GREATER SHEPPARTON

2025 - 2029

Mobility & Road Safety Strategy and Action Plan

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1. Our Vision

Our vision is to ensure that anyone who travels throughout the Greater Shepparton municipality arrives at their destination safely. We are determined to play a leading role in road safety in the region and spearhead the delivery the Victorian Road Safety Strategy 2021-2030. In order to achieve our goal of zero fatalities and serious injuries, we've engaged the use of The Safe System – a road safety strategy comprising of four key elements:


Safe Roads – our roads and paths should be planned, designed, built, maintained and operated to minimise the risk and severity of crashes.


Safe Speeds – our roads should have appropriate speed limits and road users should travel at speeds that are safe for the road conditions.


Safe People – we should all exercise care, attention and awareness of others for our safety and the safety of others.


Safe Vehicles – modern vehicles include features which improve the safety for drivers, passengers and other people.

Council is committed to utilising sound evidence, the latest ideas and technologies to consistently build our capability to deliver improvements to road safety within our region. We are proactive, innovative and progressive in our approach, and lead by example.

We promote the use of sustainable and active transport, and we are continuing to implement improvements to reduce risks for vulnerable road users. Active transport, such as walking and cycling, is important for the health of residents and the environment. Together with public transport it can also reduce car dependence and contribute to more vibrant local streets and places. We aim to remove barriers to active transport and facilitate safe journeys from door-to-door.

Creating a safe road network is everyone's responsibility. To achieve this, we work with:

a. Our community to shape the future of road safety in the Greater Shepparton area together.
b. Stakeholders with specific interests in road safety plans and projects.
c. Road Safety Partners such as the Department of Transport and Planning, TAC, Police, neighbouring councils, industry and health services to achieve what we cannot achieve alone.

With the use of these strategies and objectives, we hope to cultivate a culture of road safety within Greater Shepparton, halving the number of lives lost on roads by 2030. This will ultimately create a road environment where everyone feels and is safe. These objectives are aligned with the **State Government's Victorian Road Safety Strategy 2021**-2030. Road safety is a shared responsibility and Greater Shepparton is playing its part.

This Strategy is not a stand-alone document. It is part of a suite of Council strategies and plans that together support a Community Vision for improved road safety for motorists and pedestrians within Greater Shepparton.

Figure 1: How Road Safety links into GSCC's Plans and Strategies

2. Greater Shepparton City Council

Greater Shepparton City council (GSCC) is a regional municipality, located in the heart of the Goulburn Valley in Victoria's north. It covers an area of 2422 km^2. The municipality is centred on Shepparton, a major hub for the region. The area is a major processing centre for dairy, fresh fruit and vegetables, and notably canned fruit and vegetables. These products are consumed locally and exported throughout Australia.

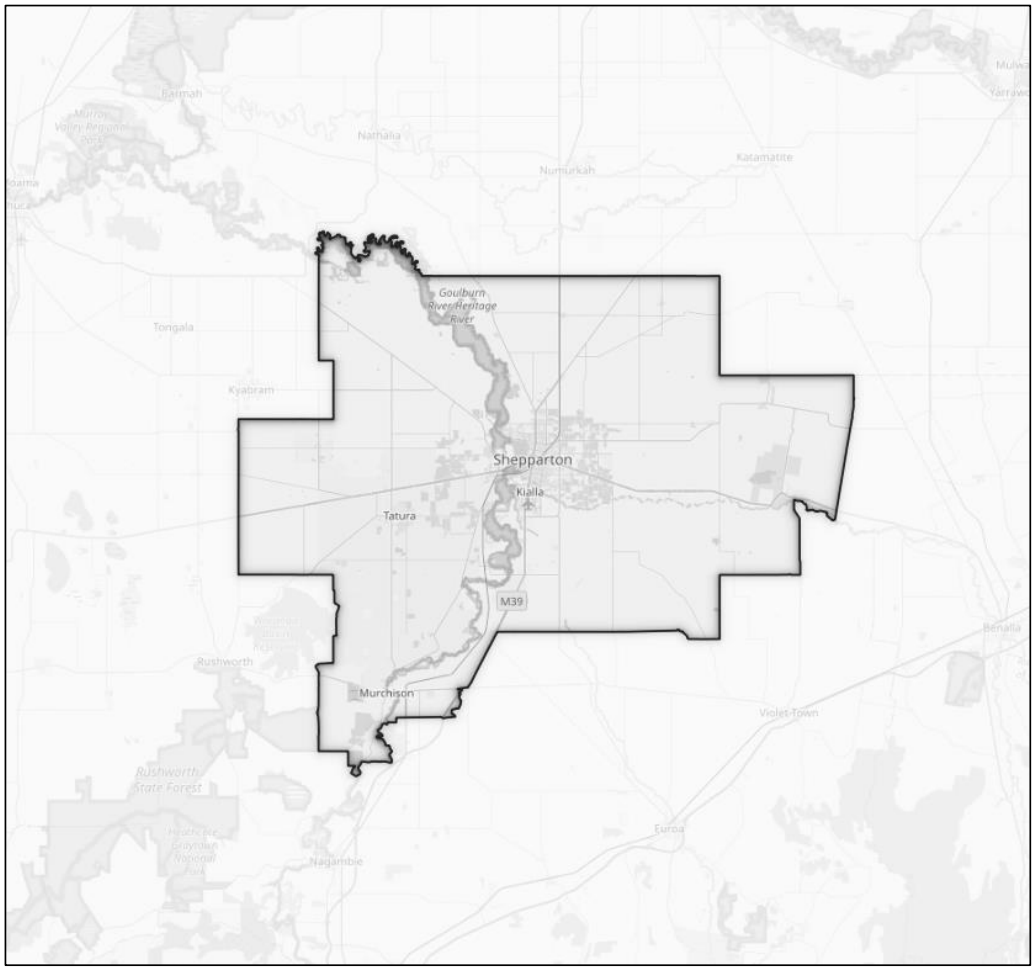


Figure 2: GSCC and surrounds.

GSCC is a large and diverse municipality with people of all ages, abilities, backgrounds, incomes, lifestyles and experiences, having varying needs and priorities. From 2016 to 2021,

the region saw a population increase of 63,837 to 68,409 people. It is expected to increase to 81,905 as of 2036.

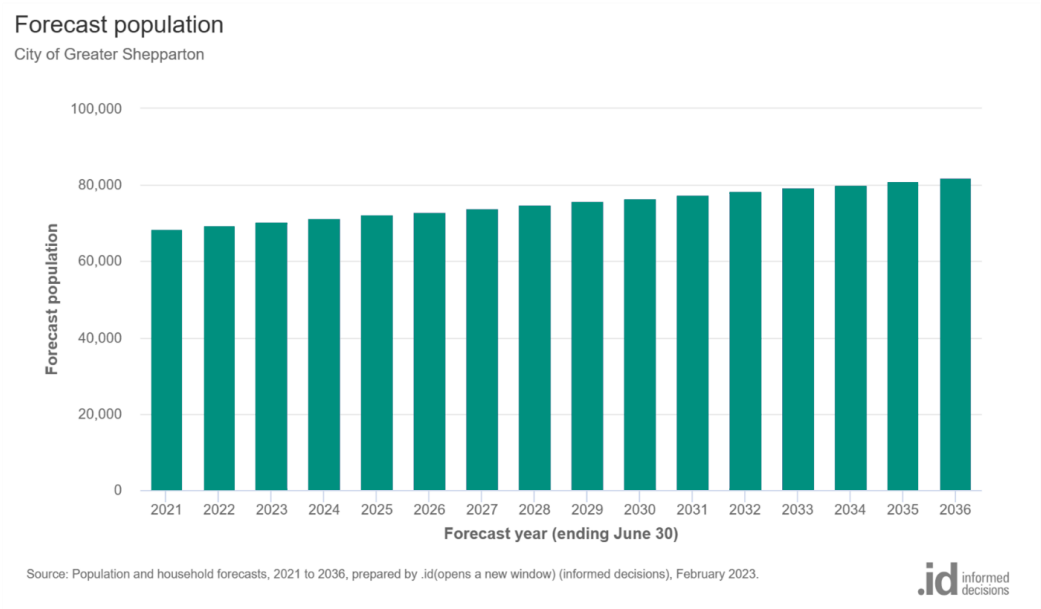


Figure 3: Population forecast of GSCC

Greater Shepparton is the fourth largest provincial centre in Victoria. Shepparton is located at the intersection of two major highways: the Goulburn Valley Highway and Midland Highway, the latter of which forms part of Victoria's Principal Freight Network. Both roads are approved Higher Mass Limit (HML) routes, featuring high volumes of both light and heavy vehicular traffic.

Cars are the dominant mode of transport. A survey from the Greater Shepparton Movement and Place Strategy found that 80% of respondents believe it is easier to drive, as opposed to walking, cycling or public transport.

The region is served by V/Line trains via the Shepparton line, an offshoot of the Seymour line. Stations include Murchison East, Toolamba, Mooroopna and Shepparton.

There are two major bus networks within the area. V/Line coach services, linking this region with other major regional hubs such as Seymour and Bendigo, and local bus routes, which service the Shepparton and Mooroopna residential areas.

The council has proposed intersection upgrades as part of the national Road of Strategic Importance (ROSI) initiative. Council will continue to advocate for the development of the Shepparton bypass to address movement and safety concerns within the Shepparton township, including the significant presence of heavy vehicles travelling through the CBD.

3. Federal and State context

Our Mobility & Road Safety Strategy and Action Plan 2025-2029 aligns with both Federal and State road safety aspirations to ensure that no one is seriously injured on our roads. As the fourth largest provincial centre in Victoria and a nationally significant hub for employment, agriculture production and food manufacturing, reducing road trauma will have a significant impact on the local community and state of Victoria. We must have a safe transport system in place to enable our residents, visitors and commuters to participate in all that Shepparton has to offer. We need a transport system that protects us from our own mistakes on the road and the mistakes of others.

Towards Zero 2021 – 2030 Road Safety Strategy (also known as Vision Zero) is a collection of road safety principles in place across most Australian states and territories. It aims to eliminate fatalities and serious injuries on our roads by 2050, with an interim goal of halving fatalities and reducing serious injuries by 30% before 2030.

The Victorian Road Safety Strategy 2021 – 2030 aligns itself to Towards Zero Road Safety Strategy and highlights that 38% of fatal crashes occur within midblock sections of high-speed rural roads, another 23% of fatalities occur at intersections and a further 19% within midblock urban arterial roads. Of these fatalities, 22% are young drivers and a further 22% are older drivers. Speeding contributes towards 30% of road fatalities. With these in mind, The Victorian government identified the following strategic focus areas.

Table 1: Victorian government strategic focus areas

Victorian Government Strategic Focus Areas		
Supporting and enforcing safer driving behaviour	Vulnerable and unprotected road users	Increasing safety for those using the road for work or at work
Removing unsafe vehicles from our roads	Improving safety on high-speed roads and at intersections and reducing the underlying risk	Recognising the importance of post-crash care
'Levers of change'		
Policy development	Safer vehicles	Safer travel speeds
Infrastructure improvements	Enforcement	Innovation and technology
Public information campaigns	Data and research	Education programs

In alignment with this strategy, Victoria Police implemented the 'Three Es' as the key pillars of their 2021-2024 Road Safety Strategy[1] to support a 50% reduction of road fatalities by 2030:

- Engage – increase engagement with road safety partners and community.
- Enhance – enhance capability of workforce through training and technology.
- Enforce – strengthen enforcement activities through intelligence-led, evidence-based methods.

This approach continues beyond 2024, having governed the Victoria Police 'Keeping You Safe' Strategy for 2023-2028.[2]

Victoria Police aim to ensure that all Victorians feel safe on and around our roads, embed a culture of safety and see a reduction in fatalities and injuries. They have focused their efforts on the following areas:

- Intentional High-Risk Driving
- Rural Roads
- Speed
- Impaired Driving
- Seatbelts and Restraints
- Distractions
- Unauthorised Drivers.

The National Road Safety Strategy 2021 – 2030 is also aligned closely with the path to Vision Zero, with a similar interim goal of reducing road deaths by 50% and serious injuries by 30% by 2030. They aim to create a road-transport system where a mistake does not cost a person their life or health.

1 https://www.police.vic.gov.au/road-safety-strategy
2 https://www.police.vic.gov.au/victoria-police-strategy-2023-2028

The related National Road Safety Action Plan 2023 – 2025 identifies nine priority areas where data shows the greatest reduction in road trauma can be achieved over the 10-year period.

Table 2: National Road Safety Action Plan priority areas

National Road Safety Action Plan 9 Priority Areas	
Infrastructure planning and investment	Vulnerable road users
Vehicle safety	Remote road safety
Addressing the over representation of Aboriginal and Torres Strait Islander people in road trauma	Workplace road safety
Regional road safety	Risky road use
Heavy vehicle safety	

These goals align with the United Nations' Second Decade of Action for Road Safety (2021 – 2030); A continuation of the first Decade of Action for Road Safety. In this plan, the United Nations and World Health Organisation aim to improve global road safety by reducing 50% of road traffic deaths and injuries by 2030.

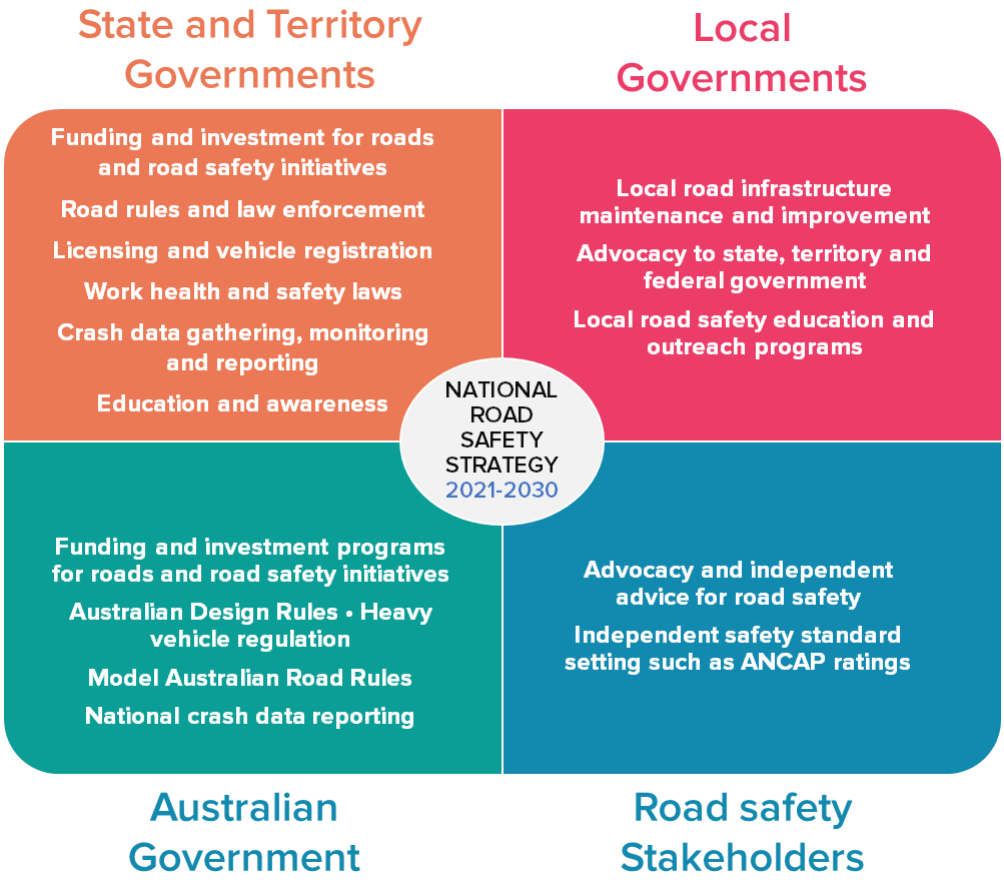


Figure 4: Visual breakdown of Australia's National Road Safety Strategy 2021 - 2030

4. What's happening on our roads?

To understand where the risks are on our roads and paths, we looked at both the crash history and the parts of the road network that have risks where crashes have not yet occurred. This is a proactive approach – we don't need to wait for crashes before we act.

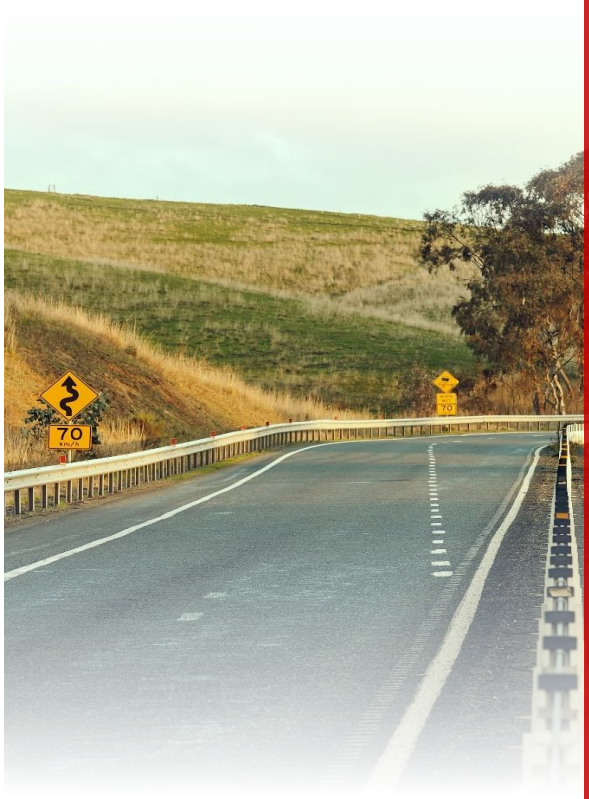
There has been a downward trend in crashes within GSCC over the last 7 years (01/07/2016 – 30/06/2023), with fatal and serious injuries declining from 137 in 2016-17 to 68 in 2022-23. This highlights how the road network is improving toward the Vision Zero goal.

Progress toward the State target of halving lives by 2030 will be challenging. That is why we have developed this strategy – to identify, investigate and manage road safety concerns whilst preparing for and welcoming innovation opportunities.

A complete analysis of the crash data can be found in Appendix A – Crash Data Analysis. This provides insights into the types of crashes that were occurring, when and where they were happening, the conditions at the time and what road users were involved.

4.1. What does the crash data show?

Crashes within the Council area are centred around the Shepparton CBD, with most crashes occurring on arterial and collector road near intersections. Hotspots have been identified around Shepparton, Mooroopna, Murchison and Kialla in areas with high movement and place activity, such as local shopping precincts and schools. Notably, more than half of the crashes within GSCC occurred on arterial roads (53%).



- **Most crashes occurring on arterial and collector road near intersections**
- **Near local shopping precincts and schools**
- **54% of crashes occurred within speed zones of 60 km/h or lower**
- **207 fatal or serious injury crashes on 100 km/h roads**
- **Heavy vehicles were involved in 30 separate crashes on arterial roads, resulting in 8 fatalities and 22 serious injuries**
- **The most common crash types identified were cross-traffic intersection and run-off road collisions**
- **Age group most represented in fatal and serious injury crashes were those between 18 and 59, with the 30-39 age group being the most affected.**

In general, 54% of crashes occurred within speed zones of 60 km/h or lower, indicating the majority of road trauma does not take place on high-speed roads. Conversely, injuries from road trauma are most prevalent at higher speeds, with 207 fatal or serious injury crashes on 100 km/h roads. This supports the need to apply the Safer Speeds pillar to ensure our roads have speeds set appropriately for the road environment.

The presence of industry within Greater Shepparton means that heavy vehicles form a significant proportion of vehicles on our roads. Across the crash period investigated, heavy vehicles were involved in 30 separate crashes on arterial roads, resulting in 8 fatalities and 22 serious injuries. These crashes were localised around intersections, notably on the Midland Highway and Goulburn Valley Highway within the Shepparton CBD.

The most common crash types identified were cross-traffic intersection and run-off road collisions. These occur when vehicles collide at perpendicular angles, and a vehicle steering off road into a stationary roadside object, respectively. The age group most represented in fatal and serious injury crashes were those between 18 and 59, with the 30-39 age group being the most affected. There is a trend of crashes for those aged 70 and above. The 70+ year age group have a lower tolerance for injuries, meaning what may be a moderate injury in a younger person may result in a fatality for one aged over 70.

5. What did you tell us?

5.1. Consultation workshops

Two consultation workshops were held for key stakeholders and members of the community. These workshops provided an opportunity for participants to express their road safety concerns, priorities and their experience of roads within GSCC. Their views were related back to the four pillars of the Safe System, to inform Council of actions that can be adopted as part of this Road Safety Strategy.

Table 3 below summarises notable concerns from both workshops.

Table 3. Workshop summary.

Key Stakeholder Workshop	Community Workshop
Speed reductions for high pedestrian activity areas	Road safety is a responsibility for all
Dangerous cross intersections between local and arterial roads	Good driving behaviour should be reinforced / congratulated, as well as penalising poor behaviours.
Lack of a Shepparton bypass forces freight through the town	Poor speed compliance on 80km/h arterial roads
Poor school bus stops on arterial roads expose children to high-speed traffic	Poor existing footpath connectivity through and around the CBD
Lack of safety features in older vehicles	Poor pavement condition (including cracking, potholes, or uneven surface) on arterial roads
New technology within vehicles (such as large display screens) creates distraction for drivers	Lack of accessible parking in activity centres
Over-reliance of technology in newer vehicles	The number of older vehicles on the network should be limited, through buy back schemes / incentives

5.2. Online survey

In conjunction with the workshops, an online survey was designed and conducted for the local community to express their views on road safety in the GSCC, with 291 respondents completing the survey. The online survey provided valuable information to supplement the crash data, which enables us to identify road safety issues that matter to the community.

Survey contributors generally lived within Greater Shepparton (93%). Other respondents travelled to Shepparton for work, to visit family, entertainment or pass through. The two primary modes of transport reported as being used on a daily basis were driving and walking, with 49% and 38%, respectively. There has been a significant shift in modal use, with active modes of transport such as walking and cycling rising to 18% and 4%, respectively.

Finally, the community was surveyed and asked to provide feedback on the final draft of this Road Safety Strategy. Incorporating this extensive community feedback was critical in forming the Action Plan to enact the Strategy.

A complete analysis of the online survey responses can be found in Appendix B – Community Feedback.

5.3. Road safety priorities

The below figure summarises the Greater Shepparton community's top road safety priorities.

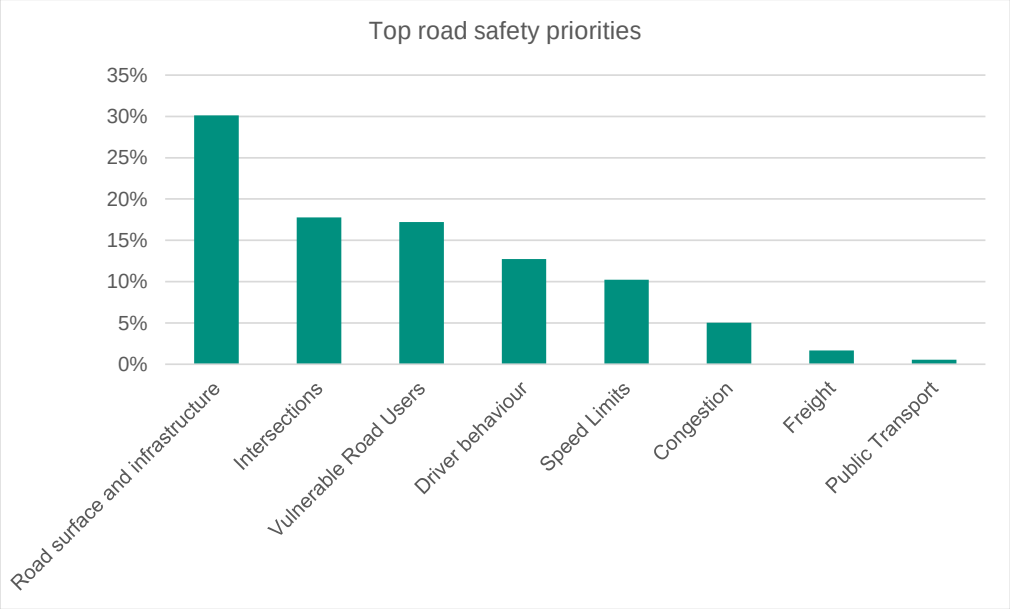


Figure 5: Survey responses of top road safety priorities

Responses from the community to these road safety priorities are shown in Appendix B – Community Feedback.

ONLINE SURVEY RESPONSES

"Potholes and cracks [in the road surface] make driving *very unsafe"*

"Rural sealed crossroad intersections are a major *danger ... vehicles drive* straight through Give Ways and Stop signs without slowing *down"*

"Pedestrian crossings are dangerous due to poor *visibility"*

The road surface and infrastructure has been highlighted as the major concern for residents', with 30% of survey respondents raising their concerns. The road surface conditions, maintenance items such as potholes and uneven footpaths were noted as safety concerns. Other items under this category include the lighting at intersections, and road and footpaths within townships.

Crash data shows that intersections crashes are the most prominent crash type, and this is supported by community sentiment. Respondents noted issues at key intersections including Archer Street and Channel Road, and Numurkah Road and Graham Street.

Respondents highlighted uneven footpaths, lack of crossing opportunities and poor accessibility for pedestrians with mobility impairments as the most prominent issues relating to vulnerable road users

5.4. Mobility and accessibility safety priorities

The following breakdown summarises what the Greater Shepparton community told us.

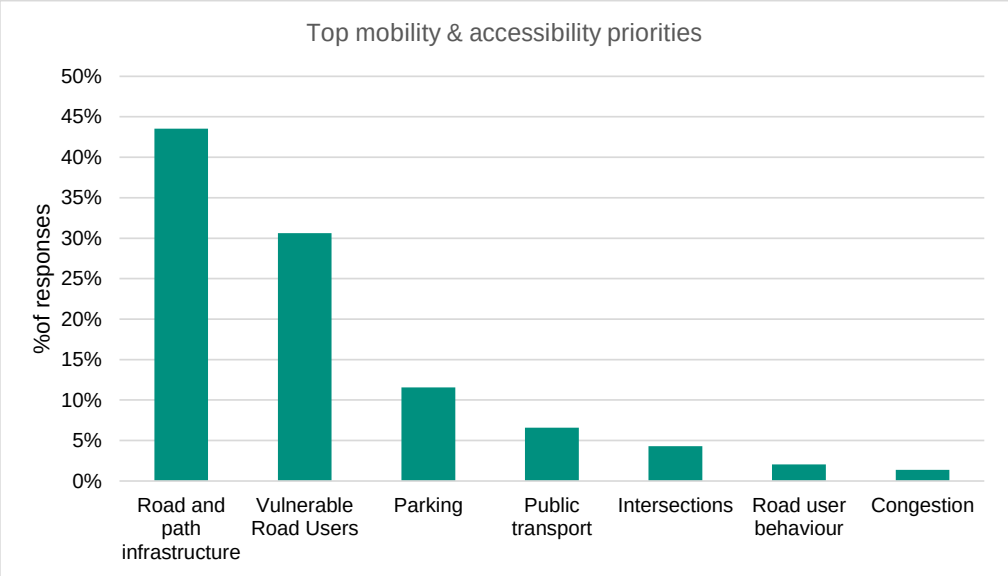


Figure 6: Survey responses of top mobility and accessibility priorities

Responses from the community to these mobility and accessibility safety priorities are shown in Appendix B – Community Feedback.

Survey responses emphasised the need for smoother and wider footpaths to accommodate walkers and mobility scooters. Some areas within GSCC lack footpaths entirely, forcing pedestrians and, critically, users with a mobility impairment onto the road.

ONLINE SURVEY RESPONSES

"Length of time given to pedestrians to cross signalled intersections is insufficient for ***older people."***

The safety of vulnerable road users including pedestrians, cyclists, the elderly and people with disability is a common concern for residents. Pedestrians are seeking greater separation from other traffic, including vehicles and bicycles, and kerb access for mobility aids. This also includes infrastructure for accessibility including accessible parking and tactile ground surface indicators at road crossings.

ONLINE SURVEY RESPONSES

"More disabled car parks ***it's dangerous transferring*** wheelchair bound people to ***their chairs"***

Survey responses indicate a strong desire for more accessible parking and a preference for time limit parking rather than paid parking, along with closer and more convenient distances between parking spots and final destinations. Many respondents mentioned the lack of sufficient disability parking and the overall shortage of free parking, particularly in the CBD areas, suggesting that parking fees should be removed, and time limits enforced instead. There is also a concern about the lack of wider car parks for people with prams needing to safely get children in and out of cars. Increased parking for the train station and a special drop-off section at the railway station were also suggested

6. How we will move towards zero trauma - The Safe System

The Safe System is an internationally recognised framework to reduce road trauma, based on the success in Sweden which achieved a reduction of fatal and serious injuries by 40% over 10 years. This has been recognised in Australia, and many other countries, as best practice. Greater Shepparton City Council is committed to using the Safe System in all our road safety projects and practices.

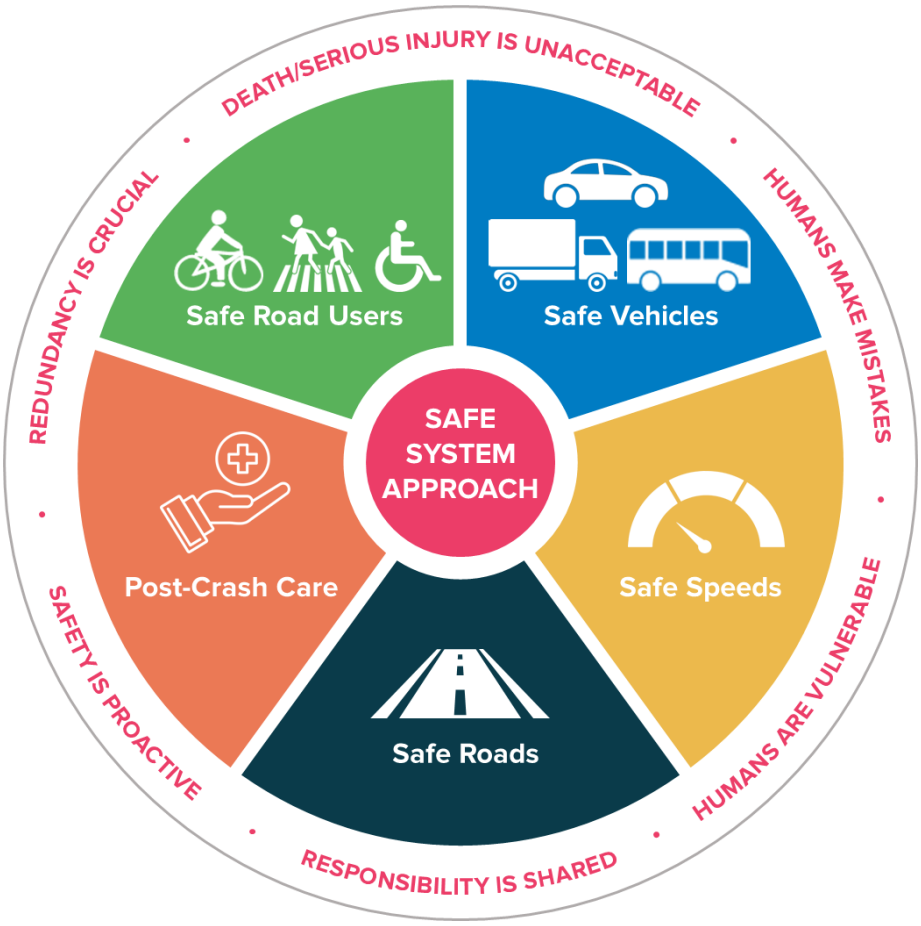


Figure 7: The Safe System

6.1. Principles of the Safe System

1. The only acceptable fatality or serious injury toll on our roads is zero (zero tolerance)

Everyone is susceptible to being injured, no one is exempt from being missed. Road safety needs to be focused towards reducing fatal and serious injuries.

2. People are vulnerable

If vehicles crash at high-speed, then our bodies are subject to forces they cannot withstand. The approximate tolerances for the human body under different crash conditions are:

- Head on crash: 70 km/h
- Side impact crash with another vehicle: 50 km/h
- Side impact crash with a tree: 30 km/h
- Pedestrian crash: 30 km/h

While our natural tolerances to physical forces are outside of our control, there is a lot that we can do to reduce or avoid physical impacts greater than can be withstood by the human body.

3. People make mistakes

Human error is inevitable, and on our roads human error can result in crashes and trauma. However, crashes need not (and should not) result in death or serious injury. The Safe System recognises the unavoidable nature of human error, and rather than placing the blame on the road user, it recognises the need for those involved in road design, road maintenance, and road use to share responsibility for the large variety of factors that contribute to a crash.

4. Shared responsibility

Creating a safe road network is everyone's responsibility. Businesses, organisations, communities and individuals, and Greater Shepparton City Council all have a role to play in moving towards zero trauma on our roads.

6.2. Elements of the Safe System

The Safe System comprises five interacting elements which encompass all the factors that contribute to a crash:

1. Safer roads

Road infrastructure plays a vital role in helping to reduce crashes and minimise the severity of injuries if there is an accident. Our roads should be designed and maintained so that risk is avoided or minimised for road users, and the severity of crashes is reduced. Our roads should be forgiving of errors by road users and provide the safest possible outcome in adverse circumstances.

2. Safer speeds

When a crash occurs, the weight and speed of the vehicle at the moment of impact determine how much force is transferred to the people involved. For our fragile bodies, even a small difference in speed can mean the difference between life and death. The 'Safe Speeds' element aims to ensure that speed limits are appropriate and that road users travel at speeds that are safe for the conditions.

3. Safer people

Crashes often involve an element of human error.

We should all pay care, attention and reasoning to the way that we use the roads. This also means that we must be aware of the road rules and other road users - for all modes of transport.

4. Safer vehicles

Better safety features are continually being introduced to vehicles. These features can assist in preventing crashes by automatically detecting dangerous situations and reacting appropriately, or by reducing the impact forces on those involved in a crash. Increasingly safe vehicles play an important role in improving personal safety and reducing road trauma.

5. Post-crash care

When a serious crash occurs, emergency services are required to attend the scene. The length of time between when the crash occurs and when emergency treatment is received is a critical factor in the severity of a crash. It is essential that emergency response times and accessibility for emergency vehicles are considered in our road safety planning.

6.3. What works and what doesn't work

There is a lot of information available on road safety and the effects of different safety measures. This provides us with an excellent starting point to decide what results we want to achieve.

Research[3] has shown that road trauma can be reduced when:

- ✓ We see a commitment from leaders
- ✓ We commit to a methodical approach
- ✓ The community is involved in planning and delivering road safety outcomes
- ✓ We adopt safety measures that have shown to be effective in the past

This collective approach has proven to be effective in addressing some of the most common problems on our roads and as such, they have influenced our strategy and our Action Plan, as highlighted in Appendix C – How we will move towards zero trauma – The Safe System.

[3] Fylan F., Hempel. S., Grundelf, B., Conner, M., Lawton, R. (2006), *Effective Interventions for Speeding Motorists. Road Safety Research Project No.66.* London: Department for Transport.
Darnton, A. (2008) Lessons from theory to practice: Summary of Findings from GSR Behaviour Change Knowledge Review. London: University of Westminster.
Health Communication Unit (2003). *Changing Behaviours: A Practical Framework.* Toronto: Centre for Health Promotion, University of Toronto
RACV (2007) The Effectiveness of Driver Training as a Road Safety Measure. Monograph.
VicRoads (2014) *Youth Road Safety – Effective Practice,* www.vicroads.vic.gov.au

7. What GSCC will do

7.1. Council Responsibilities

Greater Shepparton City Council has an important role to play in improving road safety, including:

- As a Road Authority, we have the primary responsibility for the safety of the roads we own and manage, including a duty of care towards road users.
- As a Planning Authority, we have a duty to consider the implications of decisions regarding land use and developments to ensure that road safety is not compromised.
- As an employer and fleet operator, we have a duty to ensure the safe operation of our staff and vehicles to provide leadership to other organisations and the community to improve safety standards. These principles and practices shall be applied to our contractors.
- Lobbying higher levels of government to fund transport infrastructure and services that will benefit the community, and for changes to legislation which may have an impact on the community (e.g., aspects of police traffic enforcement).
- Engaging with and empowering our community in relation to road safety issues, through encouraging safe road user behaviour, and co-ordinating local resources for better safety outcomes.

We will drive road safety improvements through these roles; however, we are reliant on other levels of government funding to provide the infrastructure and services our community requires. This includes arterial roads, public transport and larger city shaping projects. The share of responsibilities between different levels of government are shown below.

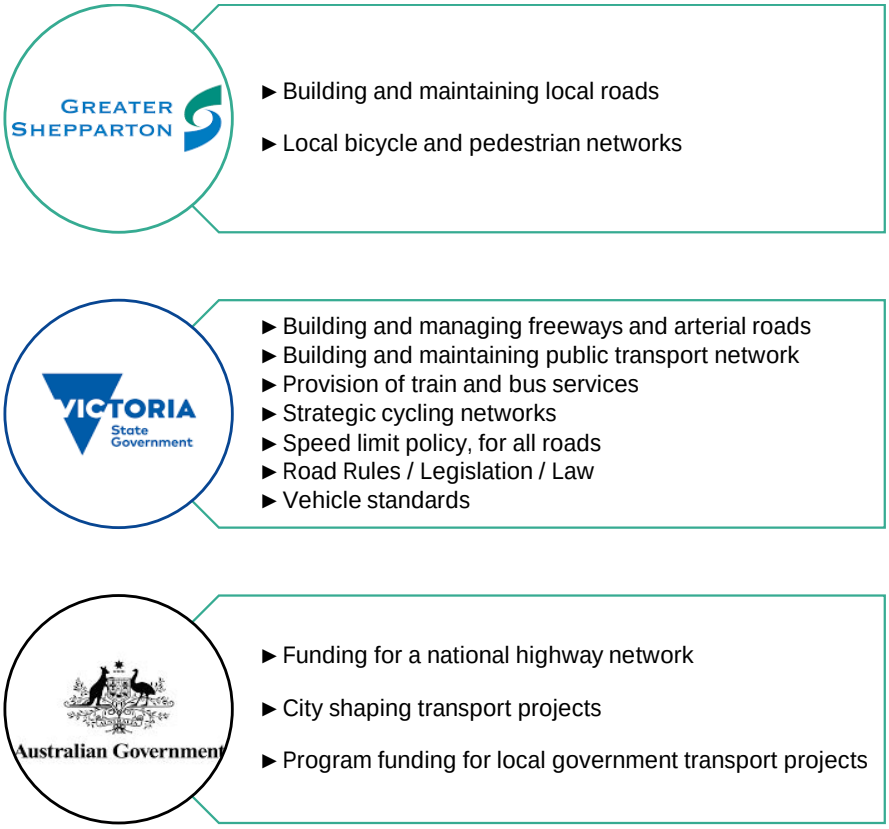


Figure 8. Government responsibilities for road safety.

7.2. Council Commitment

Everyone in GSCC is committed to improving road safety and the Victorian Road Safety Strategy (2021-2030) target of halving death and serious injury on our roads by 2030. We will identify and implement road safety improvements that are within our power, advocate for improvements on roads that are the responsibility of other branches of government and be supporting of all our road safety partners. Our road safety data, our experience managing the road network, and community feedback has helped us identify a set of road safety action themes.

7.3. Action Themes

1. Safer Roads

We will prioritise our investments and activities to address the highest risk areas and achieve the best possible outcomes with our resources. Our decisions will be based on engineering evidence, our experience managing sections of the transport network, as well as community feedback. We will address the most pressing areas first, and work to pre-empt problems before they arise.

2. Safer Speeds

We know the critical impact that speed has on the likelihood and severity of crashes. Speeds play an important role in motorist, cyclist and pedestrian perception of the road and its surrounding environment. We will ensure that speed limits reflect the intended operating environment and that these are consistent across the network. We will strongly advocate for necessary speed changes at the State Government level and support the implementation of safe speed limits.

3. Safer People

We want to protect the most at-risk groups on the road, such as pedestrians, cyclists and motorcyclists. We want to encourage and support safe, healthy and sustainable transport behaviour from a young age. Crashes often involve human error, but these errors can be reduced or mitigated if we all take care, pay attention, follow the road rules and are aware of other road users. We will continue to support safe travel behaviour.

4. Safer Vehicles

As vehicle technologies and safety improves, so must our vehicle fleet. We will support drivers to better understand the safest vehicle options within their price range and facilitate a contemporary fleet on our roads with lifesaving and crash preventing technologies.

5. Leadership and Best Practice

We are determined to be leaders in road safety and will play our part in delivering the targets outlined in the Victoria Road Safety Strategy (2021-2030). We will be proactive, innovative and progressive in our approach, and we will lead by example.

6. Active and Sustainable Transport

Active transport, including walking and cycling, is important for the health of the community and environment. Together with public transport it can reduce dependence on vehicles and contribute to vibrant local streets and places. We will promote the use of sustainable transport and encourage modal shift and continue to improve mobility options for vulnerable road users. We aim to remove barriers to active transport and provide safe journeys from door-to-door.

7. Working Together

Creating a safer road network is a responsibility carried by all in the community. Businesses, organisations, communities, individuals and the GSCC all have important roles to play in targeting zero deaths on our roads. To deliver the best possible safety outcomes, we will work with a range of groups and individuals to ensure that we understand the full diversity of our road users' needs and are able to deliver the most effective and inclusive road safety solutions.

Using these themes, we have set ambitious targets to deliver road safety improvements, as described in the Action Plan at the end of this Road Safety Strategy.

A detailed discussion of these themes is provided in Appendix D – Action Themes.

In order for this Strategy to be successful we need your support. The next section lists some of the ways that you can help.

8. What can you do?

We all have a shared responsibility to make our roads safer. Here are some of the ways that we can all make a difference. A detailed list actions you can take as a member of the GSCC community is provided in Appendix E – What can you do?.

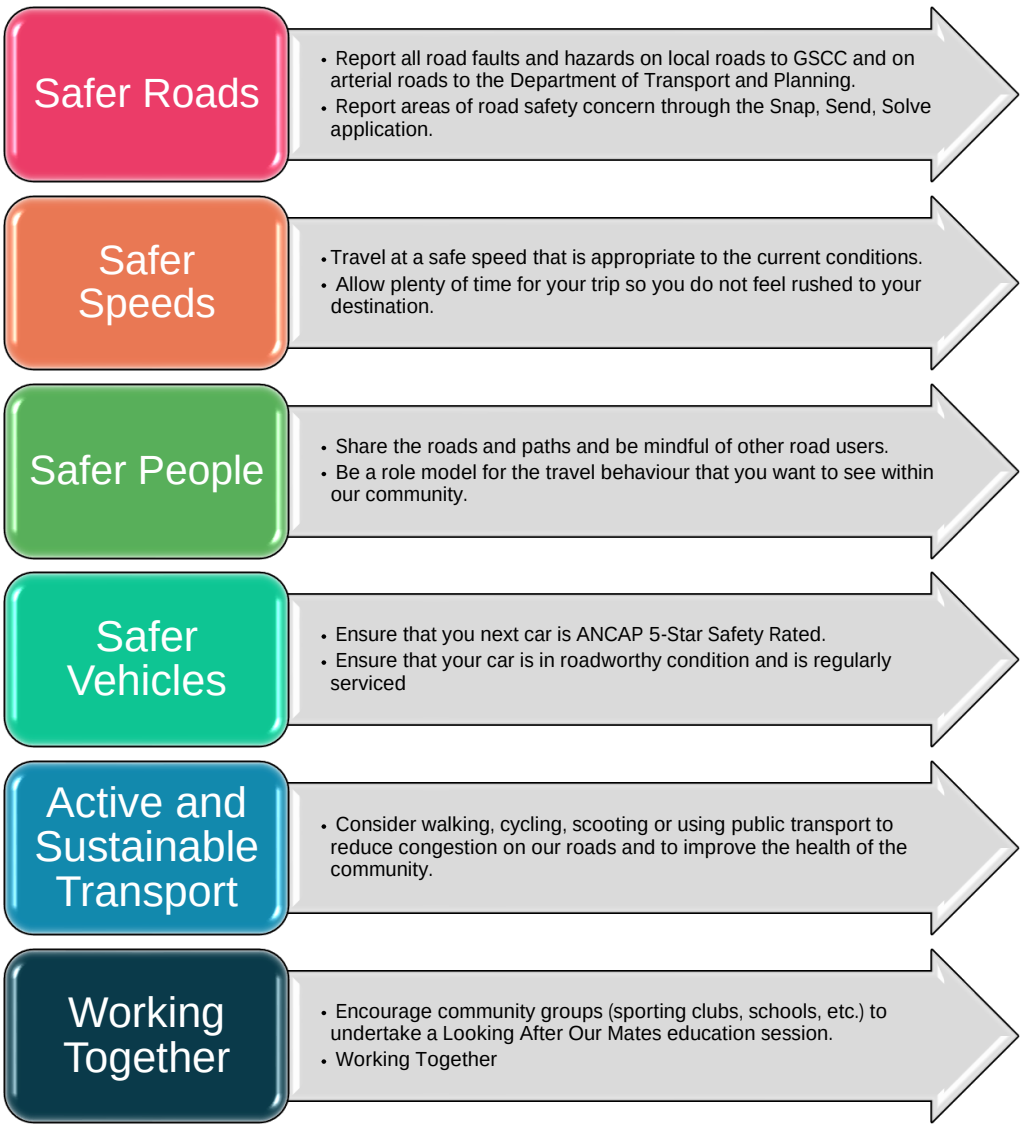


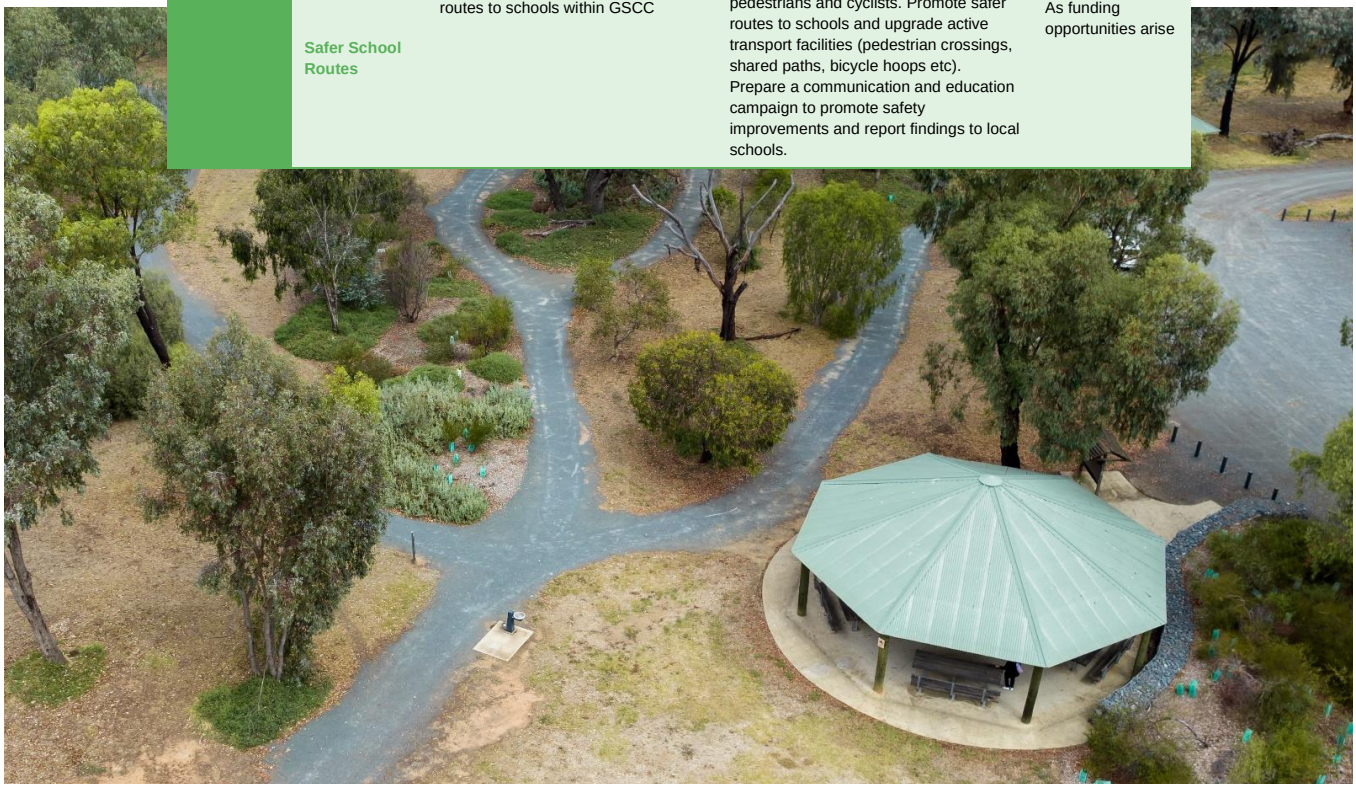
Figure 9. Shared responsibility within our Action Themes

9. Action Plan

9.1. Safe People

Pillar	Objective	Action	Performance Measure	Timeframe
SAFE PEOPLE	Continual road user education	Improve publicity and outreach of existing road user behaviour programs - TAC L2P program and Safe Driver or Wiser Drive program etc.	Council will continue to advocate for these programs through resident newsletters, community engagement and website updates	Current and On-going
		Improve publicity and outreach of existing road user behaviour schemes - Victorian Government Safe Driver Discount, Free Licence Scheme, Motor Benefit Package etc	Council will continue to advocate for these programs through resident newsletters, community engagement and website updates	On-going
		For new traffic and transport related projects, ensure there is road user education provided in conjunction, particularly if new treatments are installed (via letter drops, GSCC website and social media platforms)	Ensure communication & education campaign associated with any Council road related projects including non-standard treatments	On-going
		Improve behaviours on Shared Use Paths (SUPs) via education and/or signage/line marking etc.	Installation of pavement markings/signage to promote courteous behaviour and communication campaigns advocating for positive behaviour on SUPs	On-going
		Improve coordination with community road safety groups	Meeting annually	Current and On-going
		Information for GSCC residents around common safety and operational concerns on local roads (via FAQs on Council website/social media platforms)	FAQ on Council website or social media platforms	Years 1-3
	Safer Visitors	Increase support for international drivers and visitors	Meeting with TAC and DTP to workshop promotional and educational campaigns to provide training and support for international drivers and visitors to GSCC	Years 1-3
	Safer Young Drivers	Supporting young driver/road user education program in schools (such as Cool Heads Road Safety Program)	Encourage local schools to incorporate existing or new road user behaviour programs in their curriculum	Current and On-going
		Promote the TAC Road to Zero Exhibit (free program) to local Schools.	Encourage local schools to conduct excursions as part of their curriculum	Years 1-3

Pillar	Objective	Action	Performance Measure	Timeframe
SAFE PEOPLE	Safer Senior Drivers	Support any State Government initiatives regarding check-ups for senior drivers to ensure they are still fit to drive (checks with local GPs, family welfare checks)	Internal meetings to develop an appropriate program	As opportunities arise
	Enforcement	Liaise with DTP/Vic Police for enhanced enforcement of distracted drivers/seatbelt monitoring with mobile cameras and driver's maintaining a safe distance between vehicles	Meeting 4 times per year	On-going
	Safer Commuters	Driver Reviver pit stops, Pause Stop sites or Truck Rest Areas	Council will continue to liaise with DTP to promote Driver Reviver and rest stop areas within GSCC. In addition, identify opportunities to upgrade existing rest areas or implement new rest areas under programs such as Australian Government's Heavy Vehicle Rest Areas initiative	As funding opportunities arise
	Safer Vehicle Routes	Investigate travel routes within GSCC and the synergy between local knowledge and online maps (Google Maps, Apple Maps, Waze etc.)	Conduct a research and analysis project to identify ways to improve travel routes that online maps provide within GSCC. Identify roads that are not suitable as connector and rat run roads and look for opportunities to reduce the number of vehicles travelling on these roads. Other areas for opportunity include reporting of road hazards, crashes and congestion.	As funding opportunities arise
	Safer School Routes	Conduct a review of travel routes to schools within GSCC	Review travel routes to schools for pedestrians and cyclists. Promote safer routes to schools and upgrade active transport facilities (pedestrian crossings, shared paths, bicycle hoops etc). Prepare a communication and education campaign to promote safety improvements and report findings to local schools.	As funding opportunities arise



9.2. Safe Speeds

Pillar	Objective	Action	Performance Measure	Timeframe
SAFE SPEEDS	Speeds within townships	Review existing speed limits within townships and investigate: ♦ Speed reduction in high activity centres (schools, shopping strips, parks and recreational areas) ♦ Reduction or consolidation of speed limits to create consistency (i.e. speed limits through Shepparton CBD) ♦ Time based speed zones through school zones or shopping strips ♦ Gateway treatments on the approach to townships (signage, line marking, roadside environment)	Develop a strategy or program that identifies areas that require speed limit reviews. Conduct at least one speed limit review per year. Prepare a prioritised list of roads that require speed limit modifications and supporting treatments such as LATM devices. Identify activity centres that would meet the Victorian Speed Zoning Guidelines for a lowered speed limit and undertake speed zoning assessment	Years 1-3
	Understanding speed issues	Monitor road environments by having a traffic survey program to understand speed issues across the road network	Undertake traffic survey (such as tube counts) for streets that have traffic complaints or speed / operation issue if one hasn't been undertaken for the past 24 months unless substantial changes to road environment has been identified. Repeat surveys as required if road operating speeds exceed thresholds. Develop a traffic survey program for the Council Link and Collector Roads.	On-going
	Pedestrian and Cyclist hotspots	Advocate for lower speed limits in activity centre environments with high pedestrian and cycle activity	Identify activity centres that would meet the Victorian Speed Zoning Guidelines for a lowered speed limit and undertake speed zoning assessment	Years 1-5
	Enforcement	Liaise with DTP/Vic Police for enhanced enforcement and road safety improvements at known hotspots	Meeting 4 times per year	On-going
	Road and Weather Conditions	Improving motorists' awareness of inclement weather and the need to reduce speed and drive to the conditions	Signage and line marking (curve warning signs, guideposts, intersection ahead warning signs, edge line) to provide motorists with advance notice of locations where speed reduction is required Signage on unsealed roads to remind motorists to drive to the conditions Higher tier treatments such as rumble strips, splitter islands etc. at intersections where fog is a recurring issue	As funding opportunities arise
	Effective Traffic Management	Provide effective traffic management with improved measures to reduce speeds through upgrade or maintenance works.	Increased scope to conduct compliance checks of traffic management plans and conduct Road Safety Audits at the design, implementation and post implementation stages. Review of reported issues at traffic management locations. Elevating known issues with proactive traffic management (i.e. speed reduction at locations with poor pavement) and rectifying road surface and roadside hazards	On-going

9.3. Safe Roads

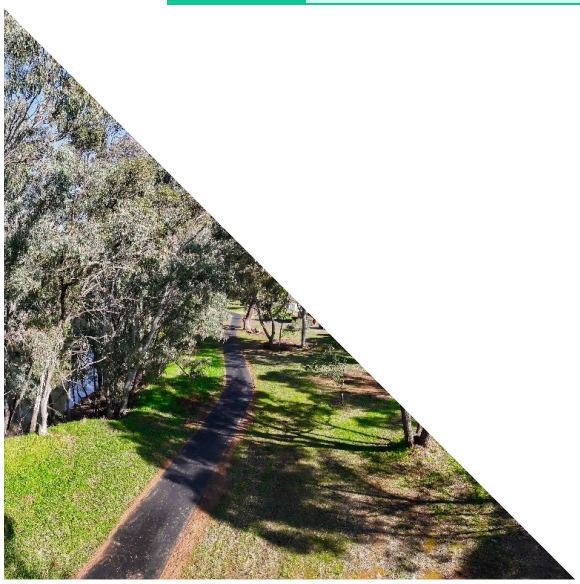
Pillar	Objective	Action	Performance Measure	Timeframe
SAFE ROADS	Safer Intersections	Providing safer intersections. There are many high-speed and/or high-volume intersections throughout GSCC. Many of these are sign controlled cross intersections.	Consider signage and line marking upgrades, rumble strips, speed limit reduction, splitter islands or higher tier treatments such as roundabouts, raised intersections or traffic signals Identify high risk intersections (crash history, Movement & Place or Infrastructure Risk Rating Tools) Prioritise infrastructure works at high-risk intersections and develop a program to improve safety over the next 5 years through programs such as: ➢ Council capital works program ➢ Council maintenance program ➢ TAC funding (BlackSpot program, TAC Local community Grants) ➢ Federal funding (Safer Local Roads and Infrastructure program (SLRIP)) ➢ DTP funding (Community Road Safety Grants program)	Years 1-5
	Safer Road Lengths	Providing safer roads. Run-off road type crashes form the second highest trend of crashes within GSCC. Many of these roads are high speed. Narrow roads, inclement weather or poorly maintained roads may contribute to these crashes.	Consider signage and line marking upgrades, rumble strips, speed limit reduction, splitter islands or higher tier treatments such as roundabouts, raised intersections or traffic signals Identify high risk intersections (crash history, Movement & Place or Infrastructure Risk Rating Tools) Prioritise infrastructure works at high-risk intersections and develop a program to improve safety over the next 5 years through programs such as: ➢ Council capital works program ➢ Council maintenance program ➢ TAC funding (BlackSpot program, TAC Local community Grants) ➢ Federal funding (Safer Local Roads and Infrastructure program (SLRIP)) ➢ DTP funding (Community Road Safety Grants program)	Years 1-5
	Engagement	Ensure emergency service groups are consulted with when changing the road environment	Meeting with emergency services throughout any major road environment changes	On-going
	Safer School Routes	Ensure that infrastructure provides safe routes to schools for children and other users	Identify opportunities to install footpaths where there are gaps in the network (i.e. Shepparton North) Provide better connections to public transport (i.e. location of bus stops) Speed limit reduction (i.e. new estates near high-speed roads) Provide crossings where there are gaps in the network (i.e. wombat crossings or Pedestrian Operated Signals)	Years 1-5

Pillar	Objective	Action	Performance Measure	Timeframe
SAFE ROADS	Infrastructure upgrades & maintenance	Continue to improve the footpath and shared path network, crossings and completing missing pedestrian/cycling links. Target areas of high active transport usage, schools, activity centres.	Pedestrian and cycle projects delivered per financial year. Identify projects that align with TAC's Local Government Grant Program for funding opportunities. Prioritise infrastructure renewals through existing Council programs such as: ➢ Accessible Parking Renewal Program ➢ Shared Paths Renewal Program ➢ Footpaths Renewal Program ➢ Path Connectivity Program	Current and On-going
		Ensure consistent maintenance of road assets, and vegetation on the road network/off road paths, consider removal if significant risk. Factors to be considered include bus and cycling routes etc	Review and update Road Management Plan and conduct maintenance. Submit projects under the Federal Government Roads for Recovery funding	Current and On-going
		Identify locations for raised pedestrian crossings and raised intersections in accordance with State guidelines	Monitor performance of recently constructed sites and expand the treatments on the road network as funding opportunities arise	On-going
		Review and update lighting in key activity areas to ensure perceived safety for pedestrians in accordance with the Local Government Infrastructure Design Manual, and Australian Standard 1158 – Lighting for roads and public spaces.	Review crash history/community feedback on low lighting areas that are unsafe to target lighting improvements.	Years 3-5
	Investigation	Explore opportunities to further prioritise road safety initiatives within GSCC	Update the Walking and Cycling Strategy. Include a Multi-Criteria Analysis of proposed upgrades within the GSCC. Identify activity centres that would benefit the trials of innovative road safety treatments Star rate roads within GSCC (iRap and AusRap) Utilise the Infrastructure Risk Rating Tool to identify high risk roads and intersections Traffic and speed surveys Road Safety Audits and Safe System Assessments	Years 1-5

Pillar	Objective	Action	Performance Measure	Timeframe
SAFE ROADS	Continue improvements/ assessments through existing federal/state road safety programs	Conduct Road Safety Audits where areas of high risk have been identified via specialist observations and community feedback	Engage an independent Road Safety Audit team to investigate high risk areas identified	As required
		Identify projects that can be funded under TAC's Local Government Grant Program	Submit applications for TAC LGG program based on the 4 funding streams available: Analysis ($30k), Infrastructure ($100k – must be a 1:1 match) and VMS stream ($30k)	Current and On-going
		Develop a program that identifies projects that can be funded under State Government's Blackspot program	Submit applications for Blackspot based on significant crash locations or known high risk locations. Apply for Blackspot funding annually	Current and On-going

9.4. Safe Vehicles

Pillar	Objective	Action	Performance Measure	Timeframe
SAFE VEHICLES	Safe vehicles	Ensure Council's fleet policy will continue to require 5-star ANCAP passenger vehicles, employees trained to use vehicle safety features, consistent maintenance, maximum vehicle/fleet age	Commitment to the ongoing compliance of Council's fleet policy	Current and Ongoing
		Ensure road network is of high standard to allow for safe vehicles to read the road - lane keep assist, autonomous vehicles etc.	Respond to industry requirements for line marking and signage for autonomous vehicles (various stages of autonomy)	On-going
	Freight	Improve coordination with freight industry and advancements in safety technology (i.e. autonomous trucks)	Meeting minimum 2 times per year	Years 3-5
	Roads Accommodating Safer Vehicles	Roads with substandard or limited line marking may not allow vehicles to use lane departure assist technology.	Review roads and line marking where run-off road crashes are present, or roads with a high-risk rating.	Emerging
	Advocacy/education	Promote the use of safer vehicles	Educate the community about how to select safe vehicles: ➢ Vehicle technology such as lane departure assist ➢ Vehicle colour ➢ Infrastructure to support electric and hybrid vehicles (i.e. charging stations) ➢ E-mobility devices (such as E-scooters and E-bikes) and their safe use when sharing the road with pedestrians, cyclists and vehicles	Emerging



Appendices

Appendix A – Crash Data Analysis

We have carried out an extensive analysis of road safety data for the most recent seven years (01/07/2016 – 30/06/2023). This provided insights into the types of crashes that were occurring, when and where they were happening, the conditions at the time and what road users were involved.

Over this period there have been 435 serious injury crashes and 45 fatal crashes (see Figure 10) resulting in 581 serious injuries and 50 fatalities respectively (see Figure 11).

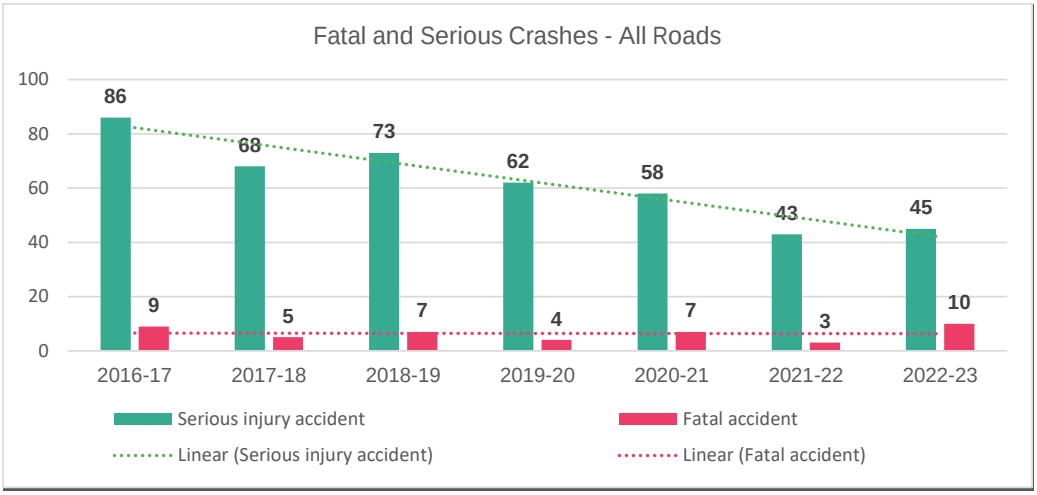


Figure 10: FSI crashes in GSCC per annum

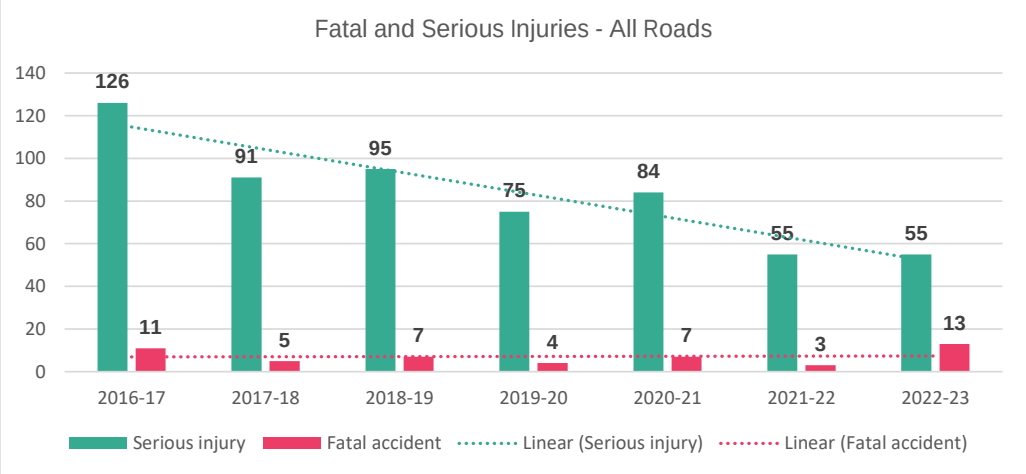


Figure 11: FSI injuries in GSCC per annum

Progress towards the State target of halving lives lost by 2030 will be challenging. That is why we have developed this strategy – to identify, investigate and manage road safety concerns while preparing for and welcoming innovation opportunities.

In developing this strategy, we have analysed crash data from the Victorian Government open data source (data.vic.gov.au) to understand what is happening on GSCC roads and what the trends are. We have compared ourselves with state averages and an adjacent municipality. The below Figures have scaled Shepparton's population of 69,135 (estimated 2023 population) to 100,000 to compare the annual road fatality and serious injury rate against the State average, and the Bendigo local government area (LGA).

The rate of annual road fatalities and serious injuries per 100,000 population is higher within GSCC compared to the state of Victoria. It is also higher than a comparable LGA, Bendigo. We know that parts of the road system are incompatible with achieving zero trauma and road safety needs to continuously improve to reduce trauma.

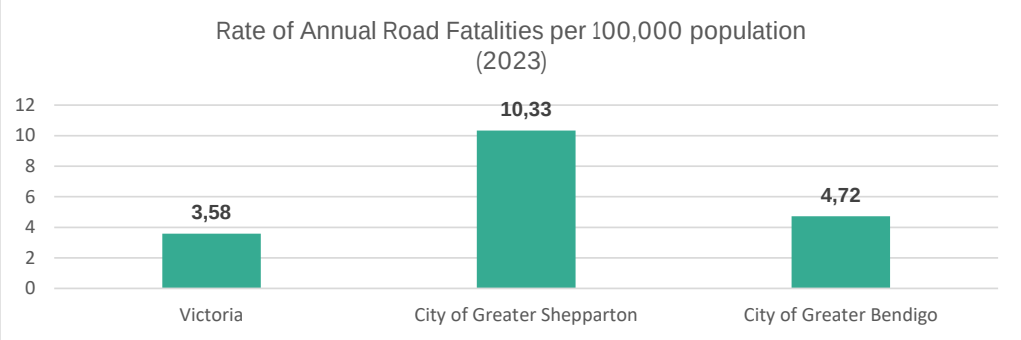


Figure 12: Rate of annual fatalities per 100,000 population (based on estimated 2023 population[4])

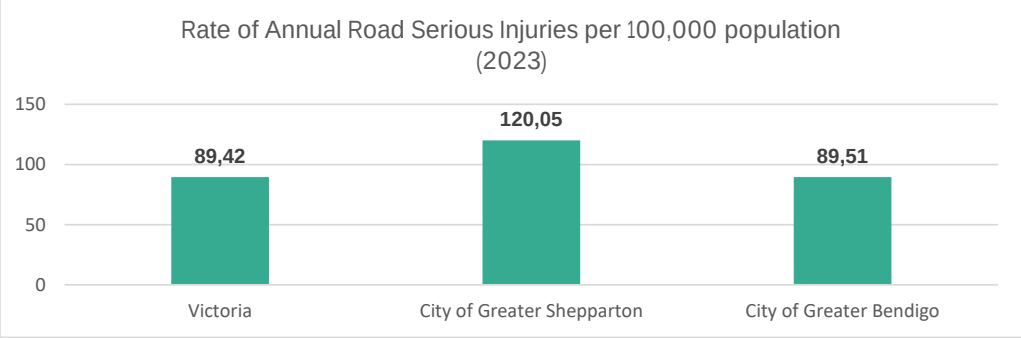


Figure 13: Rate of annual serious injuries per 100,000 population (based on estimated 2023 population[5])

[4] https://profile.id.com.au/shepparton/population
[5] https://profile.id.com.au/shepparton/population

What does the crash data show?

Where are the crashes happening?

There have been 581 serious injuries and 50 fatalities on roads within GSCC between July 2016 and June 2023.

Fatal and serious injury (FSI) crashes are most likely to occur at the following locations:

- Where high volumes of traffic are moving at high speed and vehicles may cross paths. For example, on arterial roads at intersecting major or minor roads
- Where vehicles travel at high speed on arterial or collector roads[6]. This may include run off road crashes
- Areas with high movement and place activity. Shepparton, Mooroopna, Murchison and Kialla show hotspots where FSI crashes are occurring. This may include crashes with vulnerable road users such as pedestrians, cyclists and motorcyclists.

Figure 14 shows maps of Shepparton's crash hotspots for fatal and serious injury crashes.

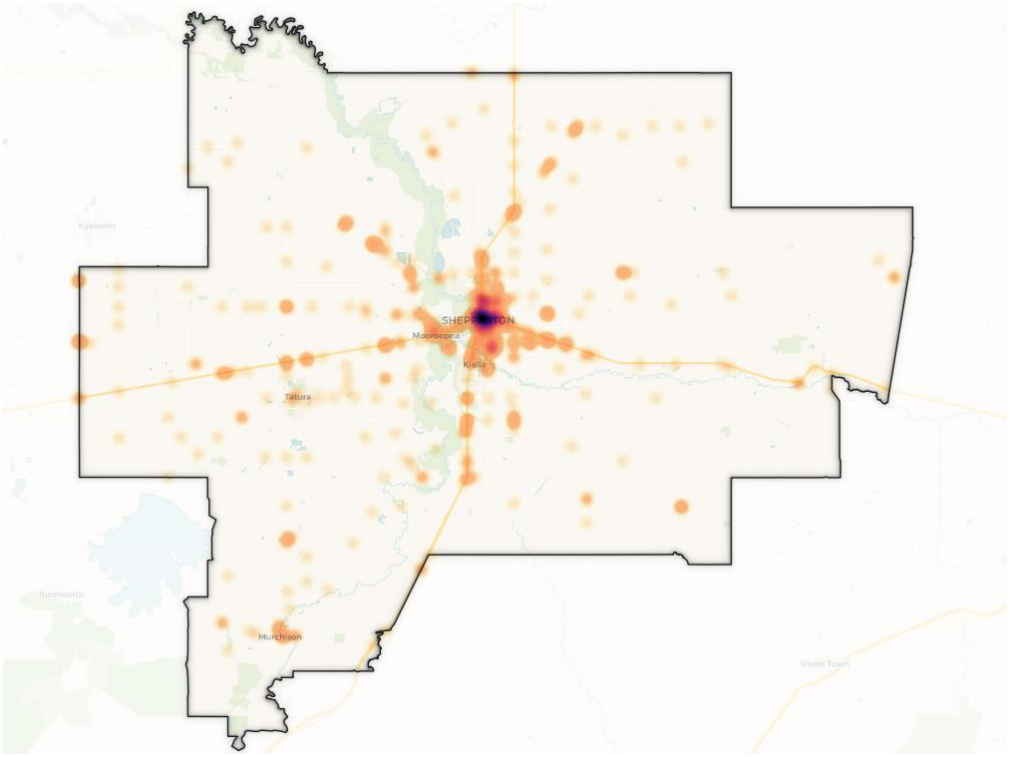


Figure 14: Heat map showing FSI crashes in Shepparton City Council (July 2016 to July 2023)

[6] Refer to the GSCC Road Management Plan for road classifications

Analysis on the types of roads that crashes occur shows that 47% of all fatal and serious crashes occur on Council owned roads. The remaining 53% occur on roads owned and managed by the Department of Transport and Planning (DTP). This highlights the need for us to work closely with DTP to improve safety and reduce FSI crashes on the road network within GSCC.

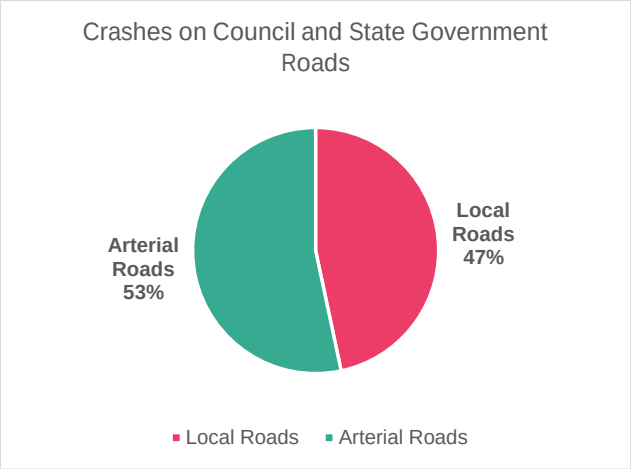


Figure 15: Crashes on Council and State Government Roads

Speed environment

A pillar of the Safe System approach is safer speeds. It is important to understand the distribution of crashes and crash types that occur within various speed environments.

The highest proportion of crashes within GSCC occur on roads with 60 km/h speed limits. The second highest proportion occur on roads with 100 km/h speed limits. In general, 54% of crashes occur within speed limits of 60 km/h or less. 43% of crashes occur on roads with speed limits between 80 km/h and 110 km/h. The remaining 3% occur on other roads such as within camping grounds.

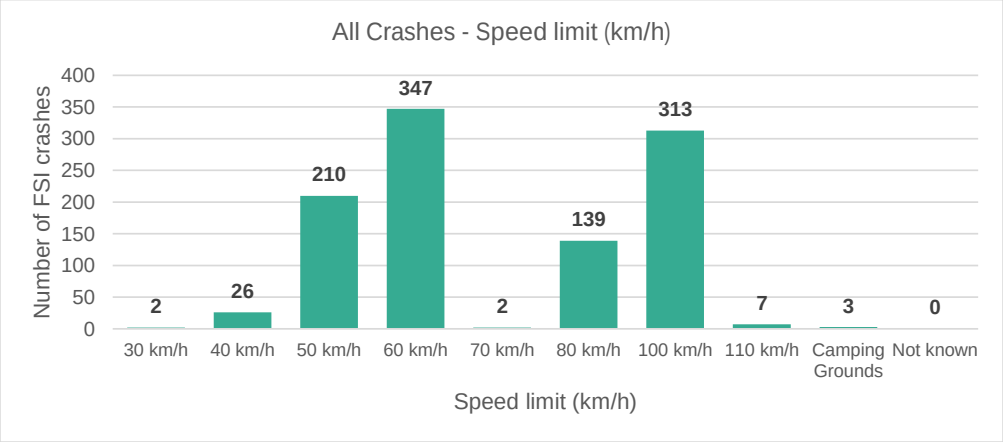


Figure 16: Crashes by road speed limit

While the highest proportion of crashes occur on roads with speed limits 60 km/h or less, the majority of FSI crashes occur on roads with 100 km/h speed limits (43% of all crashes). A further 14% of FSI crashes occur on roads with a speed limit of 80 km/h. Of all FSI crashes within GSCC, 58% occur on high-speed roads.

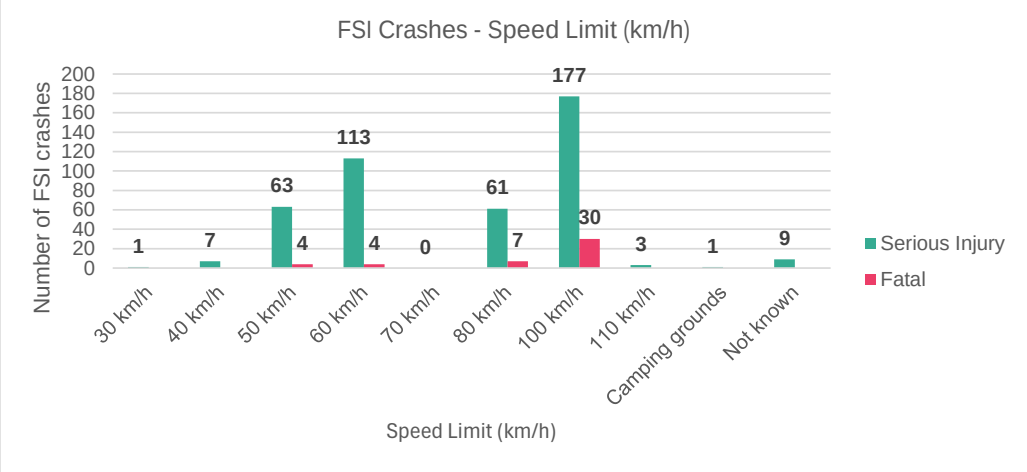


Figure 17: FSI crashes by speed limit

The data shows that if a crash occurs on a high-speed road, there is a much greater chance that the crash will result in a fatal or serious injury to the occupants of the vehicle.

It is noted in Table 4 that a higher percentage of FSI crashes involving pedestrians and cyclists occur in the 50 km/h and 60 km/h speed limit areas, usually within town centres such as Shepparton. Of these incidents, the most common crash type involved vehicles from adjacent directions at intersections, with 52 FSI crashes during the period examined. This indicates that side-impact crashes caused by turning and through vehicles are of most significant concern, typical of regional LGAs where these intersections are often unsignalised.

Table 4: Number of crashes by speed limit

Speed limit	Number of total crashes	Number of FSI crashes	FSI %
100 km/h	313	207	40%
80 km/h	139	68	33%
60 km/h	347	117	25%
50 km/h	210	67	24%
40 km/h	26	7	21%

Crash types

Intersection and run-off road crashes are the most common crash types within GSCC.

Of these, the most common crash type is cross traffic (DCA 110). Cross traffic collisions involve two vehicles colliding at a perpendicular angle at intersections.

Run-off road crashes, right and left off carriageway are the second most common crash types. This occurs when a driver steers off the road and into something stationary on the side of the road.

What are the most common types of crash?

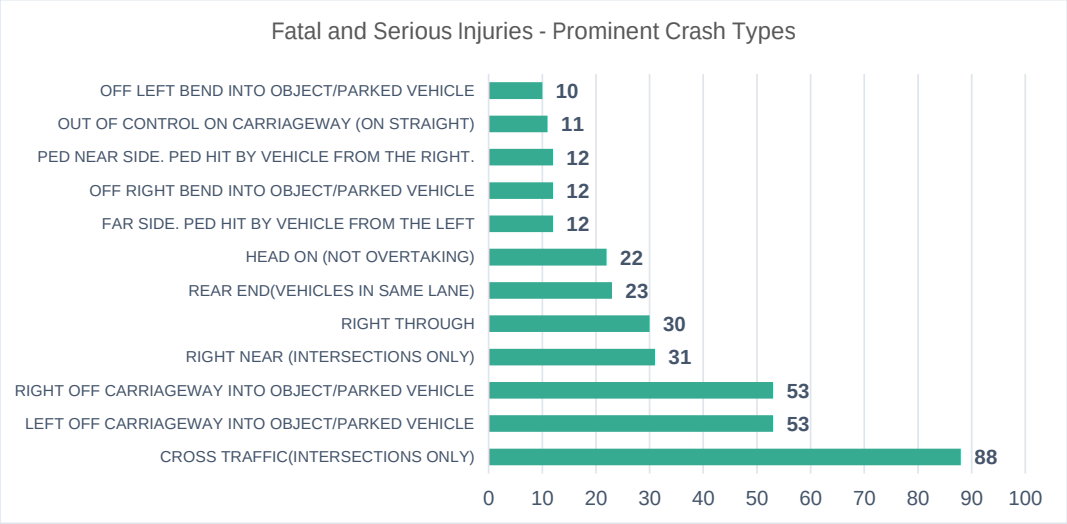


Figure 18: FSI crash types in GSCC

Who is involved in crashes?

Figure 19 shows how the total number of fatal and serious injuries are distributed across different road users.

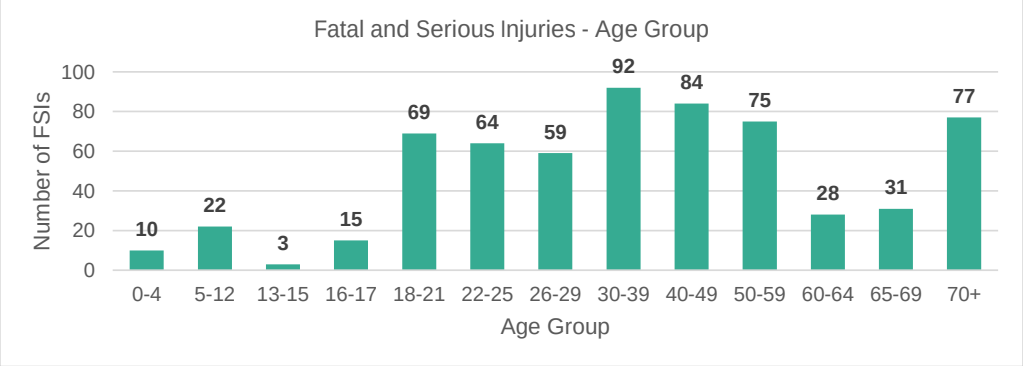


Figure 19: FSI crashes by age group in GSCC

When we look at the age groups involved in fatal and serious injury crashes, we see that the most affected age groups are spread between those aged 18 to 59. There is also a trend of crashes for those aged 70 and above. The 70+ year age group have a lower tolerance for injuries thus, what may be a moderate injury in a younger age group may result in a fatality for someone in the 70+ age group.

Other crash characteristics

Moving forward, we know that we need to be bold and creative because the data. Figure 20 to Figure 23 shows us that there are few exceptional or unusual circumstances leading to crashes. Here are some more statistics for the seven-year period (July 2016 to June 2023) that show:

- The majority of crashes occur on weekdays, with a slight reduction on weekends.
- There is a greater occurrence of crashes during school pick-up and peak hour periods, from 2:00pm to 6:00pm.
- Weather does not cause a significant increase in crashes with 85% occurring during clear, dry conditions.

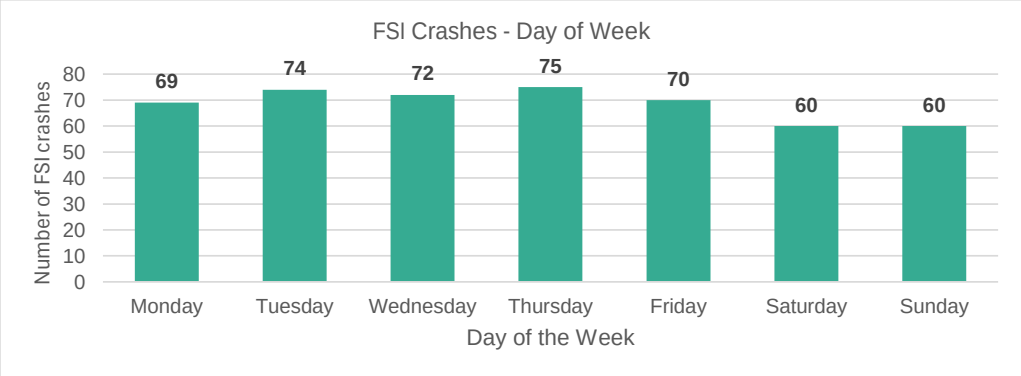


Figure 20: FSI crashes by day of the week

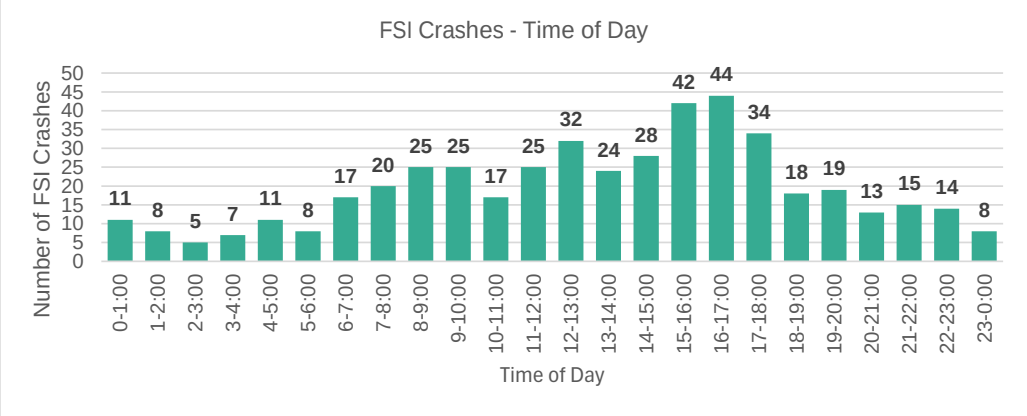


Figure 21: FSI crashes by time of day

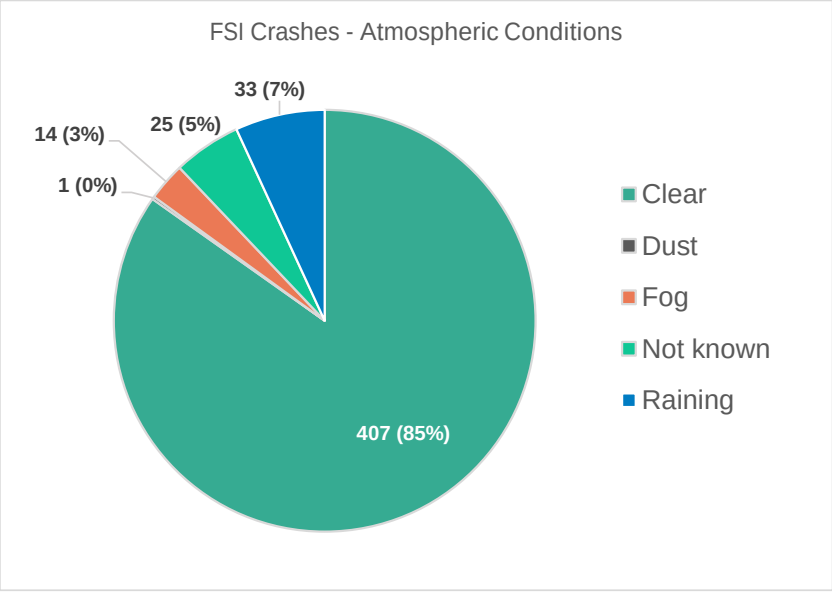


Figure 22: FSI crashes by atmospheric conditions

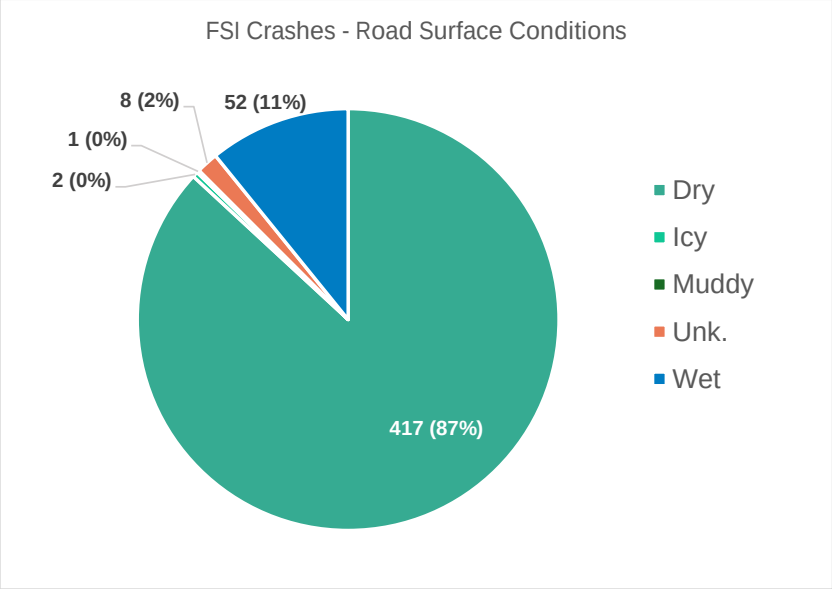


Figure 23: FSI crashes by road surface condition

Appendix B – Community Feedback

Consultation workshops

Two consultation workshops were held for key stakeholders and members of the community. Participants included:

- Fire Rescue Victoria
- Staff members from neighbouring Councils
- Department of Transport and Planning
- Leocata's Transport
- Keating Freight Lines
- Greater Shepparton Secondary College
- Representative from local community organisations
- Community members

These workshops provided an opportunity for participants to express their road safety concerns, priorities and their experience of roads within GSCC. Their views were related back to the four pillars of the Safe System, to inform Council of actions that can be adopted as part of this Road Safety Strategy. Table 5 below summarises notable concerns from both workshops.

Table 5. Workshop summary.

Key Stakeholder Workshop	Community Workshop
Speed reductions for high pedestrian activity areas	Road safety is a responsibility for all
Dangerous cross intersections between local and arterial roads	Good driving behaviour should be reinforced / congratulated, instead of penalising poor behaviours.
Lack of a Shepparton bypass forces freight through the town	Poor speed compliance on 80km/h arterial roads
Poor school bus stops on arterial roads expose children to high-speed traffic	Poor existing footpath connectivity through and around the CBD
Lack of safety features in older vehicles	Poor pavement condition (including cracking, potholes, or uneven surface) on arterial roads
New technology within vehicles (such as large display screens) creates distraction for drivers	Lack of accessible parking in activity centres
Over-reliance of technology in newer vehicles	The number of older vehicles on the network should be limited, through buy back schemes / incentives

Online survey

In conjunction with the workshops, an online survey was designed and conducted for the local community to express their views on road safety in the GSCC, with 291 respondents completing the survey. The online survey provided valuable information to supplement the crash data, which enables us to identify road safety issues that matter to the community.

Survey contributors generally lived within Greater Shepparton (93%). Other respondents travelled to Shepparton for work, to visit family, entertainment or pass through.

Travel within Greater Shepparton

Respondents from the survey indicated that two primary modes of transport used on a daily/weekly basis were driving or walking at 49% and 38% respectively. It is noted that there is a significant shift in modal use for monthly/yearly travel, with active modes of transport such as cycling and walking increasing to 18% and 14% respectively, and public transport such as train and bus use at 37% and 11% respectively.

Road safety priorities

The following breakdown summarises what the Greater Shepparton community told us.

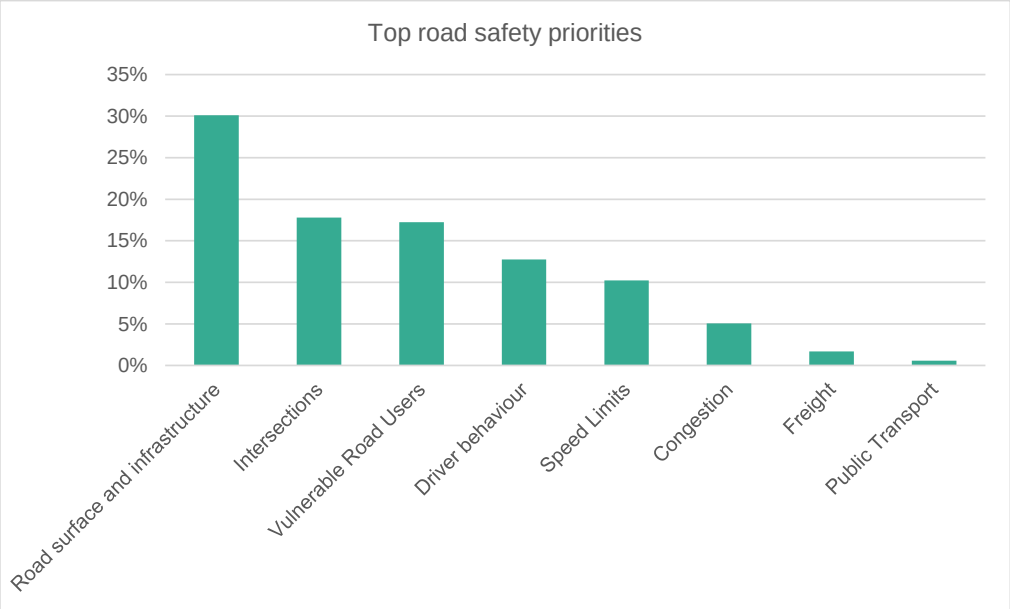


Figure 24: Survey responses of top road safety priorities

Further explanation of the top road safety priorities is provided below, in conjunction with quotes from community members.

Refer to Section 5.3 of the report for the top road safety priorities.

Road surface and roadside infrastructure

ONLINE SURVEY RESPONSES

"Potholes are not repaired in a timely manner [and] not signed to *raise awareness for drivers"*

Concerns and issues most frequently raised included road surface conditions, maintenance items such as potholes and uneven footpaths. Other items raised under this category include lighting at intersections and roads and footpaths within townships.

While crash data indicates that the majority of crashes occurred during daylight and during clear conditions, this feedback provides additional context that poor road surfaces may be a contributing factor to crashes on our roads.

Intersections

ONLINE SURVEY RESPONSES

"Rural sealed crossroad intersections are a major danger *... vehicles drive straight* through Give Ways and Stop signs without *slowing down"*

Intersections are identified as a key concern for road safety within Greater Shepparton. The crash data shows that cross intersection crashes are the most frequent crash type. The survey data confirms this as one of the most frequent areas of concern for local perception of road safety.

Issues relating to intersections include high volume roads within townships such as the Archer Street and Channel Road intersection, and Numurkah Road and Graham Street intersection. Concerns have also been raised about rural high-speed roads that intersect with arterial or local collector roads such as the Goulburn Valley Highway and River Road intersection.

Driver behaviour

ONLINE SURVEY RESPONSES

"Lack of patience ... and understanding the need to share *the road with other users"*

Driver behaviour is a concern commonly raised by the local community. Poor driver behaviour includes speeding, poor knowledge of road rules and visitors' awareness of the road network within GSCC (such as freight routes and navigating intersections). Driver behaviour also includes illegal behaviour such as hooning.

Perceptions of road user behaviour

From the online survey, road user behaviour is shown to be consistent across all road user types, with each indicating that at least 65% think that user behaviour is acceptable. Of the road user types, car drivers and cyclists had the highest percentage of respondents believe that behaviour was unacceptable (approximately 25% rated as very poor or poor).

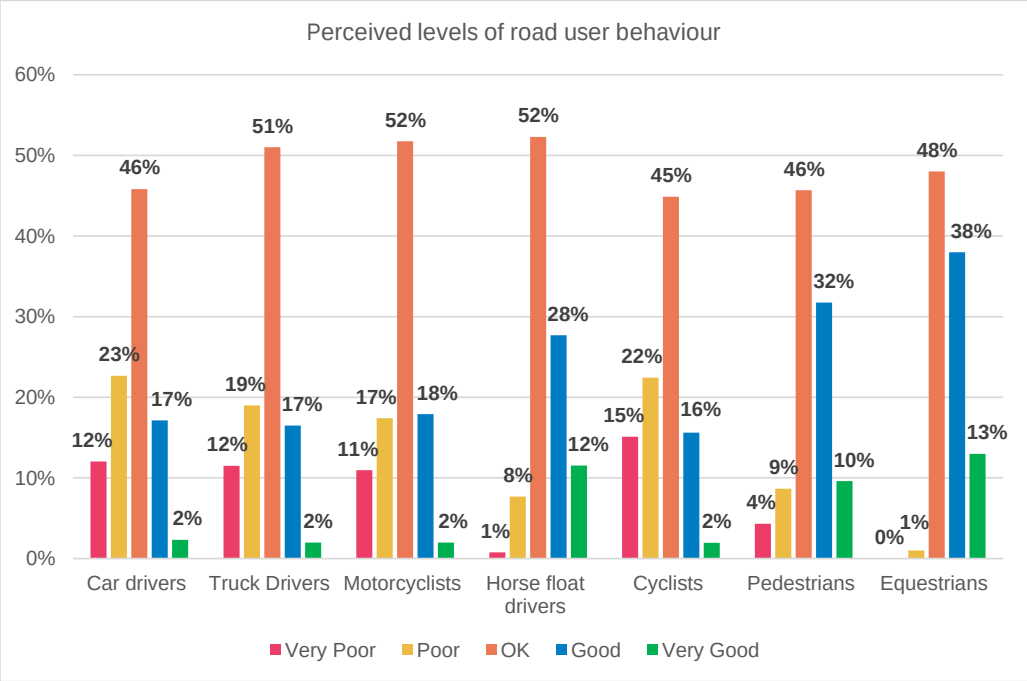


Figure 25: Perceived levels of road user behaviour

Vulnerable road users

ONLINE SURVEY RESPONSES

"There is no safe bicycle path going north-***south through town"***

Safety for vulnerable road users including pedestrians and cyclists is a common concern. Issues include uneven footpaths, crossing opportunities for pedestrians and accessibility for pedestrians with mobility impairments.

Pedestrians would like separation from other traffic including vehicles and bicycles. This also includes longer crossing times and shorter wait times at intersections with traffic lights. Infrastructure for cyclists such as bicycle lanes and separation from vehicles is also perceived as an opportunity for improvement within GSCC.

Perceptions of safety

As seen in Figure 26, survey results indicate that the user groups that felt least safe in urban areas were cyclists and motorcyclists, with 60% and 51% respectively feeling either unsafe or very unsafe, followed by 39% of car drivers. Figure 27 demonstrates how this sentiment deteriorated in non-urban areas, with 68% of motorcyclists, 66% of cyclists and 56% of car drivers feeling unsafe or very unsafe. This highlights the need to increase safety for vulnerable road users within GSCC.

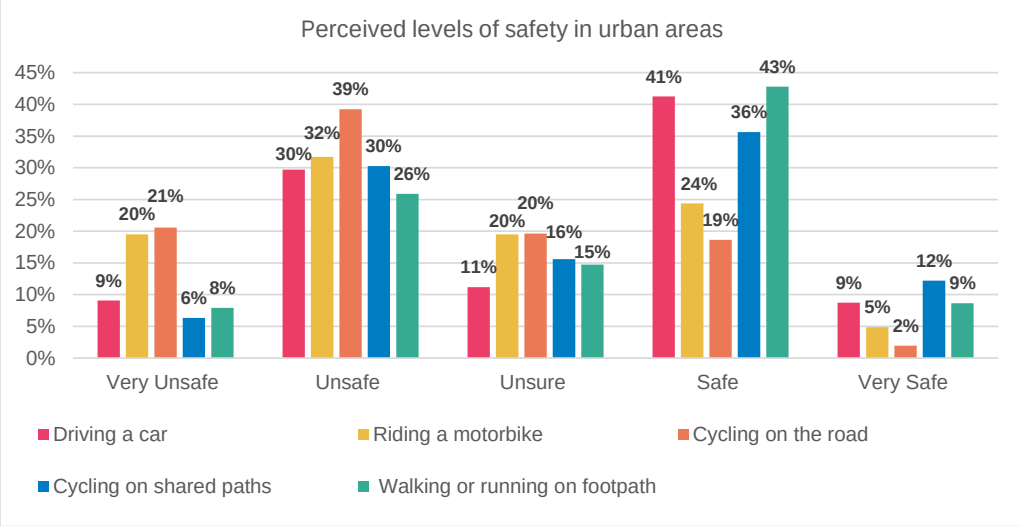


Figure 26: Perceptions of road safety in urban areas

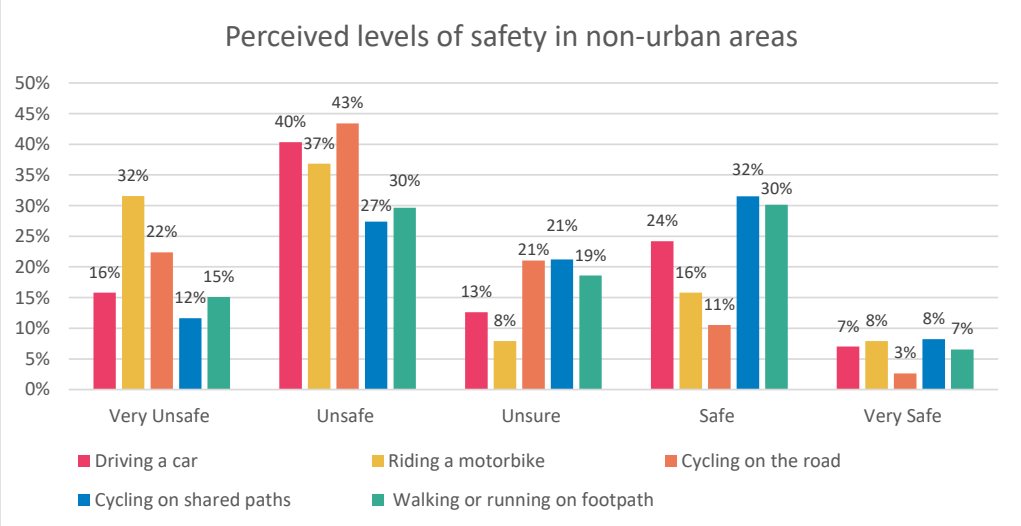


Figure 27: Perceptions of road safety in non-urban areas

Speed limits

ONLINE SURVEY RESPONSES

"Speed limits are too high in areas that were rural but now *increasingly residential"*

Inconsistent, varying speed limits are the most common concern held by the GSCC community. Inconsistent speed limits cause confusion for motorists and may lead to poor speed compliance. Opportunities for speed limit reductions within the CBD and on rural roads that are not suitable for high speeds may increase safety on our roads.

Other factors such as the road function (key transport corridors of people and freight) must also be considered. Roadside infrastructure such as safety barriers should be considered for roads that may not be suitable for speed limit reduction.

Of the survey participants, over 75% felt that the speed limits on main roads and local roads were about right. This indicates that by addressing the inconsistent speed limits across the network will produce a big increase in perceived reliability and driver safety across the network.

Congestion

ONLINE SURVEY RESPONSES

"Congestion in High Street, especially with trucks"

Congestion issues are primarily centred around transport within the Shepparton CBD. Movement through intersections were the most common concern followed by high volume roads that need increased capacity (added lanes or duplication).

The bypass of the Shepparton CBD was also raised by the community and stakeholders present at workshops. Workshop participants noted that the Shepparton Bypass has been a proposed project for nearly 30 years and believe it would be an effective measure to remove congestion from the Shepparton CBD, providing through travellers with a means to avoid driving through the centre of town. Participants raised the issue of congestion at minor road and major road intersections, where it can be challenging for vehicles to find a gap to cross or turn onto the major road.

Freight

ONLINE SURVEY RESPONSES

"Too many trucks in the CBD"

Freight is an important transport mode for Shepparton, given its function as a major processing centre for exported fruit and vegetables throughout Australia. Concerns from the community mainly include trucks travelling through the CBD and separation from vulnerable road users. Concerns raised by stakeholders within the freight industry include roadside infrastructure that has not been designed with freight in mind. An example of this includes signs or vegetation that may prevent truck drivers from picking safe gaps when navigating intersections

Mobility and accessibility safety priorities

The following breakdown summarises what the Greater Shepparton community told us.

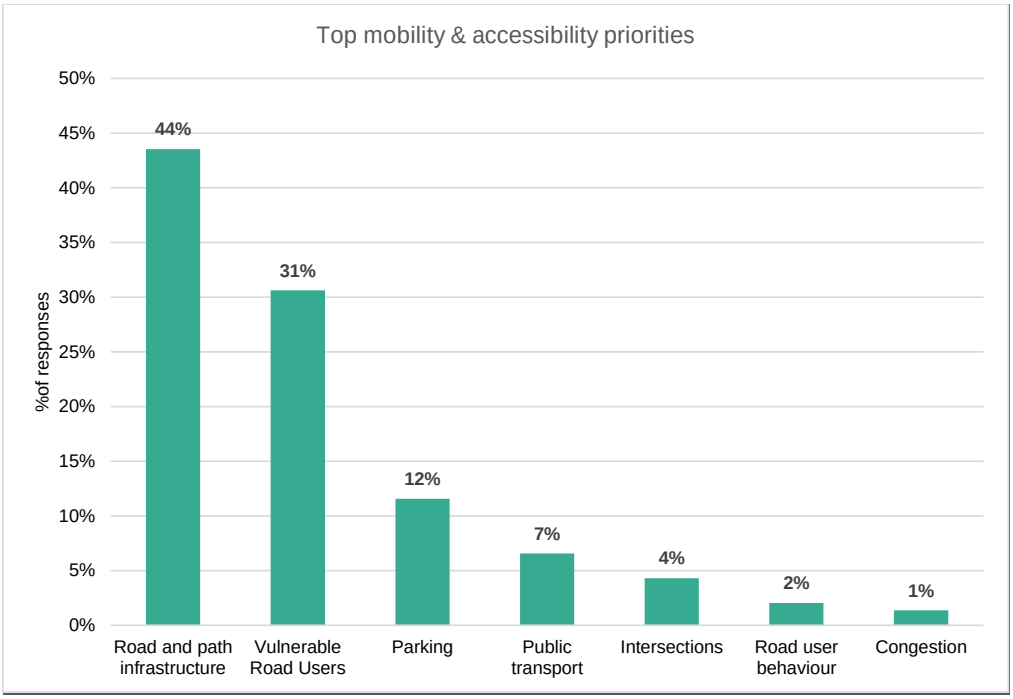


Figure 28: Survey responses of top mobility and accessibility priorities

Further explanation of the top road safety priorities is provided below, in conjunction with quotes from community members.

Road and path infrastructure

ONLINE SURVEY RESPONSES

*"**Need to** fix more footpaths to take out roughness and difficulties crossing roads with **walkers and mobility scooters**"*

Survey responses emphasised the need for smoother and wider footpaths to accommodate walkers and mobility scooters, as well as the importance of creating designated lanes for mobility scooter users to prevent them from having to travel on the road. The poor state of road surfaces and inadequate maintenance of shared path surfaces were frequently mentioned, along with the necessity for better street lighting. Additionally, some areas lack footpaths entirely, forcing pedestrians and mobility scooter users to walk next to the road. Issues such as café seating encroaching on footpaths and the presence of bicycles on roads rather than shared paths further complicate navigation and safety.

Vulnerable road users

ONLINE SURVEY RESPONSES

*"**Length of time given to** pedestrians to cross signalled intersections is insufficient for **older people.**"*

Safety for vulnerable road users including pedestrians, cyclists, the elderly and people with disability is a common concern. Issues include uneven footpaths, crossing opportunities and timing for pedestrians and accessibility for pedestrians with mobility impairments.

Pedestrians would like separation from other traffic including vehicles and bicycles, and kerb access for mobility aids. This also includes infrastructure for accessibility including accessible parking and tactile ground surface indicators (TGSIs). Longer crossing times and shorter wait times at intersections with traffic lights were frequently noted and present an opportunity for improvement within GSCC.

Parking

ONLINE SURVEY RESPONSES

"More disabled car parks it's dangerous transferring wheelchair bound people to their ***chairs"***

Survey responses indicate a strong desire for more accessible parking and a preference for time limit parking rather than paid parking, along with closer and more convenient distances between parking spots and final destinations. Many respondents mentioned the lack of sufficient disability parking and the overall shortage of free parking, particularly in the CBD areas, suggesting that parking fees should be removed, and time limits enforced instead. There is also a concern about the lack of wider car parks for people with prams needing to safely get children in and out of cars. Increased parking for the train station and a special drop-off section at the railway station were also suggested.

Public transport

ONLINE SURVEY RESPONSES

"The city is growing, and more and more people move in, trace better routes so people can start using public transport. You need to give the community options ***other than [sic] driving cars ..."***

Survey respondents expressed a desire to rely on less car-centric methods of transport and improve public transport infrastructure. According to survey responses, public transport across Shepparton and its small towns is inadequate, with limited services, unsafe services, or no services at all.

Respondents highlighted that this issue particularly affects older people and those with disabilities, for whom walking to a bus stop is not easy or sometimes not an option. Additionally, community members noted that buses do not run at meaningful times after work hours, preventing those who work full time from accessing shops.

Concerns were also raised about the reliability of the train service to Melbourne. Many residents pointed out that increased reliance on cars leads to more wear and tear on roads and a higher number of car accidents, emphasising the need for a more robust and accessible public transport system.

Intersections

ONLINE SURVEY RESPONSES

"Not enough safety traffic lights and need of roundabouts ***on out [sic] centre roads"***

Following the trend of road safety concerns seen in Figure 18, intersections remain an area of concern within the realm of mobility and accessibility. Many respondents requested improved safety treatments at major intersections, notably the installation of traffic lights and/or a roundabout at the Archer St/Channel St intersection. The intersection near the Shepparton Art Museum (SAM) is also a significant area of concern. Respondents have called for the traffic lights at the museum's entrance to be switched on and the addition of pedestrian crossings at this intersection.

Road user behaviour

ONLINE SURVEY RESPONSES

"Elderly driving scooters on the road when they should on the ***foot path"***

Survey respondents expressed significant concerns about the behaviour of drivers and other road users, highlighting issues such as the need for regular checks on the driving capacity of elderly individuals and the importance of ensuring that mobility scooters are used safely on footpaths rather than on roads. Additionally, there were concerns about road users' awareness of speeding consequences and the enforcement of regulations against vehicles with excessively bright lights or loud horns. Instances of cars blocking footpaths were also noted, which impede accessibility for pedestrians, especially those with mobility impairments.



Congestion

ONLINE SURVEY RESPONSES

*"**Turning right into** Corio Street when travelling south on High Street - traffic is often backed up on Corio Street leaving no gap to **fit into when facing a green light.**"*

Congestion issues remain an area of concern in the context of mobility and accessibility, due to their impact on vulnerable road users such as school children and pedestrians. Survey responses indicated frequent congestion around schools, particularly during pick-up and drop-off times, which disrupts traffic flow. Furthermore, the high volume of truck traffic on High Street, Shepparton in the CBD exacerbates these issues, making navigation difficult for local drivers and crossing the street difficult for pedestrians.

Appendix C – How we will move towards zero trauma – The Safe System

What works and what doesn't work

There is a lot of information available on road safety and the effects of different safety measures. This provides us with an excellent starting point to decide what results we want to achieve.

As mentioned in Section 6.3, research has shown that road trauma can be reduced through a collective approach from leaders and the community. The following initiatives have proven to be effective in addressing some of the most common problems on our roads and as such, they have influenced our strategy and our Action Plan.

Safer Roads

- ☑ Identifying and addressing high risk locations with infrastructure to reduce the likelihood and consequence of crashes
- ☑ Installing proven safety measures such as pedestrian and cycle friendly roundabouts, separated cycling facilities, pedestrian crossing and roadside barriers
- ☑ Gateway treatments on the approach to lower speed areas

Safer Speeds

- ☑ Reducing speeds where the crash risk is high
- ☑ Reducing travel speeds to below 30 km/h in locations where there is a risk of a crash between a pedestrian/cyclist and a car/truck
- ☑ Supporting new speed limits with road infrastructure such as traffic calming measures, road surface changes or visual cues to drivers
- ☑ Supporting speed limits with enforcement
- ☑ Reducing the number and frequency of speed limit changes

Safer People

- ☑ Road safety programs that are evidence based
- ☑ Promoting a safer driving culture in local communities
- ☑ Engaging youth, their parents, and other partners who can deliver road safety messages to young drivers
- ☑ Involving schools in road safety education and programs
- ☑ Ensuring that educators on road safety are properly trained
- ☑ Ensuring that programs are interactive, age appropriate and engaging
- ☑ Delivering programs, especially for teenagers, that help people develop good judgement, resilience, coping strategies and refusal skills enabling them to act in a responsible and safe manner

- ☑ Using resources available from Department of Transport and Planning, the TAC and other road safety agencies
- ☑ Ensuring that adequate driving experience (120 hours or more) with a supervising driver is achieved for learner drivers
- ☑ Targeted campaigns addressing road safety issues and identifying actions for road user groups
- ☑ Enforcement at locations with high risk of crashes
- ☑ Providing information to the community about relevant road safety laws, the level of enforcement and legal consequences
- ☑ Aligning enforcement activities with education and media campaigns
- ☑ Having a visible enforcement presence

Safer Vehicles

- ☑ The promotion of Five Star safety rated vehicles
- ☑ Intelligent speed assist devices that inform drivers of the speed limit
- ☑ Company policies that promote the safest vehicles and safe driving practices

Knowing what does not work is just as important as knowing what does, in order to ensure that the time resources and money spent investing in an approach do not result in declining safety outcomes. Based on statistics from previous implementation, here are some things that we know are not effective in reducing road trauma:

- ☒ A culture of blame instead of looking at what can be done to improve the system as a whole
- ☒ Training that involves off-road driver training and especially any driving skill-based programs such as 'advanced driver training'. This has been shown to increase risk taking behaviour by drivers.[7]
- ☒ Stand-alone one day or one-off events, forums and expos run in isolation of evidence-based strategy
- ☒ Fear appeals such as trauma ward visits, or testimonials from crash victims or offenders
- ☒ Relying on driver simulators
- ☒ Unnecessarily restricting the movement of pedestrians or cyclists
- ☒ Adjustments in speed limits which are not evidence based
- ☒ Undertaking road safety work in isolation - without support from relevant State Government authorities such as TAC, the Department of Transport and Planning, and Public Transport Victoria.

[7] RACV (2007) The Effectiveness of Driver Training as a Road Safety Measure. Monograph.
VicRoads (2014) *Youth Road Safety – Effective Practice,* www.vicroads.vic.gov.au

Appendix D – Action Themes

1) Safer Roads

We will prioritise our investments and activities to address the highest risk areas and achieve the best possible outcomes with our resources. Our decisions will be based on engineering evidence, our experience managing sections of the transport network, as well as community feedback. We will address the most pressing areas first, and work to pre-empt problems before they arise.

- Planning and development schemes will be reviewing to determine that they support safe and sustainable transport options and reduce dependence on vehicles.
- Priorities will reflect the function of the road and its uses, recognising that different sections of the road network perform different functions, based on:
  - The movement of people and goods or services; and
  - Being places for people and their activities.
- Known road safety issues will be addressed such as common crash types in high-risk areas, and problem locations. There are tools available to better understand the level of road safety risk at different parts of the road network. We will use these tools to improve road safety before crashes occur.

2) Safer Speeds

We know the critical impact that speed has on the likelihood and severity of crashes. Speeds play an important role in motorist, cyclist and pedestrian perception of the road and its surrounding environment. We will ensure that speed limits reflect the intended operating environment and that these are consistent across the network. We will strongly advocate for necessary speed changes at the State Government level and support the implementation of safe speed limits.

- ☑ We will implement safer speeds at locations where we want to create places for people rather than vehicles, including:
  - Schools and their surrounds.
  - Areas for leisure, shopping precincts and community activities.
  - Local residential streets.
  - Transport interchanges (train and bus).
- ☑ We will support safer speeds where crash risks are high and cannot be addressed through infrastructure changes alone.
- ☑ We support safer and more consistent speeds across the network, supported by education and enforcement to achieve greater levels of speed limit compliance.

> ***"Speeding contributes to at*** least 30% of fatalities each year and a quarter of serious injuries sustained by light ***vehicle occupants"***
>
> ~ Victorian Road Safety Strategy (2021-2030)

3) Safer People

We want to protect the most at-risk groups on the road, such as pedestrians, cyclists and motorcyclists. We want to encourage and support safe, healthy and sustainable transport behaviour from a young age. Crashes often involve human error, but these errors can be reduced or mitigated if we all take care, pay attention, follow the road rules and are aware of other road users. We will continue to support safe travel behaviour.

> ***"We aim to ensure unprotected*** and vulnerable road users are supported by the road system, ***not impacted by it"***
>
> ~ Victorian Road Safety Strategy (2021-2030)

- ☑ Providing safe routes to schools and supporting safe travel behaviour to, from, and around schools will remain a priority.
- ☑ We will encourage young drivers to access resources and initiatives that support them to become safe drivers.
- ☑ We will promote courteous behaviour on our roads and shared paths, with our infrastructure being designed to encourage good behaviours, and dissuade unsafe behaviours.
- ☑ We will help people to understand road rules and support measures that reduce driver distraction.
- ☑ We have a significant culturally and linguistically diverse migrant community and will ensure that this community is provided with the support needed to safely access and use our transport network.

> ***"We aim to reduce fatalities*** and serious injuries where drivers engage in distracting ***behaviour"***
>
> ~ Victorian Road Safety Strategy (2021-2030)

4) Safer Vehicles

As vehicle technologies and safety improves, so must our vehicle fleet. We will support drivers to better understand the safest vehicle options within their price range and facilitate a contemporary fleet on our roads with lifesaving and crash preventing technologies.

- ☑ GSCC's fleet policy is to have the best-in-class safety ratings and for our drivers to use all available safety features.
- ☑ We will continue to promote the use of modern and safe vehicles by all our contractors and service providers.
- ☑ We will promote and communicate the benefits of driving safer vehicles, including motorcycles, to the community.

> ***"We aim to reduce the*** occurrence of old and unsafe vehicles as a contributing ***factor to road trauma"***
>
> ~ Victorian Road Safety Strategy (2021-2030)

5) Leadership and Best Practice

We are determined to be leaders in road safety and will play our part in delivering the targets outlined in the Victoria Road Safety Strategy (2021-2030). We will be proactive, innovative and progressive in our approach, and we will lead by example.

- ☑ Our approach to road safety is built around the four pillars of the Safe System, and we will uplift organisational capability in road safety principles and best practice.
- ☑ We lead by example to ensure that our work policies and practices support the aims of this Road Safety Strategy.
- ☑ We are forward looking and innovative, as will utilise the levels available to us to address immediate road safety concerns whilst preparing for and welcoming new technologies.
- ☑ We take a holistic view and recognise that safe road journeys for all requires considered planning and development of the built environment, and more consideration for the natural environment.

> ***"Road safety is complex,*** requiring a bold, innovative and future ***focused approach"***
>
> ~ Victorian Road Safety Strategy (2021-2030)

6) Active and Sustainable Transport

Active transport, including walking and cycling, is important for the health of the community and environment. Together with public transport it can reduce dependence on vehicles and contribute to vibrant local streets and places. We will promote the use of sustainable transport and encourage modal shift and continue to reduce the risks for vulnerable road users. We aim to remove barriers to active transport and provide safe journeys from door-to-door.

- ☑ We will improve footpath condition and connectivity. Priority will be given to paths that provide access to important destinations within the community, such as schools and activity centres.
- ☑ The bicycle network will be improved and, where possible, will be separated from vehicle and pedestrian traffic.
- ☑ We will upgrade infrastructure to make it easier and safer for pedestrians and cyclists to access public transport, and support improvements to public transport services.

7) Working Together

Creating a safer road network is a responsibility carried by all in the community. Businesses, organisations, communities, individuals and the GSCC all have important roles to play in targeting zero deaths on our roads. To deliver the best possible safety outcomes, we will work with a range of groups and individuals to ensure that we understand the full diversity of our road users' needs and are able to deliver the most effective and inclusive road safety solutions.

- ☑ We will support and advocate for State investment into our community, since the State's arterial roads form a significant portion of our network, and more than half of all serious injury and fatal crashes occur on these roads.
- ☑ We will listen to community concerns through feedback on our website, communication campaigns and engage with users affected by, or interested in, our project plans and activities. This will assist us in understanding community perceptions, concerns and priorities.
- ☑ We will engage with stakeholders as required so they are able to influence road safety projects, and broadly, how the Shepparton community continues to grow and develop.
- ☑ The best safety outcomes for Shepparton require a combined effort, and we will continue to work closely with our Road Safety Partners.

Appendix E – What can you do?

1) Safer Roads

- ☑ Report all road faults and hazards:
  - on local roads to GSCC (03 5832 9700) and
  - on arterial roads to the Department of Transport and Planning (03 9655 6666).
- ☑ Report any crashes or incidents to Victoria Police (1800 333 000) so they can be added to the State Government database of crashes.
- ☑ Report hooning behaviour (driving in a reckless, anti-social manner) to the Hoon Hotline (1800 333 000).
- ☑ Report areas of road safety concern through the Snap Send Solve application.

2) Safer Speeds

- ☑ Travel at a safe speed that is appropriate to the current conditions.
- ☑ Never exceed the speed limit, but also remember that it is a limit, not a target, and always drive to the conditions.
- ☑ Allow plenty of time for your trip so you do not feel rushed to your destination.
- ☑ If you have concerns regarding speeding vehicles within your residential street and surrounding area, contact GSCC.

3) Safe People

Everyone:

- ☑ Be a role model for the travel behaviour that you want to see within our community.
- ☑ Share the roads and paths and be mindful of other road users.
- ☑ Concentrate whilst you are driving, riding or walking, and beware of distractions.
- ☑ Do not use your mobile phone whilst driving, riding or crossing the road.
- ☑ Download road safety apps, such as the VicRoads Road Mode app, to silence incoming notifications whilst driving.
- ☑ Watch out for cyclists when driving, parking or opening your car doors.
- ☑ Always wear full personal protective equipment if you travel on a motorbike or scooter.

Young Drivers:

- ☑ Visit the VicRoads website to access and find out about programs that assist young drivers while they are on their Learner plates.
  - Learner Kits
  - Your Ls
  - Road Smart
  - L2P
  - Fit to Drive
  - keys2drive
  - DriveSmart
- ☑ Direct young drivers to the TAC website (www.tac.vic.gov.au/road-safety/road-users/p-plate-drivers) to reduce their risk in their first years of driving.
- ☑ Find out about the L2P program by contacting GSCC (03 5832 9700).

- ☑ Consider becoming an L2P mentor to help a young driver without access to a supervisor get crucial driving practice.
- ☑ Assist a young driver to get their required 120 hours of supervised driving practice, making them safer when becoming a probationary driver.

4) Safer Vehicles

- ➢ Ensure that your next car is ANCAP 5-Star Safety Rated.
- ➢ Consider purchasing an Intelligent Speed Assist device to ensure you do not exceed the speed limit.
- ➢ Ensure that your car is in roadworthy condition and is regularly serviced.
- ➢ Lobby your employer to provide the safest vehicle in its class as your work vehicle.

5) Active and Sustainable Transport

- ➢ Consider walking, cycling, scooting or using public transport to reduce congestion on our roads and to improve the health of the community.
- ➢ Identify a safe route to school for your children and teach them to use that route.
- ➢ Keep your nature strip clear of obstructions, allowing your community to walk around your neighbourhood safely.
- ➢ Always wear a helmet when cycling and be “bright at night” by fitting lights to your bicycle.

6) Working Together

- ➢ Encourage community groups (sporting clubs, schools, etc.) to undertake a Looking After Our Mates education session (Secondary school road safety education resources : VicRoads).

What can you do?

GREATER SHEPPARTON

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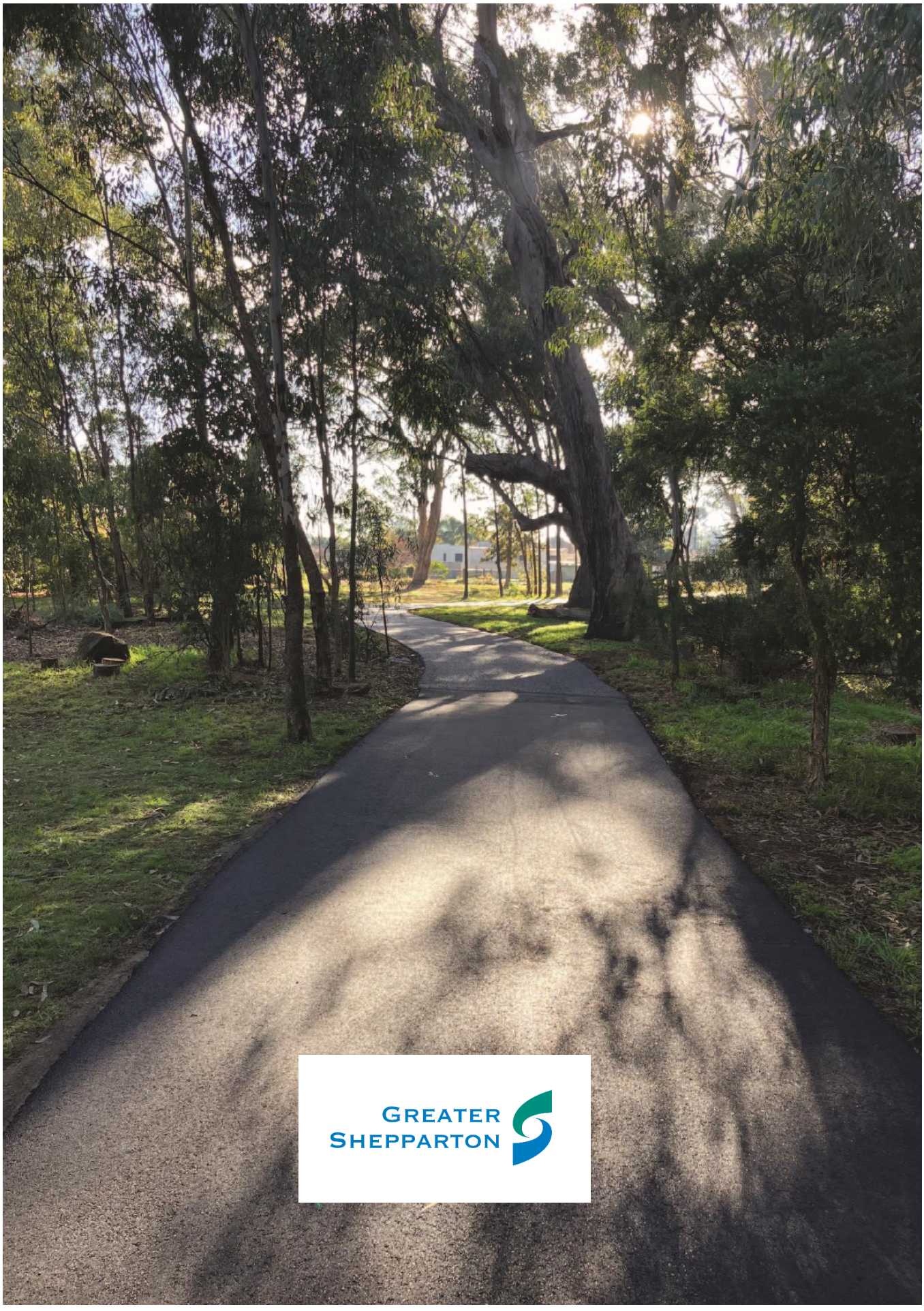
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