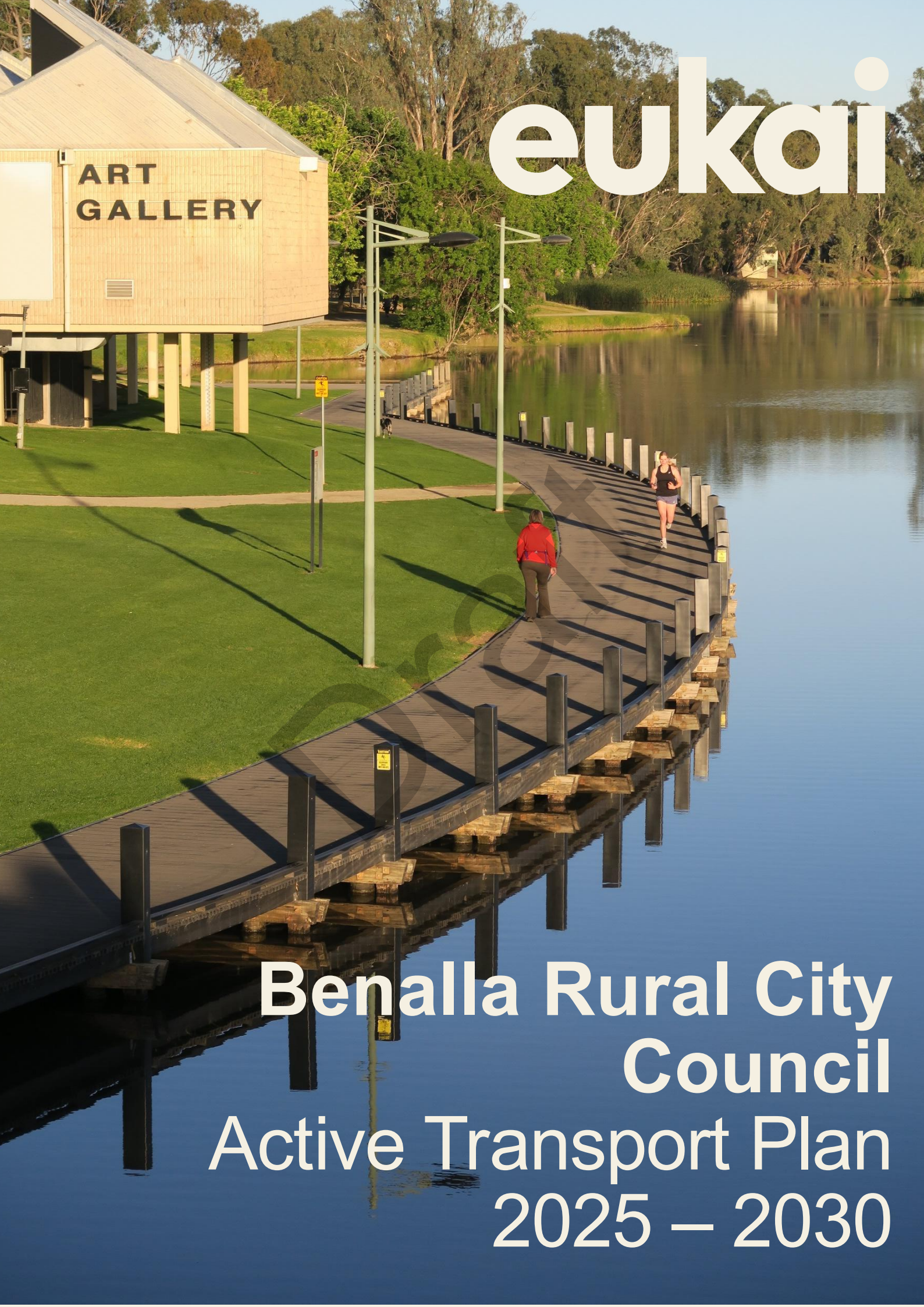



eukai

# Benalla Rural City Council

# Active Transport Plan 2025 – 2030

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## Disclaimer

This report used the best available information at the time of preparation. Data sources included Council material, state datasets, stakeholder input, and field checks. These sources may contain gaps or errors. Conditions on the ground can change without notice.

Findings and recommendations are indicative. They support planning, not legal, financial, or engineering decisions. Any project should be tested through detailed design, site investigations, and approvals from responsible authorities.

The report does not guarantee funding, delivery timeframes, or external approvals. References to third-party programs or policies may change.

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For further information, contact info@eukai.com.au.

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## Issue Record

| Issue | Date | Status | Prepared By | Reviewed By | Signature |
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| V1-Dr | 19/12/2025 | Draft | Clare Huggins | Will Fooks | |
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# Executive Summary

The Benalla Active Transport Plan 2025–2030 sets out a new direction for active transport (walking, using wheelchair and mobility devices and cycling) in Benalla, aligned with Safe System principles and current Victorian policy. The Plan establishes a connected, practical and deliverable network that supports safe, everyday travel for people of all ages and abilities.

Building on Benalla's strong foundations, such as the Lake Benalla Loop, the Plan focuses on improving safety at crossings and intersections, lowering speeds in high-activity areas, and creating continuous, legible routes to key destinations such as schools, the town centre and the station.

The Plan moves beyond isolated path upgrades toward a network-led approach, supported by a prioritised pipeline of projects and preliminary design thinking that is suitable for staged delivery and future funding opportunities.

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# Section 1
# Purpose of Plan

# 1 Introduction

## 1.1 Benalla context

Benalla Rural City is a small regional municipality (~14,500 residents) encompassing the main town of Benalla (~10,300 people) and several rural settlements. The area is spread over 2,354 km², meaning outlying townships (Baddaginnie, Thoona, Tatong, etc.) have small populations and large land areas to cover to access daily needs.

Benalla's Council Plan Vision 2036 is:

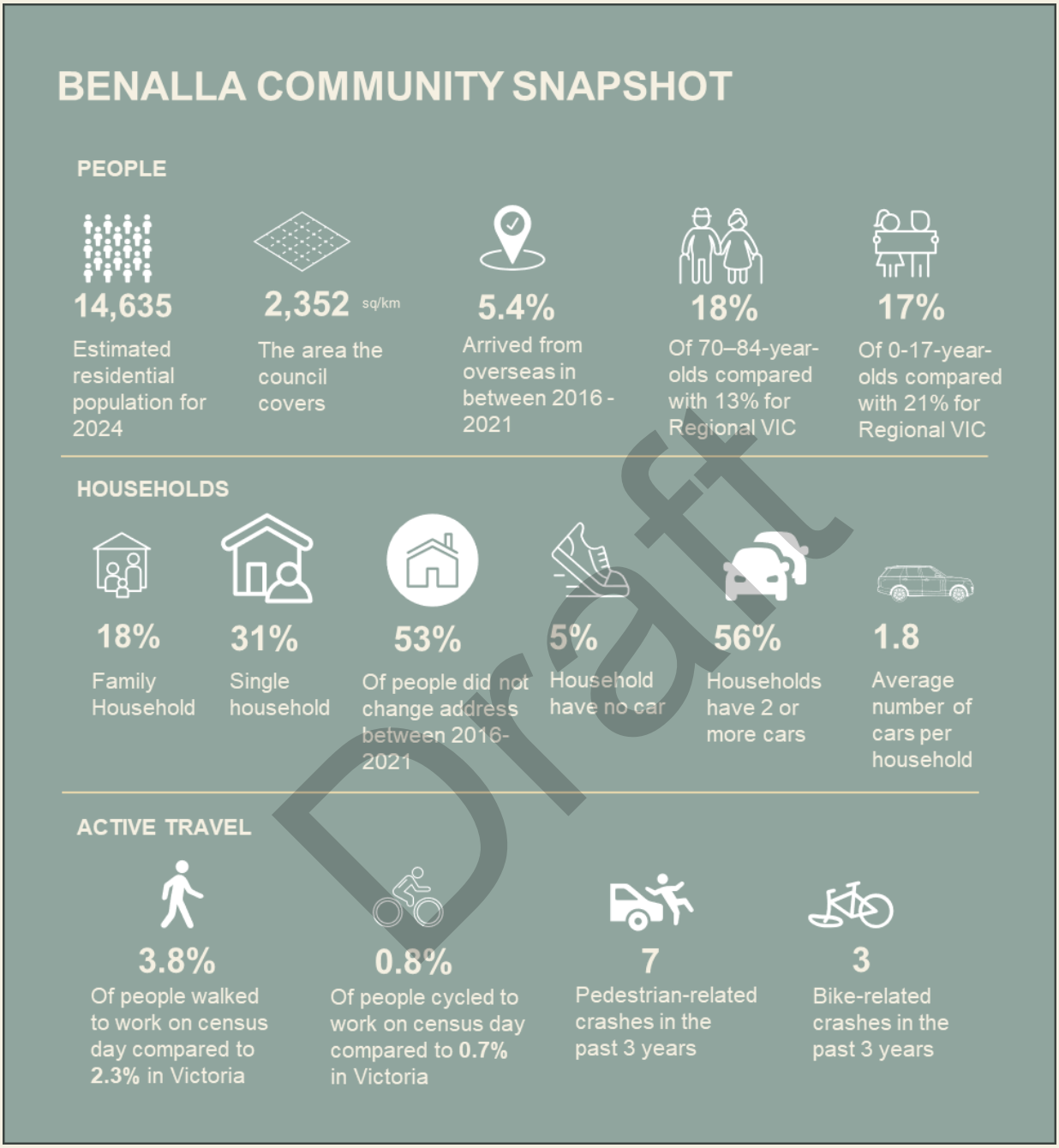
> *"Benalla Rural City is welcoming and friendly, thriving and prosperous, environmentally responsible, innovative and industrious, caring and supportive, and engaging for all residents - a place where people want to continue to live, move to, and are proud to call home."*

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**Figure 1: Benalla has a distinct identity**



**Figure 2 Benalla Community Snapshot**




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**What is Active Travel?**

Active transport refers to everyday travel that uses human-powered or low-speed mobility, rather than private motor vehicles. It includes walking, cycling, and the use of mobility devices such as wheelchairs, mobility scooters and small-wheeled micromobility devices.

Active transport is not limited to recreation or sport. It includes short, practical trips such as walking to the shops, riding to school, cycling to work, travelling to the station, or moving around town independently without a car.

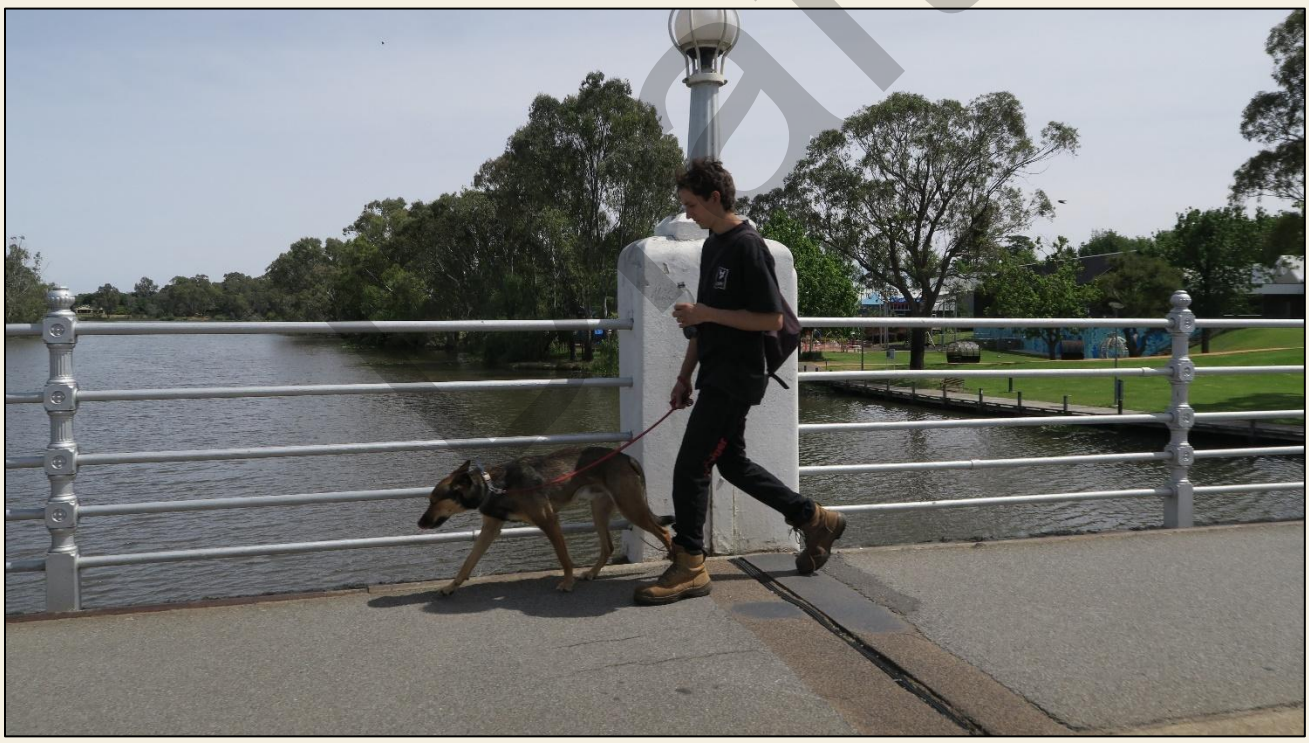
## 1.2 Pathways to the Future (2017)

Benalla's Pathways to the Future – Shared Path Project (2017) was Council's first coordinated effort to plan for walking and cycling. The plan identified priority shared path corridors, particularly around Lake Benalla and key local routes, and established a foundation for expanding off-road and low-stress facilities. Since its adoption, Council has delivered several path upgrades and extensions, particularly around the lake, schools and parts of the township, demonstrating strong community support for safer and more accessible walking and cycling infrastructure.

While Pathways to the Future successfully advanced individual projects, it was largely infrastructure-led and did not fully resolve road-crossing safety or speed-related risks. Many routes remain fragmented and people walking or riding are still required to mix with higher-speed traffic in key locations. Since 2017, expectations and policy settings for active transport have also shifted significantly, with a much stronger emphasis on safety outcomes for diverse users, whole-of-network planning and alignment with state road safety priorities.

This Active Transport Plan provides a new, contemporary framework for walking and cycling in Benalla. It aligns with Safe System principles and current Victorian Government policy and focuses on delivering a connected network that supports safe, comfortable and practical trips for a wide range of users.

**Figure 3 Bridge over Benalla Lake**



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## 1.3 Update to align with the Safe System approach

This Active Transport Plan 2025-2030 is grounded in the Safe System approach, which recognises that people make mistakes and that the transport system must be designed to prevent those mistakes resulting in death or serious injury.

Applied to walking and cycling, this means:

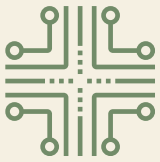
- Reducing speeds where people interact with traffic
- Providing safe and predictable crossings

- Separating people from higher-speed traffic where required
- Designing streets that are self-explaining and forgiving.

This approach represents current best practice in Victoria and ensures that future investment delivers meaningful safety outcomes. The Safe System principles are discussed in Section 5.

## 1.4 Purpose of the 2025-30 Plan

The purpose of the Benalla Active Transport Plan 2025-2030 (the Active Transport Plan) is to provide a clear and practical framework for making walking and cycling safe, connected and viable for everyday trips across Benalla. Specifically, the plan aims to:



**Define an Ultimate Walking and Riding Network**

Set out a long-term 'blueprint' showing routes, local connections and key crossings. This ensures each future project contributes to a connected system rather than a standalone upgrade. Noting that continuous, legible networks are consistently identified by Austroads and Department of Transport and Planning as the foundation for increasing walking and cycling.




**Identifies priority improvements based on safety risk and connectivity**

Use crash data, speed environments, land-use patterns and on-ground audits to identify where harm is most likely to occur. This evidence-led approach ensures investment is targeted at the locations with the greatest safety and connectivity benefits.



**Apply Current Best Practice**

Apply contemporary planning and design tools including Movement and Place and All Ages and Abilities design. These tools ensure the network supports children, older adults, mobility-aid users, e-bikes and emerging micromobility, not just confident cyclists.



**Align with State and Local Strategies**

Demonstrate how Benalla contributes to the Victorian Cycling Strategy, Road Safety Strategy 2021–2030, and local health, access and climate objectives. This alignment supports coordinated delivery and strengthens the case for external funding.



**Provides a staged and deliverable pipeline of projects**

Establish measurable targets for participation, safety and network coverage. These targets provide accountability and a clear way to track progress over the life of the plan.



**Engage the Community and Stakeholders**

Use targeted, practical engagement to understand priorities, confirm barriers and capture local knowledge. Engagement findings directly inform network outcomes and project selection.



**Prepare Concept Designs**

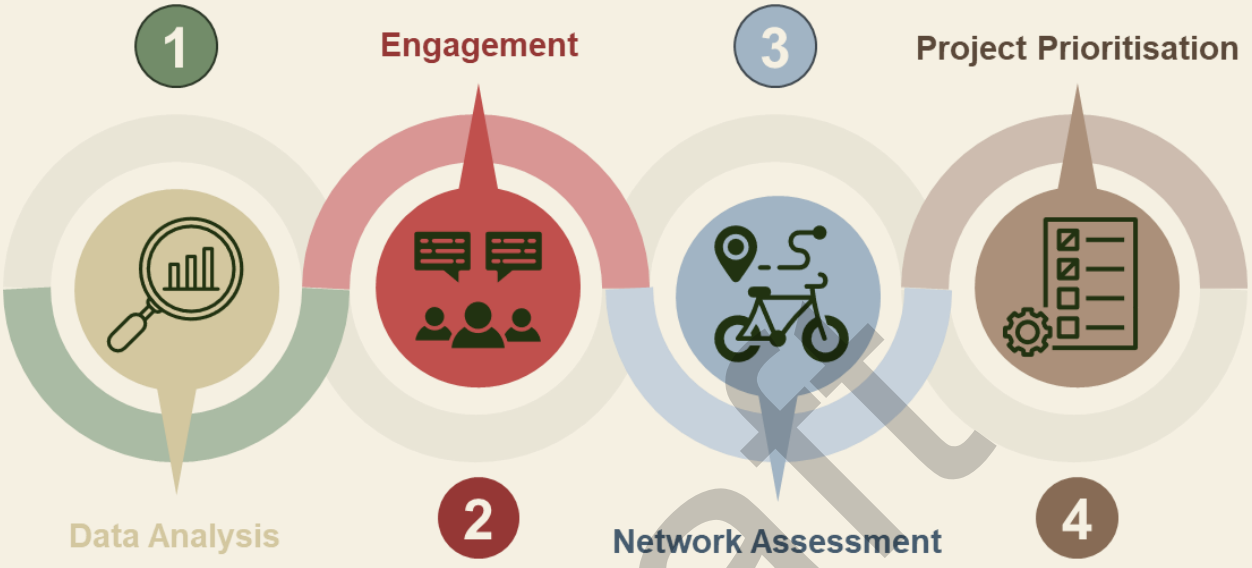
Develop concept designs to demonstrate how Safe System and All Ages and Abilities principles translate into real streets. These designs support funding applications and accelerate delivery.

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## 1.5 Our Approach

Our methodology combines data analysis, Safe System assessment and structured engagement. Each step builds the evidence base for the ultimate network and priority treatments.

**Table 1 Methodology overview**




### 1.5.1 Data analysis

The background analysis for the Active Transport Plan

- Network inventory and quality
- Crash and risk analysis
- Travel behaviour
- User experience (short summary; long tables moved to Appendix)

### 1.5.2 Engagement

Engagement followed the Engagement Plan endorsed by Council and aligned with IAP2 principles of transparency, inclusiveness and iterative refinement. Activities ensured broad community coverage and targeted input.

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**Table 2 Engagement activities**

| | Element | Short description |
|---|---|---|
|  | Online community survey | Captured habits, barriers and priorities across Benalla. Allowed broad participation and early signal of key issues such as unsafe crossings, missing footpaths and inconsistent speeds. |
|  | In-person targeted community meeting | Held with local groups to understand issues in depth. These sessions surfaced place-specific barriers, school-area risks and accessibility challenges. |
|  | Stakeholder meetings | Brought together TAC, DTP, VicPol, PTV, bus operators, health services, schools and walking and cycling groups. These meetings tested alignment with policy, safety programs and operational constraints. |

Refer to Section 3 Engagement Findings.

### 1.5.3 Network assessment

The active transport network was developed through:

- Analysis of previous studies (Benalla Pathways to the Future 2017 Report)
- Analysis of desire lines, barriers and land-use patterns
- Identification of gaps, incomplete corridors and high-value connections
- Testing of alignments against All Ages and Abilities, Safe System and Movement and Place principles
- Verification with stakeholder and community feedback

Refer to Section 7 Ultimate Active Transport Network

### 1.5.4 Safe System–aligned prioritisation

Projects were ranked using a Safe System lens:

1. Reduce exposure to high-speed traffic
2. Lower impact forces at crossings and intersections
3. Strengthen protection for people walking, riding and using micromobility
4. Deliver feasible, staged upgrades that fit Benalla's context

This process produced a shortlist of priority projects and supporting treatments. Refer to Section 9.

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# Section 2
# What is happening in Benalla now

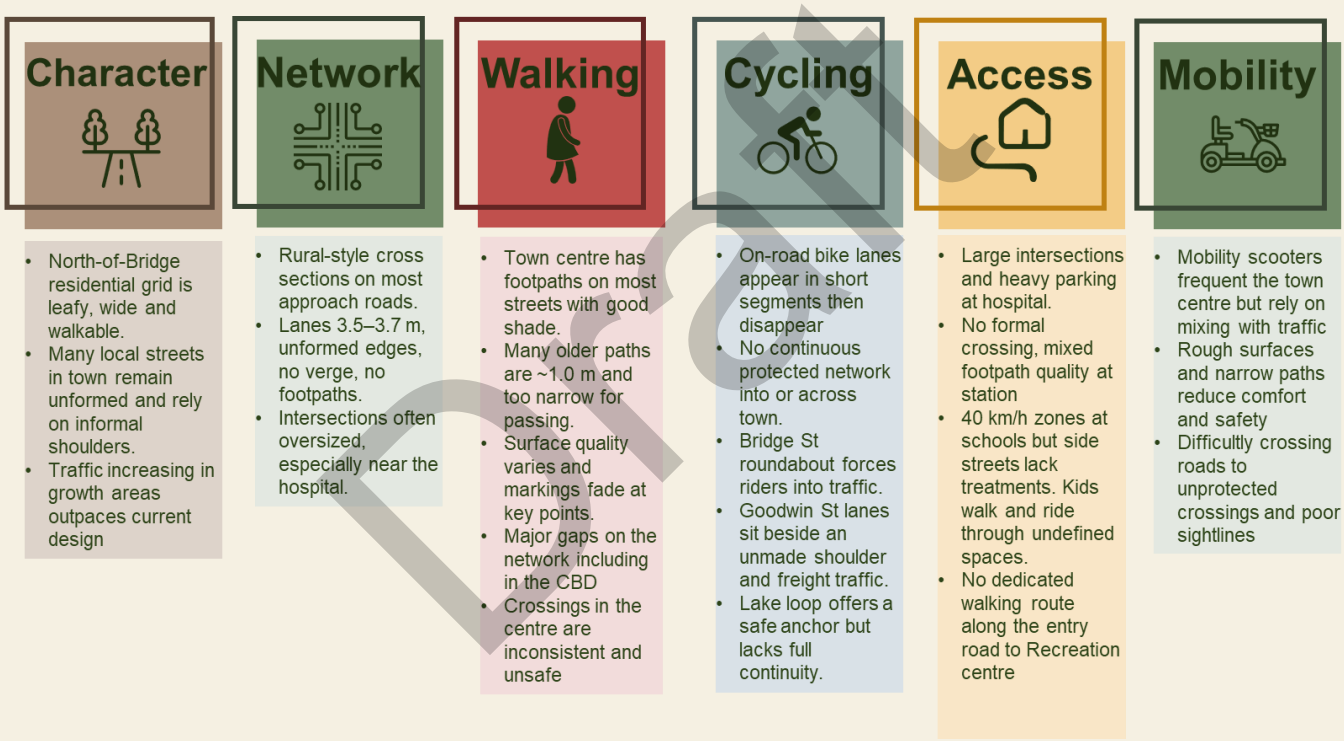
# 2 Current Conditions Assessment

This assessment details the current situation today in Benalla for walking and cycling. The section is divided into subsections covering the network inventory, quality, and safety of existing active transport infrastructure.

**Key findings**

Benalla has a strong asset in the Lake Loop, but access routes are fragmented and poorly connected. Most streets exceed Safe System speeds for walking and cycling, while crossings and intersections create the main barriers rather than travel distance. As a result, school precincts and the town centre contain predictable conflict points that limit safe movement. These conditions exclude children, older adults, and mobility-aid users across much of the network.

**Figure 4 Existing Conditions at a Glance – Benalla Active Transport**




## 2.1 Current Walking and Cycling Networks

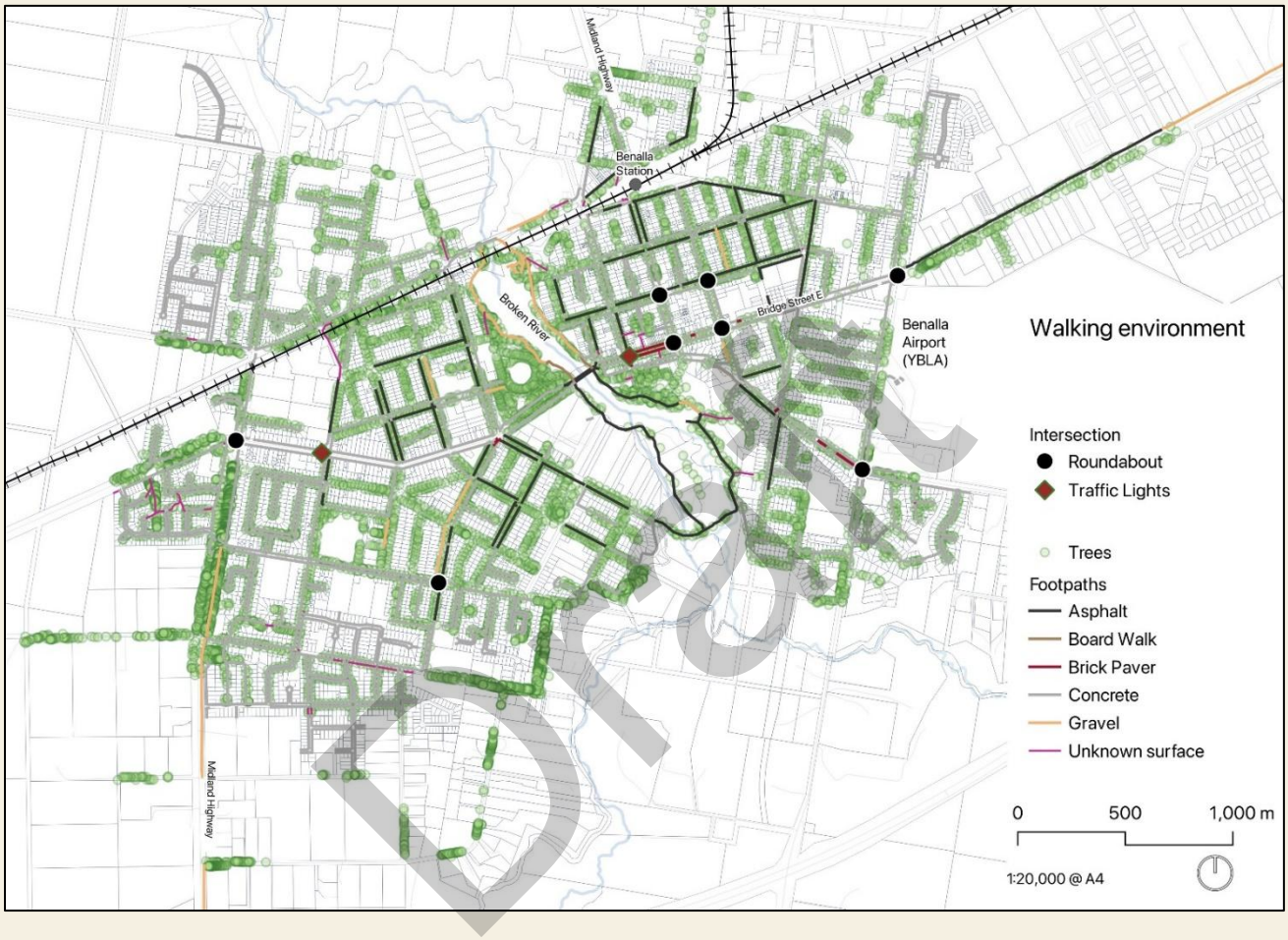
Benalla's Pathways to the Future – Shared Path Project (2017) provided the first consolidated audit of the walking and cycling network and set out prioritised actions to bring existing paths up to standard and complete missing links. It identified the Lake Benalla walking track as the town's most popular shared path and generally in good condition, while noting that widths and surfaces vary around the loop, with some narrow or gravel sections and pinch points caused by constrained edges and vegetation growth. The 2017 audit also highlighted that several key approach routes and links function in parts but are not continuous or consistent end-to-end, limiting their usability for a broad range of people.

Since that baseline, Benalla still does not have a complete pedestrian network, and the cycling network remains fragmented. Many footpath links are missing or discontinuous, creating gaps on everyday routes to schools, the town centre, the station and other services. Shared paths are valuable where they exist, but in places they are narrow or constrained, reducing comfort for passing, particularly for prams, mobility scooters and people walking side-by-side. Cycling provision within the township is still largely reliant on painted lanes and short, disconnected

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segments, which do not provide a low-stress option for most people and do not consistently manage risk at the locations that matter most (crossings, intersections, pinch points, and school and CBD conflict areas). As a result, Benalla has a strong low-stress asset around the Lake Loop, but everyday walking and cycling remains constrained by continuity, crossing safety and a lack of protected, legible routes to key destinations.

**Figure 5 Existing Walking Network**




*Source: Benalla Rural City Council data. Map prepared by Eukai.*

Current cycle network data not available.

## 2.2 Network quality and accessibility

*The Lake Benalla Loop functions as the town's primary low-stress walking spine. The town benefits from a flat topography, shade, and passive surveillance, making it an ideal place for active transport. Newer shared paths demonstrate more appropriate widths and surface quality.*

**Figure 6 Map of Benalla Lake Loop**




**Table 3 Current network shortfalls**

| Issue | Consequence |
|---|---|
| **Missing footpaths** | People walk in traffic or on verges increasing exposure to vehicle conflict |
| **Narrow footpaths** | Insufficient for mixed use (pedestrians, prams, mobility scooters passing each other) |
| **Inconsistent kerb ramps** | Wheelchair, pram and mobility-scooter users are pushed into the carriageway or must detour via driveways, reducing independence. |
| **Gravel or uneven surfaces** | Limits accessibility, increases fall risk, and prevents year-round use for mobility aids and small-wheeled devices. |
| **Poor lighting** | Reduces personal security and legibility and discourages walking and riding in winter and after dark. |
| **Network fragmentation** | Walking and cycling routes fail mid-journey, forcing people into high-speed traffic at the most dangerous points (intersections and pinch points). |
| **Lack of wayfinding and legibility** | People cannot identify safe routes or understand how paths connect, suppressing use by visitors, older adults and new riders. |
| **Unsafe or incomplete school routes** | Children must cross wide, fast roads or mix with traffic above survivable speeds, reducing independent travel and increasing car drop-off pressure. |
| **Rural and edge-of-town gaps** | People walking and riding are exposed to 80–100 km/h traffic with no shoulders or paths, creating environments where any error is likely to be fatal. |

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**Figure 7 Nixon Street, example of no paved footpaths in Benalla central**

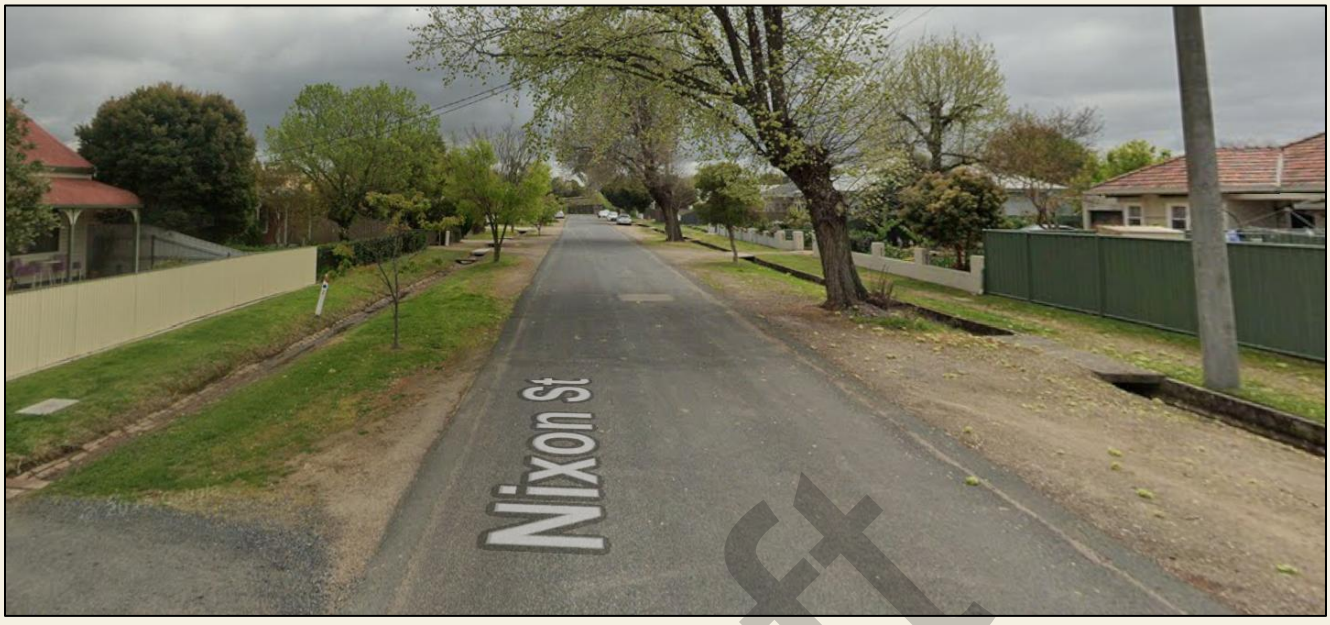



**Figure 8 Lake Benalla walking track, high quality environment in centre of town**




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**Figure 9 Example of narrow footpath without any priority on crossing**




**Figure 10 Example of uneven footpath as a result of damage**



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**Figure 11 Unprotected crossing in centre of town that has many people using it**



**Figure 12 Bike rider in central Benalla**



**Figure 13 Main east-west traffic link through town**




**Figure 14 Wide, unprotected crossing leading to FCJ and St Joseph's primary school**



*Benalla has strong walkable assets in the town core and lake loop, but gaps, oversized intersections, narrow paths and discontinuous bike lanes hold back safe active travel. Continuous footpaths, safer crossings and a connected bike spine are critical next steps.*

## 2.3 Safety and crash risk

### 2.3.1 Speeds

**Posted speeds**

Sign-posted speeds vary throughout the town including:

- 50–60 km/h dominates the CBD grid and residential connectors.
- 40 km/h zones exist near schools but do not form a continuous low-speed network.
- 80–100 km/h roads begin immediately at town edges.

**Self-explaining street environments for safe speeds**

Street design in Benalla often encourages higher driving speeds than the posted limits suggest. Wide carriageways and long, unobstructed sightlines provide few visual cues for drivers to slow down. As a result, people walking are faced with long, exposed crossings, and people riding bikes are required to mix with traffic travelling well above Safe System speeds.

This particularly undermines everyday walking trips, such as crossing the street to visit a neighbour or travelling to school, making these short, local journeys less safe and less convenient than they should be. In many locations, the total asphalt cross-section exceeds 19 metres (see Figure 15) despite only 6-7 metres being required to carry traffic. This highlights an opportunity to rebalance street space to support multiple users and diverse needs.

**Figure 15 Large cross-section in Benalla**



On rural roads, typical cross-sections of 3.5–4.0 metres per lane are not safe for cycling. At these widths vehicles travelling at high speeds cannot pass a person riding a bike with adequate clearance when there is oncoming

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traffic. This forces drivers into close passes or discourages cycling altogether and creates an unacceptably high-risk environment for riders.

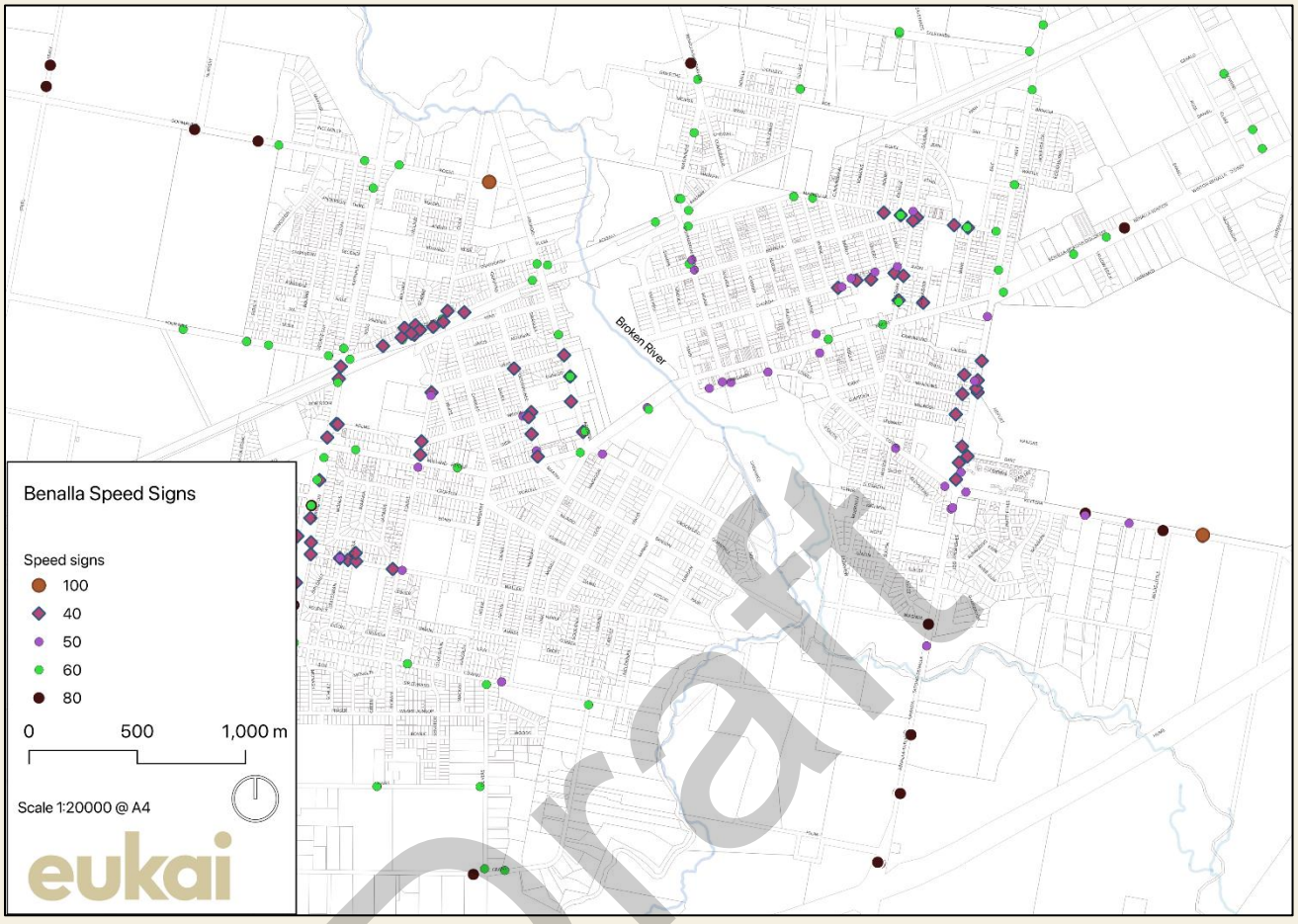
Posted speeds also change rapidly when leaving the township, often increasing from 50–60 km/h to 80–100 km/h on roads that are still used for cycling (see Figure 17).

**Figure 16 Rural roads of Benalla**




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**Figure 17 Posted and operating speeds across Benalla Township**




*Source*: *Data provided by Benalla Council, map created by Eukai*

*Benalla's speed environment shifts sharply from low to high, and the street network reinforces these shifts. Many streets are wide, straight and laid out on a long grid. This geometry encourages faster driving, even where signs call for 40 or 50 km/h.*

## 2.3.2 High risk locations

Crash numbers are relatively low, but risk is concentrated in predictable locations and on predictable movement patterns. Table 4 highlights the high-risk locations across Benalla.

**Table 4 High risk locations**

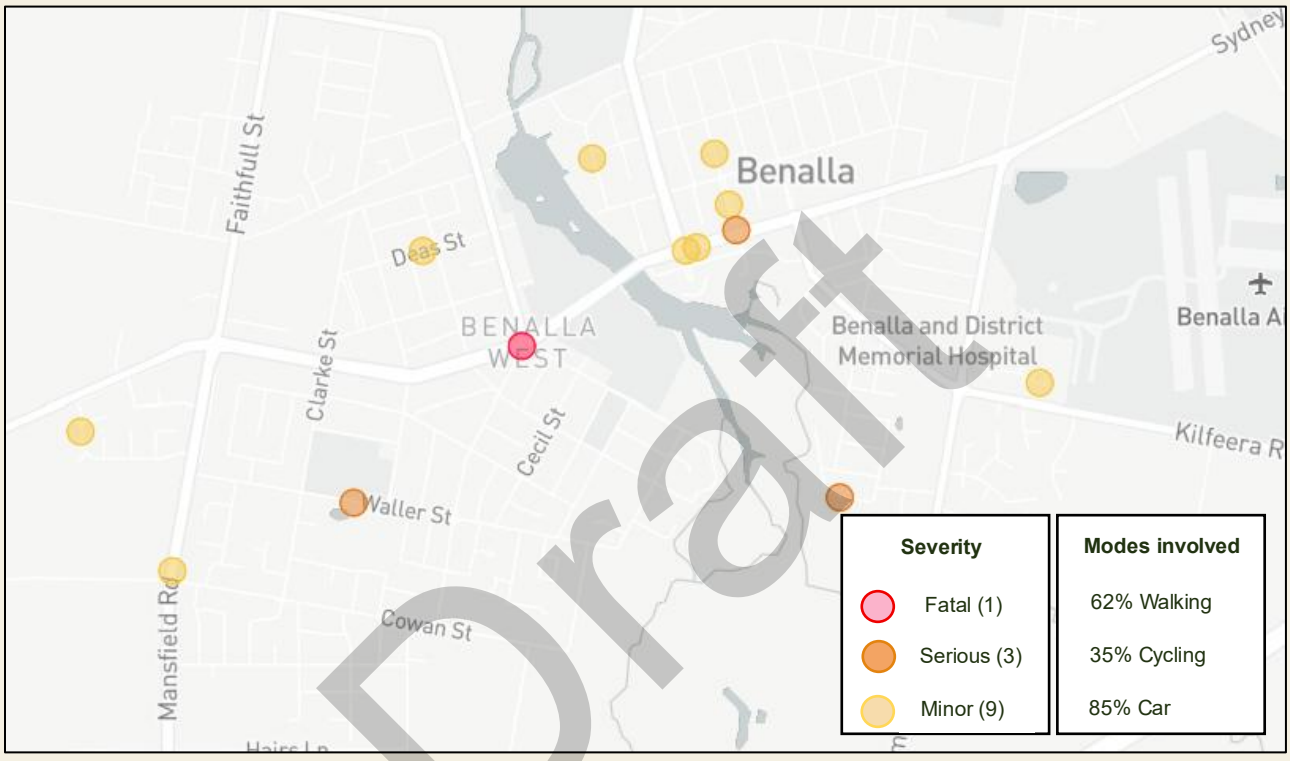
| Location | Risk Profile | Why it Matters |
|---|---|---|
| Bridge Street | Highway speeds, long crossings | Recent pedestrian fatality |
| CBD cross-streets | Turning conflicts, parking | All recorded bike crashes |
| School precincts | Speed and desire lines | Child exposure |
| Edge-of-town roads | 80–100 km/h, no shoulders | Unsurvivable crashes |

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Crash data for active travel (see Figure 18) shows the crash statistics related to walking and cycling over the past three years. From February 2022 to February 2025, 13 crashes were reported, 5 with bikes and 8 with pedestrians. The 5 bike crashes all occurred in Benalla CBD (3 on Carrier Street, 1 on Bridge Street and 1 on Mitchell Street). Not shown in Figure 18 is another bike crash north on Benalla along the Midland Highway.

Pedestrian crashes are scattered around the Benalla central, including in location close to schools (Waller Street and Deas Street) and the main street (Bridge Street).

**Figure 18 Proportion of active travel incidents and modal interactions in the past 3 years**




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*Source: Crash Dash, Crowd Lab*

**Safe System finding**

Benalla Main Street combines high speed, multiple conflict points, parts of the cross section that is designed as an urban arterial, no bike provision, high speed turns into side streets, few safe crossings, which are all the conditions that produce severe injury.

**Figure 19 Benalla Main Street (Bridge St East)**




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## 2.4 Travel behaviour and influencing factors

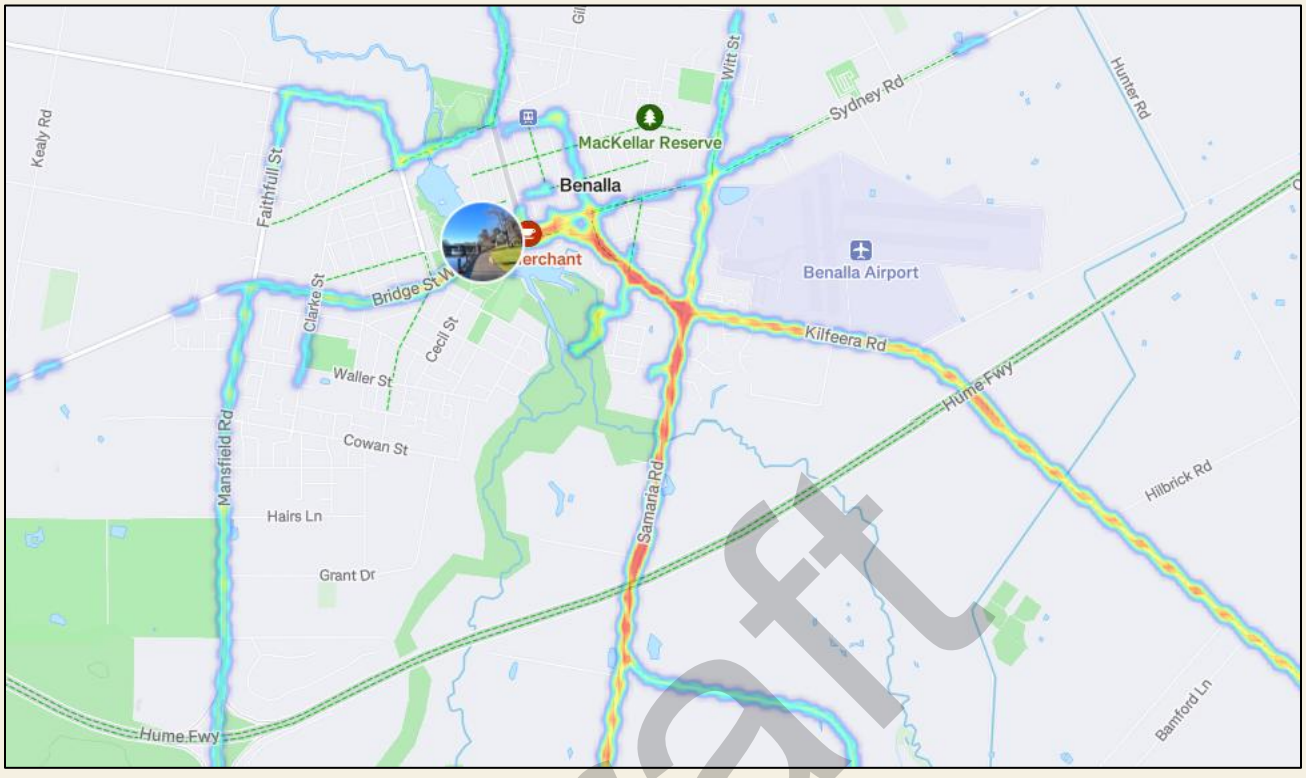
Table 5 provides an overview of how people currently walk and ride and the influencing factors in Benalla. While everyday active travel rates are low, recreational use is strong, suggesting that safer, more connected infrastructure could unlock much higher participation for short, local trips.

**Table 5 Travel behaviour and influencing factors overview**

| Travel Pattern | Evidence / Observation | What it Means for the Plan |
|---|---|---|
| **Everyday travel (commuting)** | Only 4.1% of residents commute by walking or cycling (3.5% walking, 0.6% cycling). Over 67% drive to work (2021 Census). | Indicates strong car dependence despite short distances. Safety and network quality, not distance, are the key barriers to mode shift. |
| **Town structure and demographics** | Compact urban area with many homes within 2–4 km of the CBD. Median age 51 (older than state average). | Walking and mobility-aid use should be viable if paths, crossings and speeds are safe and accessible. |
| **Recreational walking** | High daily use of the Lake Benalla loop, including organised events (e.g. parkrun). | Confirms strong appetite for walking when environments feel safe, attractive and low stress. |
| **Recreational cycling** | Regular fitness and group riding on rural roads south-east and north of town; strong use of the lake loop.<br>Strava suggests this has declined in recent years, | Demonstrates latent demand. With safe urban links, some recreational trips could shift to transport trips. |
| **E-bikes, scooters and mobility aids** | Growing presence anecdotally observed, but constrained by narrow paths, rough surfaces and inconsistent kerb ramps. | Network is not currently All Ages and Abilities ready. Upgrades must accommodate small-wheeled and mobility devices. |
| **School travel** | Reasonable rates and moderate walking rates; many children driven. High exposure near schools due to main road. | Safe routes to school are a major opportunity for mode shift and safety improvement. |
| **Suppressed demand** | Barriers include missing footpaths, high-speed roads, unsafe crossings, narrow paths and lack of protected cycling space. | Low active travel rates reflect conditions, not lack of interest. Fixing these gaps can unlock walking and cycling for short trips. |

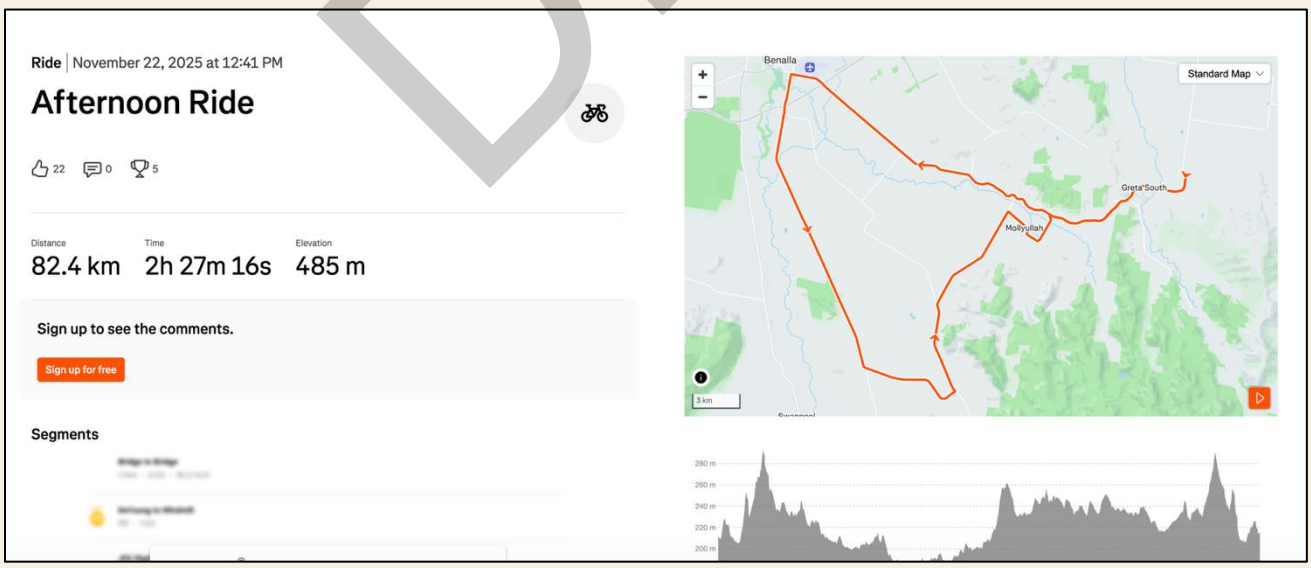
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**Figure 20 Weekly heat maps (25/11) show some road cycling on south eastern routes out of town**




Source: Strava, weekly riding heatmaps, 2025

**Figure 21 Screenshot of regular route for person riding for fitness out of Benalla, this aligns with Strava heatmaps**




Source: Strava, local rider, 2025

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**Figure 22 Scooters at primary school**



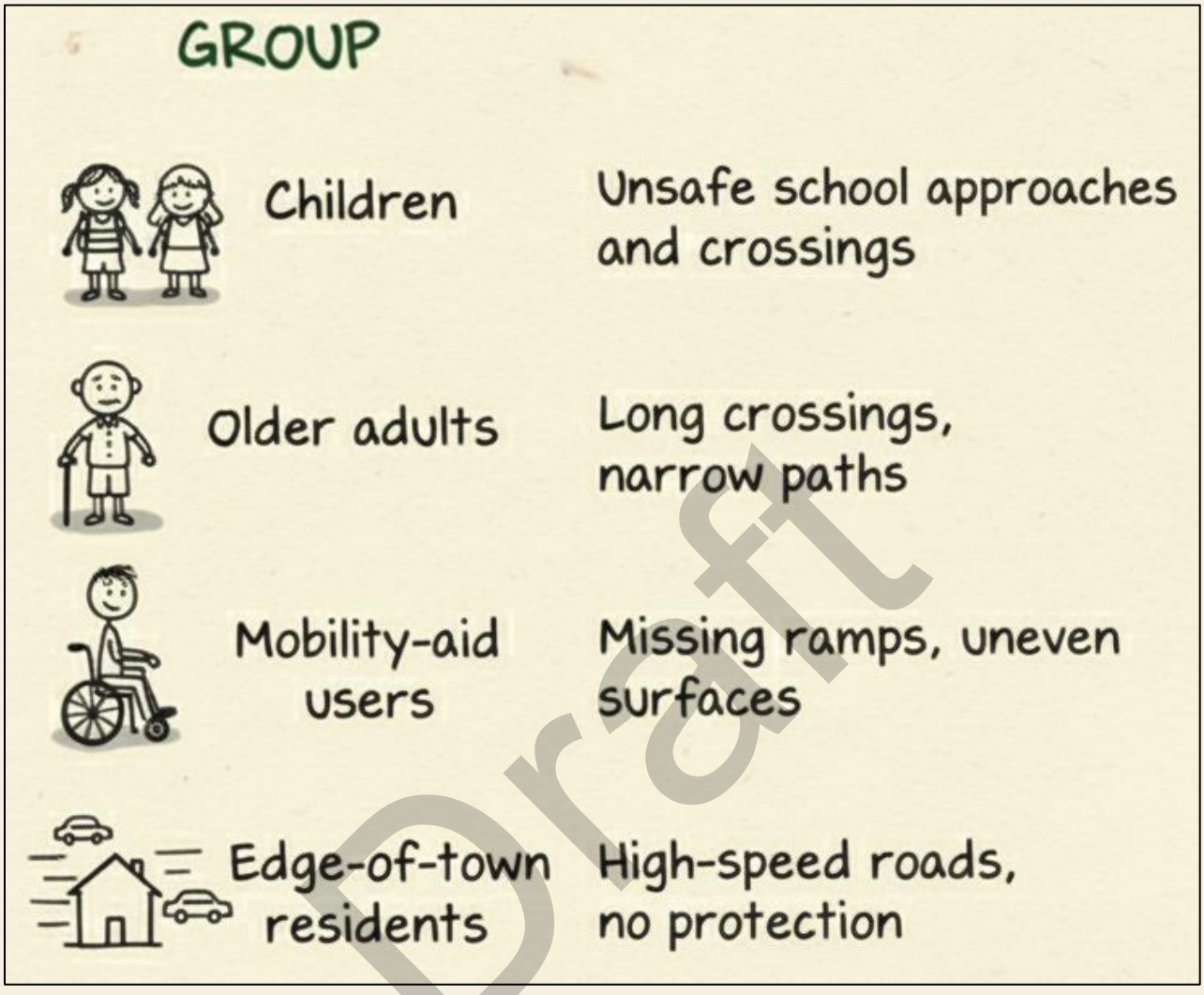

The low cycling mode share – flat, places are close - and only moderate walking share hint at suppressed demand

**Figure 23 People who are most impacted by lack of safe walking and cycling provision**




Figure 24 summarises the key groups in Benalla that are currently underserved by the walking and cycling network, and the primary barriers they face. These barriers highlight where existing conditions fail to support safe, independent movement.

**Figure 24 Summary of underserved groups and key barriers**




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**Figure 25 School kids walking home from school**



**Figure 26 Women travelling on mobility scooter**




**Figure 27 Boger Street with no footpaths and exposure to heavy vehicles**



## 2.5 Summary of Challenges and Opportunities

| Challenges | Opportunities |
|---|---|
| 1. Benalla's walking and cycling networks reflect legacy planning rather than current Safe System or All Ages and Abilities standards.<br>2. Routes are fragmented, with missing footpaths, narrow paths, uneven surfaces, and inconsistent kerb ramps limiting accessibility.<br>3. Oversized intersections and wide road cross-sections encourage speeds above survivable thresholds for walking and cycling.<br>4. Safe crossings are scarce, particularly on Bridge Street, CBD cross-streets, and near schools.<br>5. Cycling infrastructure relies heavily on paint, offers no protection, and breaks down at conflict points.<br>6. Speed environments shift abruptly from low to high at town edges, exposing people to 80–100 km/h traffic with little or no protection.<br>7. Crash risk is concentrated in predictable locations, including the CBD, school precincts, and highway-style main streets.<br>8. These conditions exclude children, older adults, women, and mobility-aid users from independent travel. | 1. Benalla has strong foundational assets, led by the Lake Benalla Loop as a high-quality, low-stress walking spine.<br>2. The compact town structure places most daily destinations within a 2–4 km catchment, suitable for walking and cycling.<br>3. High recreational walking and cycling use demonstrates strong latent demand when environments feel safe and legible.<br>4. School travel presents a clear opportunity to shift trips from cars to active modes with safer routes and crossings.<br>5. Wide road reserves provide space to reallocate carriageway width to footpaths, protected bike lanes, and safer crossings.<br>6. Upgrading crossings, filling footpath gaps, and creating a connected bike spine would address the highest-risk locations first.<br>7. Replacing legacy cycling plans with a Safe System–aligned network enables staged, deliverable improvements.<br>8. Designing for e-bikes, scooters, and mobility aids would future-proof the network and broaden participation. |

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# 3 Engagement Findings

Engagement for the Active Transport Plan was delivered in stages, combining an online community survey with targeted in-person discussions, and multi-agency stakeholder workshops. The online survey received 47 contributions (17 November 2025 to 25 January 2026), with most respondents living in the Benalla township.

Key findings from engagement



Crossings and footpath quality/continuity are the most consistent priorities raised (and the highest-ranked improvement areas in the survey).



Many people do not feel safe walking or riding in their local streets without improvements, especially where traffic speeds and turning movements are high.

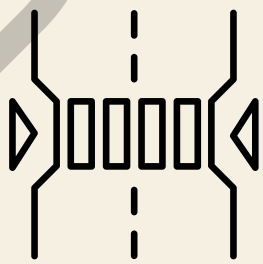


Walking is already common, cycling is not, pointing to "suppressed demand" for cycling that is strongly linked to safety and network comfort.

## 3.1 What we heard

### Footpaths and crossings are the top priority

Survey respondents most frequently prioritised better footpaths and crossings and more footpaths as the highest improvements needed



Benalla's "everyday" walking network is being held back by missing links, inconsistent standards and unsafe/unclear crossing points.

### Many local streets don't feel safe enough

Only 14.9% of respondents said streets/paths around home feel safe for walking and cycling without improvement (most selected "mostly safe but needs improvement", "not really safe", or "unsafe").



The barrier isn't distance—people are choosing not to walk/ride (or limiting where/when they do) because the environment feels risky.

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## Speed and driver behaviour are a recurring concern

In-person discussions repeatedly linked operating speed and wide road geometry to near misses and avoidance behaviour (particularly at busy crossings and school frontages). Survey safety perceptions support this concern.



Safe System outcomes will require self-enforcing slow speeds in activity areas—not signage alone.

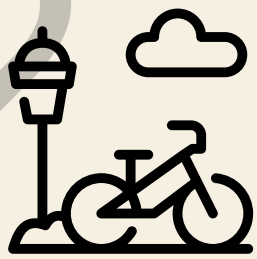
"While cycling on Thomas Street toward the intersection with Thomas, Bendon and Martin Streets, a car failed to give way and drove straight through from Martin to Bendon, crossing Thomas Street and almost hitting me on my bike."

"There have been near misses between vehicles and pedestrians where drivers turn right from Arundel Street onto Bridge Street West, heading toward the Police Station. Visibility is poor and there are no signals to remind drivers to give way to pedestrians."

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## Cycling is currently used for recreation

Walking for local trips is common (daily/weekly), but almost half of respondents rarely or never cycle for local trips. Primary reasons for walking and cycling are exercise and recreation.



There is clear latent demand, but people will not shift to everyday cycling unless routes are connected, low-stress and protected at conflict points.

## Trips are short enough to shift, if routes are safe

Most common trip distances are 1–2 km and 2–5 km, which are ideal for walking and cycling in a regional town context.



If the network is made safe and continuous, mode shift is realistic for many everyday trips (shops, schools, station, lake).

## Accessibility is a major gap (not just a “nice to have”)

Only 6.4% said paths/crossings always meet the needs of people with prams, wheelchairs or mobility devices; a majority selected rarely or never.



The network is not currently All Ages and Abilities-ready. Fixing kerb ramps, surfaces, widths and crossings is essential for equity and independence.

## Schools are a pain-point “mix-zone”

In-person workshops raised school routes/frontages as stressful environments (traffic, buses, parking, multiple desire lines). Survey free-text responses also nominate school areas as needing improvement.



School precincts need a targeted package: slow speeds, raised crossings/thresholds, continuous paths and parking management.

## The lake network is loved, but connections and supporting amenities lag

Survey respondents prioritised off-road shared paths and trails and also shade/seating/lighting as improvements.



Benalla can build on the Lake Loop as the “spine”, but needs stronger access routes, safer road interfaces, and comfort upgrades.

“Mobility scooters and wheelchairs are forced onto the road in some locations. There is no way off the path to reach the bridges, and people are using driveways to get on and off the path.”

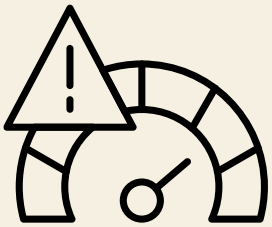
“Use the Lake Walk as a connector, with better surfaces for walking, riding and rollerblading, and more lighting. Have paths linking to the lake from all corners of town to provide easier and safer access across town.”

“Frequent near misses at the school crossing on Arundel Street and Bridge Street due to traffic volume.”

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## Posted speeds do not match local conditions

. Some 60 km/h urban streets function like local access roads but operate like through-routes due to geometry. 50 km/h areas near senior facilities and the post office feel too fast where pedestrian activity is high and sightlines are constrained.



Prioritise self-enforcing speed environments (30–40 km/h where activity is high), traffic calming on key access routes, and protection/separation where speeds can't be reduced.

## Bridge Street and the CBD feel risky to cross

People described relying on driver courtesy instead of protected crossings. Informal crossings are difficult to judge. Long distances between controlled crossings and very wide carriageways make crossings stressful.



Prioritise new/upgrade crossings at predictable desire lines (mid-block and intersection),

"The zebra crossing at the back of the Post Office is the worst in Benalla."

"Angle parking hides pedestrians behind large vehicles. The Bridge Street and Arundel Street crossing has experienced repeated near misses."

"Please listen to our requests for these changes so we can remain one of the most beautiful and healthiest towns in Australia."

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## 3.2 How findings shape network priorities

The engagement themes directly drive the priority network design. They show:

A need for slower, self-enforcing streets around schools, the CBD, senior facilities and the station.

Continuous footpaths on all key routes

Safe crossings at predictable desire lines, including Bridge Street, Arundel Street, Faithfull Street, and CBD mid-block locations.

A protected north-south spine and a safe east-west corridor, replacing the current fragmented cycling environment.

Upgraded Lake and river paths with all-weather surfaces and accessible links.

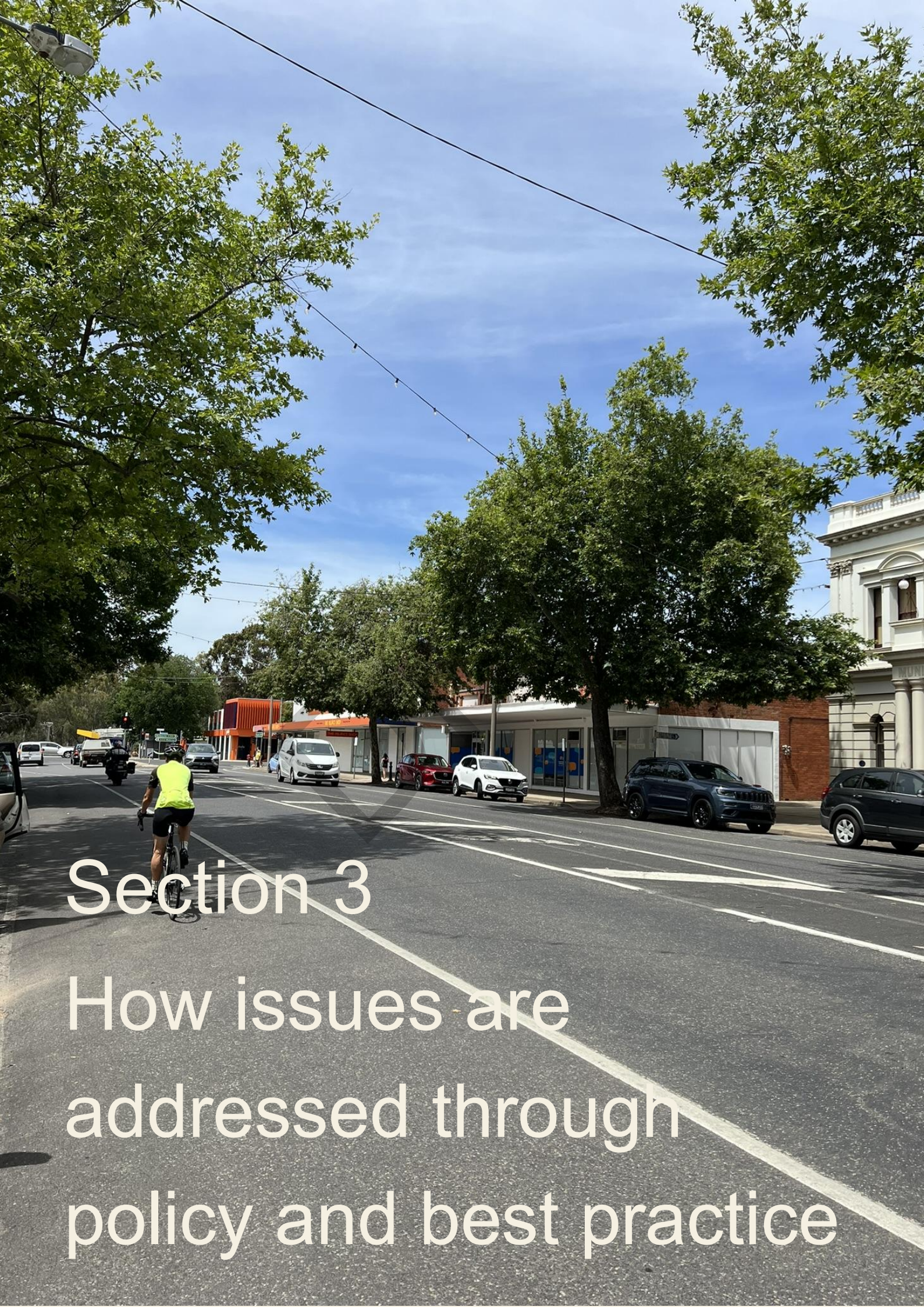
Infrastructure and behaviour change for school travel, including raised crossings, and parking.

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These findings feed directly into the Ultimate Active Transport Network, Network Gaps, and Priority Projects.

**Figure 28 Crossing on Fawckner Dr**





# Section 3

# How issues are addressed through policy and best practice

# 4 Strategic Context

This section summarises the strategic policy context that shapes the Active Transport Plan. It outlines how the plan aligns with Victorian Government policy and Council's own planning, health and growth frameworks.

**Key findings**

The main street is a critical town connector with high place function and a designated strategic cycling corridor. State policy requires these corridors to be reviewed for safety, function and contribution to place. Improving walking and cycling infrastructure supports Movement and Place outcomes. It also aligns with road safety policy and Benalla's identity as a compact regional town.

## 4.1 Benalla's role as a regional town

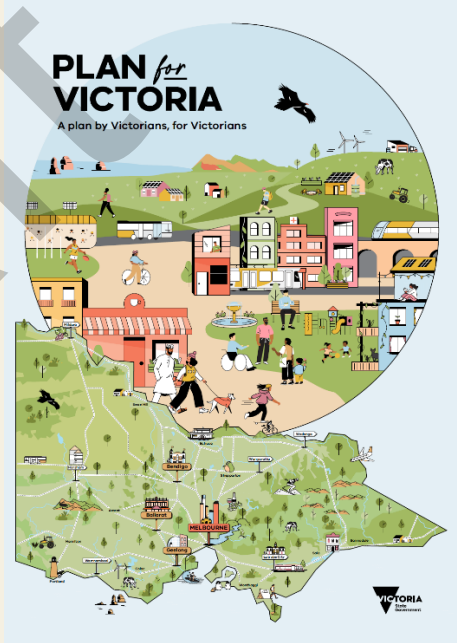
Plan for Victoria sets a long-term direction to support more homes and jobs across Victoria, alongside investment in services and infrastructure including active transport and open space.

Plan for Victoria also includes a specific action to encourage walking, cycling and scooting.

It links this to building more homes in walkable catchments of activity centres and stations, and it defines an "active transport web" as a safe, accessible, high-quality network that makes walking, cycling and micromobility attractive for everyday trips.

For Benalla, this strategic direction supports three practical planning implications:

- Growth and change should increase short local trips.
- The town centre, schools, the station, and the lake remain the critical daily anchors.
- A connected "web" requires safe crossings and continuous links, not isolated path segments.




## 4.2 Relevant State policy direction

State strategies point to four consistent requirements for active transport planning.

| Policy / guidance | What it means for Benalla |
|---|---|
| **Safe System safety outcomes** | Risk is concentrated at crossings, intersections, and high-speed environments.<br>State road safety policy supports treatments that reduce impact speed and conflict energy, especially at intersections and on high-speed roads, which match the risk patterns seen in Benalla's network. |

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| | |
|---|---|
| **Streets as movement and place** | Movement and Place requires streets to function as both transport links and destinations.<br>For Benalla, this supports treating Bridge Street and the CBD as high-place environments, not just vehicle corridors. |
| **Principal Pedestrian Network (PPN) guidelines** | Define the core walking routes to the CBD, schools, station, lake and key services, then prioritise footpath continuity, accessible crossings, lighting and amenity upgrades on those routes first |
| **Strategic cycling corridors** | DTP's Strategic Cycling Corridors (SCCs) define priority cycling-for-transport routes to centres, schools, jobs and public transport nodes. This Plan therefore uses SCC intent but rebuilds routes as deliverable corridors with defined treatments. |

## 4.3 Local policy alignment and realism

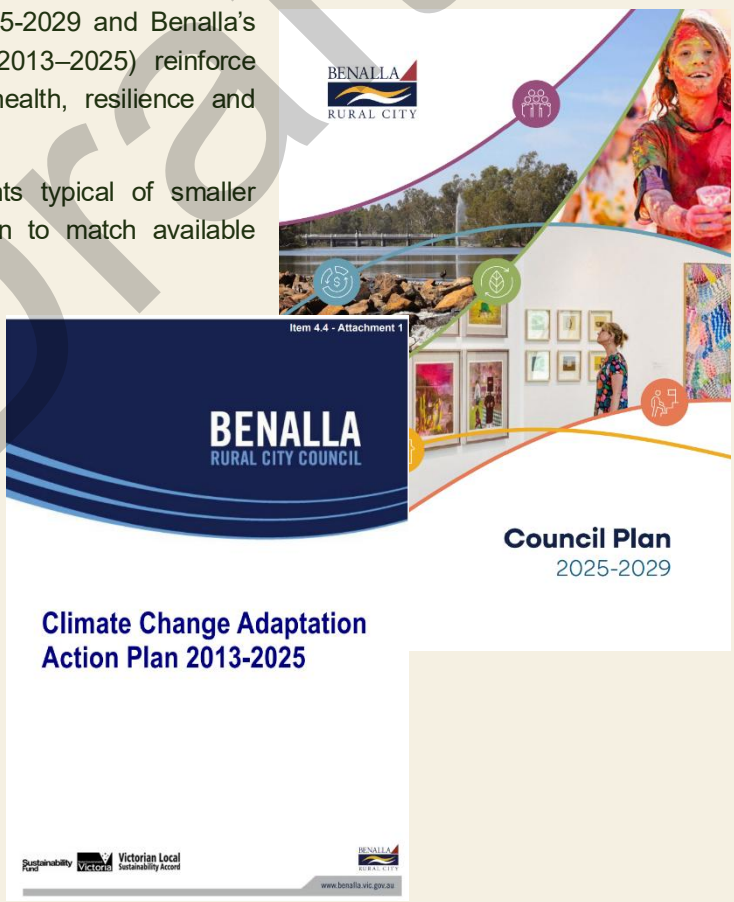
Local strategies (Benalla Council Plan 2025-2029 and Benalla's Climate Change Adaptation Action Plan 2013–2025) reinforce walking and cycling as part of access, health, resilience and sustainable growth across the municipality.

They also acknowledge delivery constraints typical of smaller councils, requiring staging and prioritisation to match available resources.

This Active Transport Plan responds by:

- Defining an ultimate network as a long-term blueprint.
- Prioritising projects using a Safe System lens.
- Staging delivery and aligning packages to funding pathways.

(Full descriptions of State and Local policies in Appendix A.)




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# 5 Best Practice Principles

This section defines the principles and tools used in the Active Transport Plan. Later sections apply these tools to Benalla routes and projects. This framework supports consistent decisions across Council works and grant applications and partner approvals.

## 5.1 Adopted principles

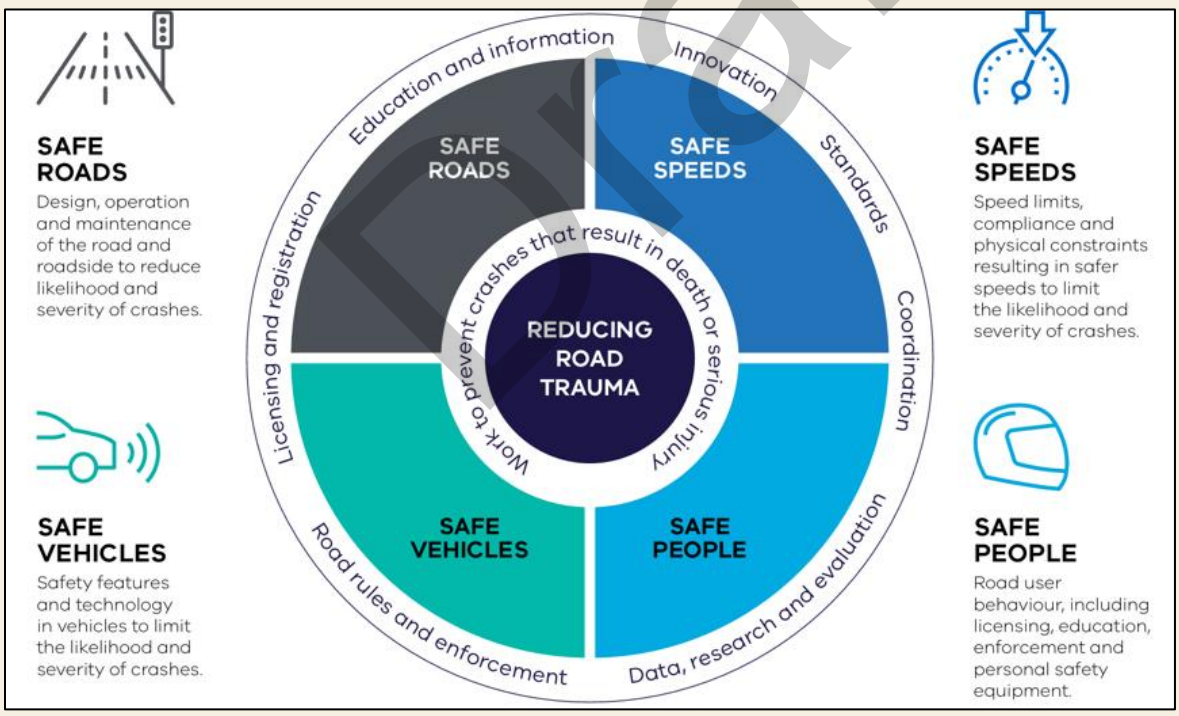
### 5.1.1 Safe System

The Safe System principles guiding the design and delivery framework are outlined in Figure 29. Specifically:

- Design responds to human error and survivable outcomes.
- Conflict energy is reduced through speed, separation, and priority.
- Locations with high exposure and predictable conflict are prioritised.

For active transport, this approach delivers benefits beyond safety. Streets that are slower, calmer and more predictable are also more comfortable, legible and enjoyable to use.

**Figure 29 Safe System Approach**



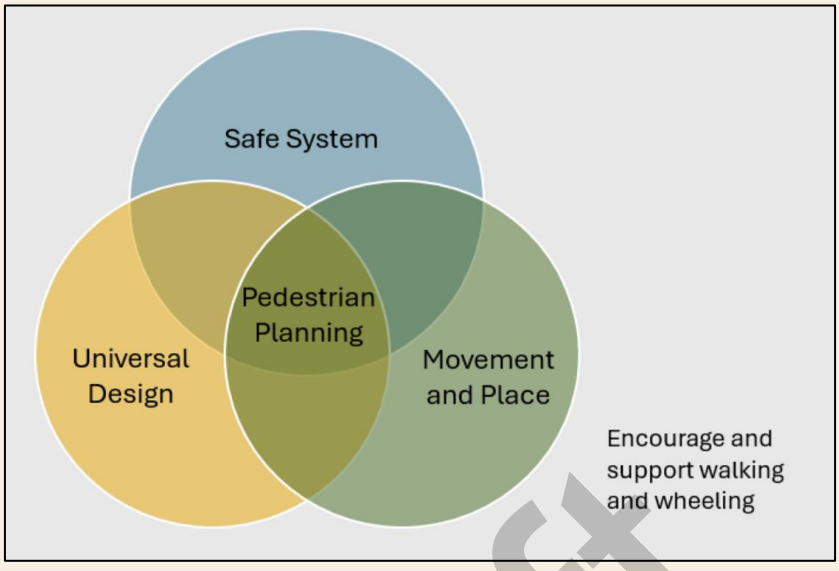

*Source: TAC Road Safety Action Plan 2*

### 5.1.2 Planning for different users

The network is planned for everyone, including those who face the highest barriers such as children, older adults and people using mobility. An all ages and abilities network can be planned and delivered by adopting current best practice pedestrian planning frameworks and cycling network principles (see Figure 30 and Figure 31).

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**Figure 30 Walking Network Principles**




*Source: Austroads' Strategic Review of Pedestrian Planning Guidance, AP-R749-25, 2026*

**Figure 31 Cycle Network Principles**



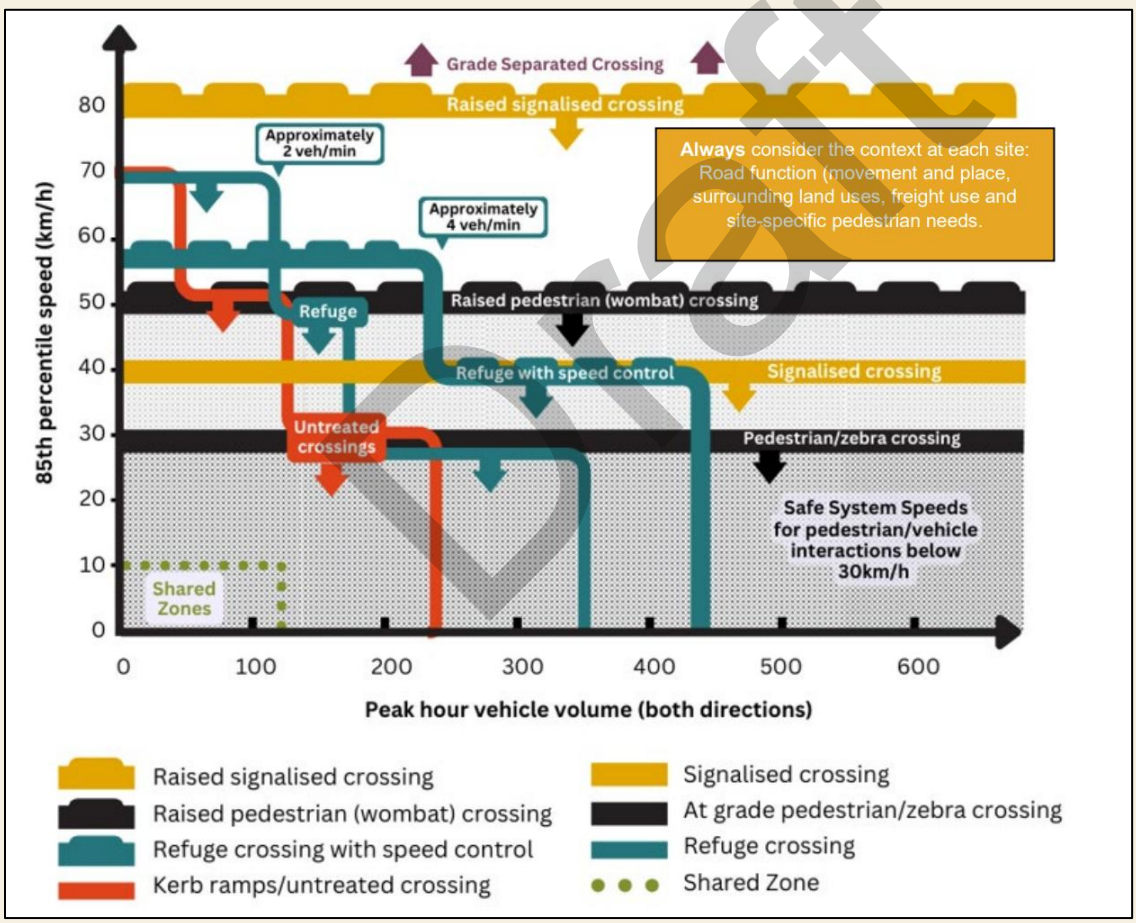

*Source: Adapted from Improving Austroads Guidance for Cycling and Micromobility Planning, AP-R724-25, 2025*

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Austroads and Victorian government practice emphasise:

- **Removing high-risk intersections and crossing points**
  - Safe and continuous priority crossings (refer to Figure 32), protected intersections and tighter turning radii cut conflict. Roundabouts with protection to create predictable behaviour.
- **Protecting people from fast traffic**
  - Separation or protected lanes are needed wherever vehicle speeds exceed 30–40 km/h. Mixing with >50 km/h traffic is not safe for most people (refer to Figure 33).
- **Building continuous corridors**
  - Network gaps force riders into busy intersections or high-speed pinch points. A network must carry people all the way from neighbourhoods to schools, shops and the station.

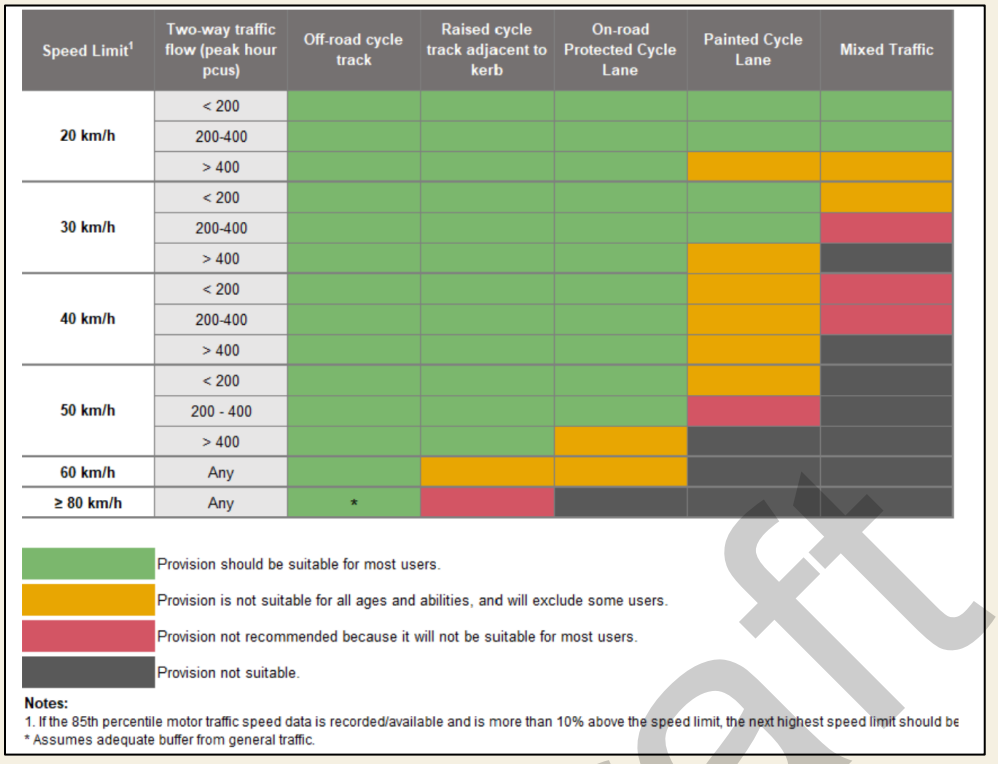
**Figure 32 Pedestrian crossing types based on vehicle operating speed and volume**




*Source: Austroads' Strategic Review of Pedestrian Planning Guidance, AP-R749-25, 2026*

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**Figure 33 All ages and abilities cycle selection tool**



| Speed Limit[1] | Two-way traffic flow (peak hour pcus) | Off-road cycle track | Raised cycle track adjacent to kerb | On-road Protected Cycle Lane | Painted Cycle Lane | Mixed Traffic |
|---|---|---|---|---|---|---|
| 20 km/h | < 200 | | | | | |
| | 200-400 | | | | | |
| | > 400 | | | | | |
| 30 km/h | < 200 | | | | | |
| | 200-400 | | | | | |
| | > 400 | | | | | |
| 40 km/h | < 200 | | | | | |
| | 200-400 | | | | | |
| | > 400 | | | | | |
| 50 km/h | < 200 | | | | | |
| | 200 - 400 | | | | | |
| | > 400 | | | | | |
| 60 km/h | Any | | | | | |
| ≥ 80 km/h | Any | * | | | | |

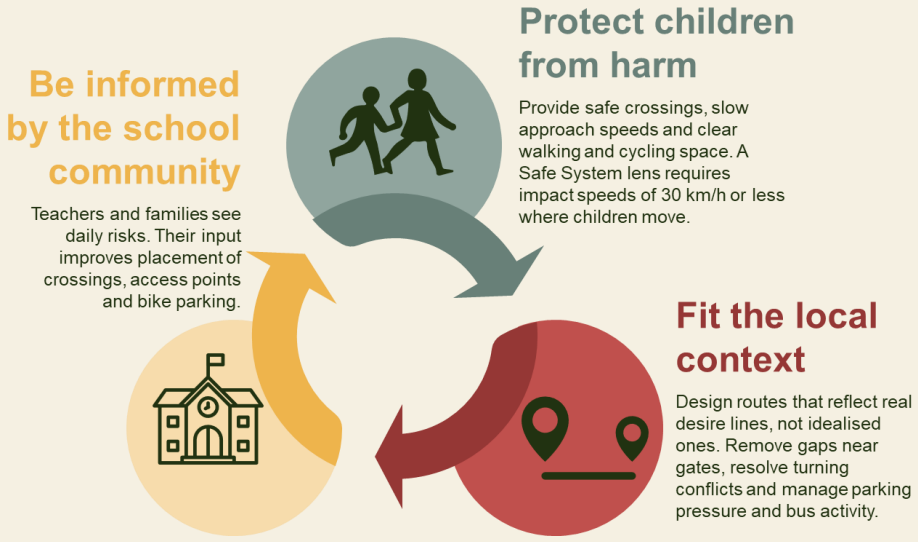


*Source: Improving Austroads Guidance for Cycling and Micromobility Planning, AP-R724-25, 2025*

## 5.1.3 Encouraging Active Transport to School

Children are particularly vulnerable road users. They can misjudge speed and distance, and they often move in groups. Children don't have access or often don't drive cars so active transport can provide them with independent mobility or they must rely on caregivers to take them places. Figure 34 shows current practice school travel planning principles that have been considered in this plan.

**Figure 34 Good practice school travel planning principles**





*Source: Adapted from Austroads Travel to School Guideline, AP-G111-26*

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Behaviour change and infrastructure must work together. Programs like walking school buses, bike education and route-familiarisation only succeed when crossings, speeds and footpath continuity support safe movement.

### 5.1.4 Safer Speeds for Active Transport

Reducing speed is one of the strongest levers in reducing harm. Safe System guidance and DTP's Speed Zone Policy set expectations for safer speeds in town centres and school areas.

*Benalla's town centre and school areas are treated as high-place environments. According to 2025 DTP Speed Zone Policy, speed limits range for these areas is between 10-40 km/h.*

**Figure 35 Overview of safe speed ranges**

**3.3. Overview of speed limit ranges**

Table 2 provides direction on appropriate speed zones for different road environments having regard to the five principles of this policy and using the Movement and Place framework's six street families present in Victoria.

| Road / Street Type | Description | Speed Limit Range |
|---|---|---|
| **Shared Zones** | Streets where pedestrians have priority over vehicle traffic along the road. | 10 km/h |
| **Car Parks and Recreational Reserves** | Car parks, recreational reserves and other similar areas where vehicles and pedestrians mix. | 20 km/h |
| **City Place** | Areas of high pedestrian and cyclist activity and lower levels of vehicle movement. City Places are places communities value and for people to enjoy. There is frequent mixing of travel modes. | 10-30 km/h |
| **City Streets and Hubs** | City Streets provide a world class pedestrian friendly environment. They aim to support businesses, on-street activity and public life while ensuring excellent connections with the wider transport network.<br>City Hubs are areas of high place value and pedestrian and cyclist activity which also perform a vehicle movement and/or public transport function. | 30-40 km/h |
| **Activity Streets and Boulevards** | Activity Streets and Boulevards provide access to shops and services by all modes. There is high demand for vehicle movement as well as place with a need to balance different demands within the available road space. Activity Streets and Boulevards aim to ensure a high-quality public realm with a strong focus on supporting businesses, traders and neighbourhood life. | 30-50 km/h<br>(may be time based) |
| **Schools** | Streets around schools serve as active transport precincts for student access which need to safely support children cycling and walking. | 30-40 km/h[1] |
| **Local Streets (Built-up)** | Local Streets provide quiet, safe and desirable residential access for all ages and abilities that foster community spirit and local pride. They are part of the fabric of our neighbourhoods, where we live our lives and facilitate local community access. | 30-50 km/h |

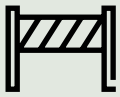
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*Source: DTP Speed Zone Policy, 2025*

## 5.2 Treatment types for Benalla

Six treatment types are used in this Active Transport Plan. They are included because they deliver strong Safe System outcomes, align with best practice and suit the local context of Benalla. Table 6 introduces the interventions that TAC and similar programs support in regional towns.

**Table 6 Treatment types for Benalla**

| ID | Treatment | Description |
|---|---|---|
| **A**  | Crossing and intersections | • Raised priority crossings, raised intersections, and pedestrian refuges.<br>• Reduced turning radii and improved sightlines at side streets.<br>• More frequent crossings where desire lines are strong. |
| **B**   | Safer speeds | • 30–40 km/h operation around schools, shops, and civic uses.<br>• Street layouts that encourage slower speeds by design.<br>• Use of thresholds, kerb build-outs, surface changes, and planting. |
| **C**  | Modal filters | • Measures that restrict through-traffic while maintaining local access and reduce traffic volumes and speeds on local streets.<br>• Includes partial road closures, no-entry or no-exit arrangements, and filtered intersections.<br>• Motor vehicle access is retained for residents, servicing, and emergency vehicles. Walking and cycling access remains continuous and direct.<br>• A no-exit arrangement already operates on Thomas Street, demonstrating local precedent. |
| **D**  | Protected bike paths (off-road shared path or buffered bike lane) | • Off-road shared paths or buffered bike lanes on key corridors.<br>• Physical protection maintained through intersections where risk is highest.<br>• Painted lanes with no buffer are avoided where speeds and volumes remain high. |
| **E**  | Walking and wheeling access upgrades | • Completion of missing footpath links on priority streets.<br>• Increased widths where passing demand is high.<br>• Upgrades to kerb ramps, surfaces, lighting, and crossfalls. |
| **F**  | Town edge and rural approaches | • Gateway treatments where speeds change quickly.<br>• Sealed shoulders or parallel paths on high-speed roads.<br>• Wayfinding, warning, and rest points on longer routes. |

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## Figure 36 Examples of treatments

### Raised priority crossings




*Source: Wollongong City Council*

### Convert school crossings to raised priority crossings




*Source: Hamilton City Council*

### Modal filter on Thomas Street, Benalla




*Source: Google Maps*

### Separated off-road bicycle lanes/paths



*Source: Wodonga City Council*

### Shared user paths




*Source: City of Ballarat*

### Wide footpaths



*Source: Rural City of Wangaratta*

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# Section 4

# What success looks like for Benalla

# 6 Vision, Objectives and Targets

## 6.1 Vision

*Benalla aims for a safe, direct, and connected walking and cycling network that links people to everyday places. It reflects Victoria's goal for walkable and bike-friendly towns.*

## 6.2 Objectives

**Protect people walking, cycling and using micromobility**

Build networks that keep people away from high-speed traffic. Use physical separation on 50–100 km/h roads, protected space at intersections, and low-speed local streets. Treat e-bikes, scooters and mobility devices as part of the same system with adequate width, smooth surfaces and predictable layouts.

**Lower operating speeds where people move.**

Use raised crossings, raised intersections and corridor-wide traffic calming to bring impact speeds into survivable ranges. Lower signposted speeds in school precincts and activity areas.

**Lower operating speeds where people move.**

Fix exposure along the full journey. Build continuous, connected walking and riding routes that do not drop users into unsafe gaps. Apply Safe System treatments consistently from end to end.

**Strengthen crossings and remove high-risk conflict points**

Prioritise raised priority crossings, kerb buildouts, and safe midblock links. Tighten corners, narrow lanes and manage turning speeds. Deliver continuous footpaths so people never need to step into live traffic.

**Reduce vehicle dominance in town centre and around schools**

Shift balance toward people. Manage parking, control speeds, and calm access streets around schools. Support mode shift through wayfinding, school programs, bike parking, and walking routes that match real desire lines.

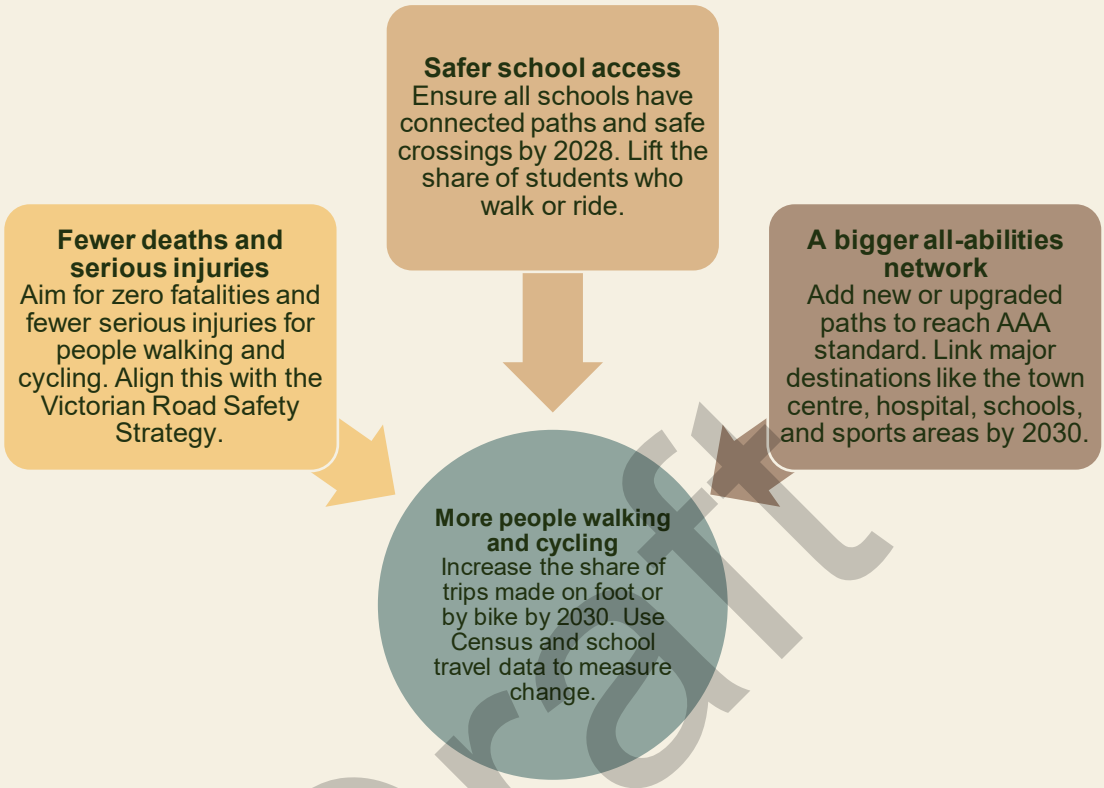
**Design for all ages and abilities**

Apply universal design. Ensure accessible surfaces, kerb ramps, lighting, seating and legible networks. Support older residents, children, mobility-aid users and people with disability.

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## 6.3 Targets

**Figure 37 Active Travel Targets for Regional Town**




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# 7 Ultimate Active Transport Network

The Ultimate Active Transport Network is the long-term blueprint for safe, connected walking and cycling in Benalla. The Ultimate Network is structured around three complementary components including the proposed Primary Active Transport Network, Pedestrian Path Priority Areas, Sports Cycling Network.

**Key findings**

The Lake Benalla Loop functions as the natural spine of the walking and cycling network.

Safe, all-ages connections into the Lake Loop can connect people to where they want to go.

Walking needs to be prioritised in the CBD, school precincts and civic areas to match how streets are used.

Recreational cycling routes exist but require safety treatments to manage high-speed traffic at town edges.

## 7.1 Primary Active Transport Network

While Benalla is compact and inherently walkable, some streets play a more important role in connecting people to everyday destinations such as schools, the town centre, the station and Lake Benalla.

The proposed Primary Active Transport Network identifies a set of preferred corridors that provide safe and comfortable routes between these destinations. These corridors typically:

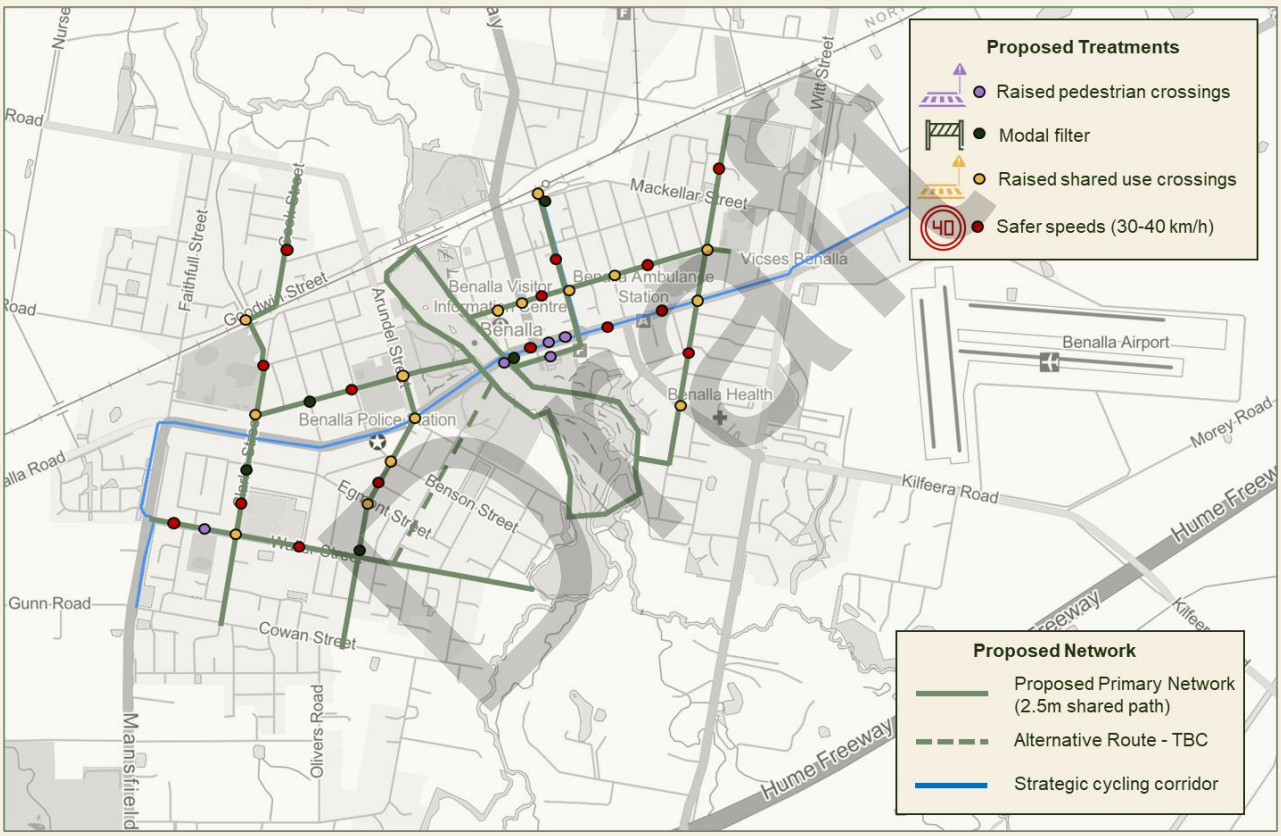
- Connect neighbourhoods with key destinations
- Have lower traffic volumes or speeds that support walking and cycling
- Provide opportunities to improve safety at key conflict points such as intersections and crossings.

Importantly, the proposed Primary Network does not imply that walking and cycling should only occur on these streets. The broader street network should support safe and comfortable walking across the whole township. Instead, the Primary Network provides a practical starting point for investment, focusing early improvements where they will have the greatest safety and connectivity benefits. As walking and cycling participation grows, the network can expand over time to include additional corridors and neighbourhood connections.

Figure 38 presents the Primary Active Transport Network which is built around:

- Lake Benalla as the central low-stress spine
- North–south and east–west access routes to connect people key destinations
- Connections suitable for children, older adults and mobility-aid users.

**Figure 38 Primary Active Transport Network**




*Source: Base map SCC, adapted by Eukai*

## 7.1.1 The Lake Loop as the Central Spine

### LAKE BENALLA IS BENALLA'S STRONGEST AND SAFEST EXISTING ACTIVE TRANSPORT ASSET.

It already operates as a natural hub for recreation and short trips because it is:

- Off-road and low stress
- Scenic, shaded and comfortable
- Centrally location between the town centre, schools, and residential areas

This Active Transport Plan formalises the Lake Loop as the anchor of the town-wide active transport network, not just a recreational circuit.

### 7.1.2 Primary Connections Into the Lake Loop

To function as an everyday transport corridor, the Lake Loop must be easy to enter from all directions. Three access corridors form the core of the primary network.

**Table 7 Primary access routes to the Lake**

| Corridor | Role in the Network | Outcomes |
|---|---|---|
| Thomas Street and Waller Street | Child-focused east–west access corridor (west) | • Creates a continuous east–west link into the Lake Loop from western neighbourhoods<br>• Extends safely to Waller Street to connect primary school and key school desire lines<br>• Provides a low-stress route that supports independent walking and riding for children, with survivable-speed crossings and protected space where needed |
| Clarke Street and Wedge Street | Child and residential focused CBD connector | • Provides a direct and safe connection between neighbourhoods, the Lake Loop and Bridge Street shops and services<br>• Functions as a key school access corridor, supporting safe walking and riding to/from the schools located on/near Wedge Street<br>• Supports short everyday trips by creating a calmer, pedestrian-priority environment with safer crossings and reduced operating speeds |
| Church Street and Salisbury Street | Child and residential focused CBD connector (east) | • Direct, safe connection linking the east side of the town centre into the Lake Loop and wider primary network<br>• Supports everyday trips to shops, services and civic destinations without needing to rely on Bridge Street<br>• Enables a safer, lower-stress east–west option for a wide range of users (children, older adults and mobility-aid users) |
| Carrier Street and Fawkner Dr | Primary public transport and employment connector | • Creates the primary walk/ride access route between the Lake Loop, Benalla Station and nearby employment destinations<br>• Supports easy walk–ride–train trips by improving continuity, crossings and end-of-trip facilities (bike parking/wayfinding) |

## 7.2 Pedestrian Path Priority Areas

Benalla township is inherently walkable. Its flat topography, street grid, mature tree canopy, and short distances between homes, shops and schools mean that walking should be a comfortable and realistic choice for most

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everyday trips. The ultimate network builds on these natural advantages by identifying locations where pedestrian movement must be prioritised to ensure safety, comfort and universal access.

While the whole town should function as a walkable environment, several areas warrant elevated priority due to their high pedestrian activity, lack of footpaths, vulnerability of users, or strategic value in connecting key destinations. The priority areas are informed by a detailed, town-wide footpath condition and gap assessment, which reviewed every street segment and identified missing links, surface issues and accessibility constraints.

**Table 8 Pedestrian paths priority areas**

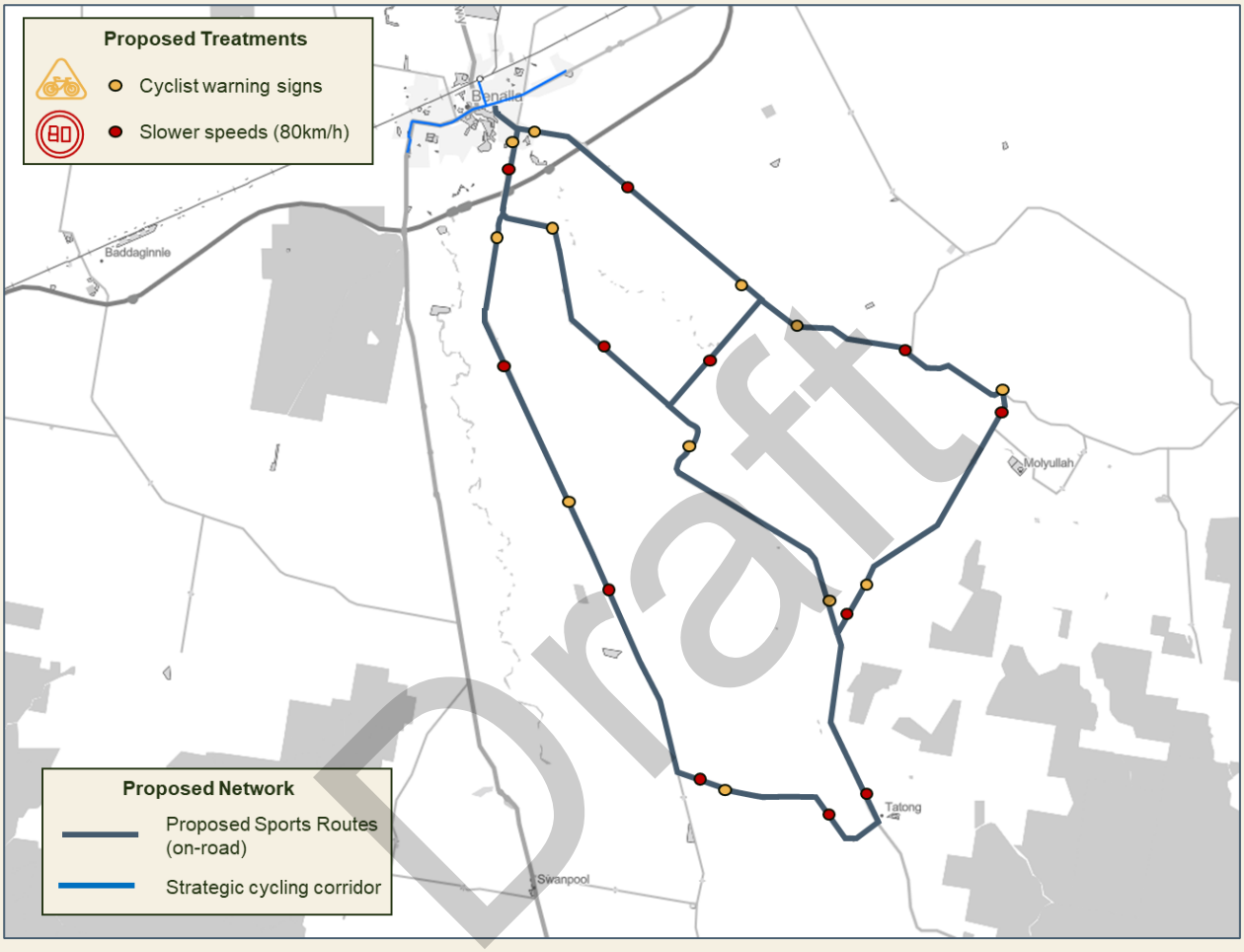
| Area | Role in the Network | Outcomes |
|---|---|---|
| School precincts (Wedge St, Faithfull St, Clarke St) | Highest priority walking environment with concentrated child movement | • Continuous footpaths on both sides of streets<br>• Safe access to all school gates and crossings<br>• Removal of pinch points and obstructions<br>• Supports independent walking to school |
| CBD and town centre grid<br>(Bridge St, Arundel St, Church St) | High pedestrian activity area including retail, services and civic destinations | • Consistent, accessible footpaths (≥2.0 m where possible)<br>• Improved crossing access and legibility<br>• Removal of trip hazards and clutter<br>• Supports older adults and everyday walking |
| Lake Benalla access routes | Key connectors between neighbourhoods and the town's primary walking spine | • Continuous footpaths linking directly to the lake<br>• Improved accessibility for mobility devices and prams<br>• Clear and legible connections into the Lake Loop |
| Rail station and health precinct | High-accessibility environment for all users including people with reduced mobility | • Step-free, continuous paths<br>• Improved connections between station, bus stops and surrounding streets<br>• Supports walk–ride–train trips and access to services |
| Residential feeder streets (north and south catchments) | Local streets that connect neighbourhoods to primary corridors and destinations | • Filling missing footpath gaps<br>• Basic level of service across all streets<br>• Improved safety and comfort for everyday walking |
| Town edge and arterial interfaces | Transition areas where walking routes meet higher-speed environments | • Safe separation from traffic where possible<br>• Formalised walking space (paths or shoulders)<br>• Reduced exposure to high-speed traffic |

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## 7.3 Sports Cycling Route

Benalla supports a well-established recreational and fitness cycling culture, particularly on rural roads south and east of town.

**Figure 39 Sports Cycling Routes**




*Source: Base map SCC, adapted by Eukai*

These routes sit outside the All Ages and Abilities urban network but remain strategically important because sports cycling can build participation and acceptance, recreational riders can transition to everyday riding and routes contribute to tourism and regional identity.

**Characteristics of the Sports Cycling Network**

Key needs on these routes include:

- Sealed shoulders or off-road options
- Clear transition treatments at town edges
- Signage driver-awareness measures.
- Speeds that align to IRAP and Austroads Standards

*The Ultimate Active Transport Network shifts Benalla from isolated path segments to a connected, safe and comfortable system.*

*It leverages the Lake Loop, prioritises pedestrian safety in high-activity areas, and recognises the role of active transport to school and recreational cycling in building broader participation.*

**Figure 40 Aboriginal Garden at Benalla Lake**





# Section 5
# How Benalla responds

# 8 Network Gaps, Risks and Needs

This section compares the Ultimate Active Transport Network with the current network to reveal where key gaps, risks and needs remain.

**Key findings**

Most gaps occur where walking and cycling meet high-speed or complex traffic environments.

Missing crossings and wide intersections create predictable, high-risk conflict points.

Discontinuous footpaths and cycling routes break trips and force people into unsafe behaviour.

School routes fail to provide end-to-end Safe System protection for children.

Edge-of-town and rural roads expose walkers and riders to unsurvivable speeds with little protection.

The Primary Network, Pedestrian Paths Areas, and Sports Cycling Routes have been assessed against Safe System and All Ages and Abilities principles.

The analysis highlights:

- Gaps: What's missing or underperforming in the existing network.
- Risks: How these gaps create unsafe or unattractive conditions for people walking, riding or using mobility devices.
- Needs: Proposed actions or treatments required to close several gaps.

## 8.1 Primary Active Transport Network

The Lake Benalla loop is Benalla's most used walking and cycling space. However, the paths that connect to it are inconsistent and sometimes unsafe. The goal is to link people to the lake safely and comfortably via Thomas Street, Wedge Street, Church Street and Fawckner Drive, forming continuous north–south and east–west routes.

**Table 9 Gaps, Risks and Needs for Primary Active Transport Network**

| Gap | Risk / Consequence | Need |
|---|---|---|
| **Discontinuous footpaths and narrow sections on approach streets** | People step into traffic or use verges. Inaccessible for wheelchairs or prams | Complete and widen footpaths to All Ages and Abilities width (≥2.0 m), ensure continuous connections to the lake |
| **Lack of safe crossing points on high-speed or wide intersections** | People walking and riding bikes mix with >40–50 km/h traffic, creating high injury risk | Install raised priority crossings and raised intersections to slow vehicles to ≤30 km/h |
| **No protected space for bike riders on approach roads** | Riders mix with high-speed traffic or avoid cycling altogether | Provide off-road shared paths or protected bike lanes on approach corridors |
| **High speeds on local streets and nearby schools and activity areas** | Operating speeds exceed Safe System thresholds, increasing the likelihood and severity of crashes I | Apply "safe speeds by design" to achieve 30–40 km/h operating environments in activity areas using traffic calming |

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| | | |
|---|---|---|
| **Limited wayfinding and signage to the lake** | Visitors and new users can't find the safest route; perceived network discontinuity | Add branded wayfinding (signs, surface markings, maps) linking neighbourhoods to the lake loop |

**Figure 41 Example of gaps and proposed needs at the intersection of Arundel Street, Bridge Street and Thomas Street**

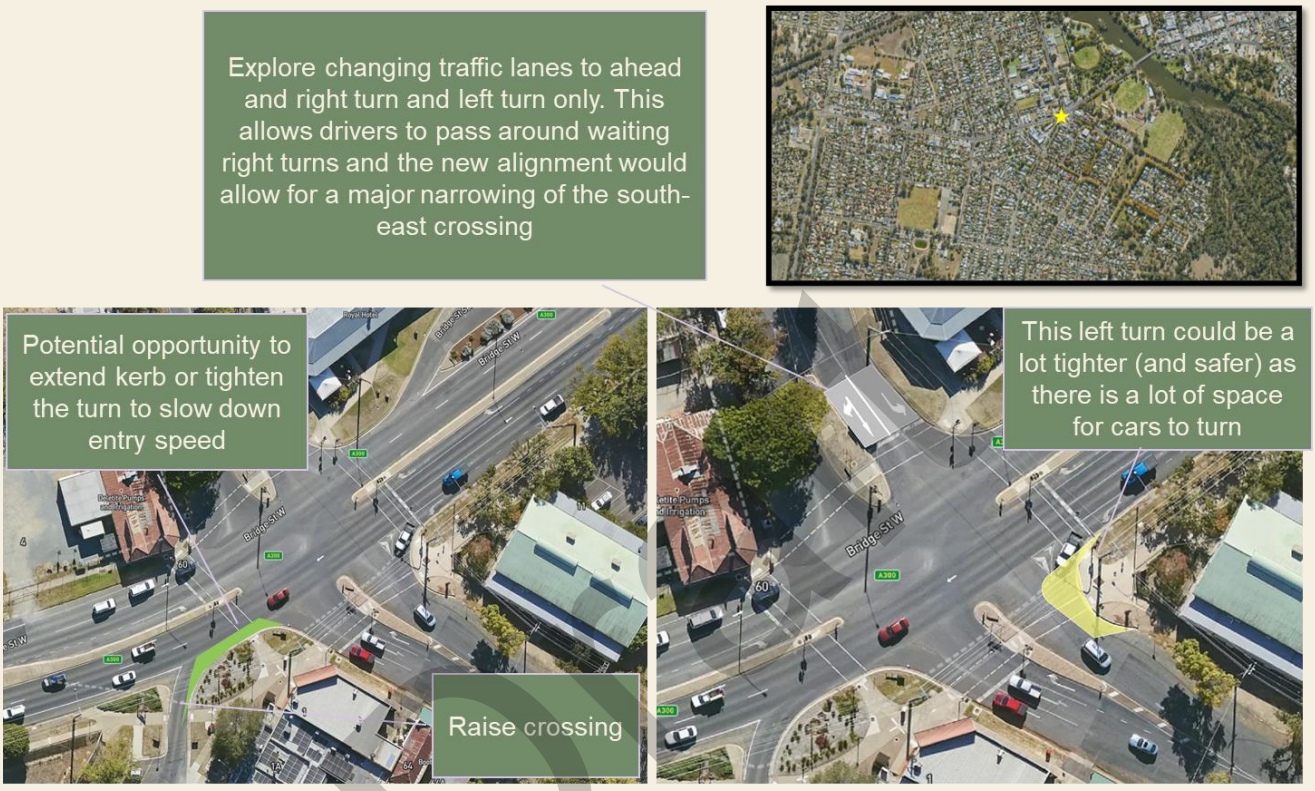



**Figure 42 Street and Bridge Street intersection**



**Figure 43 Example of gaps and proposed needs for Wedge Street connection**




**Figure 44 Example of gaps and proposed needs around schools to improve children's safety and independent mobility**



**Figure 45 Gaps and proposed needs at Carrier Street and Benalla Station**




**Figure 46 Example of existing unprotected crossing outside school**



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## 8.2 Pedestrian Path Priority Areas

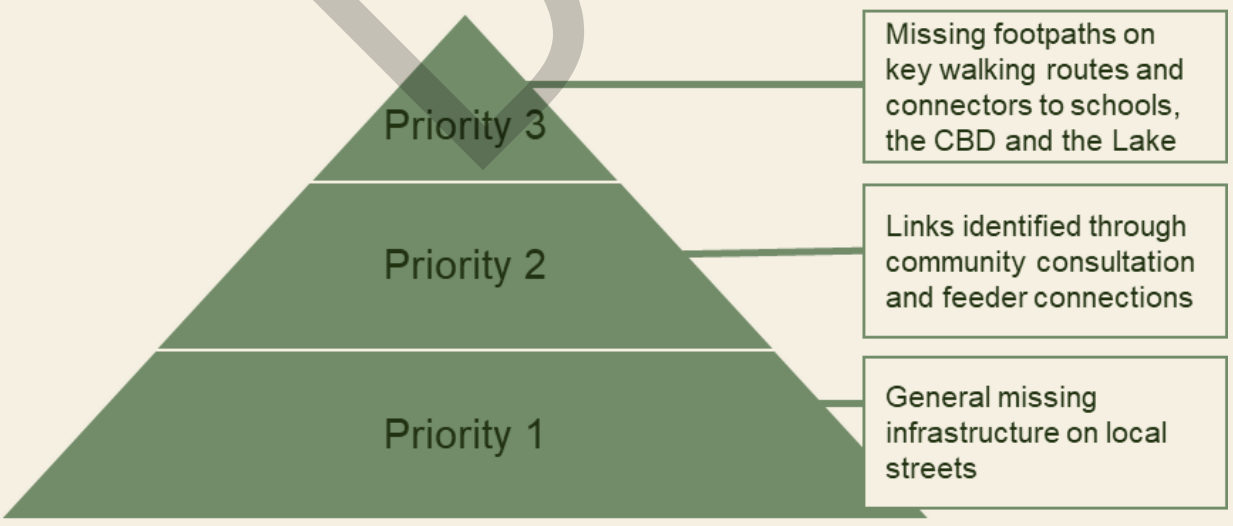
The pedestrian network should function seamlessly across Benalla's grid. The goal is to make walking an easy and safe mode of transport for short local trips.

**Table 10 Gaps, Risks and Needs for Pedestrian Path Priority Areas**

| Gap | Risk / Consequence | Need / Response |
|---|---|---|
| **High vehicle speeds (50 - 60 km/h) through CBD and near schools** | Impact speeds above survivable threshold; unsafe for children and seniors | Apply area-wide 30–40 km/h limits; redesign streets to self-enforce speed with geometry and greening |
| **Limited or poorly designed crossings (Bridge Street, Fawckner Drive, Faithfull Street)** | People rely on driver courtesy; frequent near misses | Install raised crossings or kerb buildouts; improve visibility and consistency across precincts |
| **Inconsistent footpath standards and accessibility** | Older 1.0–1.2 m paths exclude mobility devices and limit independence | Upgrade footpaths to accessible width (2m- 2.5m) and surface; include tactile indicators and kerb ramps |
| **Poor lighting and visual clutter** | Reduced personal security, especially at night | Deliver lighting upgrades and declutter paths for better visibility |
| **Minimal place-making elements** | Harsh walking environment | Integrate kerb build-outs, and landscaping to calm local streets |

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A detailed footpath condition and gap assessment was undertaken across Benalla, reviewing street segments for footpath presence, condition and accessibility. The assessment identified:




The results confirm that:

- Many streets have no footpath on one or both sides
- School frontages and key connectors contain critical missing links
- Informal "goat tracks" and worn paths indicate latent demand for walking infrastructure
- Accessibility is inconsistent, particularly for mobility-aid users
- These findings directly inform the Pedestrian Path Priority Areas and the prioritised project list.

## 8.3 Sports Cycling Routes

Benalla's southern and eastern approach roads support regular fitness and group riding. These routes connect the town to scenic countryside but expose cyclists to high-speed traffic. While not part of the All Ages and Abilities urban network, they are vital for recreation, health and tourism.

**Table 11 Gaps, Risks and Needs for Sports Cycling Network**

| Gap | Risk / Consequence | Need |
|---|---|---|
| **Limited driver awareness of cyclists** | Overtaking conflicts and close passes | Install cyclist warning signage (see example in **Error! Reference source not found.**) |
| **High driver speeds** | Higher risk of fatality if collision occurs | Reduce speeds from 100 km/h to 80km/h |
| **Narrow or unsealed shoulders on high-speed roads (80–100 km/h)** | Limited space for cyclists; severe crash outcomes if struck | Widen and seal shoulders to minimum 1.5 m; provide edge line markings and rumble strips where appropriate |
| **No defined transition between urban 50 km/h and rural 80–100 km/h zones** | Sudden speed increase; unsafe environment for riders leaving town | Introduce "gateway treatments" (threshold markings, signage, road narrowing) to signal speed change |
| **Gravel or uneven surfaces on older trails (towards concrete works / weir)** | Reduced usability and potential loss of control | Upgrade surface quality; ensure regular maintenance and drainage |
| **No link to regional trail network (e.g., Winton Wetlands, Tatong)** | Lost tourism and economic opportunity | Investigate future off-road trail alignment connecting to regional recreational networks |

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**Figure 47 Example of cyclist warning signs**



## 8.4 Summary

The analysis confirms that most of Benalla's barriers to active travel are not distanced travel, but design related. The gaps and risks outlined point to practical, achievable interventions including completing key connections, lowering speeds, improving crossings, and enhancing wayfinding and amenity. Section 9 translates these needs into a project list and Safe System treatment framework, guiding Benalla's next stage of investment.

# 9 Priority Projects

This section translates the gaps, risks and needs identified in Section 8 into a practical list of deliverable projects. Projects are grouped into corridor and package-based upgrades that build the Primary Active Transport Network and improve safety on town-edge and rural cycling approaches,

Projects are categorised by treatment types (Table 12) to make the proposed works clear and consistent, and to support prioritisation, staging and funding discussions with Council and delivery partners.

**Table 12 Treatment types**

| ID | Treatment | ID | Treatment |
|---|---|---|---|
| A  | Crossing and intersections | D  | Protected bike paths (off-road shared path or buffered bike lane) |
| B  | Low-speed place areas | E  | Walking and wheeling access upgrades |
| C  | Modal filters | F  | Town edge and rural approaches |

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## 9.1 List of projects

The following projects translate the identified network gaps, risks and opportunities into a practical and deliverable program of works across Benalla. To support implementation, projects are staged based on complexity, cost and delivery readiness. This approach allows Council to prioritise early quick wins, while planning for more complex corridor and network upgrades over time. Delivery is structured as follows:

- Short term (1–3 years): quick-build crossings, signage, small infill links.
- Medium term (3–6 years): protected lanes, off-road shared paths, school access routes.
- Long term (6–10 years): rural connectors, major hubs, high-cost corridors.

The sections below present priority projects across each network component, with detailed pedestrian path priorities provided in Appendix A.

### 9.1.1 Proposed Primary Active Transport Network

**Table 13 List of projects aligned with the primary active transport network**

| ID | Corridor / package | Location | Treatment type | Project scope | Timeline and cost | Priority rationale |
|---|---|---|---|---|---|---|
| **PN1** | Thomas St and Waller St east -west connection | Thomas St to Waller St | A, B, D, E | Continuous off-road shared path and safer crossings to support school trips and lake access | Medium $$$ | Core child-focused desire line and primary lake access route; high safety payoff and network spine function |
| **PN2** | Thomas and Waller safe speeds by design | Full corridor | B | Corridor-wide speed management to achieve low operating speeds | Short $ | Enables survivable speeds and makes other investments such as crossings and paths effective |
| **PN3** | Thomas St modal filtering and quiet street | North of roundabout at Thomas Street and Cowan Street | C | Investigate filtered access to reduce rat-running while maintaining walking and cycling permeability | Long $–$$ | Proven way to reduce volumes and speeds but requires consultation and testing |
| **PN4** | Egmont St and Thomas St crossing upgrade | Intersection | A | Raised priority crossing on key desire line | Short $ | Quick-win safety improvement at known crossing point |
| **PN5** | Waller St path upgrade | Corridor | D, E | Widen to shared path standard (3m) or provide buffered bike lanes | Medium $$–$$$ $ (for buffered bike lanes) | Strong access benefit; may require staged delivery and resolution of corridor constraints |

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| ID | Corridor / package | Location | Treatment type | Project scope | Timeline and cost | Priority rationale |
|---|---|---|---|---|---|---|
| **PN6** | Thomas St path upgrade | Corridor | D, E | Widen to shared path standard (3m) or provide buffered bike lanes | Medium $$–$$$<br>$ (for buffered bike lanes) | Strong access benefit; supports primary corridor function |
| **PN7** | School crossing upgrade raised | Waller St | A | Raised priority crossing at school frontage | Short<br>$ | High-priority child safety project; strong alignment with funding programs |
| **PN8** | Waller St school zone traffic calming | School approaches | B | Vertical deflection and threshold treatments | Short<br>$ | Supports safe speeds in highest-risk pedestrian environment |
| **PN9** | Clarke St and Wedge St corridor package | Corridor | A, B, E | Continuous walking and wheeling access and safer crossings | Medium<br>$$ | Primary lake and CBD connector; high everyday trip value |
| **PN10** | Wedge St priority and raised crossings | Key intersections | A, B | Rebalance priority and provide raised crossings at desire lines | Short to Medium<br>$–$$ | Improves function as low-stress school and residential connector |
| **PN11** | Wedge St diagonal slow point | Wedge St Mid-corridor | B | Use geometric slow points (e.g., diagonal shift and narrowing) to reduce speeds and reinforce place function | Medium<br>$$ | Strong speed management outcome; requires design testing |
| **PN12** | Safe intersection upgrades network-wide | Primary routes | A | Raised crossings and raised intersections, tighter radii and sightline improvements | Short to Medium<br>$–$$ | Targets highest-risk conflict points across the network |
| **PN13** | Cecil St quiet connector investigation | Showground connection | D, A, E | Investigate alternative low-stress route including shared path and crossings | Long<br>$$ | Promising corridor but requires further feasibility work<br>*(Only consider if Thomas St corridor is not feasible)* |

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| ID | Corridor / package | Location | Treatment type | Project scope | Timeline and cost | Priority rationale |
|---|---|---|---|---|---|---|
| **PN14** | Roundabout crossing upgrades | Multiple locations | A | Raised crossings at roundabout entries and exits | Medium $$ | Improves safety at key barriers but requires detailed design |
| **PN15** | Church St and Salisbury St corridor | East - west corridor | A, B, E | Continuous paths, crossings and speed management | Medium $$–$$$ | Key eastern access to lake and CBD; fills major network gap |
| **PN16** | Church St, Salisbury St and Avon St raised crossing | School location | A, B | Raised priority crossing at school approach | Short $ | Direct school safety improvement; strong grant alignment |
| **PN17** | Carrier St and Fawkner Dr station connector | Station link | A, B, D, E | Continuous low-stress walking and riding connection to station (explore buffered bicycle lanes and safe speeds) | Short to Medium $$ | Critical link to station; aligns with Inland Rail upgrades |
| **PN18** | Station precinct access upgrades | Station forecourt | A, E | Raised crossings and step-free paths across desire lines | Short $–$$ | Immediate safety benefit; aligns with current station investment |
| **PN19** | Carrier St partial closure | Near station | C, E | Partial closure to prioritise walking and cycling while maintaining access | Medium $–$$ | High-impact safety improvement; requires consultation and design |
| **PN20** | Clarke St and Simpkin Dr modal filter | School connection | C | Filtered movement to create quiet school route | Medium to Long $–$$ | Targeted school improvement but requires stakeholder buy-in |
| **PN21** | Lake Loop wayfinding | Lake and approaches | E | Signage, surface markings and maps | Short $ | Quick win that improves usability and legibility |
| **PN22** | Lake Loop upgrades all-weather | Lake sections | E | Surface and drainage improvements | Medium $$ | Strong accessibility and inclusion benefit |
| **PN23** | Grade-separated crossing long-term | To be confirmed | Future | Pedestrian and cycle bridge feasibility | Long | Grade-separated crossing long-term |

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### 9.1.2 Pedestrian Priority Path Areas

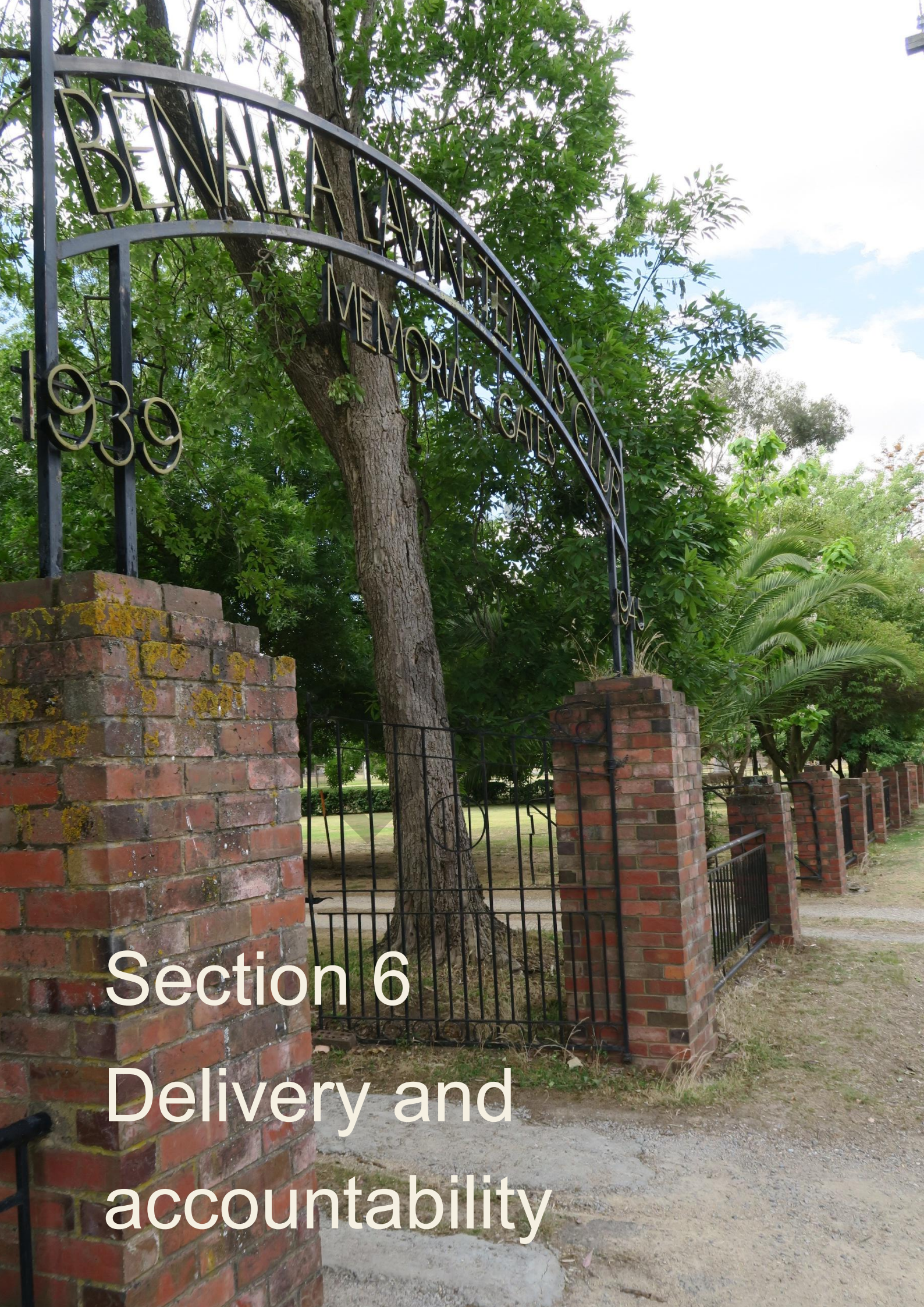
The pedestrian priority path areas is provided as a technical assessment in Appendix A.

### 9.1.3 Sports Cycling Network

**Table 14 List of projects aligned with the sports cycling transport network**

| ID | Corridor / package | Location | Treatment type | Project scope | Timeline and Cost | Priority rationale |
|---|---|---|---|---|---|---|
| **SN1** | Samaria Rd town-edge gateway package | Urban edge transition (50 to 80 and 100 km per hour zone) | F, B | Install gateway and threshold treatments where speeds change quickly; reinforce speed transition and rider presence | Short<br>$–$$ | Addresses the highest-risk condition at the town edge where speed environments change rapidly; relatively deliverable and high safety impact |
| **SN2** | Samaria Rd rider warning and share the road cues | Key approach segments and pinch points | F | Add cyclist warning signage and delineation cues at known conflict locations | Short<br>$ | Useful supporting measure that can be delivered quickly; most effective when paired with gateway and shoulder improvements |
| **SN3** | Shoulder improvements | Priority segments on Kilfeera Rd | F | Investigate and deliver shoulder widening and supporting signage as a safety package | Medium to Long$$–$$$ | Provides important safety uplift on high-speed rural routes but likely dependent on coordination with road authority programs |

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# Section 6
# Delivery and accountability

# 10 Illustrative Concept Designs

This section outlines a set of illustrative concept packages that demonstrate how Safe System and All Ages and Abilities principles can be applied within Benalla's street network. The concepts translate several of the network aspirations into practical, grant-ready project ideas that could be further developed through detailed design and community consultation.

The concepts are intended to demonstrate examples of how safety risks identified in the network assessment could be addressed and how corridors and activity areas could support safer walking and cycling.

## 10.1 Improving Access to Benalla Station Area

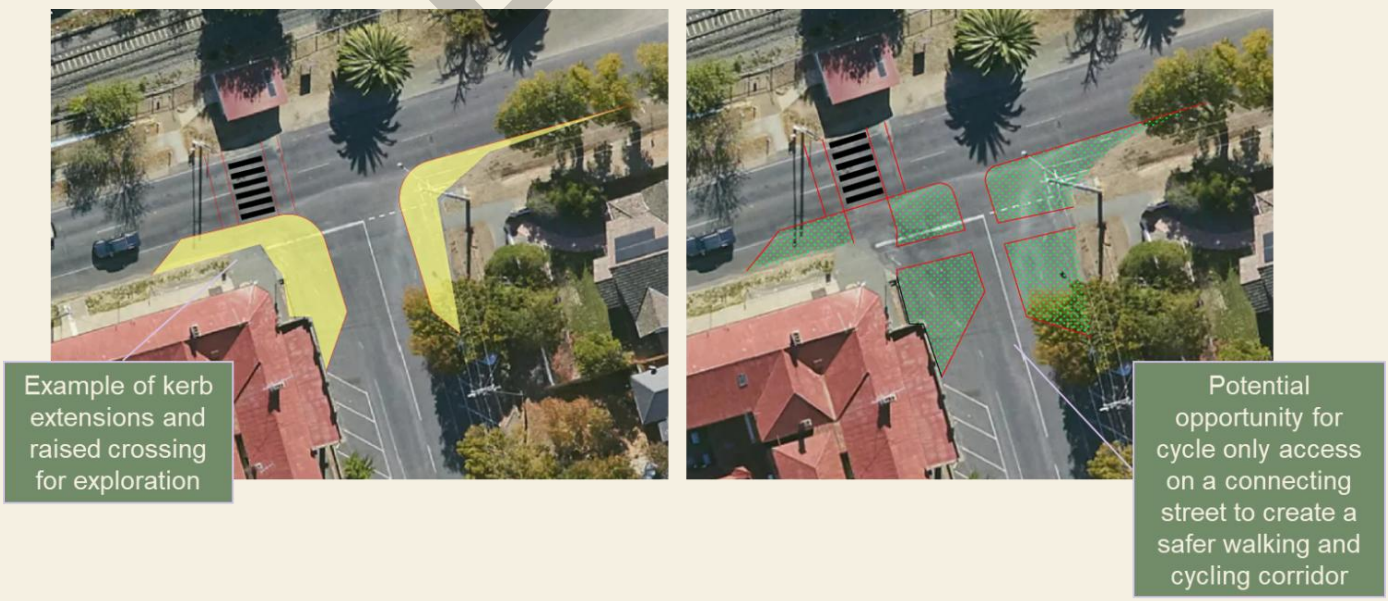
The Benalla Station area concept focuses on making the station precinct safe, legible and accessible that supports walk and ride to train trips and connects to the town centre and the Lake Loop. Elements explored in this concept include:

- Raised priority crossings or thresholds on key pedestrian desire lines
- Continuous step-free paths connecting the station forecourt, bus stops, parking areas and surrounding streets
- Clear walking and cycling links between the station, town centre and lake network
- Improved lighting and passive surveillance to support early morning and evening use
- Secure bike parking and convenient short-stay racks near station entrances
- Wayfinding that helps visitors understand how to walk or ride into the town centre and lake precinct.

The concept also explores options to simplify traffic movement near the station, including potential changes to street access that reduce through-traffic while maintaining access for pick-up and drop-off, buses and servicing.

These ideas are intended to support integration with planned station improvements and ensure the precinct functions as a welcoming gateway to Benalla.

**Figure 48 Benalla Station design ideas**




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**Figure 49 Example of treatments at Benalla Station (artist impression)**



## 10.2 Targeting Safety on Bridge Street

The Bridge Street concept ideas focus on improving safety and comfort within Benalla's primary activity area, where pedestrian movement, vehicle traffic and turning movements converge.

The concept will identify staging options, including quick-build elements and longer-term treatments likely requiring DTP coordination.

**Figure 50 Example treatments to improve pedestrian safety at Bridge Street West**




**Figure 51 Example treatment to improve safety and amenity along Bridge Street (artist impression)**



## 10.3 Example Treatments for Local Street Corridors

Local street corridors play an important role in connecting neighbourhoods to schools, parks, the lake and the town centre. Many of these streets already provide relatively low-traffic environments but could benefit from targeted improvements to increase safety and comfort.

These concepts illustrate a typical package of improvements that may be applied to neighbourhood connectors across Benalla. Potential treatments include:

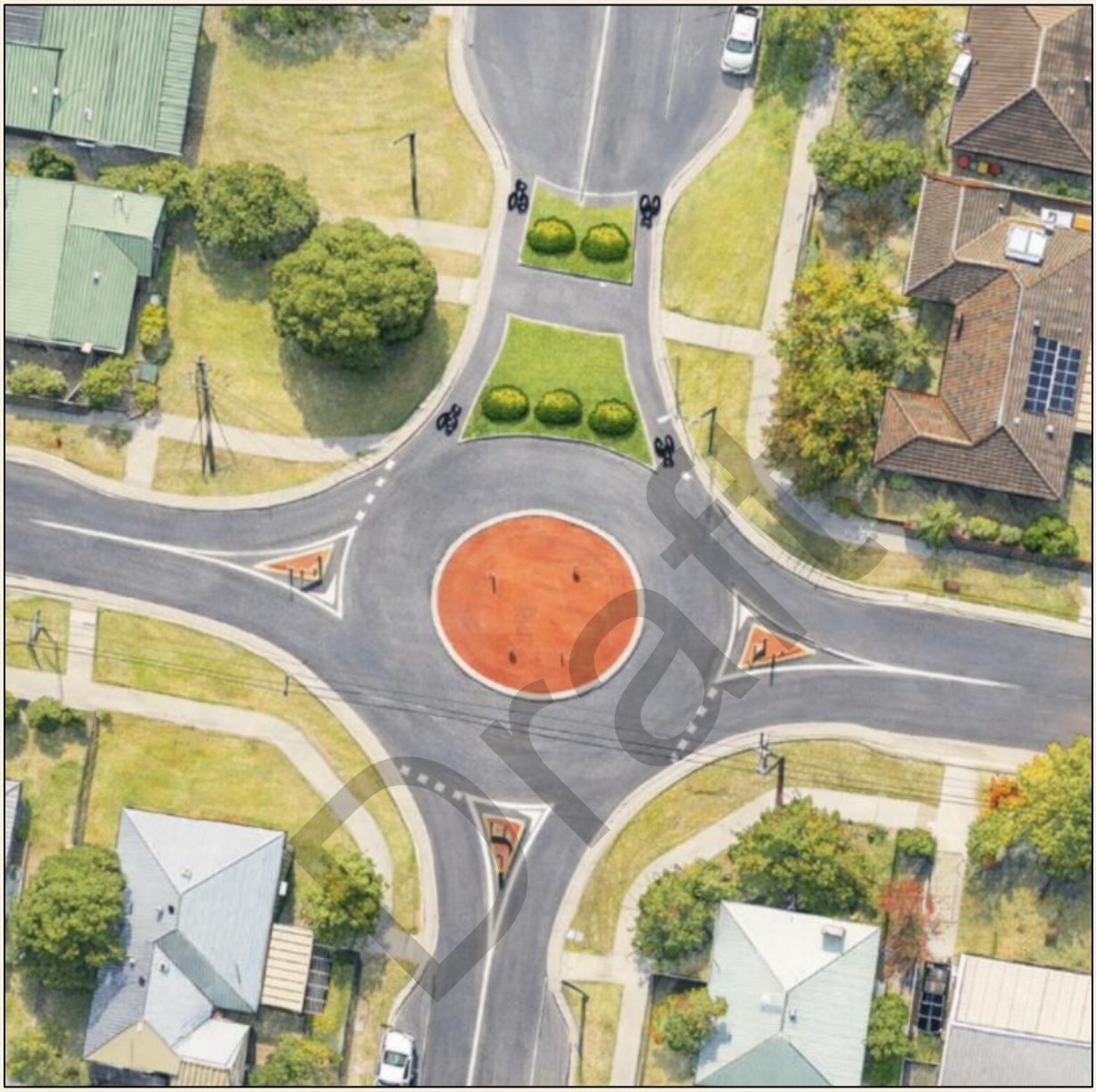
- Continuous shared paths or improved footpaths where gaps currently exist
- Raised priority crossings or raised intersections at key desire lines
- Traffic calming measures that support lower operating speeds
- Improved visibility at side streets through tighter turning radii and better sightlines
- Clear priority for people walking and riding across side streets
- Wayfinding that helps residents identify comfortable routes to the lake, schools and town centre.

**Figure 52 Example treatments on local streets to improve safety and comfort for active travel**



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**Figure 53 Example of treatments on local streets to make it more welcoming to people walking and riding**



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# 11 Delivery

Delivering Benalla's Active Transport Plan will require coordinated action across Council, State agencies and community organisations. The projects identified in this Plan vary in scale, complexity and delivery pathway, ranging from quick-build safety improvements to longer-term corridor upgrades.

This section outlines how delivery will be supported through clear roles and responsibilities, ongoing monitoring and evaluation, and a targeted funding approach. These elements ensure that the Plan can move from strategy to implementation in an achievable way.

## 11.1 Roles and Responsibilities

Delivering a connected and safe active transport network requires collaboration between multiple agencies and stakeholders. Each organisation plays a role in planning, funding, approving or delivering infrastructure and programs. Clear understanding of these roles will support project delivery and strengthen funding applications.

**Table 15 Roles and responsibilities**

| Stakeholder | Role /and Responsibility |
|---|---|
| Department of Transport and Planning, VicRoads, Regional Roads Victoria (under DTP) | Manages arterial roads. Approves crossings, speed changes and works on highways and rail corridors. Controls traffic devices and administers key funding programs. Essential partner for projects on or near arterial roads. |
| Transport Accident Commission (TAC) | Major safety funding partner. Supports Safe System projects, grants, campaigns and evaluation. Not a delivery body but critical for co-funding safety-focused infrastructure. |
| Public Transport Victoria | Involved where projects interface with bus stops or the station. Supports infrastructure such as station bike parking and access improvements. Required for any public transport interface works. |
| Developers | Deliver footpaths and internal connections within new developments. Contribute to external links and crossings where development generates demand. Ensure active transport is embedded in growth areas. |
| Community partners | Includes schools, health services, clubs and walking and cycling groups. Support behaviour change programs, promote active travel and assist with engagement and data collection. |
| VicTrack and rail authorities | Required where projects interface with rail land. Manage approvals, land access and coordination with rail infrastructure. |
| Tourism North East and tourism bodies | Support recreational trail projects through funding, promotion and regional marketing. Important partners for tourism-linked cycling routes. |

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## 11.2 Monitoring and Evaluation

Monitoring and evaluation are critical to ensure the Active Transport Plan delivers meaningful outcomes over time. This framework enables Council to track progress, measure success and respond to emerging issues.

Data will be collected regularly to understand how people are using the network, whether safety is improving, and where further investment is required. This approach supports adaptive delivery and

**Table 16 Monitoring and Evaluation**

| Data Category | What to Measure | Purpose |
|---|---|---|
| Usage volumes | Counts of people walking and cycling on key routes such as the CBD, Lake Loop and school corridors using automated or manual counts | Tracks participation growth and shows whether network improvements increase use |
| Cycling Level of Service (CLoS) | Periodic scoring of infrastructure quality before and after upgrades | Tests whether infrastructure meets all ages and abilities standards and improves user experience |
| User feedback | Annual surveys, online feedback and community input on safety and comfort | Captures lived experience and identifies issues not visible in quantitative data |
| Crash data | Official crash statistics, near-miss reports and minor injury data | Monitors reductions in deaths and serious injuries and identifies high-risk locations |
| Mode share | Census data, school travel surveys and national walking and cycling surveys | Measures shifts from driving to walking and cycling over time |
| Project-specific indicators | Before and after counts, speed reductions and school travel behaviour changes | Evaluates whether individual projects achieve their intended outcomes |

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## 11.3 Funding Strategy

Delivering the Active Transport Plan will require a combination of Council investment and external funding. Projects have been structured to align with common funding programs, particularly those focused on road safety, regional development and active transport.

A staged delivery approach allows Council to package projects into funding-ready components, starting with lower-cost, high-impact improvements and progressing to larger corridor upgrades over time.

**Table 17 Funding Sources**

| Funding Source | What it Supports | Impact (H/M/L) | Probability of Funding (H/M/L) |
|---|---|---|---|
| TAC Safer Pedestrians and Cyclists Programs | Safety-focused projects including raised crossings, roundabout upgrades, school zones and protected links | High – strong safety benefits aligned with Safe System | High – strong alignment with regional safety priorities |
| Federal grants including Black Spot and regional programs | Crash-history sites, trails, regional links and community infrastructure projects | High for Black Spot, Medium for broader programs | Medium – competitive but strong cases succeed, particularly at proven crash sites |
| Council capital works | Footpaths, crossings, shared paths, local upgrades and co-funding contributions | High – essential for delivering priority projects and leveraging grants | High – dependent on Council budget but consistent year to year |
| Tourism North East and regional trails funding | Recreational trails, rail trails and tourism-focused cycling infrastructure | Medium – supports visitation and regional identity | Medium – stronger where projects align with tourism strategies |
| Schools and health partnerships | Programs and small-scale infrastructure such as bike parking and Safe Routes initiatives | Low to Medium – supports behaviour change | Medium – smaller grants are more readily achievable |

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# Appendix A
# Detailed Footpath Assessment

| Ref | Street | Segment | Direction | Left Path Type | Right Path Type | Land Use, or condition comments | Active Travel Plan, networks 2026 | Upgrade trigger (Growth / Consultation / Feeder etc ) | Priority 3 includes critical gaps on the active travel network where no footpath exists. Priority 2 includes locations raised through consultation that improve connections to the walking network. Priority 1 includes local streets without footpaths that are not part of the strategic network. | Consultation evidence / quote |
|---|---|---|---|---|---|---|---|---|---|---|
| NRQ-01 | Railway Place | Rail edge section | Eastbound | Spray Seal | No footpath | Rail precinct, Inland Rail works noted | Connector | | 3 | |
| NRQ-02 | Holloway St | From Commercial Rd | Northbound | No footpath | No footpath | | - | Consultation | 2 | "Many local streets don't feel safe enough… the barrier isn't distance—people are choosing not to walk because the environment feels risky." |
| NRQ-03 | Gillies St | — | Northbound | Spray Seal | No footpath | Left residential, right industrial | - | | 1 | |
| NRQ-04 | Roe St | Gillies → Holloway | Westbound | No footpath | No footpath | Residential | - | Consultation | 2 | "Benalla's everyday walking network is held back by missing links and inconsistent standards." |
| NRQ-05 | Ryan St | Commercial Rd → Holloway | Eastbound | No footpath | No footpath | Clear signs of people walking | Connector | Consultation | 3 | "Clear signs of people walking" (noted in audit) combined with consultation: "Missing footpaths… people walk on verges or in traffic." |
| NRQ-06 | Commercial Rd | Ryan → Hannah | Southbound | Concrete | No footpath | Near pub, Signs of people walking where path would be | connector | Consultation | 3 | "Crossings and footpath continuity are the most consistent priorities raised." |
| NQ-01 | Faithfull St | Bridge St → Helms Ct | Northbound | Concrete | Concrete | | connector | | 0 | |
| NQ-02 | Faithfull St | Helms Ct frontage (school side) | Eastbound view | No footpath | Concrete | P–12 College, Gets plenty of use | connector | Consultation | 3 | "School precincts need slow speeds, raised crossings and continuous paths." |
| NQ-03 | Faithfull St | Helms Ct → Robertson Ct | Northbound | Concrete | No footpath | | connector | Consultation | 3 | "Children must cross wide fast roads or mix with traffic." |
| NQ-04 | Faithfull St | North of Robertson Ct south rail line | Northbound | No footpath | Concrete | School frontage | connector | Consultation | 3 | Same school-route consultation concerns. |
| NQ-05 | Faithfull St | Across level crossing | Northbound | No footpath | Concrete | | connector | | 3 | |
| NQ-06 | Faithfull St | North of Goodwin → Harold | Northbound | Concrete | Concrete | | connector | | 0 | |
| NQ-07 | Harold St | Faithfull → Goodwin | — | Concrete | Concrete | Residential | - | | 0 | |
| NQ-08 | Faithfull St | Past First Ave | Northbound | Concrete | Concrete | | connector | | 0 | |
| NQ-09 | Burke Dr | Faithfull → Coish Ave | — | Concrete | Concrete | | - | | 0 | |
| NQ-10 | Faithfull St | Burke Dr → Third Ave | Northbound | Concrete | No footpath | ResidentialSigns of people walking | connector | | 3 | |
| NQ-11 | Third Ave | Faithfull → Coish | — | Concrete | Concrete | | - | Consultation | 2 | "Continuous footpaths on all key routes" identified as priority. |
| NQ-12 | Faithfull St | Third Ave → Goomalibee Ave | Northbound | No footpath | No footpath | Missing segment noted | connector | | 3 | |
| NQ-13 | Goomalibee Ave | Faithfull → Coish | Westbound | No footpath | No footpath | New development (north side) | - | Consultation | 2 | "Many local streets don't feel safe enough for walking." |
| NQ-14 | Coish Ave | Columbia → Third Ave | Southbound | Concrete | Concrete | Residential | - | | 0 | |
| NQ-15 | Bourke Ave | Coish → Stapleton Ct | Westbound | No footpath | No footpath | | - | Consultation | 2 | "Missing links force people into high-speed traffic." |
| NQ-16 | Coish Ave | Stapleton Ct → Ambridge Ave | Southbound | No footpath | No footpath | | - | Consultation | 2 | "People walk on verges or roads where paths are missing." |
| NQ-17 | Stapleton Ct | Partial length | Eastbound | No footpath | No footpath | Mid-court concrete both sides | - | Consultation | 2 | Same consultation theme of missing local walking infrastructure. |
| NQ-18 | Four Mile Rd | Bourke Dr → Faithfull | Westbound | No footpath | Concrete | | - | Consultation | 2 | "Edge-of-town gaps expose people walking to high-speed traffic." |
| NQ-19 | George Say Ct | — | — | Concrete | No footpath | | - | | 1 | |
| NQ-20 | Goodwin St | Faithfull → Harold | Eastbound | Concrete | No footpath | Abuts railway | connector | Consultation | 3 | "Continuous footpaths on all key routes." |
| NQ-21 | Williams St South | — | Northbound view | No footpath | Concrete | | - | | 1 | |
| NQ-22 | Cook St | Goodwin → Shadforth | Northbound | Concrete | No footpath | | Feeder | Consultation | 2 | "Missing footpaths… people forced onto the road." |
| NQ-23 | Shadforth St | Cook → Arundel | Eastbound view | No footpath | Concrete | Wide cross section | - | | 0 | |
| NQ-24 | Cook St | Shadforth → Edward | Southbound | Concrete | No footpath | | Feeder | Consultation | 2 | |
| NQ-25 | Edward St | — | Westbound view | No footpath | Concrete | | - | | 1 | |
| NQ-26 | Rose Ct | — | — | Concrete | Concrete | Residential cul-de-sac | - | | 0 | |
| NQ-27 | Albert St | — | Westbound view | Concrete | No footpath | Residential | - | | 1 | |
| NQ-28 | Russell St | — | — | Concrete | No footpath | | - | | 1 | |
| NQ-29 | Williams St South | — | — | No footpath | Concrete | | - | | 1 | |
| NQ-30 | Cook St | Russell → Boger | Northbound | No footpath | No footpath | Vacant block (left side), Footpath ends ~30m north of Russell | Feeder | | 2 | |
| NQ-31 | Boger St | Faithfull → Cook | — | No footpath | No footpath | | - | | 1 | |
| NQ-32 | Boger St | Remaining length (north of Cook) | — | No footpath | No footpath | | - | | 1 | |
| NQ-33 | Arundel St N | Shadforth → Plum Ct | Southbound | No footpath | Concrete | Clear signs of walking (left side) | Feeder | | 2 | |
| NQ-34 | Arundel St N | North to Boger | Southbound | No footpath | No footpath | | Feeder | | 2 | |
| NSP-01 | Arundel St | Bridge to Wedge | Northbound | Concrete | Concrete | Multiple schools (left) | Connector | | 0 | |
| NSP-02 | Arundel St | Wedge → Deas | Northbound | Concrete | Concrete | | Connector | | 0 | |
| NSP-03 | Dunlop Ct | — | — | No footpath | No footpath | | - | | 1 | |
| NSP-04 | Arundel St | Deas → Kent | Northbound | Spray seal | Concrete | | Connector | | 0 | |
| NSP-05 | Kent St | Arundel → Goomalibee | Westbound | Concrete | No footpath | Residential, bus stop | - | | 1 | |
| NSP-06 | Swanlea Ct | — | — | No footpath | No footpath | | - | | 1 | |
| NSP-07 | Goomalibee St | Kent → Deas | Southbound | Concrete | No footpath | | Feeder | | 2 | |
| NSP-08 | Goomalibee St | Deas → Wedge | Southbound | No footpath | Spray seal | School frontage, No footpath in front of school | Feeder | | 2 | |
| NSP-09 | Goomalibee St | Wedge → Main Rd | Southbound | Concrete | Spray seal | | Feeder | | 0 | |
| NSP-10 | Charles St | Main Rd → Wedge | Northbound | Spray seal | Spray seal | | Feeder | | 0 | |
| NSP-11 | Ride Ave | — | Eastbound | No footpath | Concrete | | - | | 1 | |
| NSP-12 | Charles St | Wedge → Deas | Northbound | Spray seal | Spray seal | Residential | Feeder | | 0 | |
| NSP-13 | Charles St | Deas → Kent | Northbound | No footpath | No footpath | Residential | Feeder | | 2 | |
| NSP-14 | Amos Ave | — | Eastbound | No footpath | No footpath | | - | | 1 | |
| NSP-15 | Clarke St | Charles → Deas | — | Concrete | No footpath | Residential | Connector | | 3 | |
| NSP-16 | Clarke St | Deas → Wedge | Southbound | No footpath | Spray seal | Special school precinct | Feeder | | 2 | |
| NSP-17 | Clarke St | South of school crossing | — | Concrete | Spray seal | School crossing | Connector | | 0 | |
| NSP-18 | Wedge St | Clarke → White | Eastbound | Concrete | No footpath | Reserve adjacent | Connector | | 3 | |
| NSP-19 | Wedge St | White → Charles | — | Concrete | Concrete | | Connector | | 0 | |
| NSP-20 | Wedge St | Charles → Davey | — | Concrete | Spray seal | | Connector | | 0 | |
| NSP-21 | Davey St | — | — | No footpath | No footpath | | - | | 1 | |

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|---|---|---|---|---|---|---|---|---|---|---|
| NSP-22 | Wedge St | Goomalibee → Arundel | — | Concrete | Concrete | School precinct (both sides) | Connector | | 0 | |
| SCBD-01 | Coster St | Salisbury → north | Northbound | Spray seal | Concrete | | - | | 0 | |
| SCBD-02 | Gray St | Coster → Barclay/Salisbury | Eastbound | Concrete | Concrete | | - | | 0 | |
| SCBD-03 | Barclay St | Gray → Main Rd | Northbound | Concrete | No footpath | Residential | - | | 1 | |
| SCBD-04 | Church St | Salisbury → Bryne | Westbound | Spray seal | Spray seal | | connector | | 0 | |
| SCBD-05 | Church St | Bryne → Smyth | Westbound | Concrete | Concrete | Residential / Kindergarten precinct | connector | | 0 | |
| SCBD-06 | Church St | Nixon section | Westbound | Concrete | Spray seal | Supermarket (left) | connector | | 0 | |
| SCBD-07 | Killena Ave | — | Southbound | No footpath | No footpath | Residential cul-de-sac, Pedestrian permeability to supermarket | - | | 1 | |
| SCBD-08 | Church St | Carrier → Walker | Westbound | Concrete | Spray seal | | connector | | 0 | |
| SCBD-09 | Jenny St | — | Southbound | Concrete | Concrete | Access to council car park / shopping precinct | - | | 0 | |
| SCBD-10 | Nunn St | Church → Bridge | Southbound | Concrete | Concrete | CBD retail / cafes, Tree roots, outdoor dining obstructions | - | | 0 | |
| SCBD-11 | Faulkner Dr | — | Eastbound | Concrete | Concrete | | - | | 0 | |
| SCBD-12 | Lowry Pl | ¼ç | Westbound | Concrete | Concrete | | - | | 0 | |
| CEN-01 | Coster St | Salisbury → north | Northbound | Spray seal | Concrete | CBD edge | - | | 0 | |
| CEN-02 | Gray St | Coster → Barclay/Salisbury | Eastbound | Concrete | Concrete | | - | | 0 | |
| CEN-03 | Barkly St | Gray → Main Rd | Northbound | Concrete | No Footpath | Residential | - | | 1 | |
| CEN-04 | Church St | Salisbury → Byrne | Westbound | Spray seal | Spray seal | | connector | | 0 | |
| CEN-05 | Church St | Byrne → Smyth | Westbound | Concrete | Concrete | Kindergarten / medical | connector | | 0 | |
| CEN-06 | Church St | Nixon section | Westbound | Concrete | Spray seal | Supermarket LHS | connector | | 0 | |
| CEN-07 | Killena Ave | — | Southbound | No footpath | No footpath | Cul-de-sac, modal filter | connector | | 3 | |
| CEN-08 | Church St | Carrier → Walker | Westbound | Concrete | Spray seal | | - | | 0 | |
| CEN-09 | Jenny St | — | Southbound | Concrete | Concrete | Shopping access | - | | 0 | |
| CEN-10 | Nunn St | Church → Bridge | Southbound | Concrete | Concrete | Trip hazards | - | | 0 | |
| CEN-11 | Faulkner Dr | — | Eastbound | Concrete | Concrete | | - | | 0 | |
| CEN-12 | Lowry Pl | — | Westbound | Concrete | Concrete | | - | | 0 | |
| CEN-14 | Mitchell St | Church → Benalla | Northbound | Spray seal | Spray seal | | - | | 0 | |
| CEN-15 | Mitchell St | Benalla → Sharp | — | No footpath | No footpath | Drain RHS, reserve LHS | | | 1 | |
| CEN-16 | Sharpe St | North of Benalla | Southbound | No footpath | No footpath | Residential | Feeder | | 2 | |
| CEN-17 | Court off Sharpe | — | — | Concrete | Concrete | | - | | 0 | |
| CEN-18 | Mitchell St | Sharpe → Nunn | — | NO footpath | No footpath | Industrial edge | - | | 1 | |
| CEN-19 | Nunn St | McKellar → Benalla | Southbound | Spray seal | Concrete | | - | | 0 | |
| CEN-20 | Benalla St | Nunn → Walker | Eastbound | Concrete | Spray seal | | - | | 0 | |
| CEN-21 | Walker St | Benalla → McKellar | — | NO footpath | NO footpath | Residential | - | | 1 | |
| CEN-22 | McKellar St | Walker → Carrier | Eastbound | Concrete | Concrete | Station frontage | Feeder | | 0 | |
| CEN-23 | Carrier St | McKellar → Benalla | Southbound | Concrete | Concrete | | - | | 0 | |
| CEN-24 | Benalla St | Carrier → Nixon | Eastbound | Concrete | Spray seal | | - | | 0 | |
| CEN-25 | Nixon St | Benalla → McKellar | Northbound | No footpath | No Footpath | Goat track | Feeder | | 2 | |
| CEN-26 | McKellar St | Nixon → Smyth | Eastbound | No Footpath | Spray seal | Rail station edge | Feeder | | 2 | |
| CEN-27 | Smyth St | McKellar → Benalla | Southbound | No Footpath | Concrete | Goat track | Feeder | | 2 | |
| CEN-28 | Benalla St | Smyth → Byrne | Eastbound | Concrete | Spray seal | Spray seal (poor) | - | | 0 | |
| CEN-29 | Byrne St | Benalla → McKellar | Northbound | No Footpath | No Footpath | Deep drains | - | | 1 | |
| CEN-30 | McKellar St | Byrne → Barkly | Eastbound | No Footpath | Spray seal | | Feeder | | 2 | |
| CEN-31 | Barkly St | McKellar → Benalla | Southbound | Spray seal | No Footpath | | Feeder | | 2 | |
| CEN-32 | Benalla St | Barkly → Lavery | Eastbound | Concrete | Spray seal | | - | | 0 | |
| CEN-33 | Lavery St | Benalla → Church | Southbound | No footpath | No footpath | | - | | 1 | |
| CEN-34 | Church St | Lavery → King | Eastbound | Spray seal | Spray seal | | connector | | 0 | |
| CEN-35 | King St | Church → Benalla | Northbound | Concrete | No footpath | | - | | 1 | |
| CEN-36 | Benalla St | King → George | — | Concrete | Spray seal | No crossings, paths abuts property as opposed to crossing | - | | 0 | |
| CEN-37 | Salisbury St | McKellar → Avon | Southbound | Spray seal | No Footpath | School crossing | connector | | 3 | |
| CEN-38 | Salisbury St | Avon → Bridge | Southbound | Spray seal | Concrete | Old school precinct | connector | | 0 | |
| CEN-39 | Salisbury St | South of Bridge | Southbound | Spray seal | Concrete | | connector | | 0 | |
| CEN-40 | Crammond St | Salisbury → cul-de-sac | Eastbound | No Footpath | Concrete | Modal filter | - | | 1 | |
| CEN-41 | Salisbury St | Crammond → Perth | Southbound | Spray seal | No footpath | Medium density | connector | | 3 | |
| CEN-42 | Perth St | Salisbury → Samaria | Eastbound | Concrete | Concrete | | - | | 0 | |
| CEN-43 | Meadows Ave | Samaria → Salisbury | Westbound | No Footpath | No Footpath | | - | | 1 | |
| CEN-44 | Meadows Ave | Mid-block | Westbound | 50–60m gap | ~10m section | | - | | 0 | |
| CEN-45 | Salisbury St | Melrose → Perth | — | Spray seal | Concrete | | connector | | 0 | |
| CEN-46 | Melrose St | Salisbury → Samaria | Eastbound | No Footpath | No Footpath | | - | | 1 | |
| BHP-01 | Samaria Rd | South of Melrose | Southbound | Concrete | Concrete | School + hospital transition | connector | | 0 | |
| BHP-02 | Coster St | North of Samaria | Northbound | Spray seal | Concrete | Health frontage | connector | | 0 | |
| BHP-03 | Moore St | From Coster | — | Concrete | Concrete | | - | | 0 | |
| BHP-04 | Short St | Cul-de-sac | — | No Footpath | No Footpath | Tree obstructions | - | | 1 | |
| BHP-05 | Moore St → Elizabeth | — | — | Footpath | Footpath | | - | | 0 | |
| BHP-06 | Kathryn St | Riverview → South | Eastbound | No Footpath | No footpath | Worn path northern side | - | | 1 | |
| BHP-07 | South St | Kathryn → Parkview | Southbound | No Footpath | No Footpath | Footpath south of Hope | - | | 1 | |
| BHP-08 | Union St | Riverview → South | Eastbound | No Footpath | No Footpath | Small section of paved RHS (50m) | - | | 1 | |
| BHP-09 | Stacey St | Eastbound | — | Concrete | | Modal filter | - | | 0 | |
| BHP-10 | Parkview Pde | Westbound | Westbound | No Footpath | Concrete | Rural edge | - | | 1 | |
| BHP-11 | Parkview Pde | Northbound | Northbound | No Footpath | Concrete | Link Island | - | | 1 | |
| BHP-13 | Riverview Rd | Hope → Kathryn | — | Concrete | | | connector | | 0 | |
| BHP-14 | Riverview Rd | North of Kathryn | — | Concrete | Spray seal | | connector | | 0 | |
| BHP-15 | Riverview Rd | From Elizabeth | — | Concrete | Spray seal | | connector | | 0 | |
| ASQ-01 | Arundel St | Thomas → Harrison | Eastbound | Spray seal | Spray seal | | connector | | 0 | |
| ASQ-02 | Harrison Ave | — | Southbound | No footpath | No footpath | | - | | 1 | |
| ASQ-03 | Arundel St | Harrison → Cecil | Eastbound | Spray seal | Spray seal | Bus stop | connector | | 0 | |
| ASQ-04 | Cecil St | Into Showgrounds | — | No footpath | No footpath | Showgrounds | Feeder | | 2 | |
| ASQ-05 | Arundel St | Cecil → Maud | Eastbound | No footpath | Spray seal | Showgrounds / residential | connector | | 3 | |
| ASQ-06 | Maud St | Arundel → Benson | Southbound | No footpath | No footpath | | - | | 1 | |
| ASQ-07 | Maud St | Into athletic field | — | No footpath | No footpath | Athletic field | - | | 1 | |
| ASQ-08 | Arundel St | Maud → Market | Eastbound | No footpath | Concrete | Goat track evident (left) | connector | | 3 | |
| ASQ-09 | Market St | Arundel → Benson | Southbound | Concrete | No footpath | | - | | 1 | |
| ASQ-10 | Arundel St | Market → Garden | Eastbound | No footpath | Spray seal | | connector | | 3 | |
| ASQ-11 | Garden St | Arundel → Cockford | Southbound | Concrete | No footpath | | - | | 1 | |
| ASQ-12 | Arundel St | Toward Neil | Eastbound | No footpath | Concrete | | connector | | 3 | |
| ASQ-13 | McNeil Ave | — | Southbound | No footpath | Concrete | Links to walking track | - | | 1 | |

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|---|---|---|---|---|---|---|---|---|---|---|
| ASQ-14 | Benson St | McNeil → Garden | Westbound | Concrete | Concrete | | Feeder | | 0 | |
| ASQ-15 | Garden St | Benson → Hare Cres | Southbound | No footpath | No footpath | | - | | 1 | |
| ASQ-16 | Benson St | Garden → Market | — | No footpath | Spray seal | Residential | Feeder | | 2 | |
| ASQ-17 | Benson St | Market → Maud | Westbound | No footpath | No footpath | Reserve (north side) | Feeder | | 2 | |
| ASQ-18 | Benson St | Maud → Cecil | Northbound | No footpath | No footpath | | Feeder | | 2 | |
| ASQ-19 | Cecil St | Benson → Arundel | Northbound | No footpath | Spray seal | Worn goat track | - | | 1 | |
| ASQ-20 | Benson St | Cecil → Harrison | Westbound | No footpath | Spray seal | No footpath (goat track evident) | Feeder | | 2 | |
| ASQ-21 | Benson St | Harrison → Thomas | — | No footpath | Spray seal | | Feeder | | 2 | |
| ASQ-22 | Amos St | Benson → Egmont | — | Concrete | No footpath | Evidence of people walking | - | | 2 | |
| ASQ-23 | Monroe Ave | — | — | No footpath | Concrete | Narrow link | - | | 1 | |
| ASQ-24 | Egmont St | Thomas → McGill | Eastbound | Concrete | No footpath | | Feeder | | 2 | |
| ASQ-25 | McGill St | — | — | No footpath | No footpath | Residential | - | | 1 | |
| ASQ-26 | Cecil St | Egmont → Waller | Southbound | Concrete | No footpath | | - | | 1 | |
| ASQ-27 | Egmont St | Cecil → Market | Eastbound | No footpath | Concrete | | Feeder | | 2 | |
| ASQ-28 | Market St | Egmont → Waller | Southbound | No footpath | Concrete | Residential | - | | 1 | |
| ASQ-29 | Waller St | Toward Trewin | Westbound | Concrete | No footpath | | connector | | 3 | |
| ASQ-30 | Trewin St | — | — | Concrete | Concrete | | - | | 0 | |
| ASQ-31 | Oak Ave | — | — | Concrete | Concrete | | - | | 0 | |
| ASQ-32 | McGill St | Waller → Egmont | — | No footpath | No footpath | Residential | - | | 1 | |
| ASQ-33 | Waller St | McGill → Thomas | — | Spray seal | Spray seal | | connector | | 0 | |
| ASQ-34 | Dunn Ave | Waller → Egmont | — | No footpath | Spray seal | | - | | 1 | |
| ASQ-35 | Royal Ave | South of Waller | — | Concrete | No footpath | | - | | 1 | |
| ASQ-36 | Margaret St | Waller → Bond | Northbound | No footpath | No footpath | Recreation precinct / school | - | | 1 | |
| ASQ-37 | Waller St | Market → Clark | Westbound | Concrete | Spray seal | | connector | | 0 | |
| ASQ-38 | Clarke St | | Northbound | Concrete | No footpath | Sports frontage | connector | | 3 | |
| ASQ-39 | Crofton St | Waller → Bond | Westbound | No footpath | No footpath | Tree obstructions, signs of walking | - | | 1 | |
| ASQ-40 | Mons Ave | Clarke westbound | — | Concrete | Concrete | Residential | - | | 0 | |
| ASQ-41 | Latimer St | — | — | Concrete | Spray seal | | - | | 0 | |
| ASQ-42 | Statesman Dr | — | Southbound | Concrete | Concrete | | Feeder | | 0 | |
| ASQ-43 | Regency Ct | — | — | No footpath | No footpath | | - | | 1 | |
| ASQ-44 | Exton Cres | — | Southbound | No footpath | Concrete | Missing segments noted | - | | 1 | |
| ASQ-45 | Cowan St | Midland Hwy → Monash Dr | Westbound | No footpath | Concrete | Missing segment (left) | - | | 1 | |
| ASQ-46 | Cowan St | Clark → Moran | Eastbound | Concrete | Concrete | | | | 0 | |
| ASQ-47 | Cowan St | Thomas → Reserve | — | Concrete | No footpath | Reserve | | | 1 | |

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