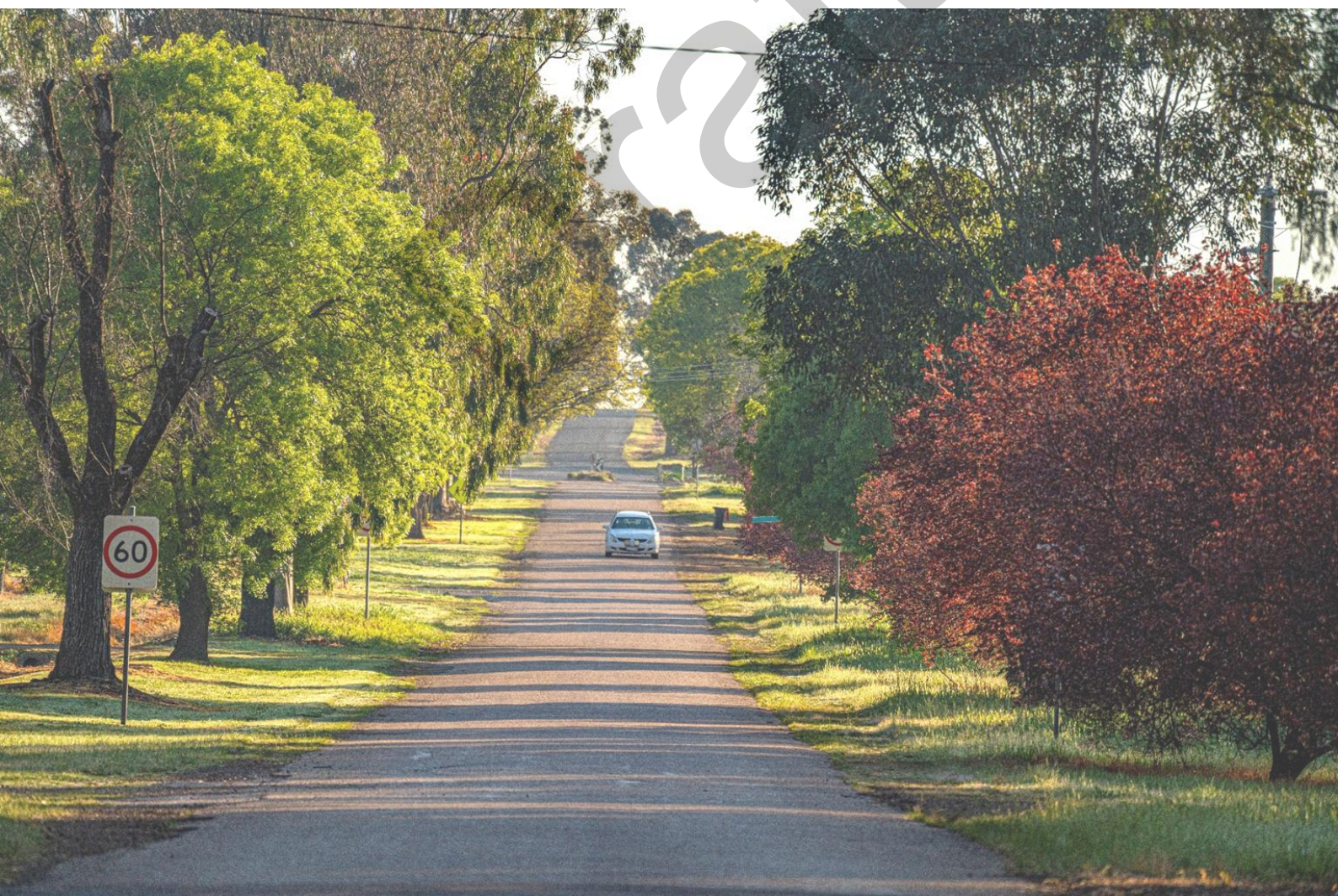


ROAD SAFETY STRATEGY

2026 - 2030

DRAFT

BENALLA RURAL CITY COUNCIL



A LETTER FROM THE MAYOR

Draft

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EXECUTIVE SUMMARY

The Benalla Road Safety Strategy 2026–2030 (the Strategy) provides a coordinated and evidence-based plan to halve the number of road fatalities and reduce serious injuries by 30% by 2030, relative to the 2018–2020 baseline, across Benalla Rural City. Developed in alignment with Vision Zero, Safe System principles, the Movement and Place framework, and national and state road safety strategies, the Strategy responds directly to the unique risks and challenges identified in Benalla’s transport network. It outlines a clear pathway to create a safer and more accessible transport system for all residents, visitors, and road users.

Between 2020 and 2024, 195 crashes were recorded across the municipality, including 70 fatal and serious injury (FSI) crashes and 83 FSI casualties. These crashes are concentrated along high-speed rural roads, arterial routes entering Benalla township, and at a number of critical intersections. Trends show increasing FSI rates on both arterial and local networks, with particularly high vulnerability among motorcyclists, older road users, and people walking and cycling. Community feedback reinforces these concerns, highlighting pedestrian and cyclist safety, unsafe driver behaviour, rural road risk, and speeding as key priorities.

Six strategic focus areas form the core of the Strategy: Safe speeds, Safe roads, Active transport safety, Motorcycle safety, Driver behaviour, and Arterial network safety. Each focus area includes targeted actions supported by key performance indicators, lead responsibilities, funding opportunities, and delivery timeframes. A three-tier prioritisation system is developed to ensure that investment targets the highest-risk road sections and intersections.

Achieving meaningful reductions in road trauma requires strong partnerships and shared responsibility. The Strategy outlines ongoing collaboration with the Department of Transport and Planning (DTP), Transport Accident Commission (TAC), Victoria Police, emergency services, local schools, community groups, freight industry, and motorcycle and cycling communities. Monitoring and evaluation processes, including biannual reviews, will track progress, assess the effectiveness of actions, and enable evidence-based adjustments to ensure the 2030 targets are met.

By implementing targeted infrastructure upgrades, managing speeds, improving education and behaviour, and strengthening partnerships, the municipality will create safer conditions for all who live, work, and travel in Benalla, while advancing toward the long-term goal of zero fatalities and serious injuries by 2050.



1 BACKGROUND

Benalla Rural City is a regional municipality in north-east Victoria, characterised by a mix of township, rural, and agricultural landscapes (Figure 1). The municipality includes the Benalla urban centre, smaller townships and communities, and an extensive network of rural and arterial roads that connect residents, visitors, and freight to surrounding regional centres and the broader state network.

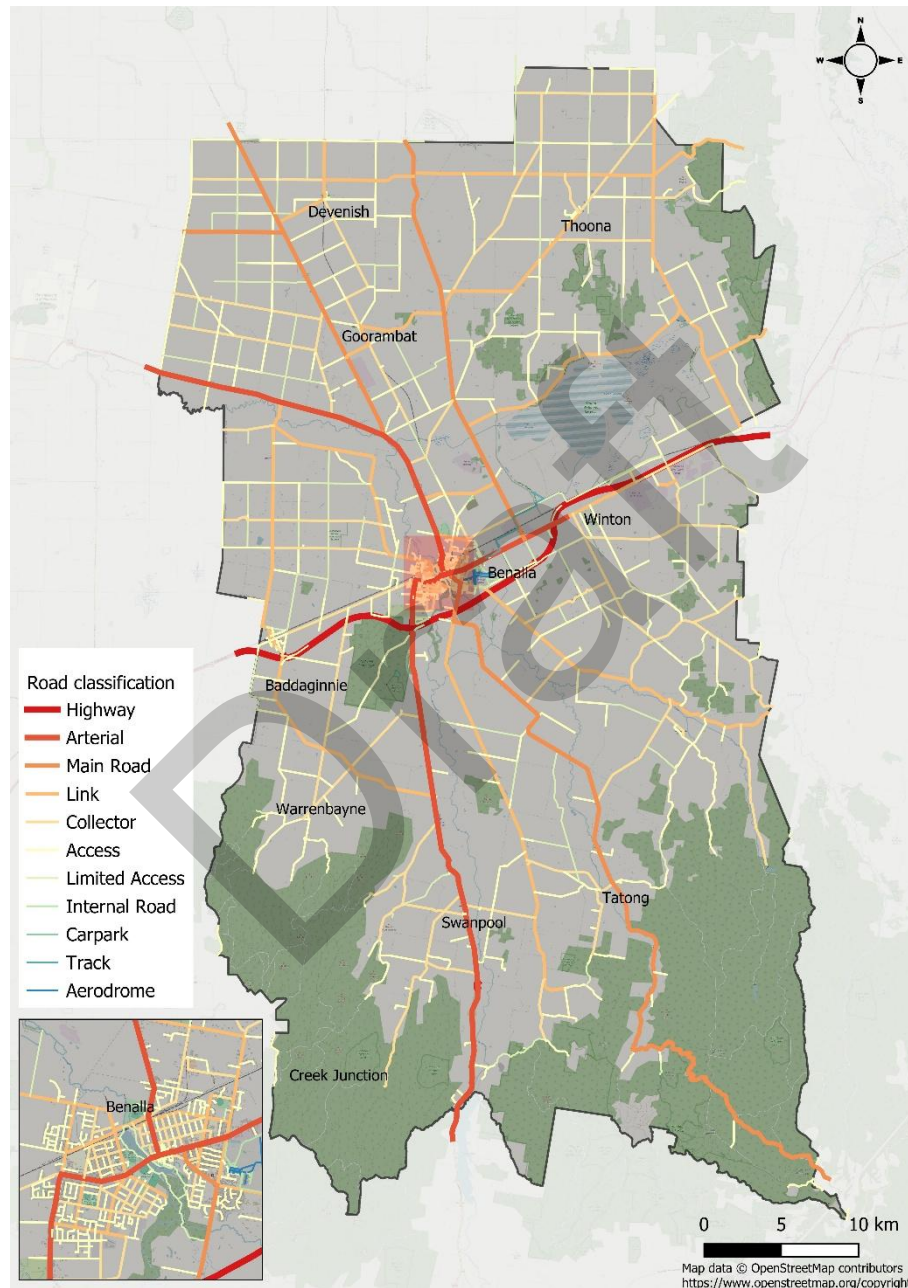


Figure 1: Benalla Rural City

Based on the 2021 Census¹, Benalla has a population of approximately 14,528 people, characterised by a balanced gender profile and an older age structure, with a median age of 51 years. This relatively mature demographic influences how the transport network is used and highlights the

¹ ABS Census 2021, Benalla: <https://abs.gov.au/census/find-census-data/quickstats/2021/LGA21010>

importance of road environments that are forgiving, self-explaining and accessible for older drivers and pedestrians, who are generally more vulnerable to serious injury in the event of a crash.

The community includes 3,939 families across 7,196 private dwellings, with an average household size of 2.2 people. Families with children remain an important part of the population, with an average of 1.8 children per family among those with children. These household characteristics generate regular local travel associated with schools, childcare, shopping, recreation and health services, contributing to peak traffic periods and increased pedestrian activity in residential areas and around key destinations.

Travel behaviour in Benalla reflects the characteristics of many regional areas, with a strong reliance on private vehicles. Car ownership in Benalla is high, with an average of two motor vehicles per dwelling, indicating strong reliance on private vehicles for everyday travel. Journey-to-work data reinforces this dependence, with 62.9% of employed residents travelling as a car driver and a further 4.3% as a passenger on Census day, meaning 67.7% of workers commute by private vehicle. This is substantially higher than the Victorian average (54.5%) and reflects limited public transport options and the dispersed nature of regional land uses. In contrast, only 0.3% of workers used public transport, while walking (3.5%) and cycling (0.6%) accounted for relatively small—though slightly higher than the state average—shares of travel.

Given Benalla's regional setting, many trips involve longer distances and higher-speed rural roads (Figure 2), increasing exposure to traffic risk. This elevated exposure underscores the importance of safe speeds, intersection improvements and roadside protection to reduce the likelihood and severity of crashes. At the same time, the presence of people walking and cycling, along with families and older residents, highlights the need for infrastructure that safely accommodates vulnerable road users. Safe crossings, footpaths, shared paths and traffic calming measures are critical to supporting local trips and encouraging active travel while minimising conflict with motor vehicles.

In general, the road network performs a critical role in supporting local livelihoods and economic activity, including agriculture, freight, tourism, and community services. The network must cater to a diverse range of users, including pedestrians, cyclists, school children, older residents, heavy vehicles, and visitors unfamiliar with local roads. These varied demands create a complex operating environment where safety risks can arise, particularly on higher-speed rural roads and at interfaces between town centres and through-traffic routes.

Improving road safety is therefore essential not only to protect lives but also to support community wellbeing, accessibility, and economic resilience. This Road Safety Strategy provides a coordinated, evidence-based approach to reducing fatal and serious injuries across the municipality. It aligns with the Safe System and Vision Zero principles, recognising that deaths and serious injuries are preventable and that the road system must be designed to accommodate human error and vulnerability.

Benalla Rural City Council strives to create a transport system where people can move safely, supported by well-designed infrastructure, responsible speeds, informed road user behaviour, and strong collaboration with State partners and the community. Our vision is a connected and resilient network that enhances the quality of life for all who live, work, and travel in Benalla.

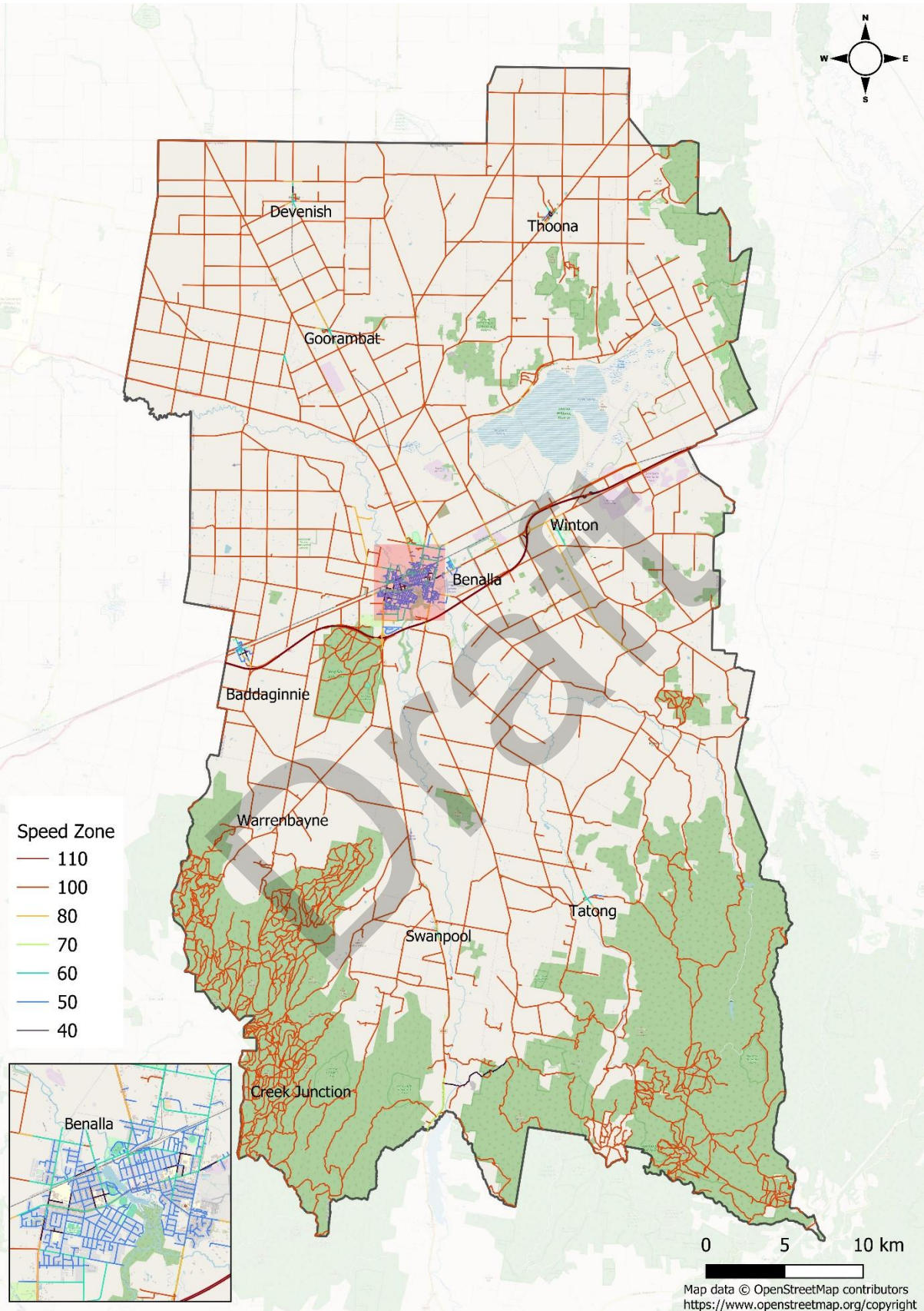


Figure 2: Benalla Rural City speed zones

2 VISION AND PRINCIPLES

2.1 VISION

Vision Zero is a proactive approach to road safety that seeks to eliminate all fatal and serious injuries on the road network, while enabling safe, healthy and equitable movement for all users. First introduced in Sweden in the 1990s, Vision Zero has since demonstrated strong results across Europe and many cities in the United States, and is increasingly being adopted across Australia. Central to Vision Zero is the principle that road trauma is not inevitable; it is preventable through deliberate system design, effective speed management, and shared responsibility among road authorities, vehicle designers, and road users.

Measures such as safer street design, improved pedestrian crossings, and traffic calming have been shown to reduce crash severity, save lives, and create streets that feel safer and more accessible for the community.

This Strategy adopts the National and State Vision Zero objectives as a core foundation, with an interim target to reduce fatalities by 50% and serious injuries by 30% by 2030, compared to the 2018-2020 baseline (Figure 3) and the long-term goal of eliminating all road fatalities by 2050. In support of this goal, the Strategy seeks to ensure that the Benalla road network both reduces the likelihood of crashes occurring and increases the chance of survival when crashes do occur.

Council is committed to halving fatalities and reducing 30% serious injuries by 2030, and eliminating all road fatalities by 2050.

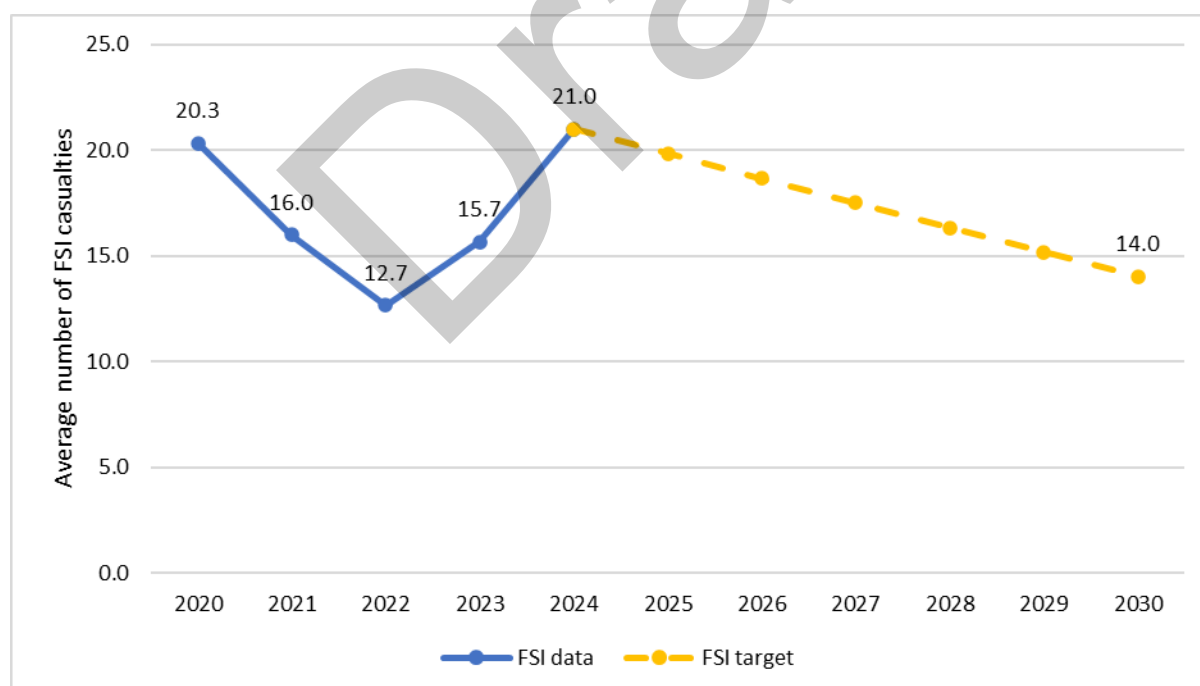


Figure 3: 3-year moving average of the number of FSI casualties

Figure 3 shows that the reduction trend in Benalla seems to be in the reverse direction since 2022 (back to the pre-COVID level). The target is to have an annual average of FSI casualties of a maximum of 14 in the 2028-2030 period. In detail, at most 1 fatality every 2 years, and 13.5 serious injuries annually.

2.2 SAFE SYSTEM APPROACH

The development of this Strategy is strongly based on the Safe System Approach. The Safe System Approach, built on Vision Zero, is a globally acknowledged framework aimed at reducing road trauma. It draws from Sweden's achievement of a 40% reduction in fatal and serious injuries over a decade. Recognised as the most effective method for enhancing road safety, the Safe System's core principle is that fatalities and serious injuries are unacceptable outcomes of road transport. The goal is to eliminate such incidents, similar to the successes seen in aviation and workplace safety. This approach acknowledges that road users will make mistakes, but through a systematic and long-term strategy, it seeks to minimise and eventually eradicate the risk of these mistakes resulting in serious injuries.

The Safe System Approach uses five interacting elements (pillars) to address all factors contributing to crashes and severity (Figure 4)



Figure 4: Safe System Pillars

1. Safer Roads

Road infrastructure plays a vital role in helping reduce crashes and minimise the severity of injuries, should a crash occur. Our roads should be designed and maintained to minimise the likelihood of driver error and be forgiving of errors when they do occur, providing the safest possible outcome in adverse circumstances.

2. Safer Speeds

When a crash occurs, the weight and speed of the vehicle at the time 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 safe for the conditions.

3. Safer People

Crashes often involve an element of human error. We should all take care and pay attention to the way we use the roads. This also means being 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

The aim of post-crash care is to avoid preventable fatality and disability, limit the severity of the injury and the suffering caused by it, and ensure the crash survivor's best possible recovery and reintegration into society. The way in which persons injured in road traffic crashes are dealt with following a crash determines their chances and the quality of survival.



2.3 MOVEMENT AND PLACE FRAMEWORK

In addition, this Strategy reviewed the Movement and Place framework in Benalla to ensure that the proposed road environment and safety level meet their movement and place functions.

The Movement and Place framework, developed by Victoria's Department of Transport and Planning (DTP), provides a structured approach to managing roads by recognising that roads serve dual purposes: facilitating movement and supporting the places they traverse. While roads are essential for moving people and goods efficiently, they also shape the character, accessibility, and safety of the communities around them. Balancing these functions ensures that streets can safely accommodate all road users—drivers, pedestrians, cyclists, and public transport passengers—while enhancing the social and economic life of towns and neighbourhoods.

Under this framework, roads are classified based on their primary movement function (how important they are for through traffic and freight)² and their place function (the level of community interaction, activity, and amenity they support)³. This approach allows planners and engineers to tailor design treatments, speed limits, and safety measures to the context of each road, rather than applying a one-size-fits-all approach.

Figure 5 provides some examples of road cross-sections by movement and place category in Benalla.

MOVEMENT & PLACE	P5	P4	P3	P2	P1
M1					
M2					
M3					
M4					
M5					

Figure 5: Movement and Place classification in Benalla Rural City

² Movement classifications are from low movement function (M5) to high movement function (M1)

³ Place classifications are from low place function (P5) to high place function (P1)

More than 80% of the total network length is classified as M5P5, suggesting a low traffic movement on the majority of the network (Figure 6). The arterial road network accounts for around 2% of the network length; however, a significant number of crashes occurred on this network due to high traffic movements (M2 and M3). It is noted that around 16% of the network is missing place classification, movement classification, or both.

Detailed distribution of movement and place classifications is presented in Figure 7 and Figure 8.

MOVEMENT & PLACE	P5	P4	P3	P2	P1
M1					
M2	0.27%	0.01%			
M3	1.56%	0.16%	0.07%		
M4	0.43%	0.03%	0.02%		
M5	80.66%	0.75%	0.03%		

Main connectors (Arterial) (M2, M3, M4)

Higher Movement Roads (M4)

Activity Streets and Boulevards (M4)

Local Streets (M5)

Figure 6: Share of Movement and Place category by road length

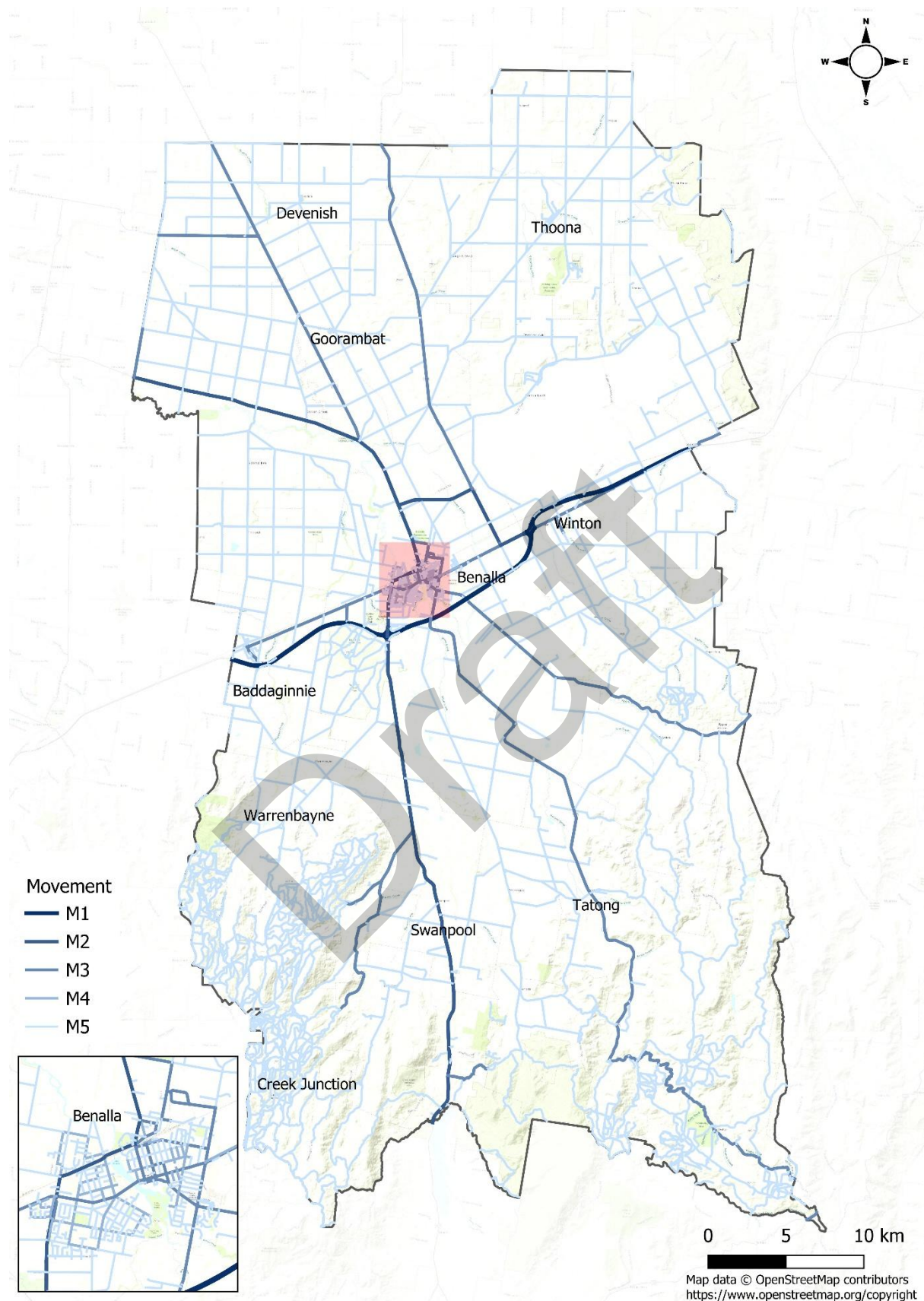


Figure 7: Movement classification

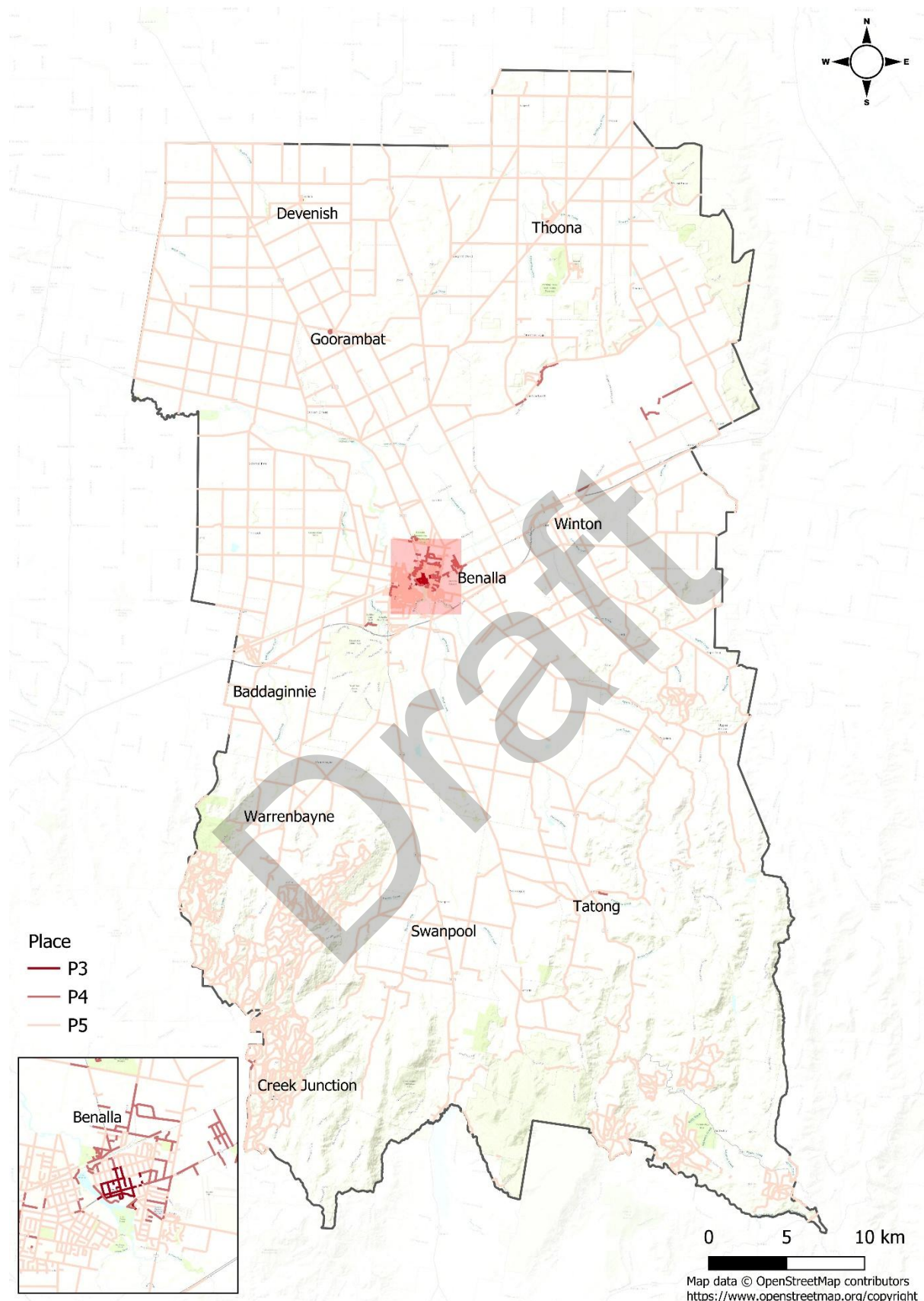


Figure 8: Place classification

The Movement and Place framework also provides a detailed classification for various modes. Figure 9 indicates the distribution of movement walking classification (from low pedestrian activities W5 to

high pedestrian activities W2). It shows that high pedestrian movements mainly cluster within Benalla township and in some parts of the Goorambat road network (along Benalla-Tocumwal Road and Trewin Road).

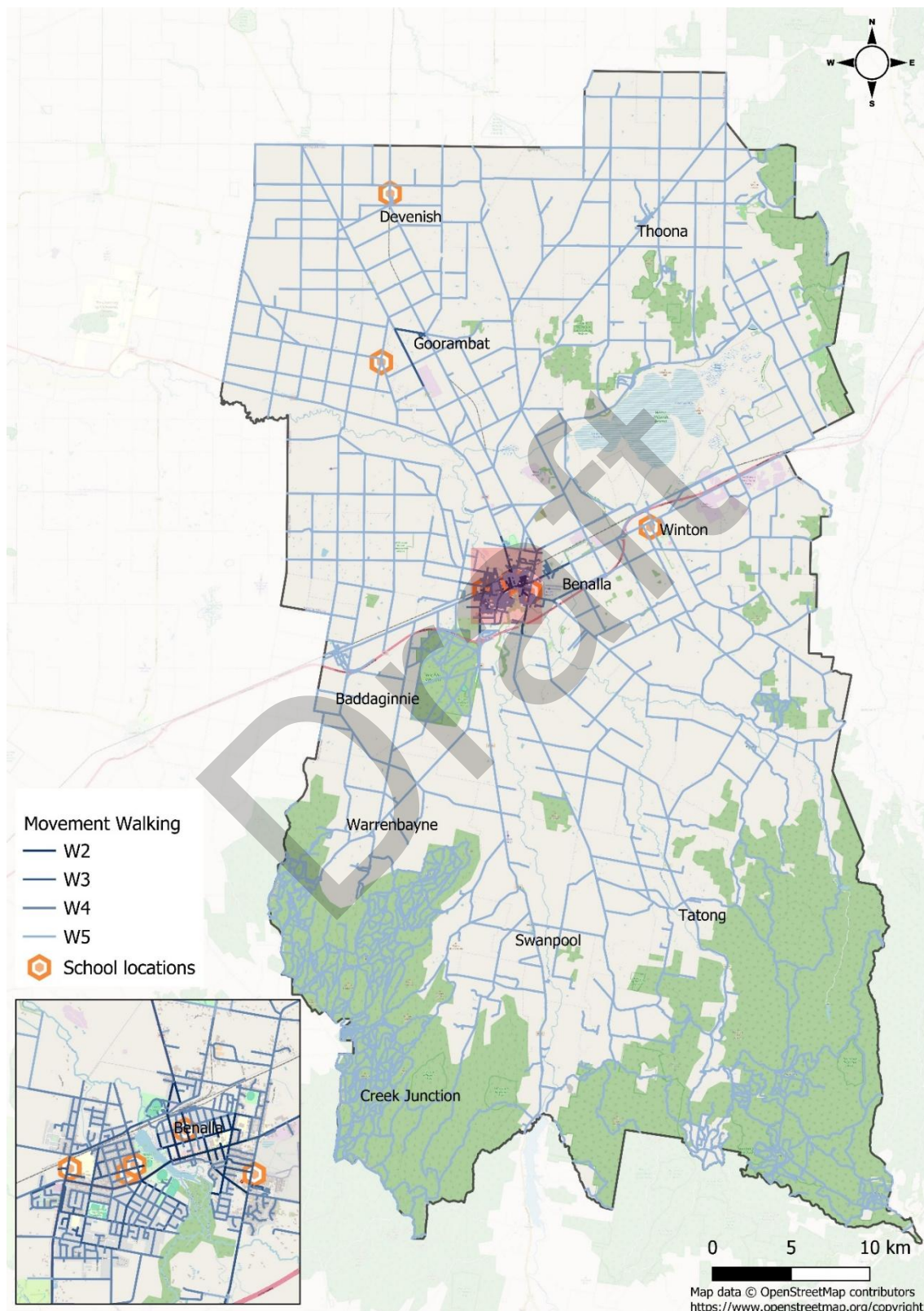


Figure 9: Movement Walking classification

Cycling movements mainly occur within Benalla township (Figure 10). The highest cycling movement corridors include Mansfield Road, Bridge Street, and Carrier Street.

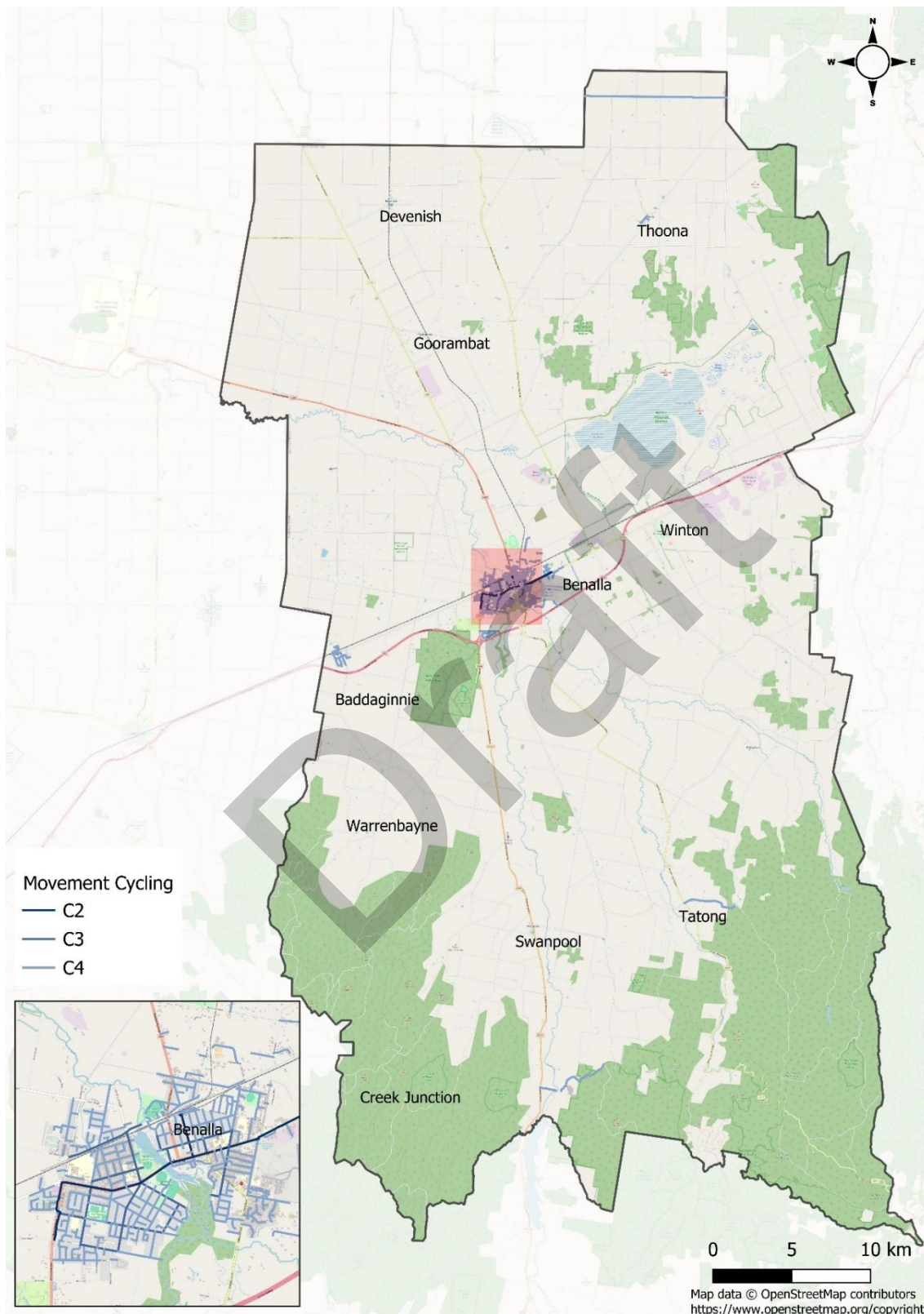


Figure 10: Movement Cycling classification

3 STRATEGIC CONTEXT

The Road Safety Strategy and Action Plan for the Benalla Rural City has been developed to be consistent with both National and State-level road safety strategies while fully considering the specific local circumstances (Figure 11). The following sections offer insights into the National and State road safety strategies, and local strategic context, emphasising aspects that are particularly relevant to road safety in Benalla Rural City.



Figure 11: Relevant strategies to the Road Safety Strategy and Action Plan

National Road Safety Strategy 2021–2030 and Action Plan 2023–2025

National Road Safety Strategy 2021–2030, complemented by Action Plans 2023–2025, sets a roadmap for activities and benchmarks. The strategy's ambitious goals include reducing the number of road fatalities by half and serious injuries by 30% by the year 2030. It emphasises a list of critical issues and measures, particularly for regional roads and local government.

Victorian Road Safety Strategy 2021–2030

The State vision aims to halve all road fatalities and significantly reduce injuries by 2030 and sets Victoria on the path towards zero fatalities by 2050. This is based upon the application of Safe System principles.

Victorian Cycling Strategy (2018–2028)

The Victorian government has committed to increasing the number, frequency and diversity of Victorians cycling for transport by investing in a safer, lower-stress, better-connected network, prioritising strategic cycling corridors and making cycling a more inclusive experience.

Benalla Council Plan 2021 – 2025

The Benalla Council Plan 2021–2025 positions community safety and wellbeing as central priorities, recognising that a healthy and resilient community depends on safe and accessible public spaces and transport networks. Through partnerships with key stakeholders, including Victoria Police and community organisations, Council commits to promoting safer environments for all users, including pedestrians, cyclists and emerging mobility users. The Plan emphasises injury prevention, active living, and the creation of child-friendly, walkable neighbourhoods, which directly support improved road safety outcomes.

Road safety projects

The Council has been constantly making efforts to improve road safety in Benalla. Some recent road safety projects in Benalla Rural City are presented in Table 1 below.

Table 1: Recent road safety projects in Benalla Rural City

Road Location	Project Description	Funding Program	Status
Benalla Street, between Barkly Street and Nunn Street, Benalla	Relocate splitter islands and hold lines at the intersections of Benalla Street and Carrier Street, Smythe Street and Barkly Street. Relocate hold lines at the intersection of Benalla Street and Nunn Street.	Federal BlackSpot	Completed
Intersection of Goorambat-Thoona Road and Hammond Road, Goorambat	Realignment of the Bungeet Rd approach and installation of a splitter island, installation of street lighting, road widening, and shoulder sealing. Installation of safety barriers and warning signage.	Federal BlackSpot	In design stage
Intersection of Tarnook Road and Pagets Road, Baddaginnie	Y-intersection removal/reconfiguration	TAC Safer Local Roads and Streets	In design stage
Intersection of Clarke Street and Waller Street, Benalla	Raised intersection and raised priority crossing	TAC Safer Local Roads and Streets	In design stage
Intersection of Martin Place, Benson Street and Thomas Street, Benalla	Roundabout and raised priority crossings	TAC Safer Local Roads and Streets	In design stage
Mitchell Street and Mackellar Street, Benalla	Roundabouts, LATM and raised priority crossing	TAC Safer Local Roads and Streets	In design stage
Benalla CBD	Area-wide 40km/h speed zone in Benalla CBD		In design stage
Bridge Street East and Carrier Street	Install wombat crossings to improve pedestrian safety.		In design stage



4 ROAD SAFETY ANALYSIS

4.1 CRASH HISTORY

Using historical casualty crash data, this report investigates the crash pattern across both arterial networks and Local road networks.

There is a total of 195 reported crashes that occurred within the Benalla Rural boundary between 2020 and 2024, including 70 fatal and serious injury (FSI) crashes resulting in 83 FSI casualties. There is an increasing trend of FSI crashes between 2020 and 2024 (Figure 12).

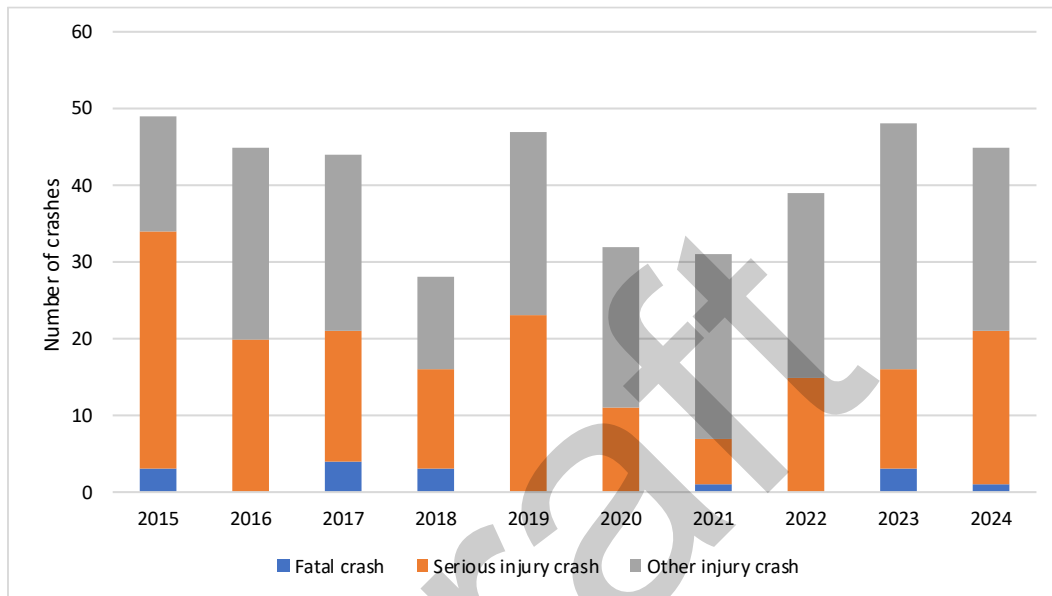


Figure 12: Number of crashes in Benalla (2020 – 2024)

Both the annual FSI crash rate and the annual FSI casualty show an increasing trend between 2021 and 2024 (Figure 13)

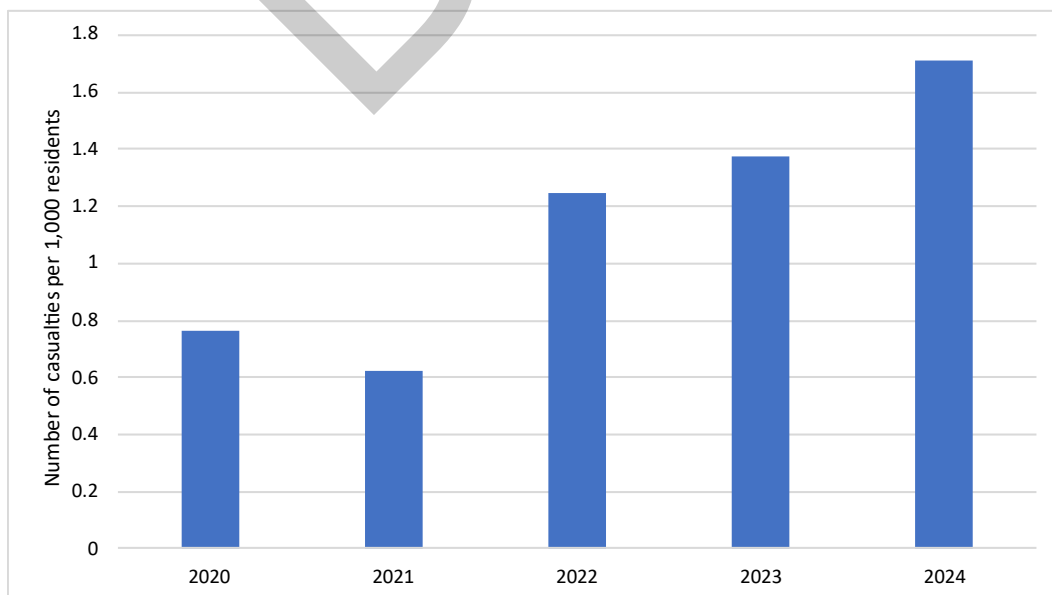


Figure 13: Number of FSI casualties per 1,000 residents (2020-2024)

The heat map below (Figure 14) shows the distribution of crashes across the Benalla road network. In the last 5-year period (2020-2024), crashes tend to cluster in Benalla town centre and along the nearby arterial roads. Notably, there are several crashes located in the Creek Junction area.

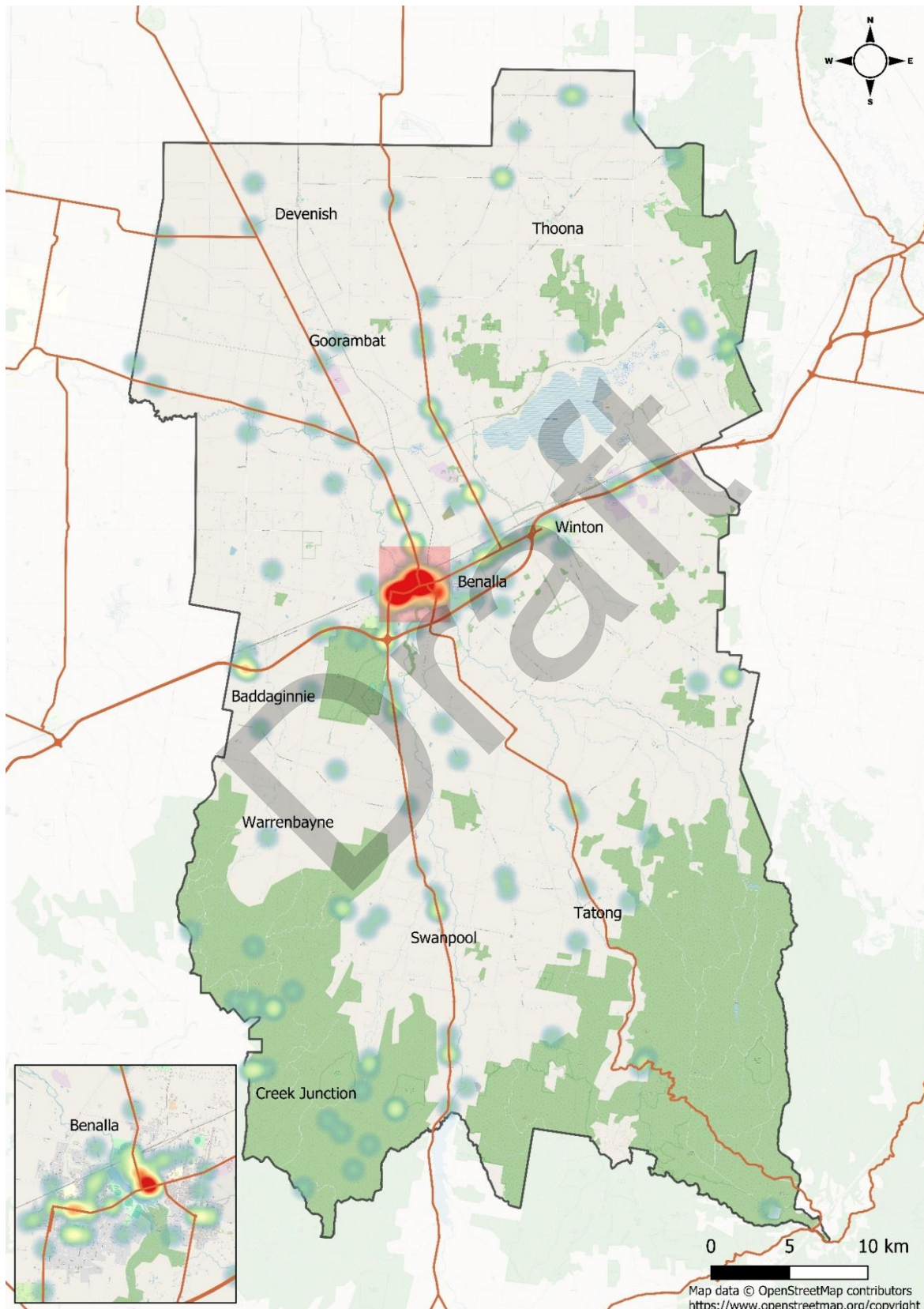


Figure 14: Heatmap of crashes on Benalla road network (2020-2024)

In terms of annual FSI crash rate per 1,000 residents, Benalla Rural City is ranked 34th and above the average level across all 79 councils in Victoria.

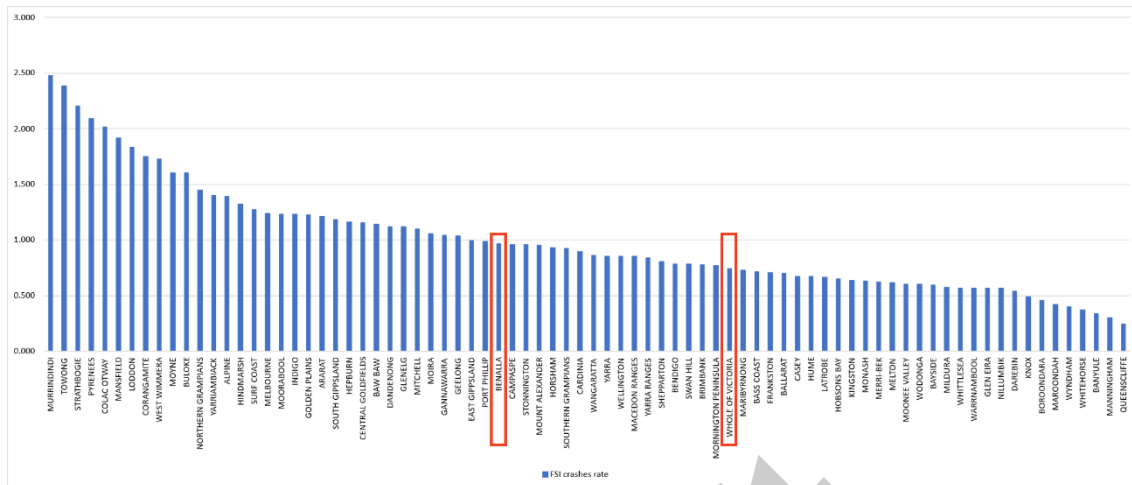


Figure 15: Annual FSI crash rate benchmarking

The number of crashes and FSI crashes on Arterial roads and Local roads⁴ is similar. However, FSI crash rate on Local Road is slightly higher than on Arterial roads (Figure 16).

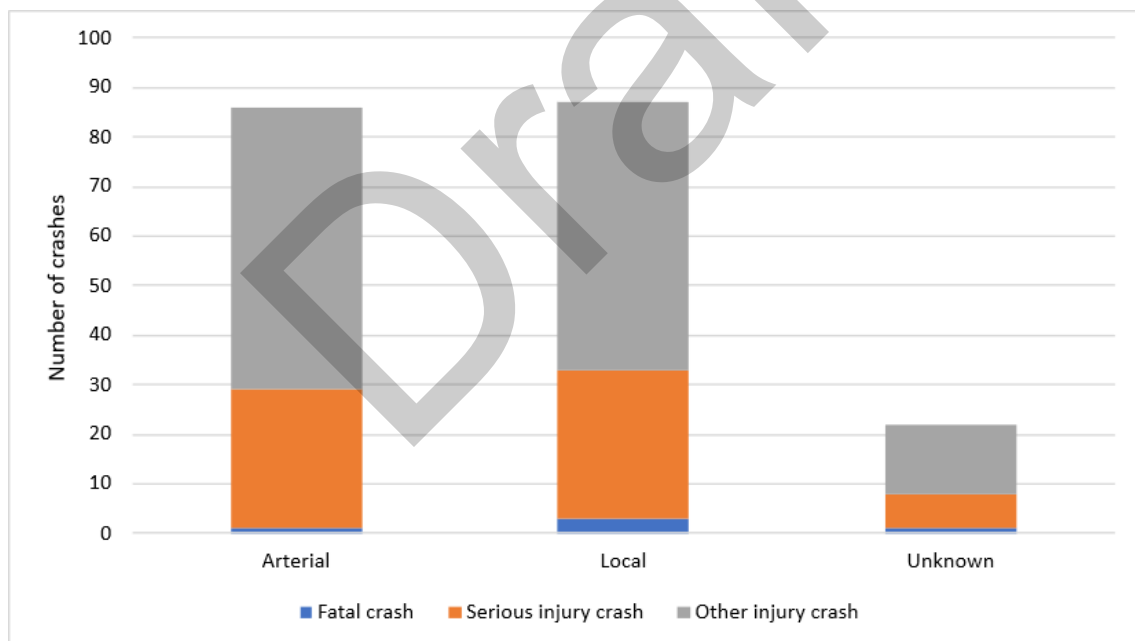


Figure 16: Number of crashes on Arterial and Local road networks (2020 – 2024)

⁴ Local roads include the roads managed by Council and tracks in rural areas

4.2 CRASHES ON ARTERIAL NETWORK

There is a total of 86 casualty crashes on Arterial road network. In which 29 crashes result in fatal or serious injuries (Figure 17). The graph illustrates a clear increasing trend of crashes from 2021 to 2024.

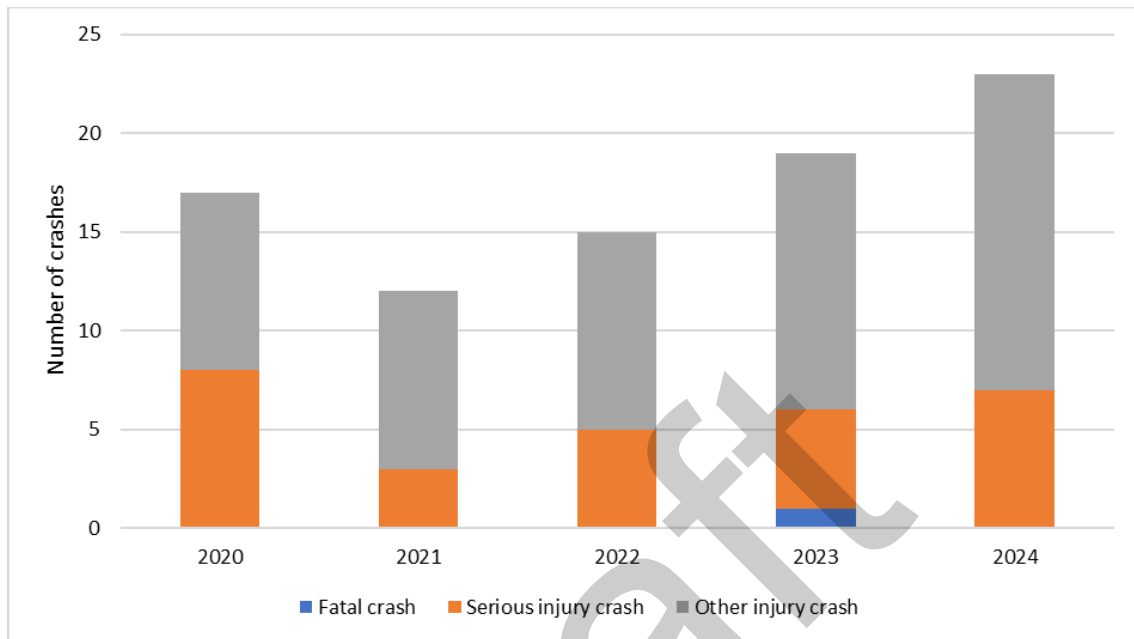


Figure 17: Number of crashes on Arterial network (2020-2024)

Similarly, the annual FSI crash rate is rising between 2021 and 2024, returning to the 2020 level (Figure 18).

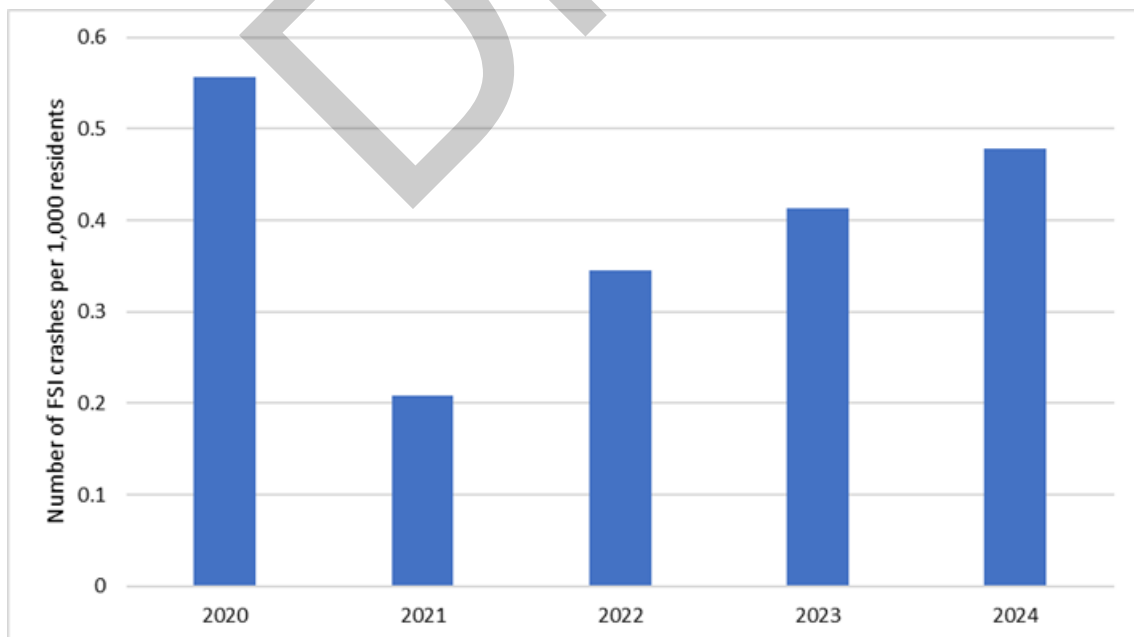


Figure 18: Number of FSI crashes per 1,000 residents on Arterial network (2020 – 2024)

Casualty crashes are more likely to occur during afternoon peak hours (Figure 19).

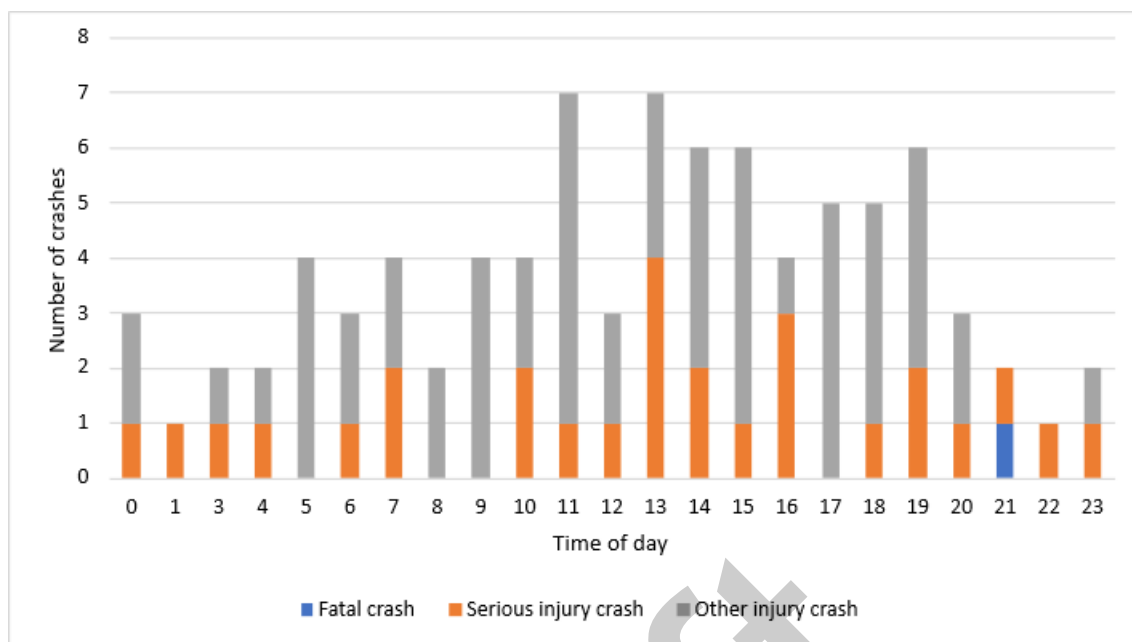


Figure 19: Number of crashes by time of day on Arterial network (2020 –2024)

Over 90% of FSI crashes involve cars, followed by heavy vehicles at over 12% (Figure 20). Motorcycle and pedestrian FSI crashes are equally represented at around 7% of FSI crashes. Share of bicycle FSI crashes is 3.5%.

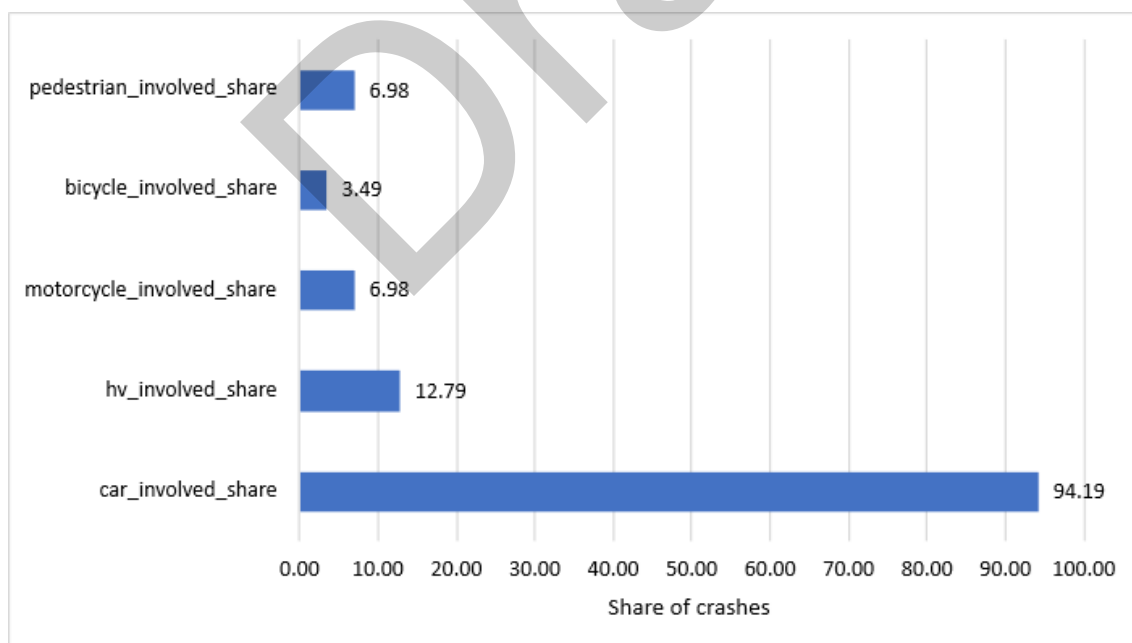


Figure 20: Share of FSI crashes by travel mode on Arterial network (2020 – 2024)

The majority of FSI crashes occurred at midblock (Figure 21).

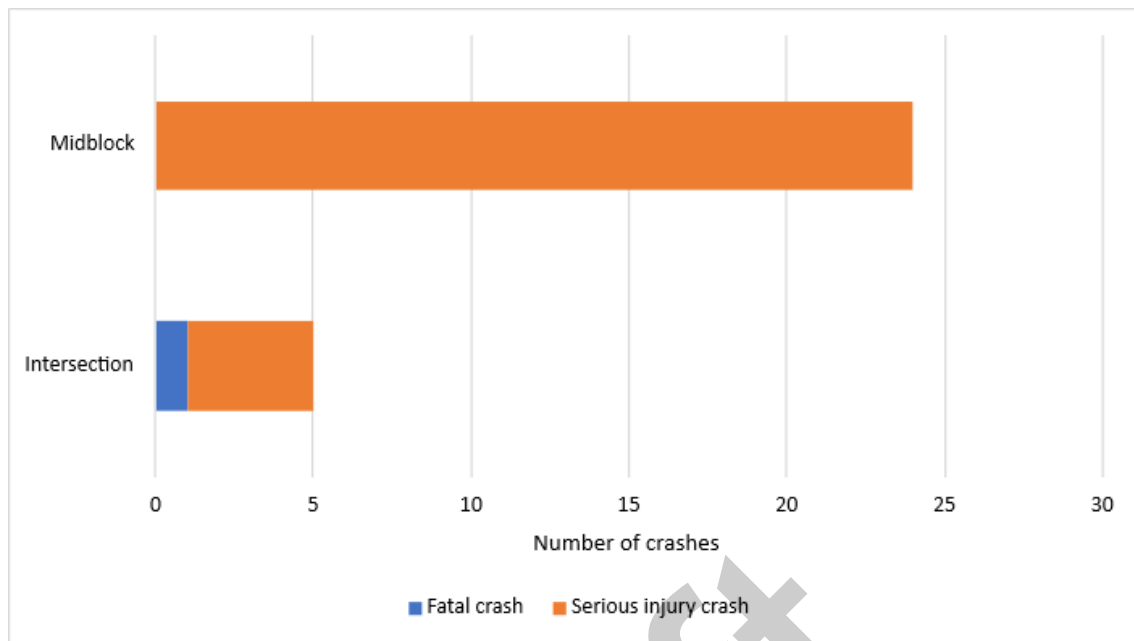


Figure 21: Number of crashes by road section type on Arterial network (2020 – 2024)

Run-off road crashes are the most common ones, followed by same direction, opposing direction and pedestrian crashes. It is noted that there is one pedestrian fatal crash on the arterial network.

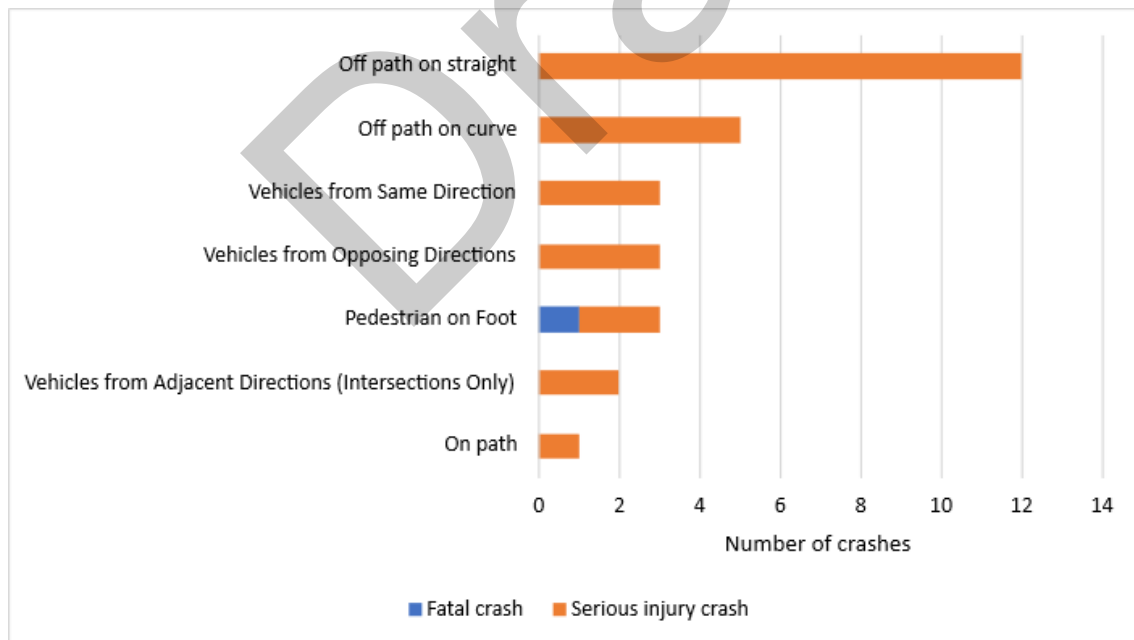


Figure 22: Number of crashes by DCA groups on Arterial network (2020 – 2024)

Many run-off road crashes are occurring in high-speed zones ($\geq 80\text{km/h}$) (Figure 23).

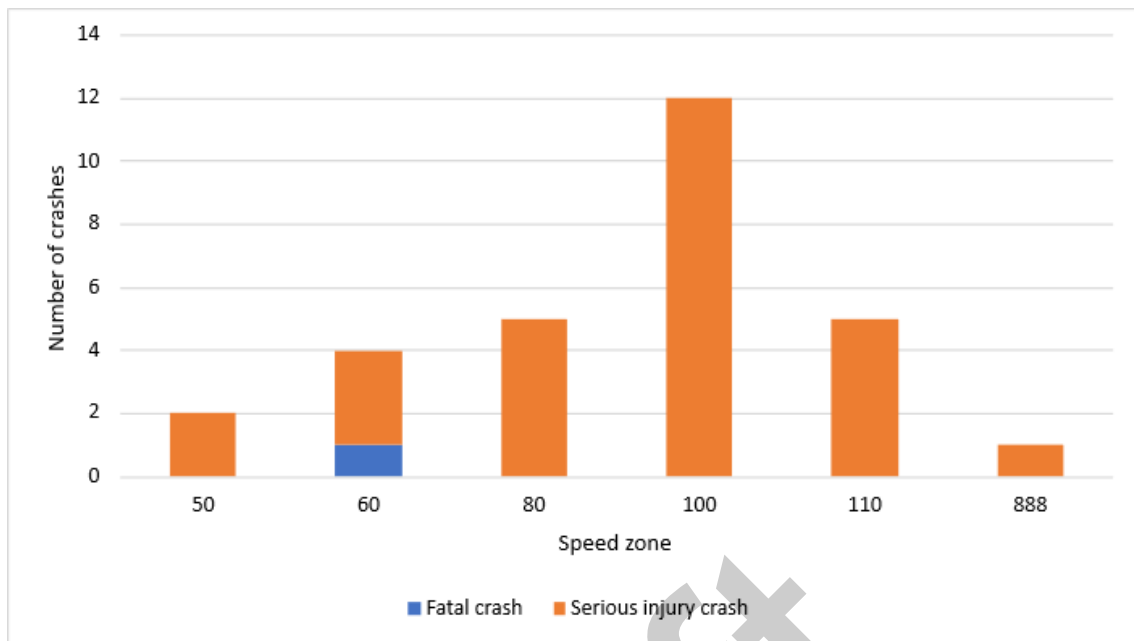


Figure 23: Number of crashes by speed zone on Arterial network (2020 – 2024)

4.3 CRASHES ON LOCAL NETWORK

There is a total of 87 casualty crashes that occurred on Local road network between 2020 and 2024, including 33 FSI crashes resulting in 37 FSI casualties (Figure 24).

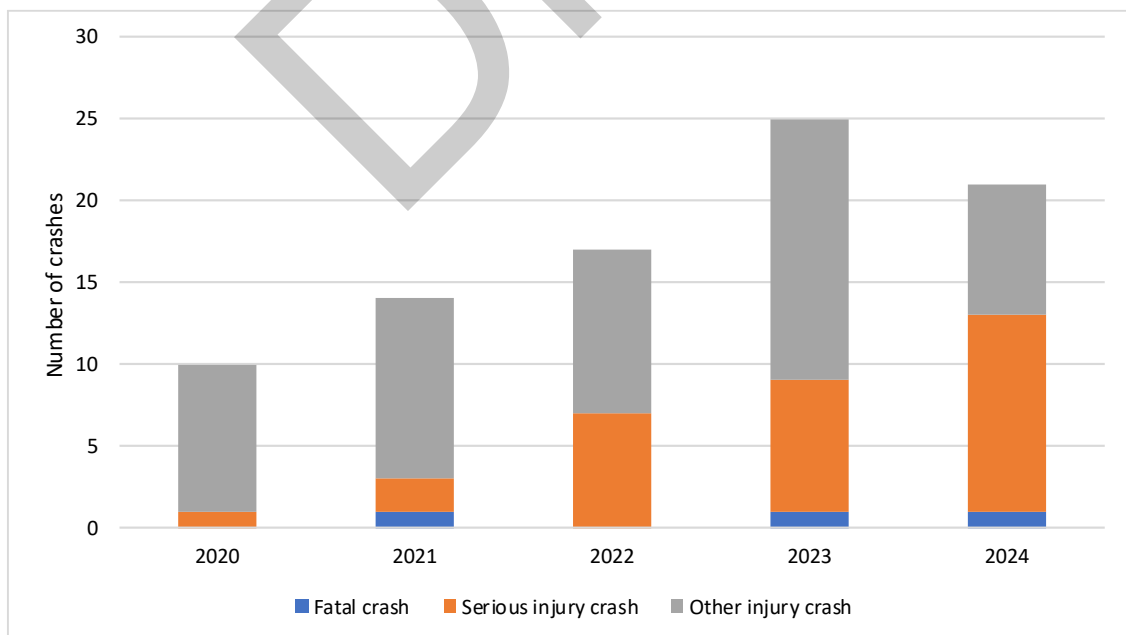


Figure 24: Number of crashes on Local network (2020-2024)

Both the annual FSI crash rate and FSI casualty rate were in a rapidly increasing trend between 2020 and 2024 (Figure 25).

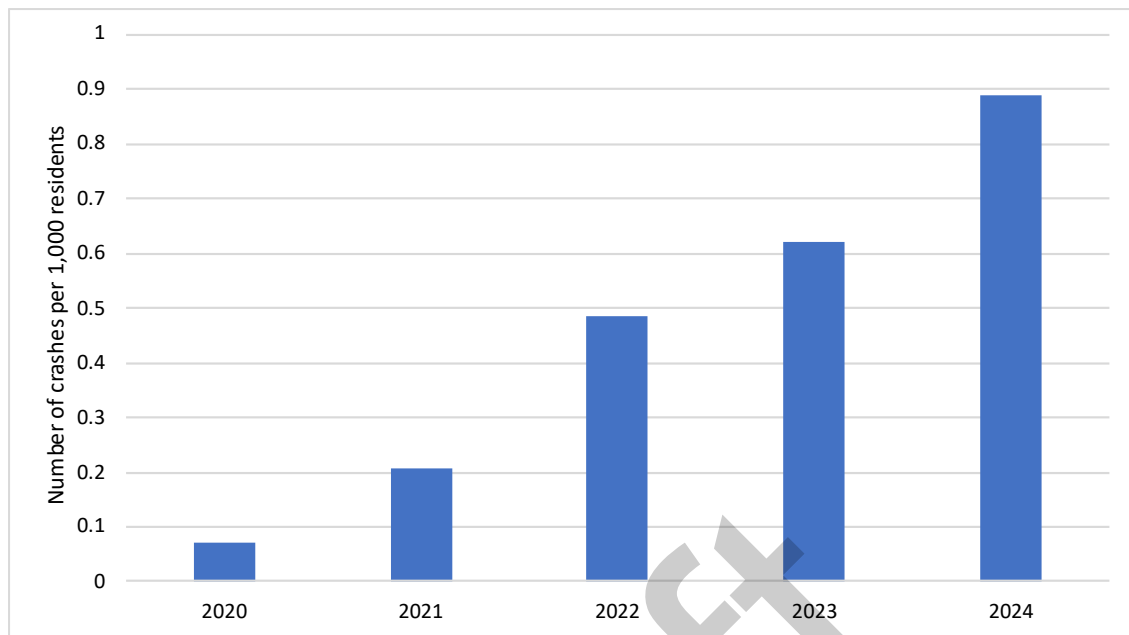


Figure 25: Number of FSI crashes per 1,000 residents on Local network (2020 – 2024)

Considering only crashes on local roads, the annual FSI crash rate in Benalla Rural City ranks 15th of 79 councils, and much higher than the average FSI crash rate in Victoria (Figure 26).

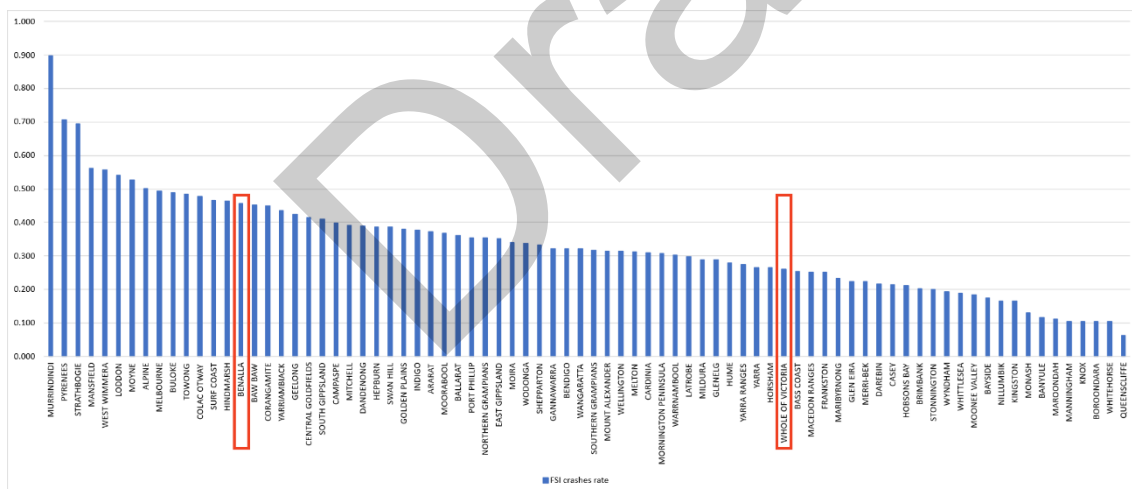


Figure 26: Benchmarking of annual FSI crash rate on Local network

Crashes on local roads peak in March to April and December to January (Figure 27), suggesting a correlation with the holiday season, thus tourism-related crashes.

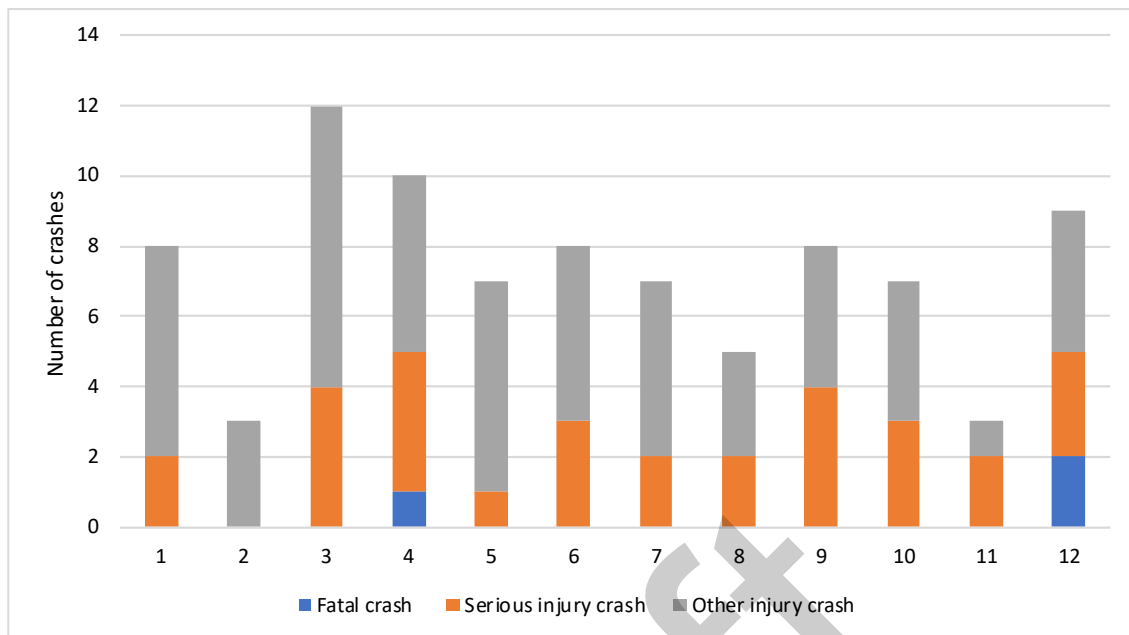


Figure 27: Number of crashes by month on Local network (2020 – 2024)

Casualty crashes on local roads are more likely to occur during the weekend and midweek (Tuesday to Wednesday) (Figure 28).

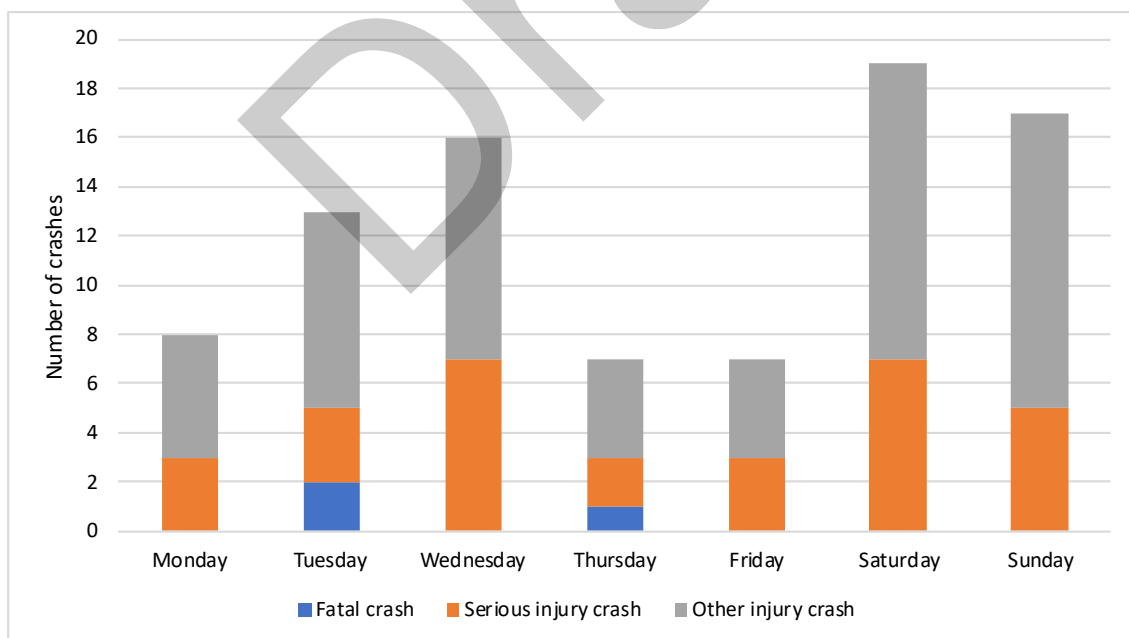


Figure 28: Number of crashes by weekday on Local network (2020 – 2024)

In contrast to the crash pattern on the Arterial network, the crashes on the Local road network tend to occur between 11am – 12pm and 2pm – 3pm (Figure 29).

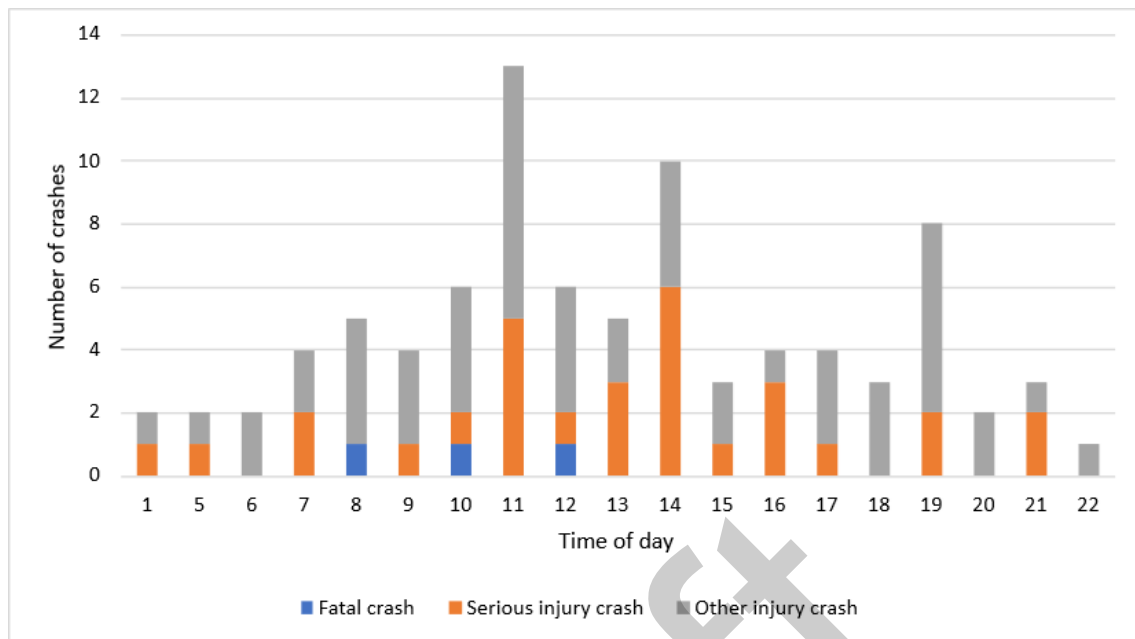


Figure 29: Number of crashes by time of day on Local network (2020 – 2024)

Between 2020 and 2024, the majority of FSI crashes and FSI casualties are car users, followed by a large share of motorcycle FSI crashes and only a small share of pedestrian, bicycle, and heavy vehicle FSI crashes (Figure 30 and Figure 31). It is noted that pedestrians, motorcyclists, and cyclists are more likely to have a FSI injury compared to car users when a crash happens.

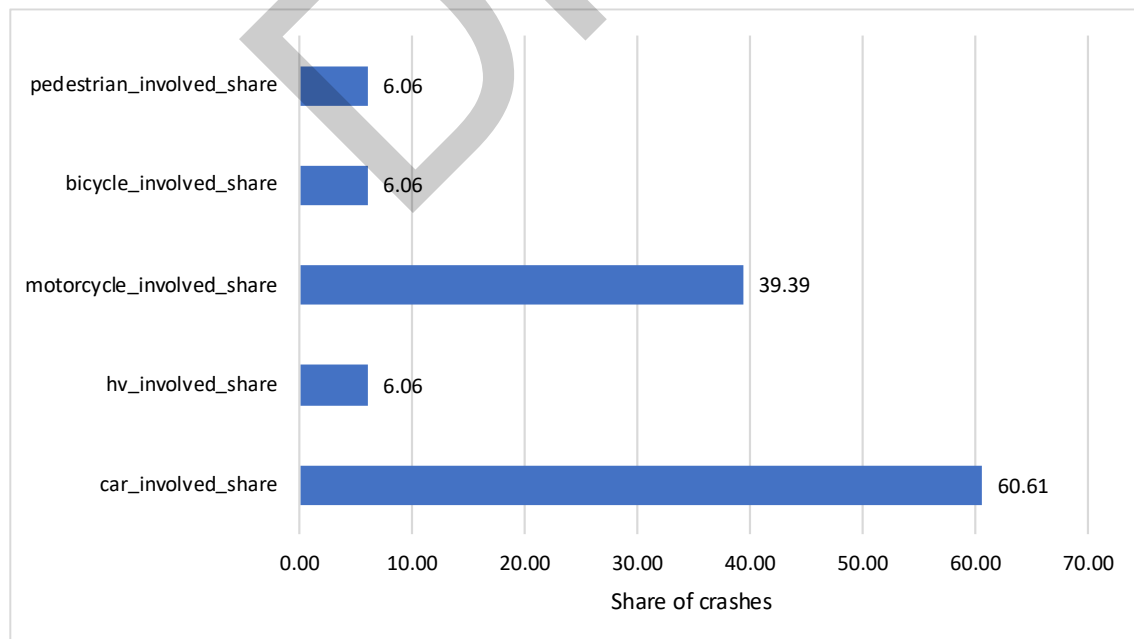


Figure 30: Share of FSI crashes by travel mode on Local network (2020 – 2024)

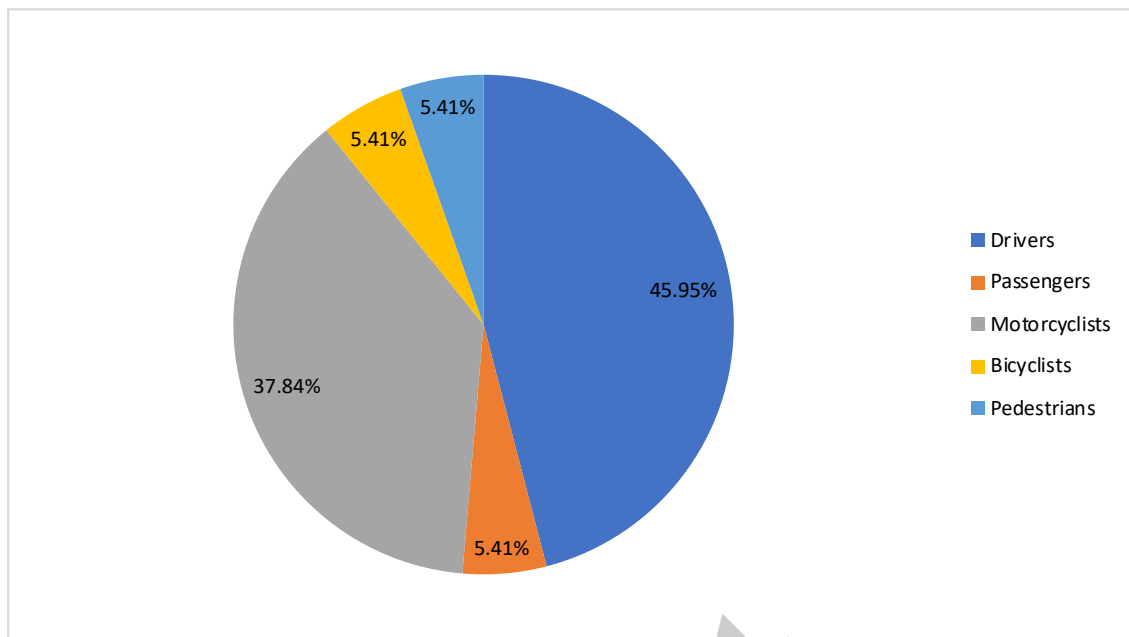


Figure 31: Share of FSI casualties by road users on Local network (2020 – 2024)

Figure 32 indicates that the 40-49 and over 70 age groups have the highest share of FSI casualties.

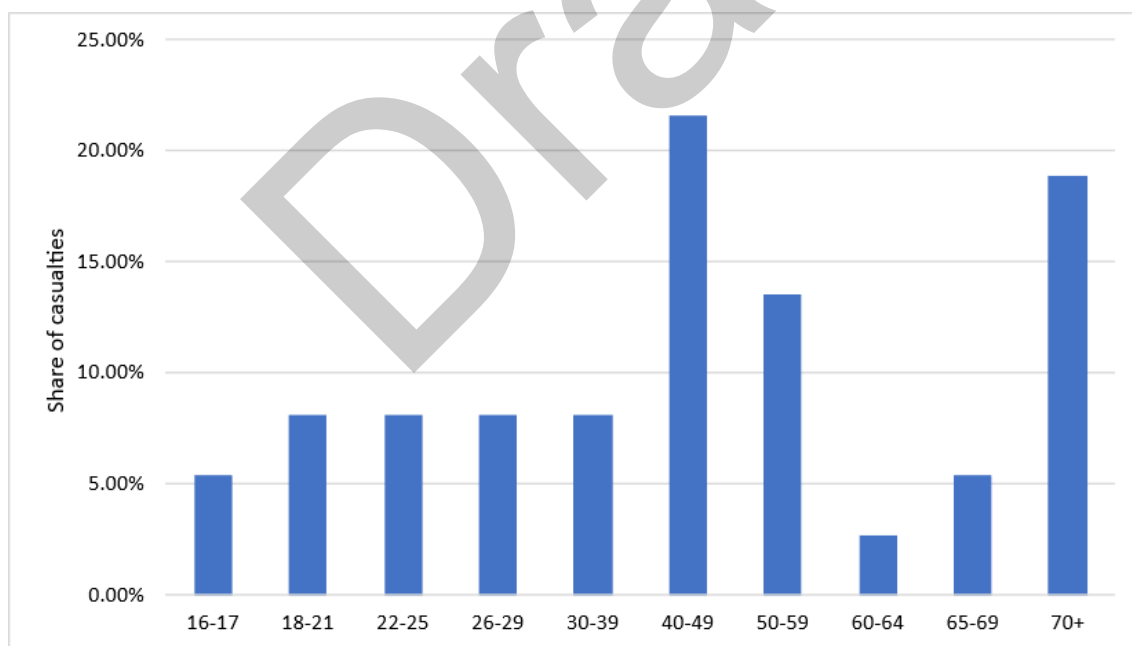


Figure 32: Share of FSI casualties by age group on Local network (2020 – 2024)

However, in terms of FSI crash rate, younger age groups (16-29) and the 40-49 age group have a higher number of FSI casualties per 100 residents (Figure 33).

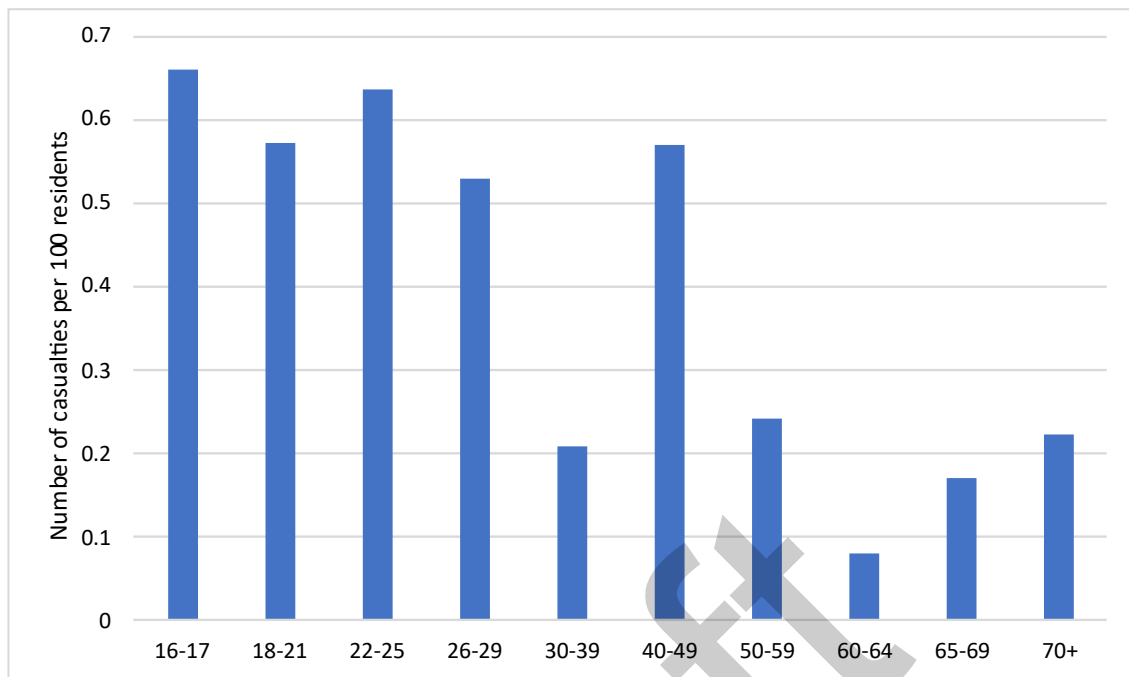


Figure 33: Number of FSI casualties per 100 residents by age group on Local network (2020 – 2024)

There are more male FSI casualties than females in the majority of the age groups (Figure 34). In terms of travel mode, all modes have more male FSI casualties than females.

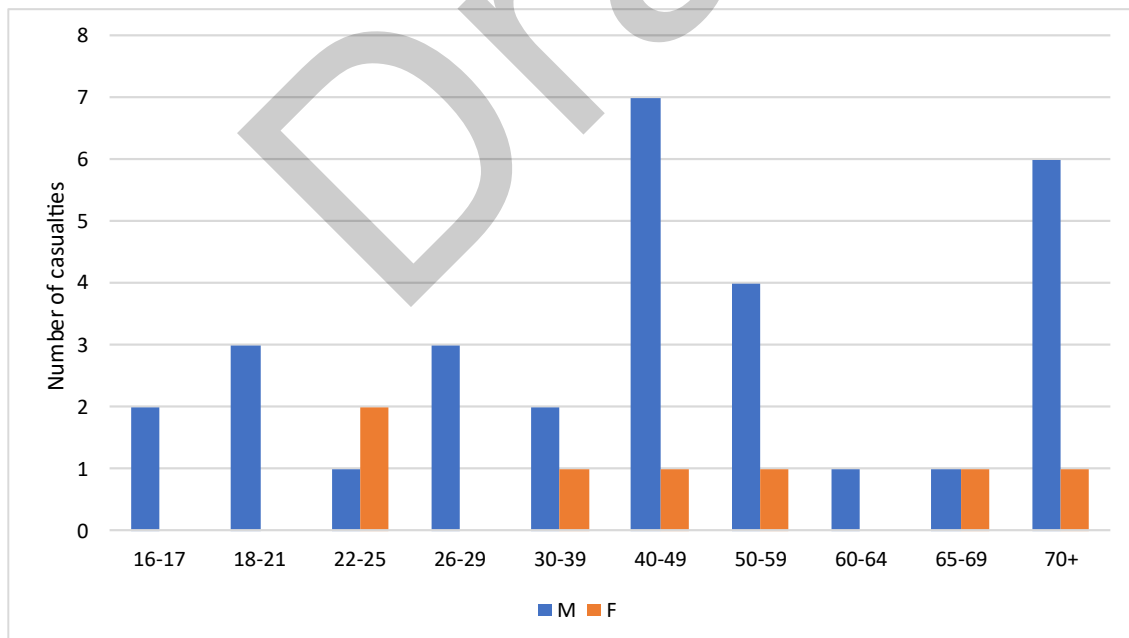


Figure 34: Number of FSI casualties by sex and age group on Local network (2020 – 2024)

About 76% of FSI crashes on local roads occurred at midblock and 24% at the intersection (Figure 35). The majority of intersection crashes occurred at an uncontrolled intersection.

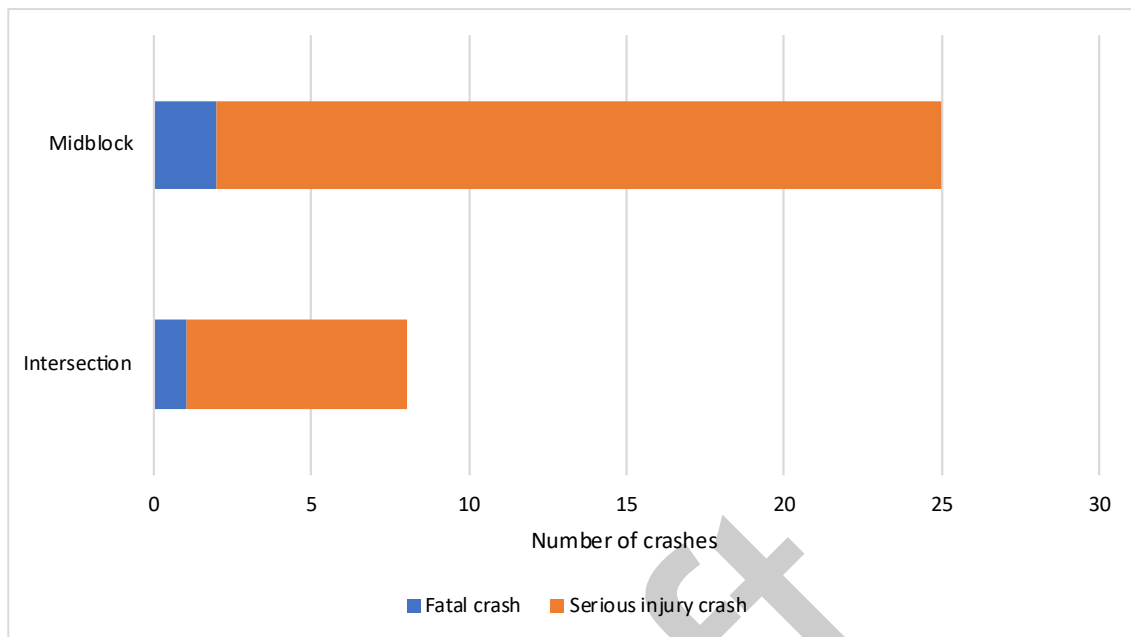


Figure 35: Number of crashes by road section type on Local network (2020 – 2024)

Off-path on straight is the most common type of FSI crashes on local roads (Figure 36). The top 7 DCA crash types account for 73% of all FSI crashes.

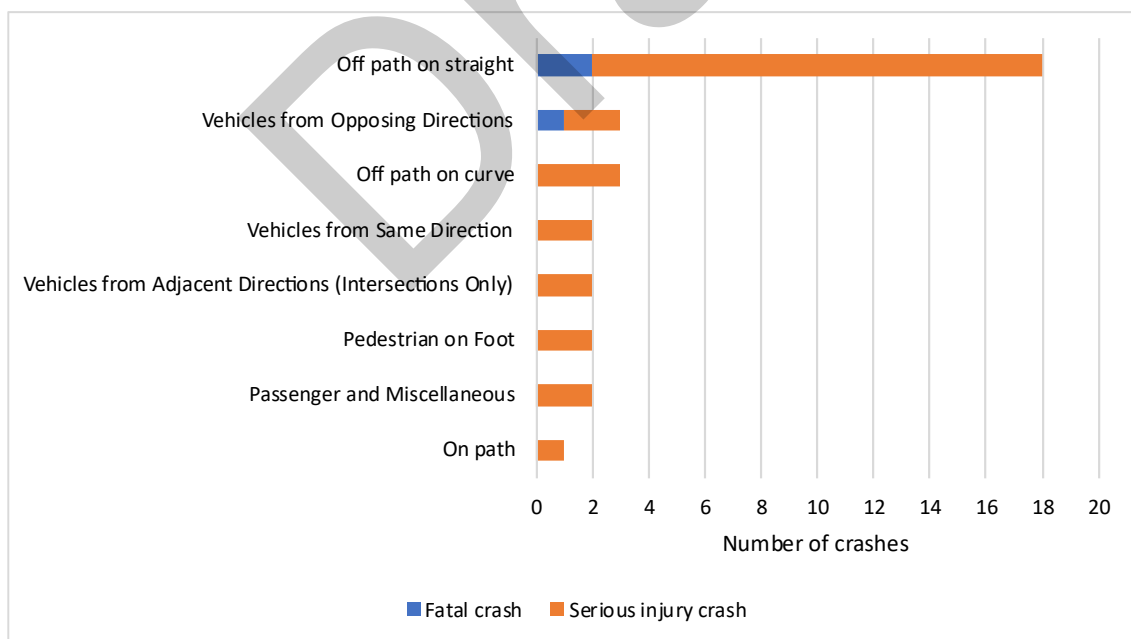


Figure 36: Number of crashes by DCA groups on Local network (2020 – 2024)

The majority of FSI crashes occurred in 100km/h speed zones (Figure 37).

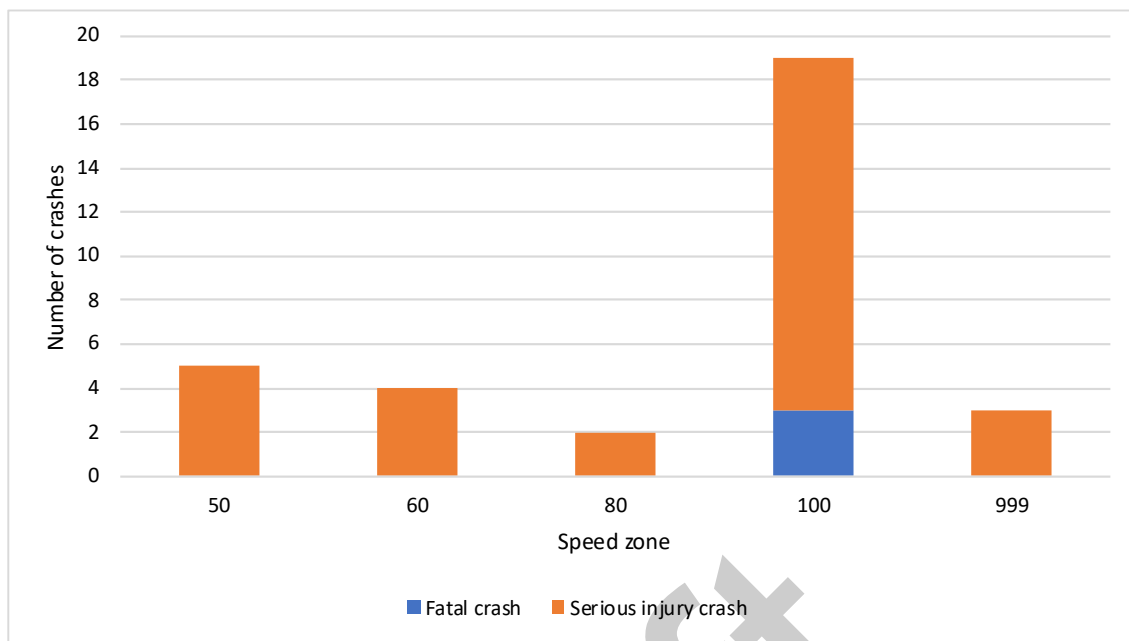


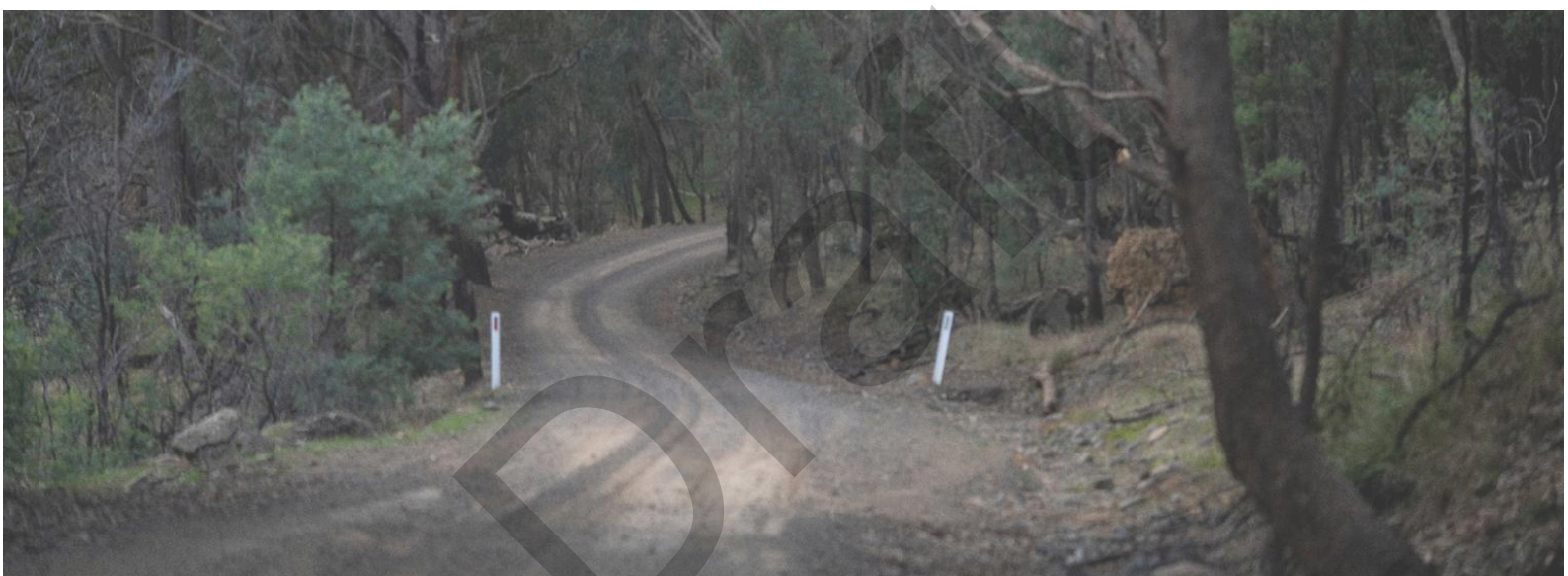
Figure 37: Number of crashes by speed zone on Local network (2020 – 2024)

4.4 NETWORK RISK ANALYSIS

This section combines the road network spatial data, crash data and Infrastructure Risk Rating⁵ findings to bring an understanding of systemic risk at the network level. This helps to bring the focus on addressing the high-risk sections before the crash can potentially occur.

Figure 38 shows the distribution of road curves across the Benalla road network, categorised by curve radius. In general, motorcycle crashes tend to cluster around the areas with a high number of tight curves (curve radius <300m), such as Creek Junction.

Figure 39 illustrates the distribution of IRR categories across Benalla's rural road network. The majority of rural roads classified as M5 movements are in the high IRR category. The high IRR is often due to narrow road shoulders & lane width, high-level roadside hazards, curved horizontal alignment, and high speed limits. These roads generally have a posted speed limit of 100 km/h and are recommended for a reduced limit of 80 km/h to improve safety.



⁵ The Infrastructure Risk Rating (IRR), initially developed in New Zealand, is a simple road assessment methodology designed to assess road safety risk at a network level, primarily as an input to the speed limit setting process. IRR is calculated by coding the following road and roadside features:

- Land use
- Road stereotype
- Lane and shoulder width
- Horizontal alignment
- Roadside hazards
- Intersection density
- Access density
- Traffic volume – rural roads only
- Speed limit – rural roads only

The Department of Transport and Planning (DTP), in partnership with the Transport Accident Commission (TAC), have developed the tool to present the IRR on Victorian network.

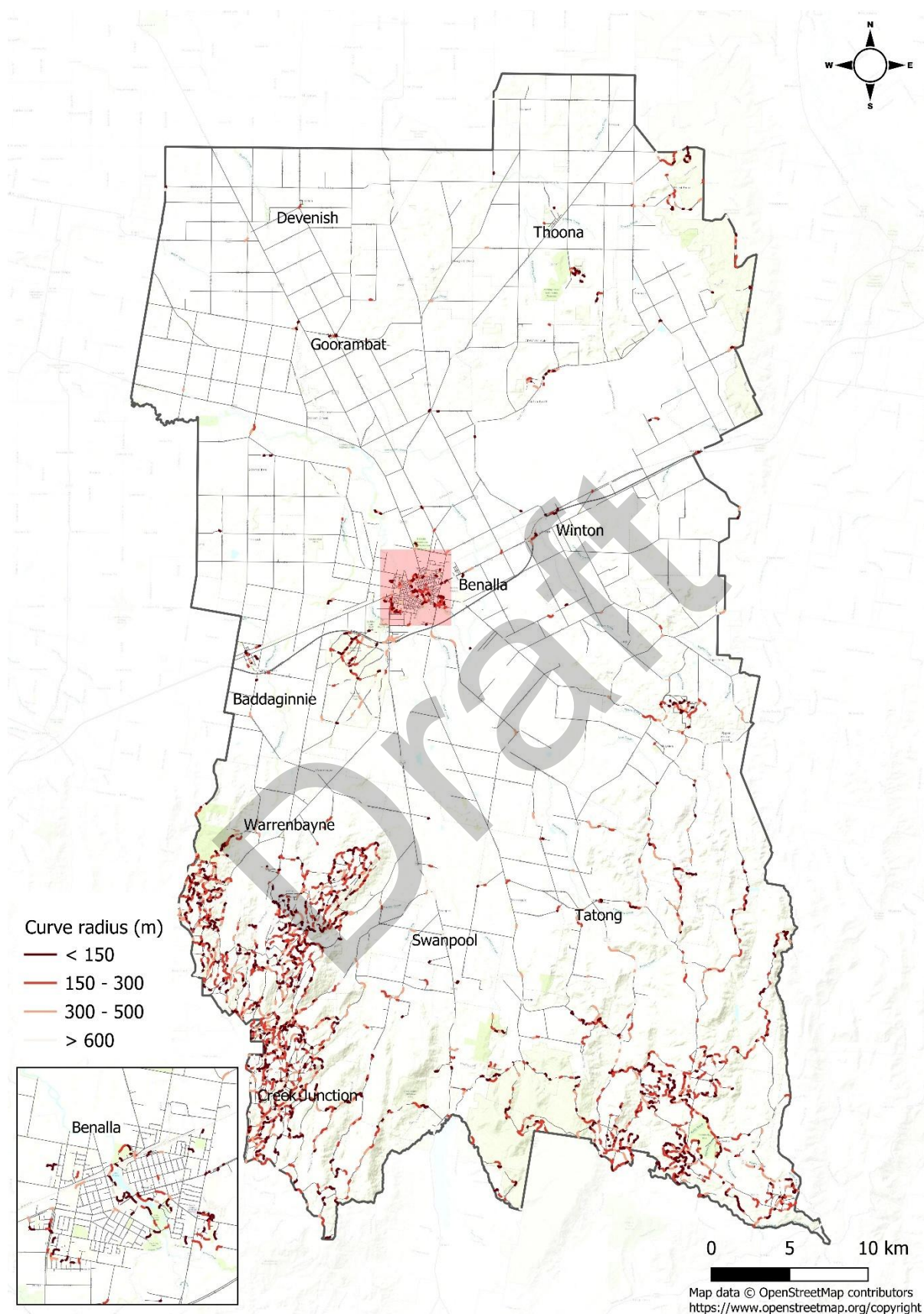


Figure 38: Road curve locations

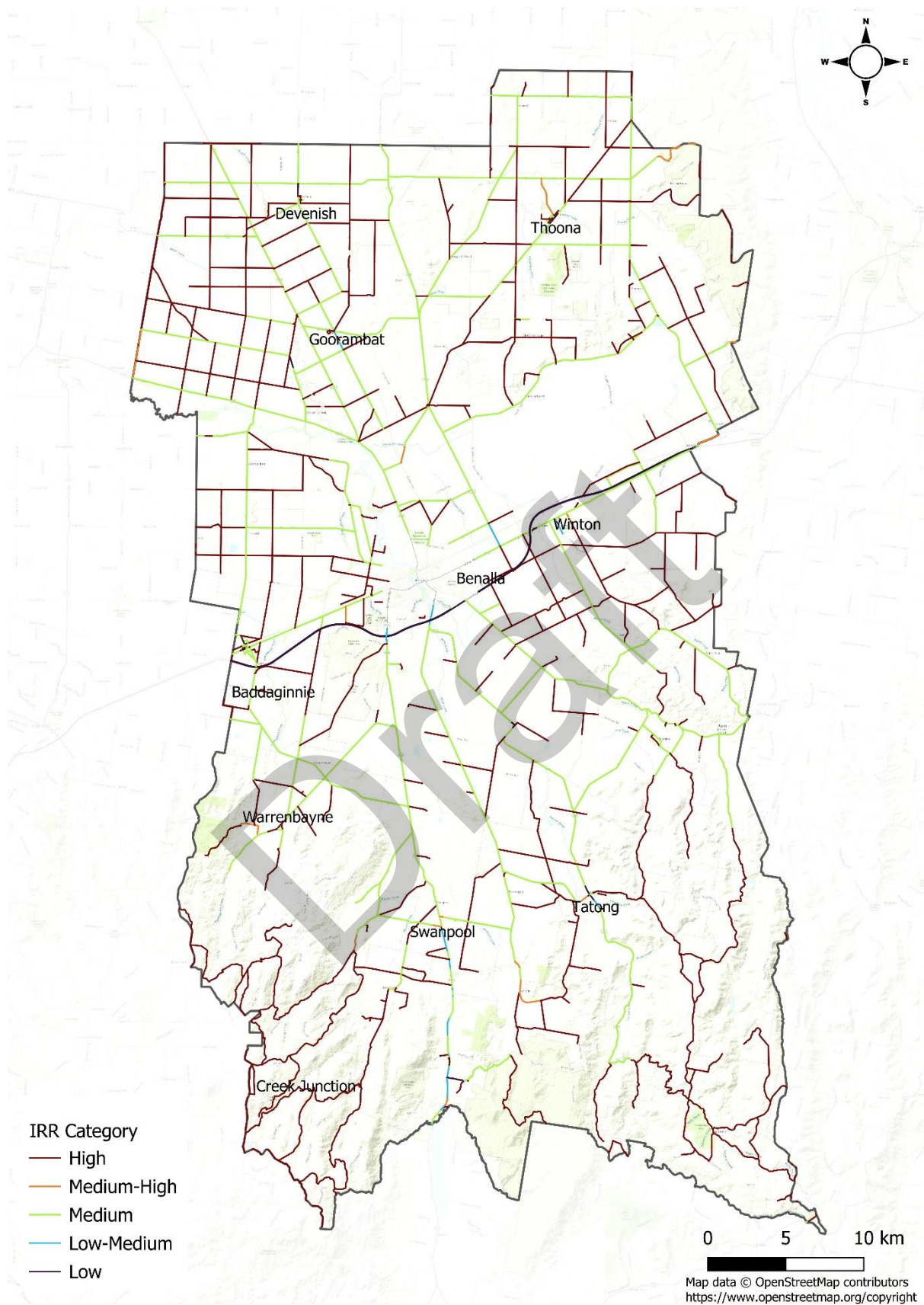


Figure 39: Infrastructure Risk Rating (rural road network)

5 COMMUNITY ENGAGEMENT

The community was invited to share the road safety issues that are important to them through a Have Your Say page⁶ between 5 December 2025 and 8 February 2026. There were a total of 19 responses.

- Nearly 80% of respondents are from within Benalla township.
- Two-thirds of respondents are female

Some main findings are as follows:

More people are feeling unsafe as pedestrians and cyclists while in Benalla Rural City compared to using other modes of transport (Figure 40). One feels very unsafe as a motorcyclist.

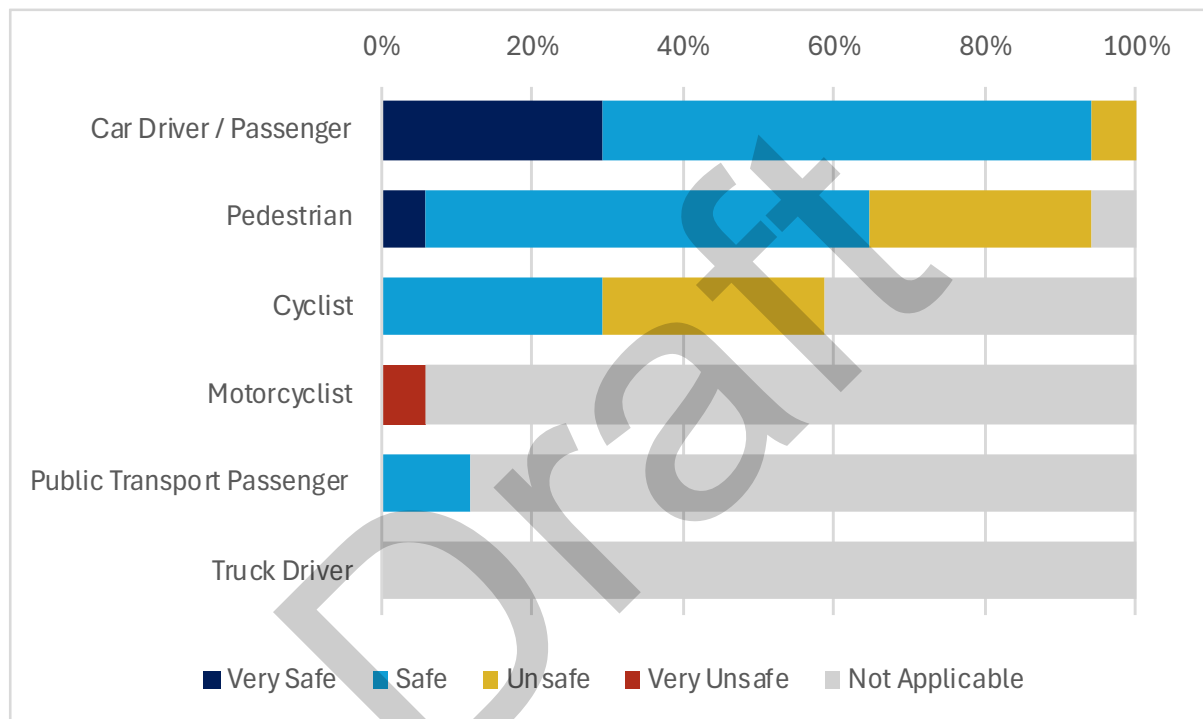


Figure 40: Question 5 result

The top 8 road safety issues (rank score >2), which are picked up by the community (Figure 41), rank as follows:

1. Pedestrian safety
2. Driver behaviour
3. Cyclist safety
4. Rural roads safety
5. Motorist safety
6. School safety
7. Urban road safety
8. Tourist safety

⁶ <https://haveyoursay.benalla.vic.gov.au/road-safety-strategy>

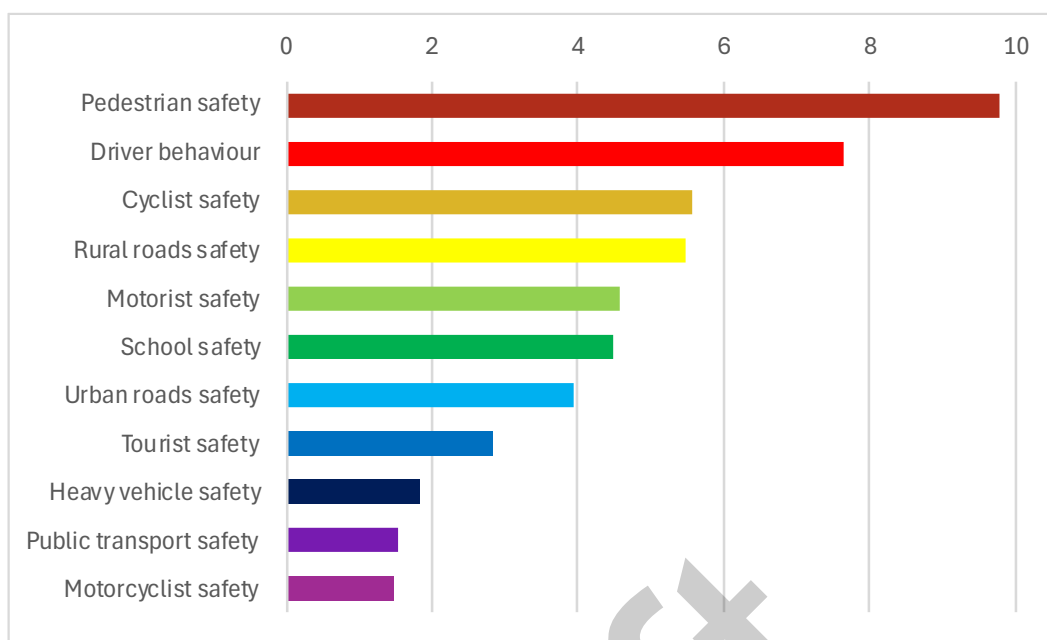


Figure 41: Question 8 result

Over the next 5 years, the top road safety focuses (above 30% of respondents), which are preferred by the community, rank as follows:

1. Road infrastructure
2. Pedestrian safety
3. Cyclist safety
4. Older road users' safety
5. Speed and Speeding
6. Rural roads safety
7. Hooning behaviour

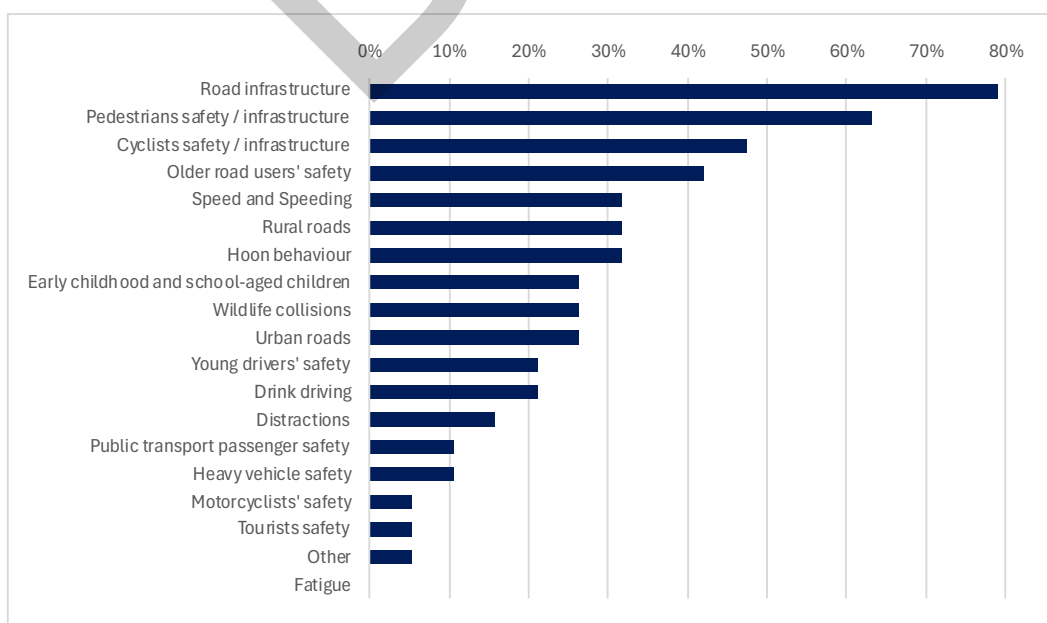
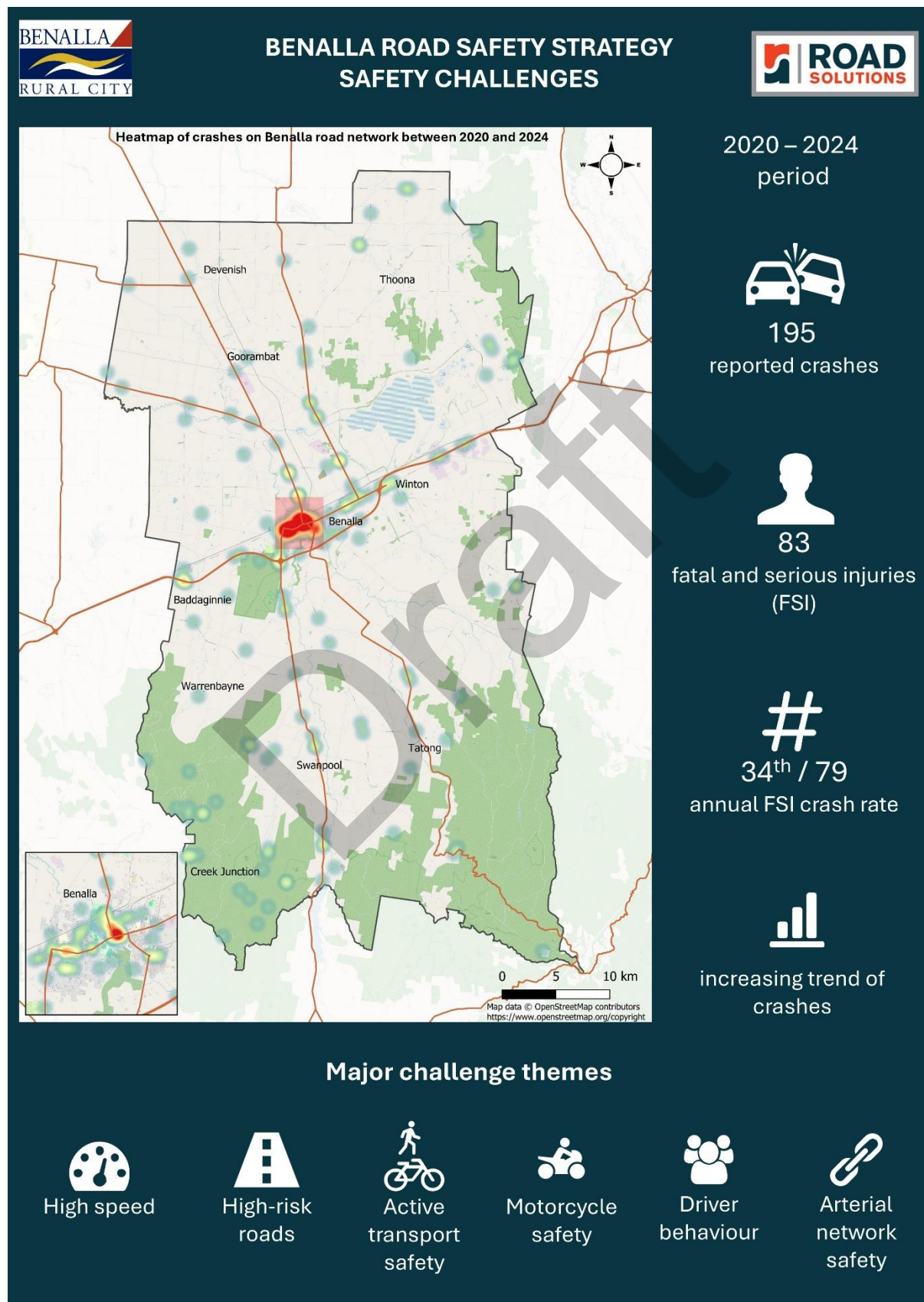


Figure 42: Question 9 result

6 SUMMARY OF ROAD SAFETY CHALLENGES



7 STRATEGIC FOCUS AREAS AND GOALS

Based on the road safety context in the Benalla Rural City and the Safe System approach, key Strategic Focus Areas (SFA) and associated goals are presented in this section as follows:

Safe speed	Safe roads	Active transport safety	Motorcycle safety	Driver behaviour	Arterial network safety
• Manage vehicle speeds to improve safety	• Reduce the number of crash hotspots • Reduce severity outcome of run-off road crashes • Include proactive approach into road safety practices	• Focus on active transport user safety	• Enhance motorcyclist safety	• Reduce the likelihood of crashes related to tourists • Improve safety awareness across all age groups	• Address high-risk locations on Arterial network • Reduce crash risk related to heavy vehicles

Figure 43: Strategic focus areas and goals



8 ACTION PLAN

The following Action Plan translates the strategic focus areas and goals into practical, measurable steps to guide implementation and accountability. It outlines the specific actions required to improve road safety outcomes across Benalla, together with defined key performance indicators, responsible stakeholders, funding sources, and delivery timeframes. This structured approach ensures that priorities are clearly assigned, progress can be monitored, and resources are effectively coordinated to achieve the road safety targets.

Strategic Focus Area	Safe speed				
Rationales	- High share of high-speed and high-risk rural sections - Many crashes at high-speed locations - Community concerns regarding the high speed approach to intersections				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
Action 1.1	Undertake a Speed Limit Action Plan to review the speed limit across the road network, particularly those with high IRR. This plan will provide an overview of speed limits across the Shire and support the submission of speed limit change applications.	The Speed Limit Action Plan is developed	Benalla Rural City	TAC	By 2026
Action 1.2	Reduce speed limit on high IRR rural roads based on the outcome of the Speed Limit Action Plan.	Suitable speed limits are set on all major road corridors, especially the ones that directly connect to townships.	Benalla Rural City Subjected to DTP approval	Internal DTP TAC	By 2030
Action 1.3	Review and install suitable speed signs at high-risk curves on rural roads where traffic volume, especially motorcycle traffic, is significant. Refer to Section 9 for potential locations on local roads,	100% high-risk curves are reviewed and provided with suitable speed signs	Benalla Rural City Subjected to DTP approval	Internal TAC DTP RRV	By 2030

Strategic Focus Area	Safe speed				
Rationales	- High share of high-speed and high-risk rural sections - Many crashes at high-speed locations - Community concerns regarding the high speed approach to intersections				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
	including road section IDs: 6, 10, 11, 12, 13, 16, 23, and 25.				
Action 1.4	Implement speed management measures, such as raised pavements in the newly proposed area-wide 40km/h speed zone in Benalla CBD, to ensure effective speed reduction.	The 85 th percentile travel speed in areas where speed management measures are implemented is below the speed limit.	Benalla Rural City	Internal TAC DTP	Ongoing
Action 1.5	Collaborate with the police to conduct speed enforcement campaigns, including the use of mobile speed trailers and VMS use/applications.	A list of locations where the 85 th percentile speed is equal to or larger than the posted speed limit is provided to the police Maintaining communication	Benalla Rural City	Internal	Ongoing

Strategic Focus Area	Safe roads				
Rationales	- Increasing trend of crashes with several crash hotspots - High number of severe run-off road crashes - High-speed and high-risk rural roads - Community concern				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
Action 2.1	Address the crash hotspots across the Council road network. Refer to Section 9 for the prioritisation list of the 2020 – 2024 crash period.	Crash hotspots are reviewed annually, and all high-risk, high-severity locations are treated.	Benalla Rural City	Internal DTP Federal Blackspot Program	Ongoing
Action 2.2	Develop a Network Safety Plan ⁷ to assess the systemic road safety risks across the network. It should include the categorisation of the road network, road network end-state vision, identification of major safety gaps for each road category, assessment of development scenarios, and a list of priority projects for improvements based on risk.	A Network Safety Plan is developed	Benalla Rural City	Internal TAC DTP	By 2028
Action 2.3	Treat high-risk rural roads where both the likelihood and severity level of a run-off road crash are high. Potential treatments may include speed reduction (as Safe Speed above), barriers, clear zone, delineation, etc. Refer to Section 9 for some high-risk locations, such as local road section IDs: 5, 9, 10, 17, 23, and 25.	The number of FSI run-off road crashes is halved by 2030	Benalla Rural City	Internal DTP Federal Blackspot Program	By 2030
Action 2.4	Identify all high-risk locations for heavy vehicles on local roads (e.g., high volume	100% of identified locations of high-risk heavy vehicle	Benalla Rural City	Internal DTP	By 2030

⁷ [Network-wide road design – User Guide](#)

Strategic Focus Area	Safe roads				
Rationales	- Increasing trend of crashes with several crash hotspots - High number of severe run-off road crashes - High-speed and high-risk rural roads - Community concern				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
	of heavy vehicle routes) and implement improvements. Figure 46 in the Appendix shows the major local freight routes in Benalla Rural City. Some potential locations for further assessment include: - Winton – Glenrowan Road - Kilfeera Road - Police Track - Dookie – Devenish Road between Main Street and Benalla – Tocumwal Road - Jones Road - Taminick Gap Road - Devenish – Wangaratta Road between Glenrowan – Boweya Road and the City boundary - Samaria Road between Swanpool Road and School House Road - Intersection of Devenish – Wangaratta Road and Bungeet Road	crashes on state and regional significance routes are treated		Federal Blackspot Program	
Action 2.5	Create a safety culture by bringing the Safe System approach into practice.	Safe System approach is integrated across all stages of any development projects, including planning (e.g. following design standards,	Benalla Rural City	Internal	Ongoing

Strategic Focus Area	Safe roads				
Rationales	- Increasing trend of crashes with several crash hotspots - High number of severe run-off road crashes - High-speed and high-risk rural roads - Community concern				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
		conducting Road Safety Audit, etc), construction (e.g. traffic management plan), and operation (e.g. maintenance, road safety concerns)			
Action 2.6	Train Council staff involved in planning, designing, building, and operating road infrastructure in Road Safety Audit and Safe System Assessment practices.	Provide annual training for Council staff.	Benalla Rural City	Internal	Ongoing
Action 2.7	Maintain active stakeholder engagement to ensure ongoing awareness of road safety issues.	Representatives from all townships and stakeholder groups are engaging through main communication channels such as social media, have your say, email, or face-to-face.	Benalla Rural City	Internal	Ongoing
Action 2.8	Develop a risk-based roadside vegetation management program across Council's rural road network that includes routine vegetation clearing, targeted trimming in high-risk locations to improve sight distance, maintain effective road width, and reduce wildlife crash risks and fire risk.	100% high-risk vegetation encroachment sites are treated within 12 months of identification	Benalla Rural City	Internal	By 2028

Strategic Focus Area	Active transport safety				
Rationales	- A number of pedestrian and cyclist crashes - Community concern - High risk of fatal and serious injury				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
Action 3.1	Address the pedestrian and bicycle crash hotspots and high-risk locations across the Council road network. Refer to Section 9 for further details of pedestrian and bicycle crash hotspots in the 2020-2024 period (Section IDs 15 and 18).	Crash hotspots and high-risk locations are reviewed annually, and all high-severity locations are treated.	Benalla Rural City	Internal DTP Federal Blackspot Program	Ongoing
Action 3.2	Undertake Audits at locations with high pedestrian and cyclist use to inform Council investment, external funding opportunities and advocate with the State Government.	At least two audits of high-risk pedestrian and cyclist activity locations (e.g., around schools and activity centres) every year until 100% locations are addressed	Benalla Rural City	Internal	Ongoing
Action 3.3	Identify, prioritise, and upgrade unsafe gaps, missing links, and discontinuities in the existing footpath network to provide safe, accessible, and connected walking routes across Benalla Rural City.	Adopt and implement the Benalla Active Transport Strategy 2025 – 2030	Benalla Rural City	Internal TAC DTP	By 2030
Action 3.4	Upgrade pedestrian crossing facilities, particularly within school precincts and activity centres, including: - New school crossing(s) on Samaria Road (Australian Christian College) - Upgrade the school crossing on Goomalibee Street (Saint Joseph's Primary School)	100% of pedestrian crossings within 500m of schools and major activity centres that align with the Safe System Approach and DTP school	Benalla Rural City	Internal TAC DTP	By 2030

Strategic Focus Area	Active transport safety				
Rationales	- A number of pedestrian and cyclist crashes - Community concern - High risk of fatal and serious injury				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
	- Upgrade the school crossing on Faithfull Street (Benalla P-12 College)	crossing risk assessment framework ⁸			
Action 3.5	Improve separation between active transport users and motorised traffic, particularly on local freight routes (Figure 46), including Goodwin Street and Ackerly Avenue. Address unsafe gaps or discontinuities in the current on-road cycling network.	Adopt and implement the Benalla Active Transport Strategy 2025 – 2030	Benalla Rural City	Internal TAC DTP	By 2030
Action 3.6	Deliver safety education to cyclists (i.e. bicycle safety and maintenance classes) while promoting greater driver awareness and responsibility around bicycles.	Safety improvements are confirmed through observational studies and surveys.	Benalla Rural City	Internal DTP Road Safety Education Victoria	By 2030

⁸ <https://www.vic.gov.au/school-crossing-supervisor-program>

Strategic Focus Area	Motorcycle safety				
Rationales	- High number of motorcycle crashes - High risk of fatal and serious injury				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
Action 4.1	Address the motorcycle crash hotspots and high-risk locations across the Council road network. Refer to Section 9 for the list of motorcycle crash hotspots (2020-2024 crash period). - Section IDs: 1, 6, 10, 11, 12, 13, 16, 23, and 25. - Intersection IDs: 2, 4, 7, and 9.	Crash hotspots and high-risk locations are reviewed annually, and high-severity locations are treated.	Benalla Rural City	Internal DTP Federal Blackspot Program Motorcycle Safety Levy	Ongoing
Action 4.2	Review and install advisory speeds as Action 1.3 above				
Action 4.3	Deliver targeted safety education for motorcyclists while promoting greater driver awareness and responsibility when interacting with motorcycles.	Safety improvements are confirmed through observational studies and surveys.	Benalla Rural City	Internal DTP Road Safety Education Victoria	By 2030
Action 4.4	Promote the use of protective gear and safety features on motorcycles through focused communication, educational campaigns, and collaboration with local riding groups and State partners.	At least 1 educational program to promote the use of motorcycle safety features	Benalla Rural City, in partnership with TAC, DTP, and Victoria Police	Internal TAC DTP Victoria Police	By 2030

Strategic Focus Area	Driver behaviour				
Rationales	- High number of crashes during the holiday season - High crash rate in the young road user group - High share of old and middle-aged groups crashes - Community concern				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
Action 5.1	Provide up-to-date road safety-related information (e.g., road rules, current disruptions, high-risk locations, and safe driving practices) at the Visitor Information Centre, via social media, or other major means of communication.	Information is updated at least every quarter. Over 50% of visitors are aware of road safety-related issues on the Benalla road network.	Benalla Rural City	Internal	Ongoing
Action 5.2	Develop and deliver a comprehensive education campaign targeting all road users, including older drivers, young drivers, and tourists, to raise public awareness of Vision Zero, the Safe System approach, and key road safety behaviours.	The campaign is delivered across various neighbourhoods and media platforms to ensure residents, visitors, and employees are informed.	Benalla Rural City	Internal	By 2030
Action 5.3	Embed road safety lessons in the school curriculum to promote safer practices among children and young road users.	Road safety is a part of the school curriculum.	Benalla Rural City	Internal	By 2030
Action 5.4	Promote the self-explaining road approach by implementing speed management measures as Action 1.4 above.				

Strategic Focus Area	Arterial network safety				
Rationales	- 50% of crashes occurred on the arterial network - The majority of crash hotspots are on the arterial network or at the intersection between an arterial road and a local road - Several heavy vehicle crashes				
Actions	Description	Key Performance Indicators	Responsibility	Funding	Timeframe
Action 6.1	Advocate for DTP's road safety improvements to address high-risk locations on Arterial network, especially the intersections between arterial and local road networks. Refer to Table 3 and Table 4 for further details of crash hotspots using the 2020-2024 crash data.	100% of identified high-risk locations on Arterial network roads are reported to DTP	Benalla Rural City to liaise with DTP	DTP	Ongoing
Action 6.2	Ensure that identified risks on Bridge Street are addressed following the transfer of authority from DTP to Council.	Review and implement safety measures on Bridge Street	Benalla Rural City	Internal TAC DTP Federal Blackspot Program	By 2028

9 PRIORITY LOCATIONS

Several high-injury crash road sections and intersections have been identified (Figure 44 and Figure 45). A three-tier prioritisation (from high priority Tier 1 to low priority Tier 3) is utilised to ensure that investment and safety treatments are directed to the locations with the highest concentration of severe crashes and/or elevated risk. Criteria for each tier are as follows:

- Tier 1: Exceeds Federal Black Spot (FBS) criteria⁹ with high severity level or high risk
- Tier 2: Meet FBS criteria or close to FBS criteria with high risk
- Tier 3: Close to FBS criteria, or high risk, or have a fatal crash

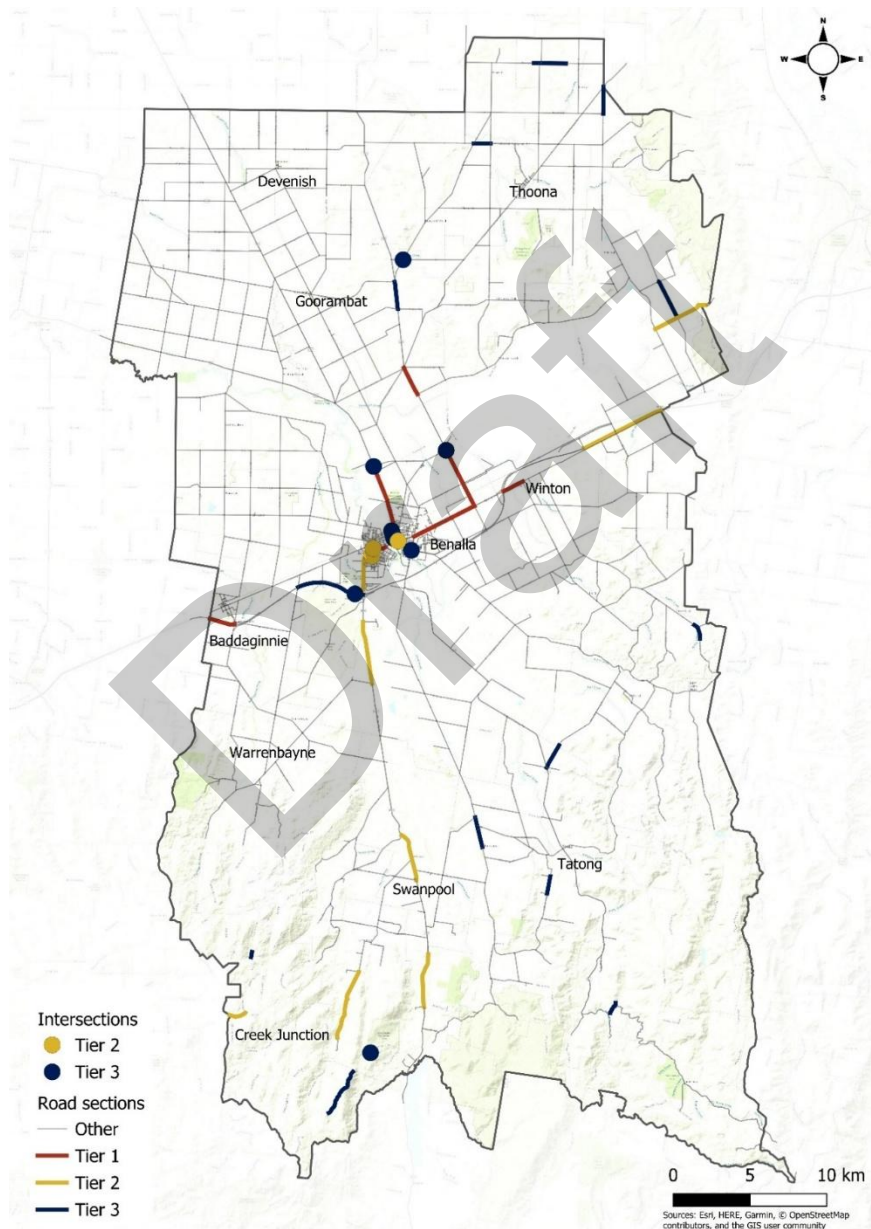


Figure 44: Priority sites for road safety improvements

⁹ FBS criteria is defined in the Black Spot site eligibility guide:

<https://investment.infrastructure.gov.au/resources-funding-recipients/nominating-black-spot/black-spot-site-eligibility>

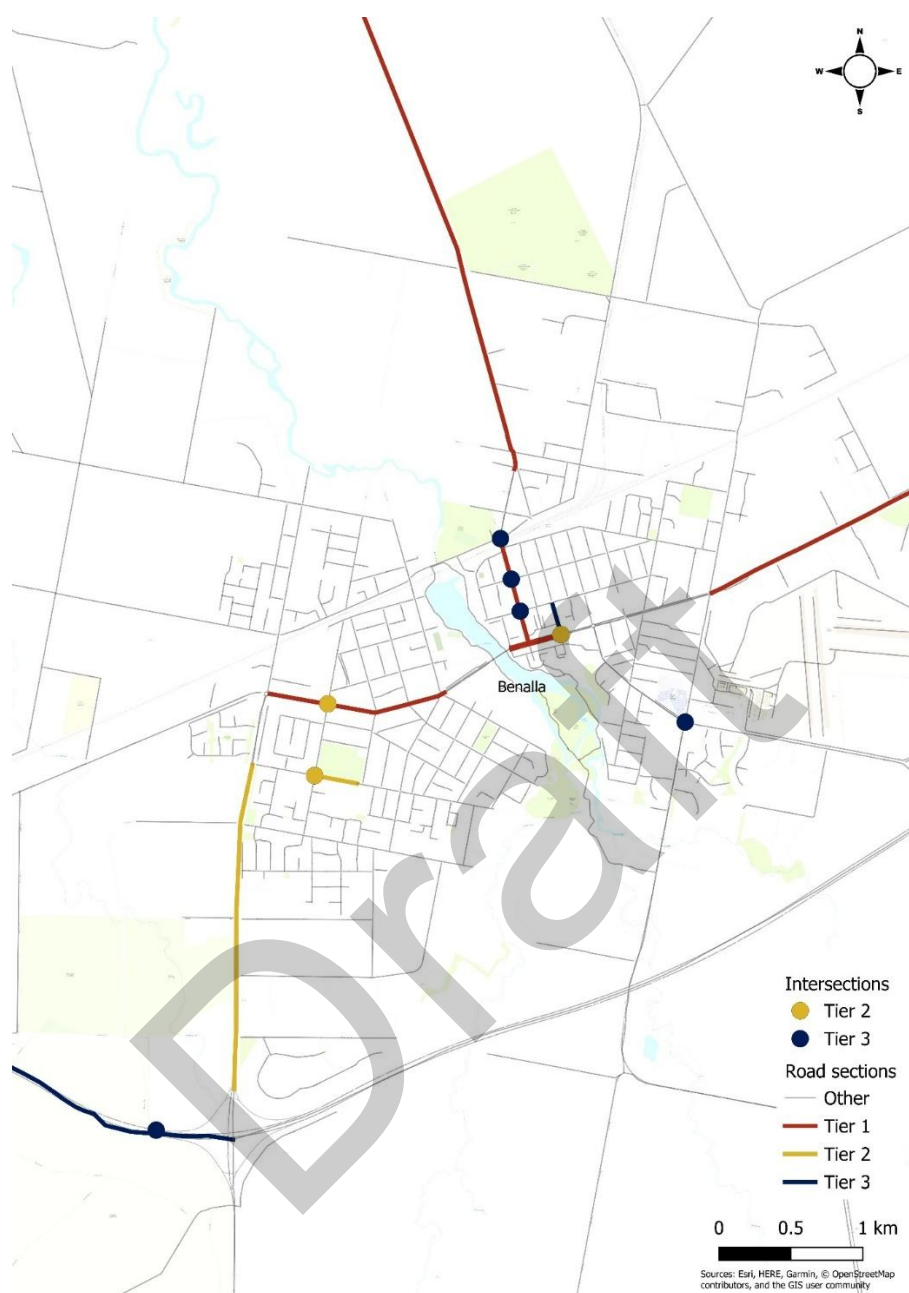


Figure 45: Priority sites for road safety improvements in Benalla township

In total, these 3 tiers account for 63% of the total number of FSI crashes in Benalla (including 80% pedestrian FSI crashes and 67% cyclist FSI crashes), while they only cover 4.4% of the total road network length.

Table 2: Share of FSI crashes by travel modes and tier list

Tier	Car involved	Heavy vehicle involved	Motorcycle involved	Bicycle involved	Pedestrian involved	All modes
Total	63.0%	50.0%	64.7%	66.7%	80.0%	62.9%
<i>Tier 1</i>	35.2%	25.0%	11.8%	33.3%	60.0%	30.0%
<i>Tier 2</i>	9.3%	0.0%	17.6%	0.0%	20.0%	11.4%
<i>Tier 3</i>	18.5%	25.0%	35.3%	33.3%	0.0%	21.4%

The detailed lists are as follows:

Table 3: List of priority road sections

Road network	Tier	ID	Road name	Start	End	Travel mode involved					Note
						Car	HV	Motorcycle	Bicycle	Pedestrian	
Arterial	1	24	Hume Freeway	West Shire Boundary	Palmerson Street	4	1				
		26	Bridge Street (West)	Arundel Street	Faithfull Street	9	1		1	1	Including intersection 11
		27	Sydney Road	Witt Street	Pearson Road	5	1	1			
		28	Benalla-Yarrawonga Road	Sydney Road	Link Road	5					Including intersection 5
		29	Benalla-Yarrawonga Road	Lake Mokoan Road	Old Thoona Road	4					
		30	Bridge Street (East)	Mair Street	Carrier Street	4	1		1	3	Including intersection 12
		31	Midland Highway	Mclvor Street	Link Road	5	2	1	1		Including intersection 8
		32	Nunn Street	Bridge Street (East)	Maginness Street	6		1			Including intersection 1,3, &7
	2	14	Hume Freeway	Bowers Road	East Shire Boundary	4					
		19	Mansfield Road	Dobson Road	Farrell Road	3					
		20	Midland Highway	Swanpool-Lima Road	Jensen Lane	3		1			
		21	Midland Highway	Borschmann Road	1,100m south of Gandini Lane	3					
		22	Mansfield Road	Waller Street	Hume Freeway	3				1	
	3	1	Hume Freeway	Midland Highway	Benalla-Warrenbayne Road	4	1			1	Including intersection 6
		8	Benalla-Yarrawonga Road	Wilson Road	Goorambat-Thoona Road	2	1				
Local	1	25	Winton-Glenrowan Road	Hume Freeway	Winton-Lurg Road	3	1	1			
	2	16	Lima East Road	Heaney Road	Moonee Moonee Track			3			
		17	Taminick Gap Road	Glenrowan-Boweya Road	East Shire Boundary	3					
		18	Waller Street	Margaret Street	Clarke Street	3				1	Including intersection 10
		23	Police Track	West Shire Boundary	1,100m east of shire boundary			3			
	3	2	Boweya-St James Road	400m west of Amery Road	850m west of Derrick Road	2					
		3	Molyullah-Tatong Road	Benalla-Tatong Road	1,650m northeast of Benalla-Tatong Road	1					
		4	Samaria Road	Castle Hill Road	470m north of Moorngag Hall	2					

Road network	Tier	ID	Road name	Start	End	Travel mode involved					Note
						Car	HV	Motorcycle	Bicycle	Pedestrian	
		5	Upper Lurg Road	McLeans Road	Wattle Creek	2					
		6	Mitchell Road	Larkin Road	Stephens Road			1			
		7	Devenish-Wangaratta Road	Bungeet Road	Sammon Road	2	1				
		9	Glenrowan-Boweya Road	Binnie Rad	Thoona-Boweya Road	1					
		10	Upper Taminick Road	Taminick Gap Road	Booth Road	1		1			
		11	Escreet Road	B3 Road	A11 Road			2			
		12	Lightning Ridge Track	750m northeast of Moonee Moonee Track	Carters Lookout			2			
		13	Unnamed Road	-36.8209981,146.1481867	Tatong-Tolmie Road			2			
		15	Carrier Street	Bridge Street (East)	Church Street	1			1		

Table 4: List of priority road intersections

Tier	ID	Intersection name	Road network	Travel mode involved					Note
				Car	HV	Motorcycle	Bicycle	Pedestrian	
2	10	Waller Street / Clarke Street	Local	2					
	11	Bridge Street (West) / Clarke Street	Arterial & Local	3	1				
	12	Bridge Street (East) / Carrier Street	Arterial & Local	3	1		1	1	
3	1	Midland Highway / Church Street	Arterial & Local	2					
	2	Hammond Road / Bungeet Road	Local	1		1			
	3	Midland Highway / Benalla Street	Arterial & Local	2					
	4	Lightning Ridge Track / Nillahcootie Track	Local			2			
	5	Benalla-Yarrawonga Road / Link Road	Arterial & Local	2					
	6	Hume Freeway / Mansfield Road	Arterial	2					
	7	Midland Highway / Railway Place	Arterial & Local	2		1			
	8	Midland Highway / Link Road	Arterial & Local	2	1				
	9	Kilfeera Road / Samaria Road	Arterial & Local	1		1			

10 MONITORING AND EVALUATION

The Benalla Rural City will keep track of crash records in order to closely monitor the effectiveness of the proposed treatments. By collaborating with government agencies such as DTP, Victoria Police, TAC, community groups, and other stakeholders within the Benalla Rural City, we will produce a biannual review of implemented actions and safety trends. The result of key performance indicators will help to track the progress against each action item and provide an opportunity to adjust the action plan accordingly to ensure the FSI casualties reduction targets are met.

A monitoring and evaluation framework is proposed as follows:

Integration of evaluation thinking into the Action Plan

Evaluation thinking is integrated into the action planning process to ensure that each action is designed with measurable outcomes and clear evaluation criteria, including:

- Achievable KPIs, aligned with the desired outcomes of reducing fatal and serious injuries
- Identification of responsible organisations
- Timeframe for the completion of each action

Process, output, and outcome evaluations

To provide a comprehensive understanding of the implementation and impact of actions, the evaluation framework includes the process, output, and outcome of evaluations:

1. **Process:**

- Implementation monitoring: Track the implementation of each action to ensure it is executed as planned.
- Stakeholder involvement: Monitor the engagement and participation of stakeholders in the implementation process.
- Resource utilisation: Assess the adequacy and efficiency of resources used for each action.

2. **Output:**

- Measuring results: Evaluate the immediate results of each action based on the proposed KPIs.
- Compliance and adoption: Monitor compliance with new safety measures and the adoption of safe behaviours by road users.

3. **Outcome:**

- Impact on FSI casualty reduction: Capture the change in the number of FSI casualties using crash data and assess the effectiveness of actions in achieving the desired outcome of reducing FSI casualties.
- Long-term safety trends: Analyse long-term trends in road safety data to determine the sustained impact of implemented actions and ensure the 2050 vision is within reach.

Regular reviews and adjustments

1. **Biannual reviews:**

- Conduct biannual reviews in collaboration with stakeholders, such as DTP, Victoria Police, TAC, community groups, and other stakeholders within the Benalla Rural City.
- Produce detailed biannual reports outlining progress, challenges, and recommendations based on evaluation results.

2. *Adjusting the Action Plan:*

- Use the results of process, output, and outcome evaluations to track progress against each action item.
- Make data-driven adjustments to the action plan based on evaluation results and emerging trends to ensure FSI casualty reduction targets are met.

11 APPENDIX

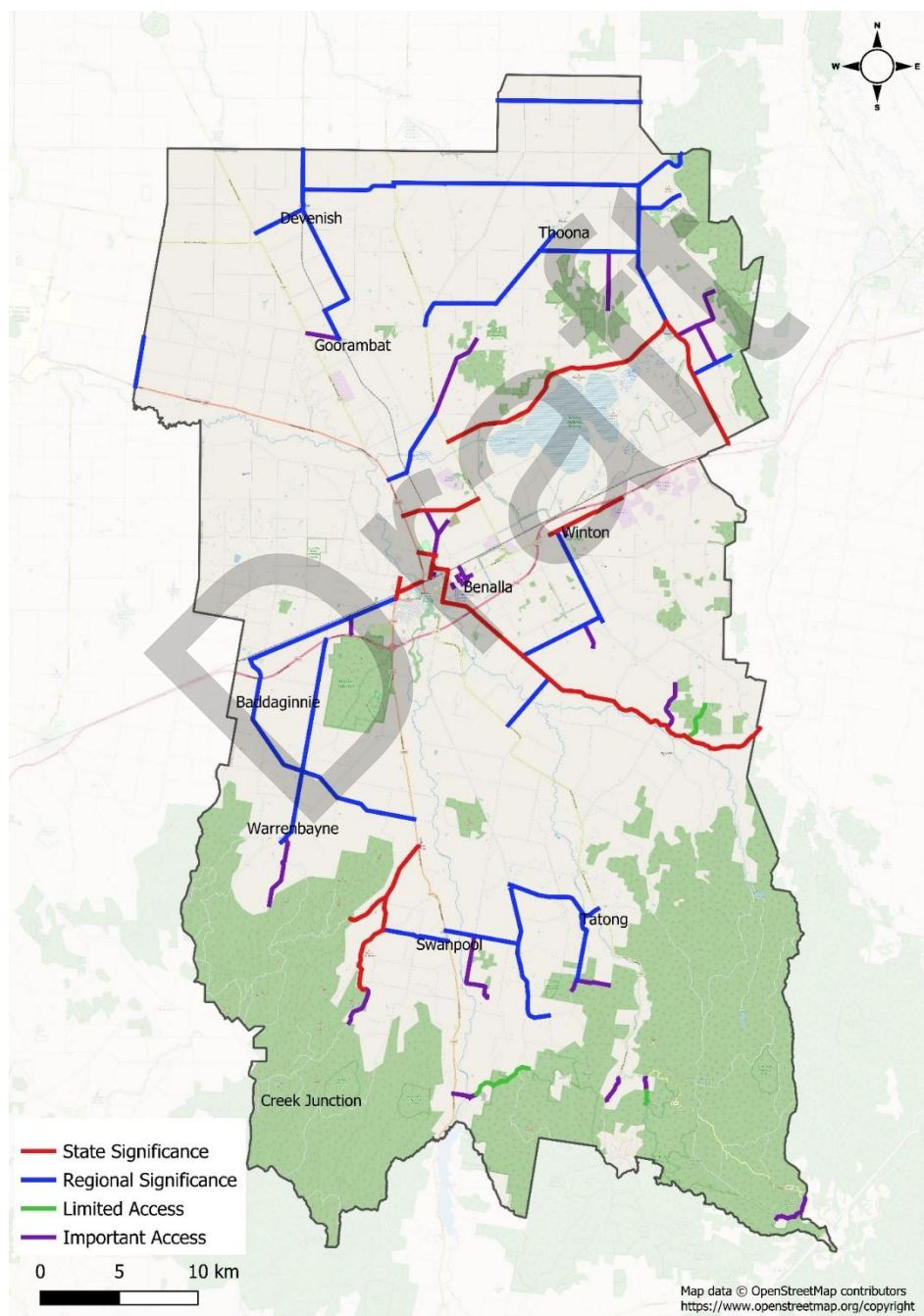


Figure 46: Freight routes