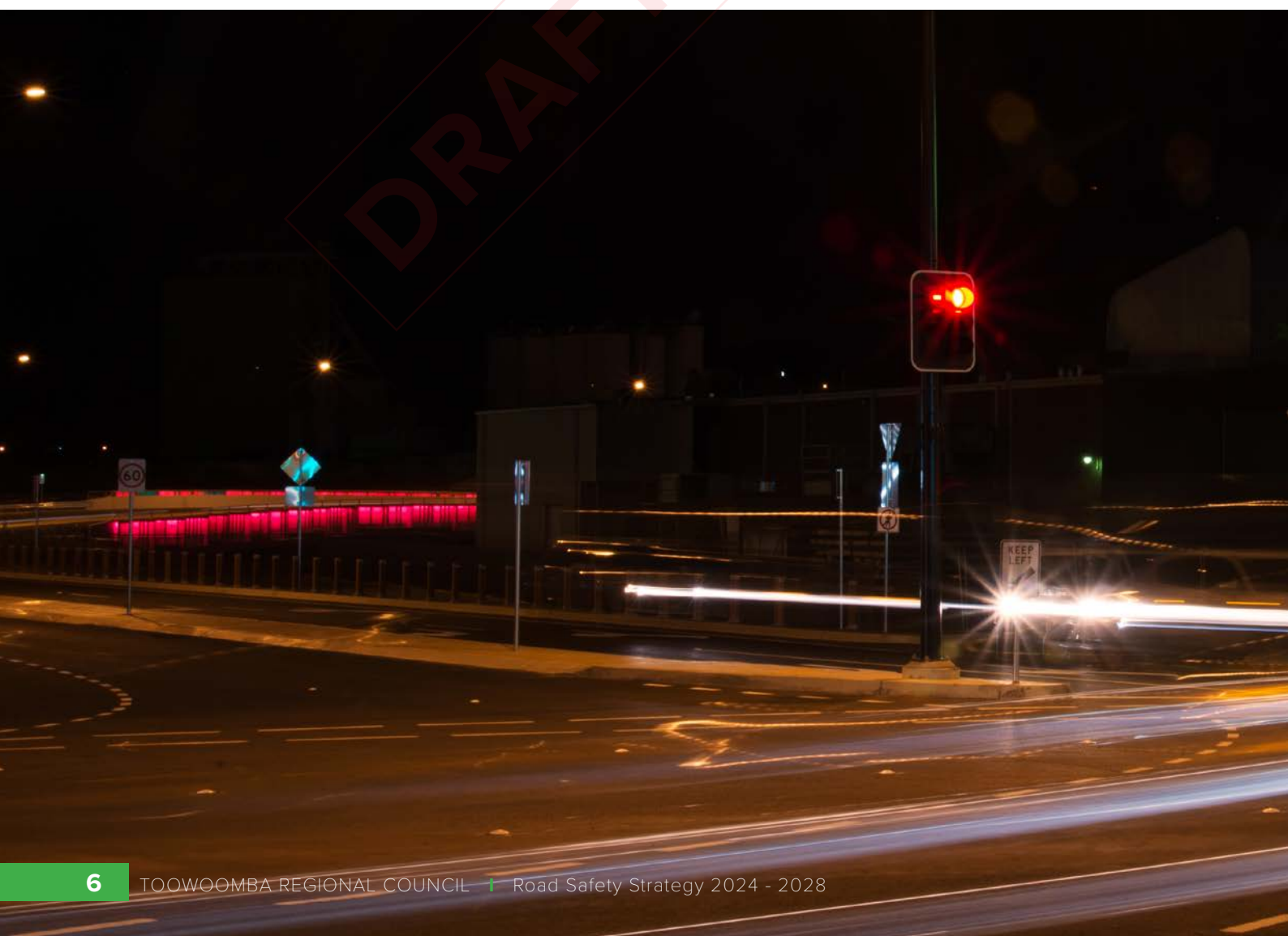
# PURPOSE

Our transport system has many different types of users with varying demands, experience, and knowledge of our road, active transport, public transport, and freight networks. This Strategy provides a framework for improving road safety across the Region for all users.

While our transport system and road network is operated and managed in cooperation with the Queensland Department of Transport and Main Roads, the planning and delivery of local infrastructure, facilities, and services to residents and visitors is primarily the responsibility of Council.

As part of this responsibility Council is committed to maintaining and developing new collaborative partnerships with State and Federal Governments, the private sector and the community to deliver a safe and efficient transport system which provides connectivity and accessibility for all users.

The Road Safety Strategy 2024-2028 will ensure that planning and management for road safety is current, consistent, and coordinated. We are also mindful that with limited budgets Council must focus on what it can actually deliver. The Strategy has been prepared using the Safe System principles, which guide road safety policy in Australia and address the goals of safer roads and roadsides, safer speeds, safer vehicles and safer people.

Council is committed to working towards a reduction in fatalities, serious crashes and injuries on the Toowoomba Region's roads and pathways. In this way, Council recognises the following accountabilities:

- as a Road Manager, Council assumes primary responsibility for the safety of the roads it owns and manages

- as a Planning Authority, Council considers and mitigates road safety risks associated with land use and the nature of developments on roads it controls

- as an advocate for the community, Council lobbies higher levels of government for funding transport infrastructure and services which will benefit the community

- as a governing authority, Council engages and empowers its community in relation to road safety issues, encouraging safer road user behaviour, and coordinating local resources for better road safety outcomes.
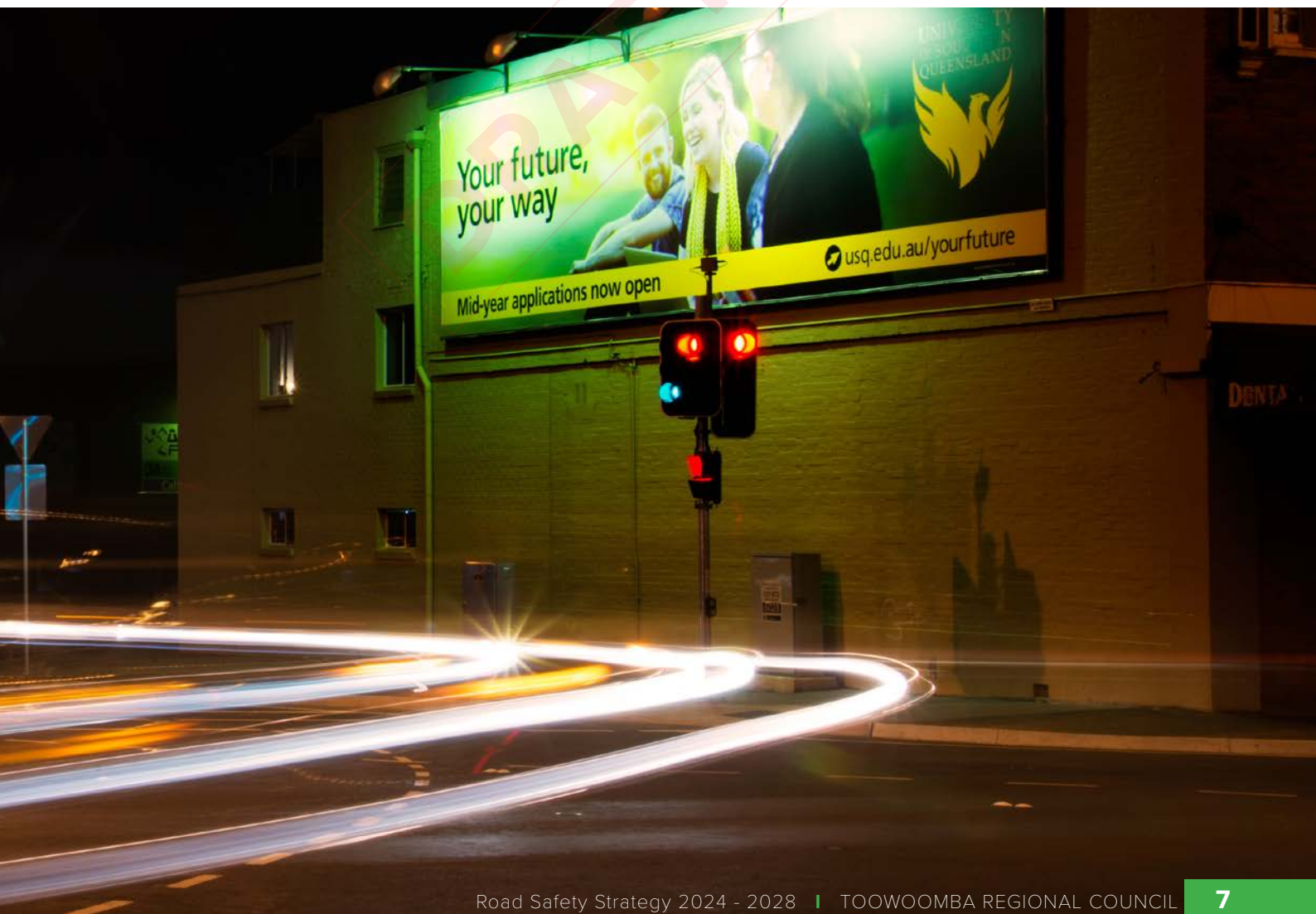
# GLOBAL

Globally, road fatalities continue to be a leading cause of deaths for all age groups.

In March 2010, the United Nations General Assembly resolution (A/RES/64/255) proclaimed a Decade of Action for Road Safety 2011–2020, with a goal to stabilise and then reduce road traffic fatalities around the world by increasing road safety activities conducted at global, national and regional levels.

The World Health Organisation's Global Status Report on Road Safety identifies that in order to reach the targets set by the first Decade of Action for Road Safety 2011–2020, road safety efforts need to be accelerated.

A decade later in August 2020, the United Nations General Assembly resolution (A/RES/74/299) proclaimed the second Decade of Action for Road Safety 2021– 2030, with the ambitious target of preventing at least 50 per cent of road traffic deaths and injuries by 2030 on the way to Vision Zero (zero deaths and serious injuries by 2050).

We are now in the second decade of Road Safety Action as proclaimed by the United Nations general assembly yet globally road deaths and serious injuries continue to rise.

"Every year the lives of approximately 1.3 million people are cut short as a result of a road traffic crash. Between 20 and 50 million more people suffer non-fatal injuries, with many incurring a disability as a result of their injury."

"Road traffic injuries are the leading cause of death for children and young adults aged 5-29 years".

WHO - **https://www.who.int/news-room/fact-sheets/detail/road-traffic-injuries**

For any chance to deliver these ambitious targets systematic change is required including improving the quality of data collected for decision-making.

# NATIONAL

The National Road Safety Strategy 2011–2020 acknowledged the role of state and local governments and the importance of both engaging and activating the community in addressing road safety. It was prepared by the Australian Government to provide guidance and key themes for meeting Australia's road safety vision, 'Eliminate harm on Australian roads by 2050.'

The document focuses on three key themes: safe roads, safe vehicles and safe road use, with speed management embedded within all three under an overarching 'Movement and Place vision.' To ensure implementation occurs with the 2021-2030 timeframe the following is needed:

- clear governance arrangements
- evidence-based policy and programs
- transparency and accountability – regular reviews and reporting
- investment tied to improved road safety outcomes
- future focused research and development.

As a community it is no longer acceptable to have a transport system that results in deaths and serious injuries to road users.

If the 2030 targets can be met, it is expected that there will be a significantly reduced burden on our economy and society from road crashes in terms of deaths; life-changing injuries; demands on the health sector; and trauma for families, first responders and communities, including mental health impacts.

To ensure the delivery of these outcomes, Council needs to support the following key changes over time:

- accelerating the rate of transformation to a safe road-transport system supported by coordinated data management and evidence
- fostering significant growth in road safety management capacity leading to stronger decision-making in:
  - government agencies – infrastructure, transport, planning, health and justice
  - 'system designer' organisations – consultancies, educational institutions, employers, transporters and community organisations
- road safety being a key objective of state and local government road network management practices including the introduction of network safety plans
- cultural change in the community, with greater understanding of the Safe System approach and greater acceptance of road safety solutions
- routine Safe System investigations of fatal and serious injury crashes.

# STATE

The Queensland Government has endorsed the National Road Safety Strategy and is committed to its implementation demonstrated by developing the Queensland Road Safety Action Plan 2020–2024. With a commitment to a Vision Zero by 2050, it echoes the National approach of eliminating road deaths and serious injuries on the state road network.

State initiatives include a focus on initiating change, testing new technologies, investigating innovative ways to support drivers, lowering speeds in high-pedestrian areas, enhancing resources and working with local governments.

The Queensland Road Safety Action Plan, and Road Safety Strategy supports the position of the Federal Government and together with the Safe System approach, continues to work to improve infrastructure and current initiatives that it has influence over.

# LOCAL

Local Government is responsible for planning and delivering infrastructure and facilities to provide safe, connected and accessible places for all people.

Council's road safety role in the Toowoomba Region is to:

- assume primary responsibility for the safety of local government roads
- provide local infrastructure to create a transport infrastructure network that is forgiving and will assist in ensuring the forces in collisions do not exceed human tolerance
- consider the road safety implications of planning decisions it makes in relation to land use
- consider all road users
- provide evidence-based information in the decision-making process
- ensure funding is prioritised for road safety delivery.

Whenever possible Council will:

- lobby other levels of government to fund transport infrastructure and resourcing
- engage and empower communities in relation to road safety issues
- encourage safe road user behaviour.

We recognise that in providing an efficient, effective and safe transport system there are many types of road users.

While local governments are responsible for planning infrastructure on local roads we recognise that collaboration with other agencies, such as the Queensland Police Service, is crucial to help address behavioural issues in our Region.

# THE ROAD SAFETY CHALLENGE

Safety on the Region's roads is a shared responsibility and Council acknowledges the continuing efforts and assistance of our road safety partners, stakeholders and every member of our community.

The National Road Safety Strategy 2021-2030 aims to elevate Australia's road safety ambitions through this decade and beyond. It is firmly based on 'Safe System' principles and is framed by the guiding vision that 'no person should be killed or seriously injured on Australia's roads'.

The National Strategy provides the framework for all agencies in the delivery of road safety, and acknowledges the role of state government, local government and the community in addressing road safety.

The Queensland Road Safety Action Plan 2020—2024 continues to reinforce its commitment to eliminating serious trauma on Queensland roads over the long term.

Toowoomba Regional Council shares the vision of both the State and Federal Governments. As the representative of our community, we advocate partnerships between agencies and the community to achieve safer roads for all.

In support of the national and State strategies, Council embraces as its vision:

***Vision Zero - Zero deaths and serious injuries on the Region's roads.***

Council continues its commitment towards providing a road network increasingly free of fatal and serious injury crashes for all road users.

Council's Road Safety Strategy 2024-2028 builds on previous successes and collaborative partnerships to deliver a road network increasingly free of death and injury, through the provision of a safer and more forgiving road environment and encouraging safer road user behaviour.

Council recognises that its vision is a long-term objective and can only be achieved through incremental gains with the support of key road safety stakeholders, partners and the community.

Key documents such as the Corporate Plan and Sustainable Transport Strategy (STS) support this vision. Our Corporate Plan 2024-2029 includes a key priority to improve community safety through effective design, information and programs. For the STS, its aim is to:

- reduce our reliance on private vehicles
- provide more travel and accessibility choices for our residents
- improve regional connectivity
- leverage technology to benefit integrated traffic management and the environment.

The STS also states that Council embraces a Safe Systems Approach to achieve a safer and more forgiving road environment, encouraging safer road user behaviour. Further, it states that Council must ensure our street, road and highway network prioritises the safety of its users. This can be achieved through investigating opportunities to improve our local streets in order to deliver safe and attractive places to live including reduced speed environments such as 30km/h posted speed limits on local streets.

In recognition of the 'Safe System' approach to road safety, Council's strategy continues to be underpinned by the following fundamental principles.

| # | PRINCIPLE |
|---|-----------|
| 1 | No death or serious injury occurring on our road network is acceptable. |
| 2 | The health and wellbeing of our society should not be traded off against other societal benefits. |
| 3 | As human beings, we are fallible and prone to make mistakes. |
| 4 | Human beings have tolerance thresholds to energy exchange, above which the absorption of energy is likely to lead to death or serious injury. |
| 5 | Road users should not be subject to energy exchanges that will lead to the likelihood of either death or disabling injury occurring. |

These remain consistent with the latest national and State strategies.

# CRASH STATISTICS

Various forms of statistical data are used to establish a road safety profile for the Toowoomba Region. All crash data contained in this document has been provided to Council by the Department of Transport and Main Roads Data Analysis branch, Safer Roads Infrastructure, Engineering and Technology Division. Data used is the most current available at the time of publication and includes all crashes up to 30 June 2023.

Analysis of the 2019-2023 crash statistics for the Toowoomba Region is provided in the Appendix.

Apart from a slight reduction in crash numbers during the year 2020, which may be due to lock downs during the COVID 19 pandemic, the number of crashes in the Toowoomba Region has continued to increase over the past five years.

## NUMBER CRASHES BY YEAR
### (2019 TO 30 June 2023)



- 2019 - **396**
- 2020 - **326**
- 2021 - **366**
- 2022 - **376**
- 2023 - **213** (to 30 June)

## NUMBER CRASHES BY YEAR
### (2019 TO 30 June 2023)



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- 2020 - **326**
- 2021 - **366**
- 2022 - **376**
- 2023 - **213** (to 30 June)
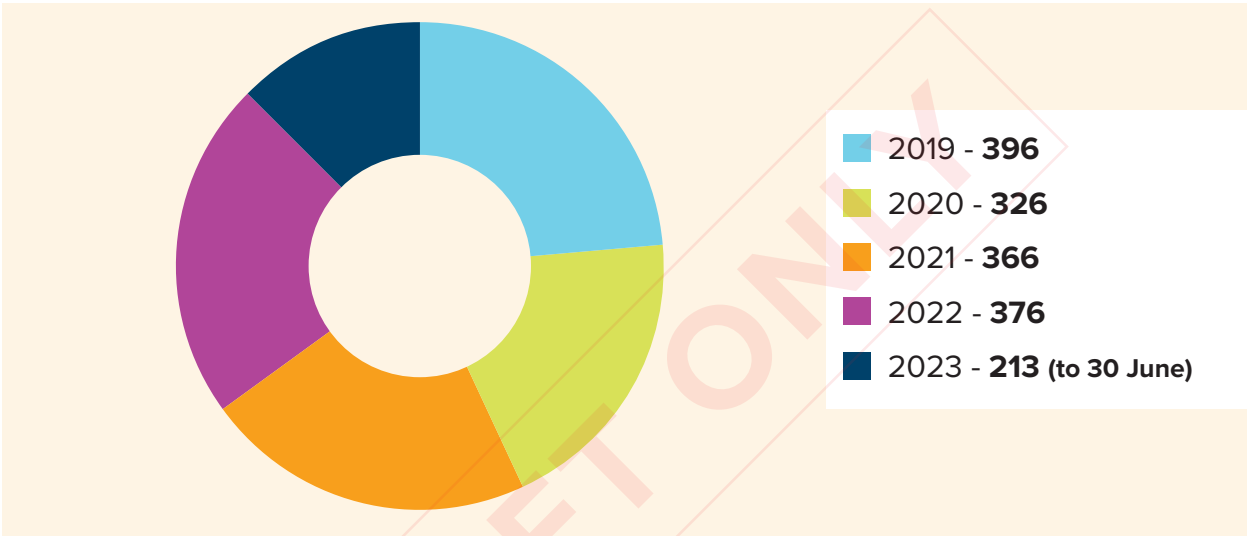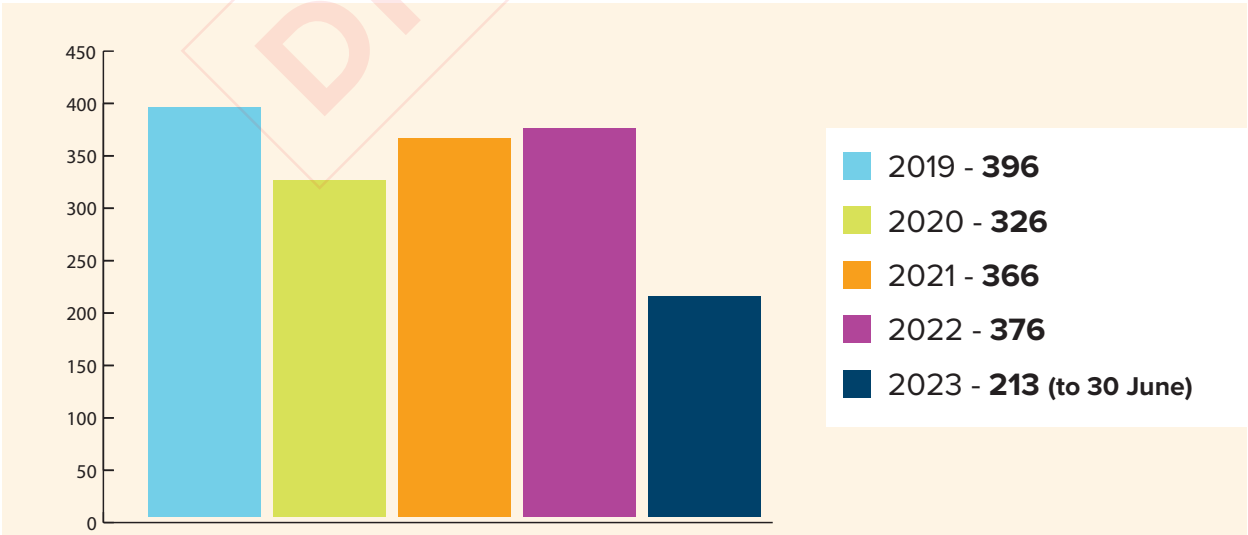
# COST TO THE COMMUNITY

Road crashes impose significant human and financial costs on society. The cost of road crashes in the Toowoomba Region during the 2022-2023 financial year, calculated by the standardised Willingness to Pay (WTP) crash costs by crash severity level method, was over $298 million (in 2023 dollars) This includes lost productivity, hospital and health care costs, emergency service costs, insurance costs and property damage. This is in addition to the burden of personal suffering resulting from road crashes.

## 2022-23 FY CRASH COSTS
### (All Roads - WTP by Crash Severity Level)

- Fatal - **$133,427,580**
- Hospitalisation - **$143,964,560**
- Medical Treatment - **$18,518,815**
- Minor Injury - **$26,677,896**

## 2022-23 FY CRASH COSTS
### (All Roads – WTP by Road Manager)

- Council Roads
  - **$124,668,390, 42%**
- State and Federal Roads
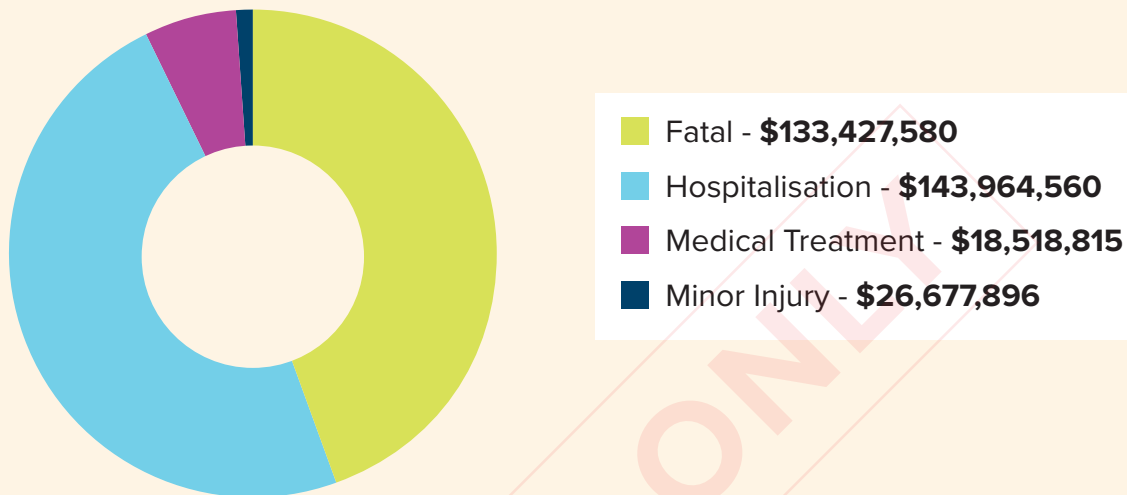  - **$173,920,461, 58%**
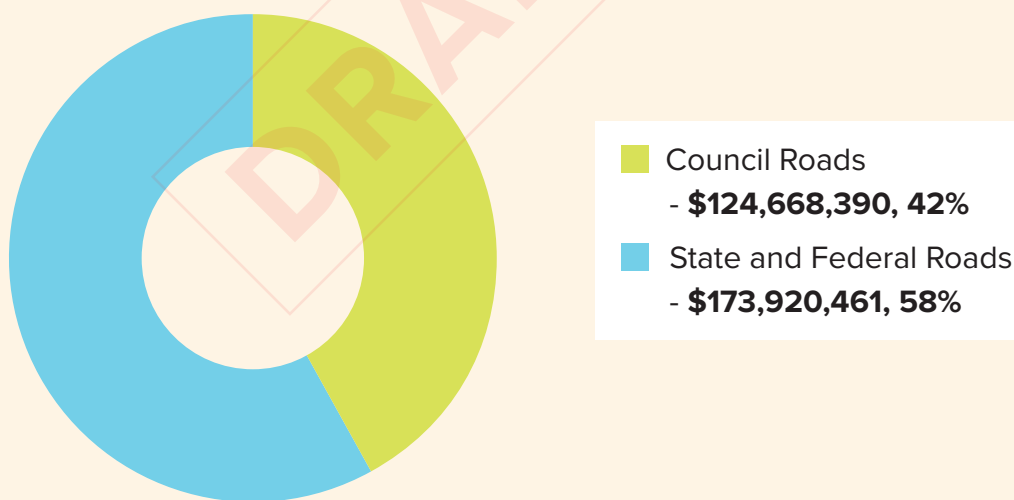
Further information on Willingness to Pay is provided in the Appendix. Human costs can include:

- workplace and household losses
- disability-related costs
- hospital, medical and related costs
- legal costs
- correctional services
- recruitment & re-training
- premature funeral costs
- coronial costs
- loss of quality of life
- pain, grief and suffering.

Vehicle costs can include:

- repair costs
- vehicle unavailability costs.

Other costs can include:

- travel delay and vehicle operating costs
- health costs of crash-induced pollution
- insurance administration costs
- road infrastructure repair costs
- ambulance, police and other emergency services response costs

# A PLAN FOR THE FUTURE

Local Governments play a key role in managing road safety in their capacity as both the owner and designer of the local road network and road safety advocate for the community. As such, Council will manage our transport network in a way that contributes to an integrated, safe, responsive and sustainable land transport system.

While we might not be able to prevent all road crashes, with a focus on innovation and safety through collaboration and opportunity we can reduce the incidence of death, serious injury and the cost of road trauma to the community.

The 2024 - 2028 Road Safety Strategy has been shaped through learnings from the our previous strategy to ensure Council's road safety practices remain consistent, current and effective to meet our road safety objectives to:

1. improve the road environment
2. influence responsible driver and other road users' behavior through infrastructure
3. enhance safety and accessibility for all users
4. provide a well maintained road network
5. support and advocate for road safety.

Council shares the vision of both the State and Federal Governments to eliminate fatal and serious injury crashes from our roads. While Council aspires to achieve this outcome it must be acknowledged that local government budgets are limited. As a result, the number and types of actions that can be achieved are limited, and resources must be targeted for greatest efficiency. It is for this reason a target year has not been set for Vision Zero, rather a commitment to achieve this outcome. This Strategy has been prepared with this understanding.

Our previous strategies have focused on evidence-based data. This approach will continue with strategic actions tailored to the Toowoomba Region based on recorded crash data. This Strategy transitions into a more proactive approach through the use of new technologies such as data analytics to proactively stop crashes from occurring.

With this strategic approach, the following targets have been identified to evaluate progress of the Strategy for Council-controlled infrastructure:

- fewer fatalities from year-to-year in the Toowoomba Regional Council area per capita
- fewer hospitalisations from year-to-year in the Toowoomba Regional Council area per capita
- fewer crashes each year than the previous five-year average.

# STRATEGY PROPOSAL

Strategic Actions have been developed to guide the delivery of the new strategy. A review of the 2019-2023 strategy identified that better results could be delivered with a reduction in the number of actions and a focus on those which can actually be delivered by Council Officers within available budget and time constraints.

This Strategy will be delivered through a series of core actions where Local Government is the lead agency. These actions will have key performance indicators (KPIs) to measure progress of the actions.

Over the life of the Strategy the provision of road safety services through these actions will be guided by the following overarching temporal intent.

## Year 1

- Commence actions of known key crash contributors.
- Determine key locations across the network and associated budget to transition from a reactive to a proactive countermeasure approach.

## Year 2

- Continue delivery of Strategy actions subject to budget.
- Commence delivery of new or refined actions determined in year 1 subject to budget.

## Year 3

- Continue delivery of Strategy actions.
- Annual review to determine status of action delivery.

## Year 4

- Focus on the delivery of the Strategy actions.
- Strategy review or refresh.

# THEMES

These are the core actions where local government is the lead agency in the provision of road safety services.

## ENGINEERING TREATMENTS

Engineering of infrastructure plays a vital role in determining the likelihood and severity of a crash.

Appropriate road safety engineering treatments provide certain and immediate reductions in crash likelihood and severity and have the ability to eliminate nearly all fatal and serious crash outcomes.

In planning and designing new transport infrastructure or upgrading existing road infrastructure within a highly diverse traffic environment, the individual and collective needs of all road users need to be considered.

Road safety outcomes are promoted when transport corridor planning and land use considers the needs of more vulnerable road users such as pedestrians, cyclists and motorcycles before the needs of less vulnerable users such as cars, trucks and buses.

This ensures that appropriate transport function, road space allocation, road safety design features and speeds are combined to deliver the best road safety outcomes.

It is critical that there is alignment with this strategy and other Council strategy documents including the TRPS including the regional urban form which includes road widths and corridor treatments.

Projects above $1M should have both Road Safety Audits (RSA) or Safe System Assessments (SSAs) completed. Projects less than $1M may have RSA or SSA depending on complexity. This would apply to both Council processes and operational works.

Undertaking Safe System Assessments forms part of the design of new roads, upgrades and civil infrastructure. Council staff will be equipped with the right training.

The trial of new technologies and innovative solutions will be considered to resolve existing deficiencies in the road network and to help identify future potential crash locations for treatment.

**Our strategic actions for continuing to address engineering treatments are:**

1. treatment of high conflict and crash locations
2. reviews and audits
3. technology considerations
4. value add to existing programs.

# ENGINEERING TREATMENTS

## Treatment of High Conflict and Crash Locations
- Evaluate conflict and crash locations.
- Identify locations on the road network with diminishing operational performance, high severity of injury crashes or substandard assets.

## Reviews and Audits
- Undertake safe system assessment as part of the design of new roads, upgrades and civil infrastructure.
- Undertake Road Safety Audits and reviews and audits across the civil network.
- Incorporate requirements into the planning scheme for Safe System Assessments and Road Safety Audits in the Development Assessment process.

## Technology Considerations
- Trial new technologies and innovative solutions.

## Value Add to Existing Programs
- Review road signage where messaging and behaviour are inconsistent.
- Continue to focus on maintenance activities relating to pavement surface.
- Ensure road maintenance activities provide a safe road environment.
- Review and refine the 'Safety in Design' template and process to align with the Road Safety Audit and Safe System Assessments.

## Key Performance Indicators
- Completion of design Road Safety Audits.
- Demonstrated consideration of design Road Safety Audits.
- Completion of Safe System Assessments.
- Demonstrated consideration of Safe System Assessments.
- Completion of existing Road Safety Audits.
- Demonstrated consideration of existing Road Safety Audits.
- Annual reporting of maintenance activities relating to pavement surface.
- Completion of infrastructure treatment evaluations (before/after and with/without).

# CRASH INVESTIGATION AND PREVENTION

## Road Safety Auditing

A Road Safety Audit is a formal examination of a future road or traffic project, or an existing road, in which an independent, qualified team reports on the project's crash potential and safety performance' (Austroads Guide to Road Safety Part 6: Road Safety Audit).

The benefits of implementing a Road Safety Audit process range from the more immediate safety improvements in the design and construction of road infrastructure projects, to the long-term development of a road safety culture within infrastructure safety policies. Some benefits include:

- safer road networks increasingly free of death and serious injury
- more explicit consideration of the safety needs of more vulnerable users
- more uniform road environments providing road users with consistent, easily understood environments
- reduced 'whole of life costs' of road infrastructure initiatives as the need to modify and improve safety on new projects is reduced once built
- fostering a better understanding of road safety engineering principles.

## Safe System Assessments

Safe System Assessments help define the distinctions between treatment options or proposals and ensure the advantages and disadvantages of different measures for different purposes are understood. Any changes or proposed changes can be assessed with the Safe System Approach and alternative treatments can be quantified against Safe System Principles.

A Safe System Assessment can be used to determine if an option is more or less safer than the current situation. They can be done at a number of stages within the lifecycle of a project or location including:

- concept, feasibility and detailed design stage
- existing roads and streets
- upgrade projects
- community safety programs or proposals.

## AusRAP Assessments

The Australian Road Assessment Program (AusRAP) is run by the Australian Automobile Association (AAA) and state and territory motoring organisations. The program is aimed at identifying at-risk locations within road networks, and is dedicated to saving lives through advocating for safer road infrastructure.

It is focused on delivering a road system that reduces the likelihood of crashes occurring and minimises the consequences of crashes. The program recommends the need for proactive management of roads, roadsides and pathways to provide a safe road environment for those most at risk.

**Our crash investigation and prevention strategic actions are:**

- road safety skill development
- reviews and audits
- technology considerations
- Black Spot program identification.

# CRASH INVESTIGATION AND PREVENTION

## Road Safety Skill Development

- Support the education and professional development of staff in the field of road safety.
- Maintain crash investigation skills and researching abilities.

## Reviews and Audits

- Develop a program of remedial works at intersections to reduce injury and to control filtered right turns and rear-end crashes.

## Technology Considerations

- Trial new technologies and innovative solutions.
- Determine key locations across the network for a proactive countermeasure program.
- Develop and refine a priority list of potential locations for inclusion in the 10-year capital works program through evidence-based data analytics.

## Black Spot Identification

- Monitor and review crash data to identify Black Spot locations.
- Develop and refine a priority list of potential Black Spot locations for inclusion in the capital works program.
- Seek funding from through the Black Spot Program and other sources to treat high risk locations.

## Key Performance Indicators

- Provide a reactive yearly crash statistics summary report for the region to track crash rates and types.
- Determine within the first two years of the strategy, key locations across the network with a proactive countermeasure program.
- Utilise new technologies, such as video analytics linked to before / after assessments to proactively address potentially unsafe intersections, crossing points, or road segments.
- Demonstrate consideration of new technologies such as data analytics in infrastructure planning and delivery.

# SPEED MANAGEMENT MEASURES

Speeding is one of the major causes of fatalities on Queensland roads. Speeding is defined not only as driving over the posted speed limit, but also driving at a speed that is inappropriate for the conditions.

As Council, we recognise that good speed management practices contribute to road safety, mobility and amenity on public roads by providing a credible and consistent system of speed limits that are compatible with the speed environment, and largely self-enforcing.

Speed management requires a considered process that:
- provides credible and consistent speed limits
- is repeatable and transparent
- promotes crash reduction
- improves safety for vulnerable road users.

Independent speed limit reviews should be considered to reduce the possibility of bias in reviews undertaken by Council.

It is critical that there is alignment with this strategy and other Council strategy documents including the Toowoomba Regional Planning Scheme (TRPS) and the regional urban form which includes road widths. Road widths and line marking play an important part in speed management measures. As documents are updated, they need to consider suitable road widths/parking provisions/landscaping and potential geometry factors relating to maximum lengths of straight alignment.

**Our strategic actions for addressing speed management are:**

- speed limit reviews
- speed moderating devices
- technology considerations.

## Speed Limit Reviews
- Design new residential streets to suit lower speeds.
- Undertake speed limit reviews to ensure credibility and consistency.
- Implement lower speed limits at identified vulnerable user group locations.

## Speed Devices
- Consider speed moderating devices where driver speeds are inconsistent with posted speed limits to create safer Place environments.
- Support the design of new streets to develop lower speed environments.
- Identify high-risk locations and develop a priority list for possible speed management measures for inclusion in the 10-year capital works program.

## Technology Considerations
- Trial new technologies and innovative solutions.

## Key Performance Indicators
- Conduct speed limit reviews in priority order from Council speed limit review register.
- Conduct area wide reviews or trials to lower speed limits. Higher order road speed limits to 50 km/h and lower order roads to 40 or 30 km/h.
- Independent speed limit reviews.

# VULNERABLE ROAD USERS

Vulnerable users are part of everyday life. They form some of the most basic and utilised forms of transport. Even the most dedicated motorist is a pedestrian, if only to cross the road to reach a parked vehicle. Pedestrians, along with cyclists, motorcyclists, mobility device users and other forms of active transport are classed as vulnerable road users because they are unprotected in the event of a crash.

Schools are a focal point for our vulnerable users. We recognise that they require regular review in the form of safety assessments. This includes reviews of speeds, safe operation of loading areas, and surrounding road network such as pedestrian crossings. It is important that all our schools are considered across the Region.

An assessment of school zones along with the appropriateness of existing zones will be considered to identify and address locations with inappropriate school zones in terms of signage, zone length and speed limit.

Our vulnerable road users should feel safe and supported within an attractive and engaging environment. For cyclists this includes both on and off road.

We share the 'Vision' of the Queensland Cycling Strategy 2017–2027. Through the provision of accessible, connected and integrated cycle networks we are promoting the benefits of cycling and encouraging more people to ride.

It is important to recognise that cyclists come in a variety of ages and varying skill levels. These may include preschool, primary and secondary school children, and recreational, commuter and sporting cyclists. In planning facilities for all, cognitive skills, knowledge and understanding of traffic laws and traffic behaviour need to be considered. This will ensure improved safety and encourage cycling within the broader Toowoomba community.

To assess the safety of cyclists within the cycle network, the following factors will be considered:

- traffic volume and composition
- the number, type, and age group of cyclists along the route
- high pedestrian numbers (if on shared paths)
- speed environment - both for cyclists and other vehicles
- public transport/bus movements and their interaction with cyclists within limited/shared spaces.

Our strategic actions for vulnerable road users are:

- treatment of high conflict and crash locations
- value add to existing programs or processes
- reviews and audits
- linkage to Sustainable Transport Strategy.

# VULNERABLE ROAD USERS

## Treatment of High Conflict and Crash Locations
- Evaluate pedestrian conflict and crash locations.
- Develop a priority list of pedestrian-enabling facilities for potential inclusion in the 10-year capital works program with a focus on substandard assets.
- Evaluate cycle facilities conflict and crash locations.
- Develop a priority list of new cycle infrastructure for potential inclusion in the 10-year capital works program with a focus on substandard assets.

## Value Add to Existing Programs and Processes
- Identify opportunities to improve vulnerable road user safety as part of the road rehabilitation and reseal program.

## Reviews and Audits
- Review of the signage 'pedestrians give way to vehicles' used in the Toowoomba CBD.
- Assess existing and proposed crossing facilities.

## Linkage to Sustainable Transport Strategy
1. Identify missing links to improve pedestrian connectivity and safety.
2. Adopt recommendations in the State Government's Action Plan for Walking to improve pedestrian safety including:
   - making paths safer by providing wayfinding for destinations and cycleways
   - increasing pathway capacity and safety at intersections
   - removing pathway interruptions or obstacles.
3. Identify missing links to improve cycling connectivity and safety

## Key Performance Indicators
- Safety Assessment at Schools.
- Review locations listed (Council's Community Requests Register) for VRU infrastructure improvements.
- Attend Bicycle Discussion Group and Walking Discussion Group meetings and actively contribute.
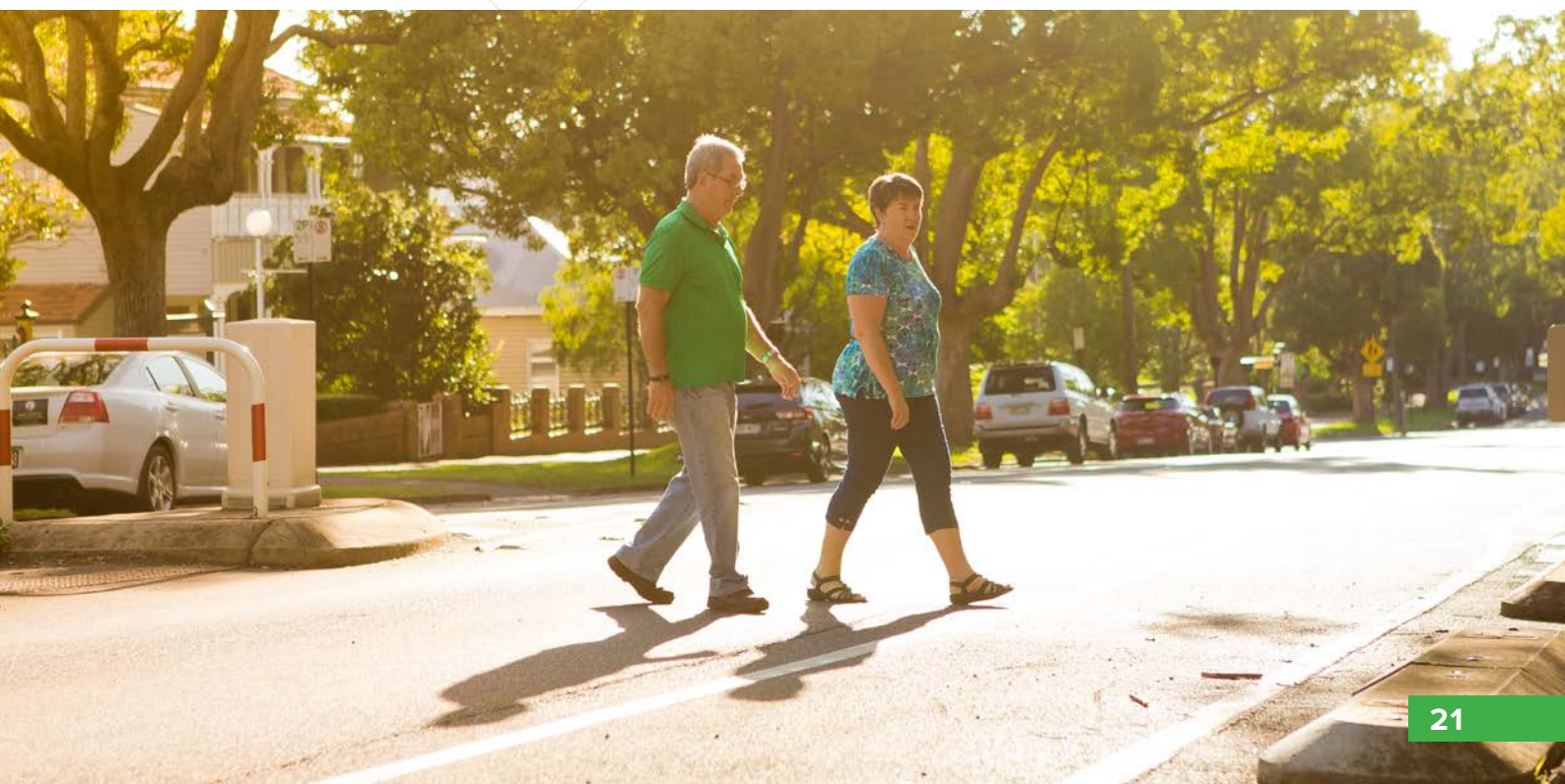
# ADVOCACY AND SUPPORT

Council recognises the need to be a support-agency to achieve state and federal road safety objectives.

To promote safe road use behaviour, Council is committed to actively collaborating with State and private road safety stakeholders to raise awareness and educate road users on road safety practices through education, encouragement and advocacy.

Council's supports road safety programs such:

- Queensland Road Safety Week - a program of events hosted by Toowoomba Regional Council, Queensland Police, Queensland Fire and Emergency Services and Queensland's Department of Transport and Main Roads across the Region to increase grassroots community engagement on road safety, and encourage discussions on complex road safety issues and eliminating road trauma

- Fatality Free-Friday - the annual hosting of events to support the Australian Road Safety Foundation and raise public awareness of road trauma on the statistically most dangerous day of the week – Fridays
- National Road Safety Week and Rural Road Safety Month - a program of events with activities similar to Queensland Road Safety Week.

Our strategic actions for advocacy and support are:

- road safety communications
- advocacy and support groups
- resourcing road safety.

### Road Safety Communications
- Provide support for schools and State agencies implementing programs.

### Advocacy and Support Groups
- Continue to collaborate closely with the National Heavy Vehicle Regulator.
- Participate in SAFEST committee.

### Resourcing Road Safety
- Lobby the State Government for funding towards road safety staff and capabilities.

### Key Performance Indicators
- Staff undertake road safety professional development.
- Prepare and schedule all events for the year.

# IMPLEMENTATION, MONITORING AND REPORTING

Progress against the KPIs will be given to Council each year through information sessions with a formal Council report at the end of the fourth year.

Council will continue to assess road crash statistics and data that is made available from other government agencies. In working with these agencies Council will improve the amount of data available for the Toowoomba Region.

An annual report will be prepared and delivered which will assess the progress towards the vision for a reduction in the number and severity of crashes on our roads.

An evaluation framework is proposed consisting of a set of KPIs for five strategic themes: Engineering treatments, Crash Investigation and Prevention, Speed Management Measures and Vulnerable Road Users.

The themes were chosen as they are, with the exception of speed management measures where there is the impact of the speed management committee, within the control of Council. This allows a greater ability to actually deliver on the actions.

# APPENDIX

Information contained in this document is based on available information at the time of writing. All figures and diagrams are indicative only and should be referred to as such. While Council has exercised reasonable care in preparing this document it does not warrant or represent that it is accurate or complete. Council or its officers accept no responsibility for any loss occasioned to any person acting or refraining from acting in reliance upon any material contained in this document.

## NUMBER CRASHES BY YEAR
### (2019 TO 30 June 2023)

- 2019 - **396**
- 2020 - **326**
- 2021 - **366**
- 2022 - **376**
- 2023 - **213** (to 30 June)
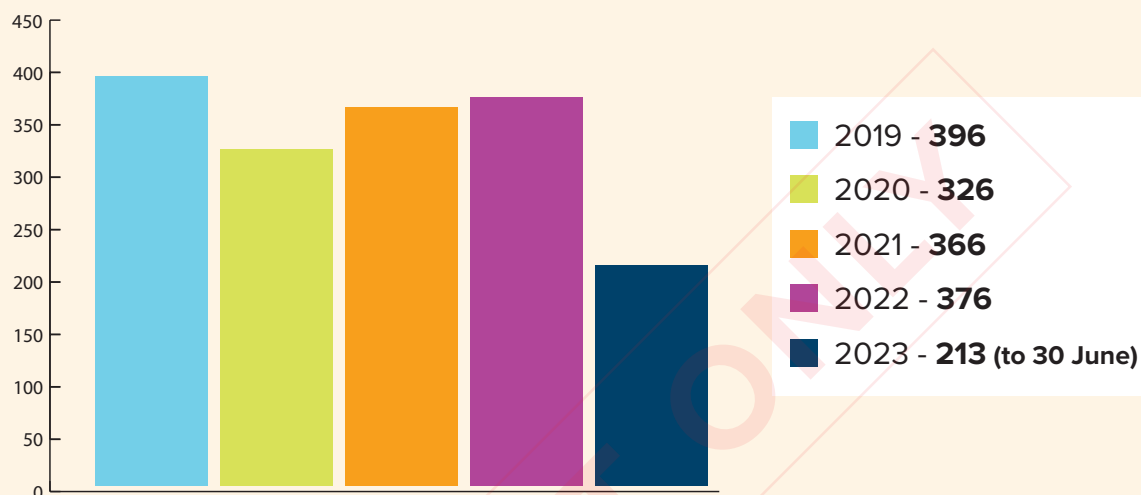
**Number of Crashes by Year – All Roads in the Toowoomba Region**

## NUMBER CRASHES BY YEAR
### (Council Roads - 2019 TO 30 June 2023)

- 2019 - **220**
- 2020 - **199**
- 2021 - **210**
- 2022 - **208**
- 2023 - **108** (to 30 June)
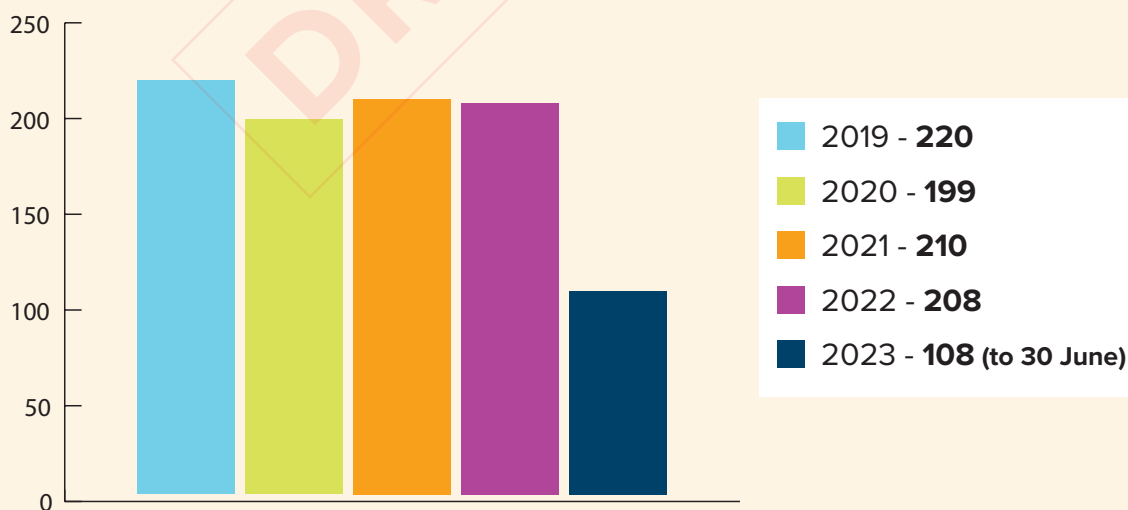
**Number of Crashes by Year – Council Managed Roads**

## 2022-23 FY CRASH COSTS
### (All Roads – WTP by Road Manager)



| | |
|---|---|
| ▮ Council Roads | **$124,668,390** |
| ▮ State and Federal Roads | **$173,920,461** |
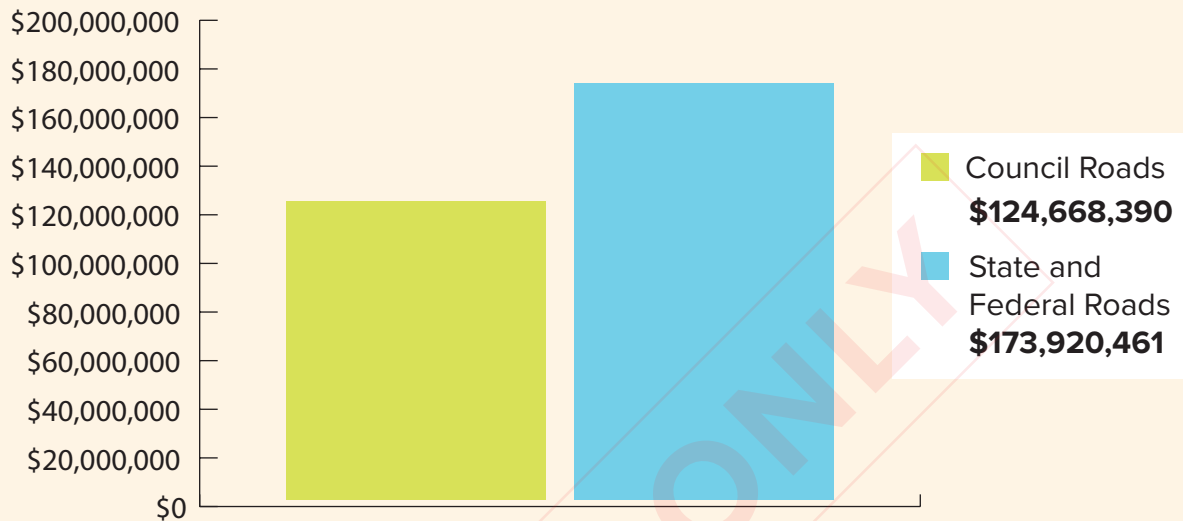
**Cost of Crashes in 2022-2023 Financial Year – All Roads in the Toowoomba Region (by WTP Severity Method)**

## 2022-23 FY CRASH COSTS
### (All Roads - WTP by Crash Severity Level)



- ▮ Fatal - **$133,427,580**
- ▮ Hospitalisation - **$143,964,560**
- ▮ Medical Treatment - **$18,518,815**
- ▮ Minor Injury - **$26,677,896**
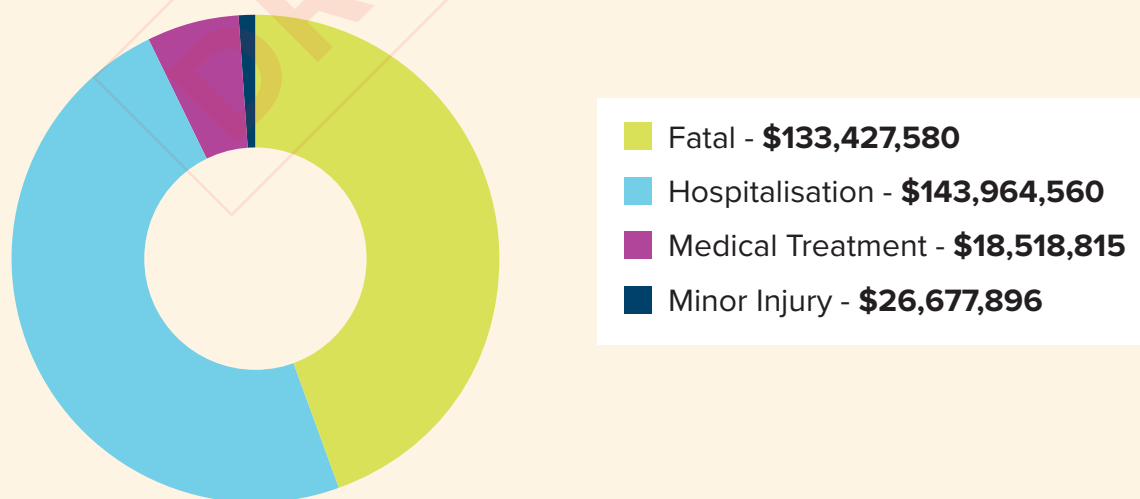
**Cost of Crashes in 2022-2023 Financial Year by Severity Level – All Roads in the Toowoomba Region (WTP Severity Method)**

| Severity / Year | 2019 | 2020 | 2021 | 2022 | 2023 | TOTAL |
|---|---|---|---|---|---|---|
| Fatal | 11 | 10 | 10 | 11 | 7 | 49 |
| Hospitalisation | 182 | 168 | 186 | 179 | 120 | 835 |
| Medical Treatment | 165 | 120 | 129 | 129 | 67 | 610 |
| Minor Injury | 38 | 28 | 41 | 57 | 19 | 183 |
| TOTAL | 396 | 326 | 366 | 376 | 213 | 1677 |

**Crash Numbers and Severity Level – All Roads by Year (2023 to 30 June only)**

| Severity / Year | 2019 | 2020 | 2021 | 2022 | 2023 | TOTAL |
|---|---|---|---|---|---|---|
| Fatal | 3 | 3 | 4 | 3 | 3 | 16 |
| Hospitalisation | 93 | 99 | 116 | 89 | 60 | 457 |
| Medical Treatment | 98 | 81 | 71 | 87 | 36 | 373 |
| Minor Injury | 26 | 16 | 19 | 29 | 9 | 99 |
| TOTAL | 220 | 199 | 210 | 208 | 108 | 945 |

**Crash Numbers and Severity Level – Council Managed Roads by Year (2023 to 30 June only)**

| Severity / Year | | 2019 | 2020 | 2021 | 2022 | 2023 | TOTAL |
|---|---|---|---|---|---|---|---|
| Fatal | Multi-Vehicle | 5 | 2 | 6 | 5 | 5 | 23 |
| | Single-Vehicle | 6 | 6 | 4 | 4 | 0 | 20 |
| | Hit Pedestrian | 0 | 2 | 0 | 1 | 2 | 5 |
| | Other | 0 | 0 | 0 | 1 | 0 | 1 |
| Hospitalisation | Multi-Vehicle | 104 | 86 | 85 | 100 | 66 | 441 |
| | Single-Vehicle | 69 | 69 | 87 | 68 | 45 | 338 |
| | Hit Pedestrian | 7 | 12 | 13 | 8 | 9 | 49 |
| | Other | 2 | 1 | 1 | 3 | 0 | 7 |
| Medical Treatment | Multi-Vehicle | 107 | 79 | 82 | 94 | 46 | 408 |
| | Single-Vehicle | 47 | 34 | 44 | 28 | 17 | 170 |
| | Hit Pedestrian | 9 | 7 | 2 | 7 | 4 | 29 |
| | Other | 2 | 0 | 1 | 0 | 0 | 3 |
| Minor Injury | Multi-Vehicle | 27 | 21 | 33 | 45 | 14 | 140 |
| | Single-Vehicle | 8 | 6 | 6 | 11 | 3 | 34 |
| | Hit Pedestrian | 3 | 0 | 1 | 0 | 2 | 6 |
| | Other | 0 | 1 | 1 | 1 | 0 | 3 |
| TOTAL | | 396 | 326 | 366 | 376 | 213 | 1677 |

**Crash Severity by Vehicles Involved – All Roads by Year (2023 to 30 June only)**

# ROAD SAFETY ACTIONS

Actions must include ongoing training for Council Officers in the safe system along with road safety auditing.

## ENGINEERING TREATMENTS
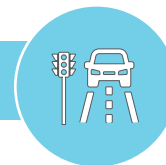
1. Evaluate conflict and crash locations.
2. Identify locations on the road network with diminishing operational performance, high severity of injury crashes or substandard assets.
3. Undertake safe system assessment as part of the design of new roads, upgrades and civil infrastructure.
4. Undertake road safety audits and reviews and audits across the civil network.
5. Incorporate requirements into the TRPS for Safe System Assessments and Road Safety Audits in the Development Assessment process.
6. Trial new technologies and innovative solutions.
7. Review road signage where messaging and behaviour is inconsistent.
8. Continued to focus on maintenance activities relating to pavement surface
9. Ensure road maintenance activities provide a safe road environment
10. Review and refine the 'Safety in Design' template and process to align with the road safety audit and safety system assessments.

## CRASH INVESTIGATION AND PREVENTION

1. Support the education and professional development of staff in the field of road safety
2. Maintain crash investigation skills and researching abilities.
3. Develop a program of remedial works at intersections to reduce injury and to control filtered right turns and rear-end crashes.
4. Trial new technologies and innovative solutions.
5. Determine key locations across the network for a proactive countermeasure program.
6. Develop and refine a priority list of potential locations for inclusion in the 10-year capital works program through evidence-based data analytics.
7. Monitor and review crash data to identify Black Spot locations.
8. Develop and refine a priority list of potential Black Spot locations for inclusion in the capital works program.
9. Seek funding through the Black Spot program and other sources to treat high risk locations.

## SPEED MANAGEMENT MEASURES

1. Ensure new residential streets are designed to encourage lower speeds.
2. Undertake speed limit reviews to ensure credibility and consistency.
3. Implement lower speed limits at identified vulnerable user group locations.
4. Consider speed moderating devices where driver speeds are inconsistent with posted speed limits to create safer Place environments.
5. Support the design of new streets to develop lower speed environments.
6. Identify high-risk locations and develop a priority list for possible speed management measures for inclusion in the 10-year capital works program.
7. Trial new technologies and innovative solutions.

## VULNERABLE ROAD USERS

1. Evaluate pedestrian conflict and crash locations.

2. Develop a priority list of pedestrian-enabling facilities for potential inclusion in the 10-year capital works program with a focus on substandard assets.

3. Evaluate cycle facilities conflict and crash locations.

4. Develop a priority list of new cycle infrastructure for potential inclusion in the 10-year capital works program with a focus on substandard assets.

5. Identify opportunities to improve vulnerable road user safety as part of the road rehabilitation and reseal program.

6. Review of the signage 'pedestrians give way to vehicles' used in the Toowoomba CBD.

7. Assess existing and proposed crossing facilities.

8. Identify missing links to improve pedestrian connectivity and safety.

9. Adopt recommendations in the State Government's Action Plan for Walking to improve pedestrian safety..

10. Identify missing links to improve cycling connectivity and safety.

## ADVOCACY AND SUPPORT

1. Provide support for schools and State agencies implementing programs.

2. Continue to collaborate closely with the National Heavy Vehicle Regulator.

3. Participate in SAFEST committee organised by TMR.

4. Lobby the State Government for funding towards a road safety staff and capabilities.

# KEY PERFORMANCE INDICATORS

An evaluation framework is proposed consisting of a set of Key Performance Indicators (KPIs) for five strategic themes: engineering treatments, crash investigation, speed management measures and vulnerable road users. Road safety training and advocacy KPIs have also been included.

The themes were chosen as they are, with the exception of speed management measures where there is the impact of the speed management committee, within the control of Council. This allows a greater ability to actually deliver on the actions.

## YEARS 1-2

A focus for the first two years of the Strategy.

| KPI | Target Frequency | Resource Internal | External |
|---|---|---|---|
| **Engineering treatments** | | | |
| Completion of design road safety audits | 2 / year | 80% | 20% |
| Demonstrated consideration of design road safety audits | 2 / year | 80% | 20% |
| Completion of safe system assessments | 1 / year | 50% | 50% |
| Demonstrated consideration of safe system assessments | 1 / year | 100% | |
| Completion of existing road safety audits | 4 / year | 80% | 20% |
| Demonstrated consideration of existing road safety audits | 4 / year | 100% | |
| Annual report on maintenance activities relating to pavement surface | 1 / year | 100% | |
| Undertake infrastructure treatment evaluations (before/after and with/without) | 2 sites / year | | 100% |
| **Crash Investigation and Prevention** | | | |
| Determine within the first two years of the strategy, key locations across the network with a proactive countermeasure program | 2024/25 | 100% | |
| Provide a reactive yearly crash statistics summary report for the Region to track crash rates and types. | Annual | 100% | |
| Utilise new technologies, such as video analytics linked to before / after assessments to proactively address potentially unsafe intersections, crossing points, or road segments. | 1 / year | | 100% |
| Investigate eligible and feasible locations for yearly Blackspot submission | 3 / year | 100% | |
| Demonstrated consideration of data analytics in infrastructure planning and delivery | 1 projects / year | 100% | |

| KPI | Target Frequency | Resource Internal | External |
|---|---|---|---|
| **Speed Management Measures** | | | |
| Conduct speed limit reviews in priority order from the speed limit review register. | 10 / year | 100% | |
| Conduct area wide reviews or trials to lower speed limits. Higher order road speed limits to 50 km/h and lower order roads to 40 or 30 km/h | 1 / year | 100% | |
| Independent speed limit reviews | 2 / year | | 100% |
| Attend all speed management committees | 100% | | |
| **Vulnerable Road Users** | | | |
| Safety Assessment at Schools | 2 / year | 100% | |
| Review locations listed (Council's Community Requests Register) for VRU infrastructure improvements | 5 upgrades / year | 100% | |
| Attend Bicycle Discussion Group meetings and actively contribute | All meetings | 100% | |
| **Road Safety Training** | | | |
| Staff undertake road safety professional development | 2 / year | 100% | |
| **Advocacy** | | | |
| Prepare and schedule all events for the year | By Feb each year | 100% | |

## YEARS 3-4

While these KPIs are for years three and four, it sets a method for continuation into the future.

| KPI | Target Frequency | Resource Internal | External |
|---|---|---|---|
| **Engineering treatments** | | | |
| Completion of design road safety audits | 5 / year | 80% | 20% |
| Demonstrated consideration of design road safety audits | 5 / year | 80% | 20% |
| Completion of safe system assessments | 5 / year | 50% | 50% |
| Demonstrated consideration of safe system assessments | 5 / year | 100% | |
| Completion of existing road safety audits | 6 / year | 80% | 20% |
| Demonstrated consideration of existing road safety audits | 5 / year | 100% | |
| Prepare a road network safety plan for the Region (potentially in cooperation with TMR) | Year 4 | 50% | 50% (TMR) |
| Annual report on maintenance activities relating to pavement surface | 1 / year | 100% | |
| Undertake infrastructure treatment evaluations (before/after and with/without) | 2 sites / year | | 100% |

| KPI | Target Frequency | Resource Internal | External |
|---|---|---|---|
| **Crash Investigation and Prevention** | | | |
| Provide a reactive yearly crash statistics summary report for the region to track crash rates and types. | Annual | 100% | |
| Utilise new technologies, such as video analytics linked to before / after assessments to proactively address potentially unsafe intersections, crossing points, or road segments. | 3 / year | | 100% |
| Investigate eligible and feasible locations for yearly Blackspot submission | 3 / year | 100% | |
| Demonstrated consideration of technology solutions in infrastructure planning and delivery | 3 projects / year | 100% | |
| **Speed Management Measures** | | | |
| Conduct speed limit reviews in priority order from the speed limit review register. | 5 / year | 100% | |
| Conduct area-wide reviews or trials to lower speed limits. Higher order road speed limits to 50 km/h and lower order roads to 40 or 30 km/h | 3 / year | 100% | |
| Independent speed limit reviews | 4 / year | | 100% |
| Attend all speed management committees | 100% | | |
| **Vulnerable Road Users** | | | |
| Safety Assessment at Schools | 5 / year | 100% | |
| Review locations listed (Council's Community Requests Register) for VRU infrastructure improvements | 5 upgrades / year | 100% | |
| Review locations along the PCN for cyclist (and pedestrian, e-mobility) safety improvements | 3 / year | 100% | |
| Determine new sites identified as high-risk locations link to RSA/SSA | 2 / year | 100% | |
| **Road Safety Training** | | | |
| Staff undertake road safety professional development | 2 / year | 100% | |
| **Advocacy** | | | |
| Prepare and schedule all events for the year | By Feb each year | 100% | |