



LEGISLATIVE ASSEMBLY OF QUEENSLAND

**PARLIAMENTARY TRAVELSAFE COMMITTEE**

**RURAL ROAD SAFETY  
IN  
QUEENSLAND**

# PARLIAMENTARY TRAVELSAFE COMMITTEE

## 50TH PARLIAMENT

### 1<sup>ST</sup> SESSION

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<b>DEPUTY CHAIRMAN:</b>	Hon. Vince Lester MP, Member for Keppel
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<sup>1</sup> The committee thanks current and former staff of the Travelsafe Committee Secretariat for their assistance with this inquiry: Mr Rob Hansen; Miss Tania Jackman; Mrs Gillian Keir; Mr Rob McBride; Miss Maureen McClarty; Mr Tim Moroney, and Mrs Tamara Vitale.

## ***Foreword***

While road safety has dramatically improved for road users in urban areas of Queensland in recent years, the level of improvement in the state's rural areas has been far less promising.

Saving lives on rural roads is perhaps the greatest road safety challenge facing governments. And it is a demanding challenge. Rural road safety is fundamentally different to urban road safety. Many of the programs that work well in urban areas do not transfer well to rural settings. The roads are different, the culture and attitudes of the people are different and there is less assistance for motorists when something goes wrong.

The driving hazards on rural roads include animal strikes, road trains and large combination vehicles, narrow dirt and gravel roads, soft road shoulders, choking dust, road closures due to flooding and the tyranny of distance - long distance driving on hot, often straight roads.

This report examines progress by departments and other stakeholders to implement a raft of measures contained in the Rural Road Safety Action Plan. Transport ministers agreed to the plan in 1996 to improve rural road safety across Australia. The chapters of the report follow the structure of the plan. The final chapter examines other worthy initiatives.

The report contains recommendations for the government to implement to continue the good work by Queensland agencies since 1996.

On behalf of the committee I would like to thank the people who helped with this inquiry by making submissions, participating in regional forums and the public hearing, providing us with information at private meetings and supplying documents and advice.

I commend the report to the House.

Mr Jim Pearce MP  
Chairman

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## ABBREVIATIONS

ABBREVIATION	DEFINITION
AAA	Australian Automobile Association
AACRT	Australian Advisory Committee on Road Trauma
ABC	Australian Broadcasting Corporation
ABS	Australian Bureau of Statistics
ACC	Aboriginal Coordinating Council
ACRS	Australian College of Road Safety
ALGA	Australian Local Government Association
AMAQ	Australian Medical Association Queensland
ANZLIC	Australia and New Zealand Land Information Council
ATAC	Australian Transport Advisory Council (now ATC)
ATC	Australian Transport Council
ATSB	Australian Transport Safety Bureau (formerly FORS)
ATSI	Aboriginal and Torres Strait Islander
ATSIC	Aboriginal and Torres Strait Islander Commission
BTE	Bureau of Transport Economics (now BTRE)
BTRE	Bureau of Transport and Regional Economics (previously BTE)
CARRS-Q	Centre for Accident Research and Road Safety - Queensland
CONROD	Centre of National Research on Disability and Rehabilitation Medicine
CRANA	Council of Remote Area Nurses of Australia Inc.
DES	Department of Emergency Services Queensland
DMR	Department of Main Roads Queensland
DNR	Department of Natural Resources Queensland
DOGIT	Deed of Grant in Trust
EIS	Environmental Impact Statement
EMS	Emergency Medical Service
EMST	Early Management of Severe Trauma
FMP	Fatigue Management Program
FORS	Federal Office of Road Safety (now ATSB)
GLADA	Gulf Local Authorities Development Association Inc
GSD	Gulf Savannah Development
IMEA	Institute of Municipal Engineering Australia (Qld Division) IPWEA
IPWEA	Institute of Public Works Engineering Australia (Qld Division) (Formerly IMEA)
IRTP	Integrated Regional Transport Plan
LATM	Local Area Traffic Management
LGA	Local Government Authority
LGAQ	Local Government Association of Queensland Inc
LIDAR	Light Imaging Detection and Ranging

<b>ABBREVIATION</b>	<b>DEFINITION</b>
MAIC	Motor Accident Insurance Commission
MINDA	Mobile Integrated Network Data Access
MUARC	Monash University Accident Research Centre
MUTCD	Manual of Uniform Traffic Control Devices
NRSSITF	National Road Safety Strategy Implementation Task Force
NRTAC	National Road Trauma Advisory Council
NRTC	National Road Transport Commission
OECD	Organisation for Economic Co operation and Development
PHTLS	Pre-Hospital Trauma Life Support
QAS	Queensland Ambulance Service
QEMS	Queensland Emergency Medical System
QEMSAC	Queensland Emergency Medical System Advisory Committee
QES	Queensland Emergency Services
QFRS	Queensland Fire and Rescue Service
QH	Queensland Health
QPS	Queensland Police Service
QRSAP	Queensland Road Safety Action Plan
QRSS	Queensland Road Safety Strategy
QT	Queensland Transport
QUT	Queensland University of Technology
RAAPP	Road Awareness and Accident Prevention Program
RACQ	Royal Automobile Club of Queensland
RACS	Royal Australasian College of Surgeons
RRSAP	Rural Road Safety Action Plan
RRW	Random Road Watch
RSITF	Road Safety Implementation Task Force
SES	State Emergency Services Queensland
TFMS	Transitional Fatigue Management Scheme
TIDS	Transport Infrastructure Development Scheme
TPHU	Tropical Public Health Unit
UN	United Nations
WTMA	Wet Tropics Management Area

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# PART 1 ~ INTRODUCTION

## THE TRAVELSAFE COMMITTEE

1. The 50<sup>th</sup> Legislative Assembly appointed the Travelsafe Committee on 2 May 2001 to monitor, investigate and report on all aspects of road safety and public transport in Queensland, in particular:
  - (a) issues affecting road safety including the causes of road crashes and measures aimed at reducing deaths, injuries and economic costs to the community;
  - (b) the safety of passenger transport services, and measures aimed at reducing the incidence of related deaths and injuries; and
  - (c) measures for the enhancement of public transport in Queensland and reducing dependence on private motor vehicles as the predominant mode of transport.
2. The inquiry into rural road safety was commenced by the Travelsafe Committee of the 49<sup>th</sup> Parliament.
3. The Travelsafe Committee of the 50<sup>th</sup> Parliament resolved to complete this work.

## Terms of Reference for the Inquiry

4. The terms of reference for the inquiry, as set by the Travelsafe Committee of the 49<sup>th</sup> Parliament, were to examine and report on:
  - (a) the implementation of the 1996 *Rural Road Safety Action Plan* in Queensland; and
  - (b) what, if any, additional measures should be taken to improve rural road safety in Queensland.

## Inquiry Process

5. The Travelsafe Committee of the 49<sup>th</sup> Parliament commenced the inquiry on 31 March 1999. To publicise the inquiry the committee:
  - placed advertisements in newspapers from regional and rural areas throughout Queensland (a copy of the advertisement is shown in Appendix (A));
  - issued media releases about the scope of the inquiry and inviting public submissions;
  - published issues paper No. 4 – *Rural Road Safety in Queensland* and distributed over 1,000 copies to members of parliament, government agencies, community groups and other stakeholders;
  - posted the issues paper on the Parliament's internet site – [www.parliament.qld.gov.au](http://www.parliament.qld.gov.au);
  - wrote to the groups nominated in the *Rural Road Safety Action Plan* asking them to make a submission;
  - wrote to other organisations and individuals likely to have a substantial interest in rural road safety to advise them of the inquiry and invite submissions; and
  - distributed posters to the QPS and QH regional offices outlining the terms of reference for the inquiry and calling for submissions.

- 
6. Overall, the committee received 71 written submissions. They are listed at Appendix (B).
  7. In June 1999, the committee conducted meetings in Perth to discuss, among other things, the implementation of the *Rural Road Safety Action Plan* in Western Australia. The committee met with people from the Road Accident Prevention Research Unit (RoadWatch) at the University of Western Australia, the WA Municipal Association's RoadWise program, WA Police Service, WA Department of Transport and Main Roads WA.
  8. In February and July 2000, the committee visited a cross-section of rural centres and met with community leaders, regional departmental staff and residents. These visits provided the committee with the opportunity to gauge the views of rural people about the safety of their roads, the implementation of the RRSAP and the impact of safety interventions. It also exposed the committee to the diverse social, cultural and environmental conditions that impact on road users in rural areas. Meetings were held at Roma, Longreach, Tambo, Birdsville, Mount Morgan, Cairns, Cooktown, Wujal Wujal, Weipa and Kowanyama. A list of people who attended these meetings is at Appendix (C).
  9. The committee held a public hearing in Brisbane on Thursday, 26 October 2000. Witnesses were examined on their written submissions and other issues under investigation. A list of those who appeared is at Appendix (D). The committee structured the hearing around the subject areas in the 1996 *Rural Road Safety Action Plan* and invited all witnesses to appear throughout the hearing. The hearing transcript is available from the committee secretariat and via the Internet at: <http://www.parliament.qld.gov.au/committees/travel.htm>
  10. The 49<sup>th</sup> Parliament was dissolved on 23 January 2001. Under the Standing Orders of the Parliament, the Select Committee on Travelsafe of the 49<sup>th</sup> Parliament ceased to exist on this date.
  11. The Travelsafe Committee of the 50<sup>th</sup> Parliament, appointed on 2 May 2001, resolved to complete the inquiry into rural road safety in Queensland. In August 2001, the committee circulated *Issues Paper No. 5: Rural Road Safety in Queensland - Interim Findings* based on the evidence gathered by the former committee. The issues paper was distributed widely, and 22 departments, organisations and individuals responded with submissions.
  12. This report reflects evidence collected by the Travelsafe Committees of the 49<sup>th</sup> and 50<sup>th</sup> Parliaments.



## Responsibility of Ministers

13. This report makes recommendations for the government to implement. The *Parliamentary Committees Act 1995* (the *Act*) requires Ministers to provide written responses to these recommendations to Parliament.
14. “PART 5 - MINISTERIAL RESPONSES TO REPORTS” of the *Act* requires the responsible Minister or Ministers to respond to recommendations contained in the committee’s reports.
15. Subsections 2 to 6 of section (24) of the *Act* state:
  - (2) The Minister who is responsible for the issue the subject of the report must provide the Legislative Assembly with a response.
  - (3) The response must set out-
    - (a) any recommendations to be adopted, and the way and time within which they will be carried out; and
    - (b) any recommendations not to be adopted and the reasons for not adopting them.
  - (4) The Minister must table the response within 3 months after the report is tabled.
  - (5) If a Minister cannot comply with subsection (4), the Minister must-
    - (a) within 3 months after the report is tabled, table an interim response and the Minister’s reasons for not complying within 3 months; and
    - (b) within 6 months after the report is tabled, table the response.
  - (6) If the Legislative Assembly is not sitting, the Minister must give the response (or interim response and reasons) to the Clerk of the Parliament for tabling on the next sitting day.



## PART 2 ~ THE RURAL ROAD SAFETY PROBLEM

### WHAT IS A RURAL ROAD?

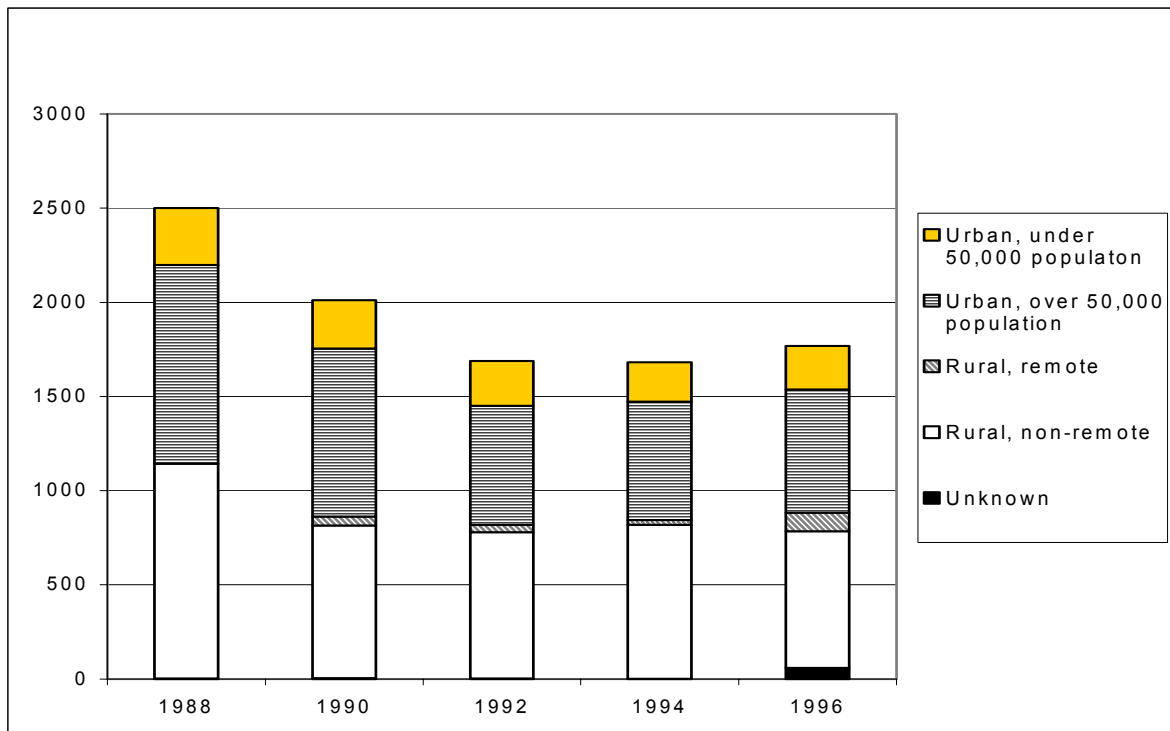
16. To begin to examine rural road safety requires firstly a clear notion of what is 'rural'. While it is a familiar and well used term, there is no formal or agreed Australian or international definition<sup>2</sup>. For research purposes, rural roads and the crashes that occur on them can be classified by either functionality of the roads (e.g. highway, distributor, access, through roads etc), administrative categories (federal, state, local), location, pavement type, speed limit or a combination of these categories.
17. For this inquiry, the committee has relied principally on Fatality File data from the Australian Transport Safety Bureau (ATSB). The crash categories used are based on categories used in Henderson (1995, pp. 4-5). These categories group crashes according to the population distribution and density of the crash location:
- 'Urban under 50,000'** crashes on roads in medium and small sized towns with populations over 200 and up to and including 50,000;
  - 'Urban over 50,000'** crashes on roads in major population centres - large towns, capital cities, and major urban centres with over 50,000 populations;
  - 'Rural' crashes are defined as occurring on the remainder of roads. This definition of 'rural' essentially means 'rural open road' and includes the following sub categories:
    - 'Rural non-remote'** — crashes in locations *less* than 100 km from a town of more than 5,000 population (this is an amalgam of 'Non-remote' and 'Semi-remote' rural categories used in Henderson (1995, pp. 4-5), and also includes crashes in boundaries between urban/rural areas.);
    - 'Rural remote'**— crashes in locations with populations less than 200 and located 100 km or more from a town where population is over 5,000 (This definition corresponds to the definition for 'rural remote' in Henderson (1995, pp. 4-5).
18. Queensland Transport and Main Roads (QT and DMR) define 'rural' Queensland as:
- Queensland, excluding the following local government areas: Brisbane, Bundaberg, Caboolture, Cairns, Caloundra, Gold Coast, Ipswich, Logan, Mackay, Maroochy, Noosa, Pine Rivers, Redcliffe, Redlands, Rockhampton, Toowoomba and Townsville (QT & DMR, Submission, No. 36, p. 2).
19. The definition effectively excludes roads in the most urbanised regions in south-east Queensland and cities with populations over 50,000 persons. It also classifies as 'rural' all local roads within townships across most of the state. However, roads that are 'rural' in character but within urban council areas are excluded. For this reason, the committee suggests it is important that urban councils be included in initiatives by agencies targeted at rural roads. Using the definition and Australian Bureau of Statistics 1998 population figures for the state, 25.5% (854,340) of the state's population (3,354,700) reside in rural areas.
20. While rural roads may be classified for statistical purposes as a homogenous group, they comprise a variety of very different road types ranging from single-lane unsealed developmental roads to single lane bitumen roads and multi-lane dual carriageways. Ownership and responsibility for rural roads is shared by all three levels of government.

<sup>2</sup> See United Nations (1999; 13)

## THE RURAL ROAD SAFETY PROBLEM

21. Crashes on rural roads are a growing road safety problem around the world. A report on rural road crashes prepared for the OECD in 1999 conservatively estimates that more than 75,000 people are killed annually on rural roads in OECD member countries. This equals more than 60 per cent of all road fatalities in OECD countries (OECD 1999, p. 15).
22. The OECD report also notes that:
- fatal accident risks on rural roads are generally higher than on urban roads;
  - accidents on rural roads have a tendency to be more severe in terms of the number killed or injured than on other roads;
  - the costs of rural accidents are higher;
  - rural crashes and fatalities are spread over a wide area because of the vastness of rural road networks; and
  - the challenges this creates for the analysis and treatment of rural road safety (OECD 1999, pp. 27-9).
23. In Australia, more than half of all road fatalities occur on rural roads. This is significant given that Australia is one of the world's most urbanised countries with less than 15 per cent of its population resident in rural areas (ABS 2002, p. 84). In recent years, the level of road trauma in Australia has declined significantly, though the reductions in crashes and fatalities achieved in rural areas have been smaller than the reductions achieved in urban areas.
24. Figure (1) below depicts the trend in the national road toll graphically over the period 1988 –1996 using Fatality File data and gives breakdowns of crashes categorised as 'rural remote', 'rural non-remote', 'urban over 50,000 population' and 'urban under 50,000 population'.

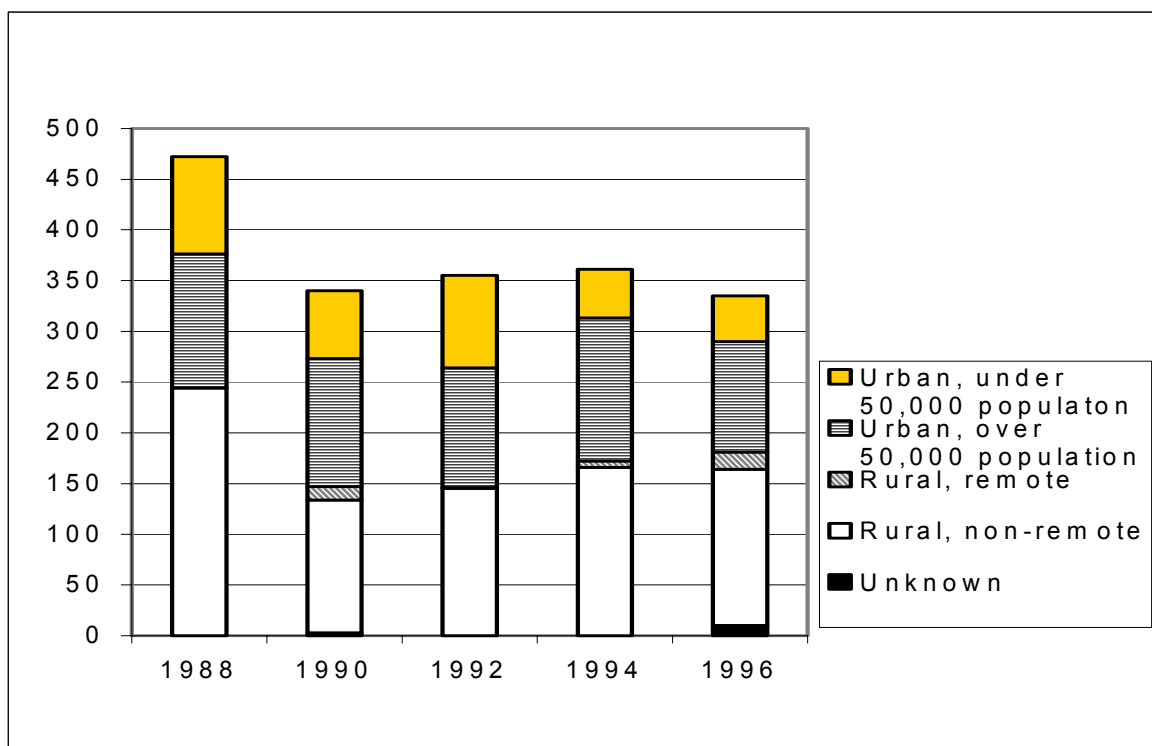
**Figure (1): Fatal Crashes in Rural and Urban Areas (Australia 1988 – 1996)**



Source: Based on ATSB Fatality File 2000.

25. From Figure (1), the total numbers of fatal crashes in both rural and urban areas of Australia fell by almost a third (29.3 per cent) during the eight-year period. The numbers of fatal crashes fell sharply between 1988 and 1994, and increased in 1996. Almost two thirds (65 per cent) of the aggregate reductions in fatal crashes (474 of the 733 fewer crashes) over the period was achieved in urban areas. As a result, by 1994 and 1996, the incidence of fatal crashes in rural areas was equivalent. This growing increase in the significance of rural crashes in Australia was a driving force behind the RRSAP.
26. Figure (2) below shows the number of fatal crashes in Queensland over the same period: 1988-1996. The number of fatal crashes reduced over the period by 29 per cent, consistent with the national trend. This reduction comprised a 32 per cent reduction in fatal urban crashes and a 30 per cent reduction in fatal rural crashes. As noted from the national statistics, there was an increase in fatal crashes in rural remote areas, contrary to a general decline in other areas. The number of fatal crashes in rural remote areas increased by 183 per cent from 1994 to 1996, though the numbers of crashes involved (6 in 1994 and 17 in 1996) are too small to identify any meaningful trend. In 1996, fatal crashes in remote rural areas comprised 5 per cent of all fatal crashes in Queensland.

**Figure (2): Fatal crashes in rural and urban areas (Queensland 1988 – 1996)**



Source: ATSB Fatality File 2000.

27. Road trauma is more acute for residents of rural areas than urban areas. Tables (1) and (2) below present comparative statistics compiled by the ATSB for Australian and Queensland rural and urban road crash fatalities for the period 1990 – 1996. This data is from the bureau’s Fatality File and was derived from Coroners’ records.

**Table (1): Road Fatalities By Land Classification (Australia 1990 – 1996)**

Australia	1990		1992		1994		1996	
	No	%	No	%	No	%	No	%
Urban	1244	54.4	934	48.5	916	47.9	936	47.5
Rural (non-remote)	985	43.1	939	48.8	967	50.6	846	42.9
Rural (remote)	54	2.4	48	2.5	28	1.5	118	6.0
Unknown	5	0.2	3	0.2	1	0.1	71	3.6
<b>Total</b>	<b>2288</b>		<b>1924</b>		<b>1912</b>		<b>1971</b>	

Source: ATSB Fatality File 2001

**Table (2): Road Fatalities By Land Classification (Queensland 1990 – 1996)**

Queensland	1990		1992		1994		1996	
	No	%	No	%	No	%	No	%
Urban	218	55.5	236	58.1	215	51.6	164	42.9
Rural (non-remote)	158	40.2	169	41.6	195	46.8	183	47.9
Rural (remote)	13	3.3	1	0.2	7	1.7	18	4.7
Unknown	4	1.0	0	0	0	0	17	4.5
<b>Total</b>	<b>393</b>		<b>406</b>		<b>417</b>		<b>382</b>	

Source: ATSB Fatality File 2001

28. From Tables (1) and (2):

- The number of fatalities in urban areas of Australia fell over the period from 1244 fatalities or 54.4 per cent of all fatalities in 1990 to 936 fatalities or 47.5 per cent of fatalities in 1996. In Queensland, the reduction in urban fatalities was more pronounced from 218 fatalities (55.5 per cent) in 1990 to 164 fatalities (42.9 per cent) in 1996;
- Over the period, fatalities in rural remote areas increased to 6.2 per cent nationally and 4.9 per cent in Queensland where the land classification was known; and
- In 1996 half (50.7 per cent) of road fatalities in Australia, where the land classification was known, occurred in rural areas. In Queensland in the same year, the proportion of fatalities in rural areas was 55 per cent.

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29. Table (3) on the next page presents Queensland crash data for the period 1994 – 2000 provided by QT from police crash reports. Table (3) suggests that during the period 1994-2000 in Queensland:
- Compared to the risk of dying in an urban crash, the per capita risk of dying in a rural crash was on average 3.6 times higher;
  - The per capita risk of being hospitalised following a crash in rural areas was on average 2.4 times higher than in urban areas;
  - Similarly, for particular types of fatal crashes, the per capita risk of dying in rural areas compared to risks in urban areas was on average:
    - 3.1 times higher for speed-related crashes;
    - 4.2 times higher for alcohol-related crashes;
    - 4.5 times higher for single-vehicle crashes;
    - 6.5 times higher for crashes where the failure to wear seat belts was judged by police to be a contributing factor in the death; and
    - 9.3 times higher for fatigue-related crashes.
30. Table (3) demonstrates the trends in fatalities, hospitalisations and the involvement of key factors in rural and urban crashes in Queensland 1994-2000. In 2000, the rate of road deaths in rural areas of Queensland (20.6 deaths per 100,000 population) was 4.2 times the rate for urban areas (4.9 deaths per 100,000 population). This was down from a peak in 1995 when the rate of rural deaths (31.5 deaths per 100,000 population) was four times the rate for urban deaths (7.9 deaths per 100,000 population).
31. The data in Table (3) demonstrates that more than half of Queensland road deaths and almost half of hospitalisations during the seven years examined occurred in rural areas of the state. During the seven years from 1994 to 2000, 2,535 people died and 31,548 were hospitalised from road crashes in Queensland. Crashes in rural areas accounted for 55.3 per cent (1,402) of the fatalities and 45 per cent (14,333) of the hospitalisations.
32. For people who live and work in rural areas, a vehicle is an essential means of transport. QT attributes the elevated crash risks for rural populations to the longer distances of travel and a combination of speed, alcohol/drugs, the non-wearing of seatbelts and fatigue (QT Crash Data Analysis Unit, 1998).
33. Rural road fatalities exhibit different characteristics to urban crashes. From Table (3), the risk of dying in a single-vehicle accident in rural areas is significantly higher than in urban areas – up to six times higher. The involvement or suspected involvement of factors such as alcohol, speed, the non-wearing of seatbelts and driver fatigue is also significantly higher in rural fatal crashes.
34. Compared to fatal urban crashes, fatal rural crashes are more than twice as likely to involve multiple fatalities. Table (4) shows a breakdown for single and multiple vehicle fatal crashes in Australia in 1996 from the most recent Fatality File data available. From the table, 11.5 per cent of fatal rural crashes involved multiple fatalities, compared to 5.4 per cent of fatal urban crashes.

**Table (3): Queensland Transport Crash Stats Data**

<b>Urban and rural fatalities and hospitalisations, Queensland 1994-2000</b>				
	<b>Urban fatalities</b>	<b>Rural fatalities</b>	<b>Urban hospitalisations</b>	<b>Rural hospitalisations</b>
<b>1994</b>	192	230	2485	2136
<b>1995</b>	193	263	2533	2103
<b>1996</b>	184	201	2418	2064
<b>1997</b>	164	197	2206	1940
<b>1998</b>	133	146	2448	1946
<b>1999</b>	136	178	2441	2060
<b>2000</b>	131	187	2684	2084

<b>Urban and rural fatalities and hospitalisations, Queensland 1994-2000 per 100,000 population</b>				
	<b>Urban fatalities</b>	<b>Rural fatalities</b>	<b>Urban hospitalisations</b>	<b>Rural hospitalisations</b>
<b>1994</b>	8.3	29.0	106.1	269.2
<b>1995</b>	7.9	31.5	103.7	252.0
<b>1996</b>	7.4	23.5	96.7	241.6
<b>1997</b>	6.4	22.4	86.0	221.4
<b>1998</b>	5.2	16.6	95.0	221.1
<b>1999</b>	5.2	19.8	92.9	229.4
<b>2000</b>	4.9	20.6	101	229.5

<b>Urban fatalities by nature of crash, 1994-2000</b>					
	<b>Speed</b>	<b>Alcohol</b>	<b>Single Vehicle</b>	<b>Fatigue</b>	<b>Seatbelt not used</b>
<b>1994</b>	26	35	71	9	7
<b>1995</b>	27	43	60	12	9
<b>1996</b>	25	44	73	19	17
<b>1997</b>	35	42	57	8	13
<b>1998</b>	14	29	55	14	11
<b>1999</b>	25	24	54	5	20
<b>2000</b>	21	38	48	7	21

<b>Rural fatalities by nature of crash, 1994-2000</b>					
	<b>Speed</b>	<b>Alcohol</b>	<b>Single Vehicle</b>	<b>Fatigue</b>	<b>Seatbelt not used</b>
<b>1994</b>	31	53	100	33	33
<b>1995</b>	28	83	128	42	37
<b>1996</b>	31	56	91	37	28
<b>1997</b>	23	44	88	40	32
<b>1998</b>	20	32	75	22	23
<b>1999</b>	19	40	62	28	26
<b>2000</b>	34	56	105	32	37



**Table (3): Queensland Transport Crash Stats Data (Cont'd.)**

Urban fatalities by nature of crash, 1994-2000 per 100,000 population					
	Speed	Alcohol	Single Vehicle	Fatigue	Seatbelt not used
1994	1.12	1.51	3.06	0.39	0.30
1995	1.11	1.76	2.46	0.49	0.37
1996	1.00	1.76	2.92	0.76	0.68
1997	1.36	1.64	2.22	0.31	0.51
1998	0.54	1.13	2.13	0.54	0.43
1999	0.95	0.91	2.05	0.19	0.76
2000	0.79	1.43	1.81	0.29	0.79

Rural fatalities by nature of crash, 1994-2000 per 100,000 population*					
	Speed	Alcohol	Single Vehicle	Fatigue	Seatbelt not used
1994	3.91	6.68	12.60	4.16	4.16
1995	3.35	9.95	15.34	5.03	4.43
1996	3.63	6.56	10.65	4.33	3.28
1997	2.63	5.02	10.04	4.57	3.65
1998	2.27	3.64	8.52	2.50	2.61
1999	2.12	4.46	6.91	3.12	2.90
2000	3.74	6.17	11.56	3.52	4.07

Source: Queensland Transport 2001

**Table (4): Fatality Crashes by Type and Land Classification (Australia, 1996)**

Location category	Single fatality		Multiple fatality		Total
	N	%	N	%	
<b>Urban</b>					N
Urban, over 50,000 population	625	95.7	28	4.3	653
Urban, under 50,000 population	210	91.3	20	8.7	230
<b>Total urban</b>	<b>835</b>	<b>94.6</b>	<b>48</b>	<b>5.4</b>	<b>883</b>
% Urban		51.7		31.8	
<b>Rural</b>					
Rural, non-remote	641	88.4	84	11.6	725
Rural, remote	88	88.9	11	11.1	99
<b>Total rural</b>	<b>729</b>	<b>88.5</b>	<b>95</b>	<b>11.5</b>	<b>824</b>
% Rural		45.1		62.9	
<b>Unknown</b>					
Unknown	52	86.7	8	13.3	60
% Unknown		3.2		5.3	
<b>All crashes</b>	<b>1616</b>	<b>91.5</b>	<b>151</b>	<b>8.5</b>	<b>1767</b>

Source: ATSB Fatality File 2001

\* Population data was calculated using 1996 LGA figures as the base proportion. Queensland population data was then allocated for each year using the 1996 proportion.



## PART 3 ~ THE RURAL ROAD SAFETY ACTION PLAN

### BACKGROUND

35. The 1996 *Rural Road Safety Action Plan* (RRSAP) was part of a broader national attempt to strategically manage road safety in Australia by improving systems for planning, coordination and resource use. The *National Road Safety Strategy*, which federal, state and territory transport ministers agreed to in 1992, provided a basis for a nationally unified direction in road safety by identifying priority areas for action and interlinking with state, territory and federal strategies.
36. Priority areas in the strategy included alcohol and drug abuse, speeding, the protection of vehicle occupants, fatigue, road hazards, heavy vehicles, novice drivers and riders, and improved trauma management (ATAC 1992). There are, however, intrinsic differences between rural road safety and urban road safety, and simply transferring interventions and management approaches designed for urban areas to rural areas is not likely to be effective (Hasson 1999, p. 21).
37. A National Road Safety Strategy Implementation Task Force (NRSSITF), representing all levels of government and a range of industry and community bodies, was formed to implement and manage the *National Road Safety Strategy*. As a result, in 1994, the Australian Transport Council endorsed the *National Road Safety Action Plan*. The plan sought to translate the objectives of the national strategy into specific initiatives. The plan contained a range of key actions that could be implemented by all levels of government, industry, educators and community groups.
38. Objective (H) of the 1994 *National Road Safety Action Plan* (NRSSITF; 1994) stated that:

States and territories with special problems in rural and remote areas will cooperate to develop and implement strategic actions focussing on findings of (an) AUSTROADS<sup>3</sup> project aimed at reducing rural crashes.
39. The 1994 *National Road Safety Action Plan* was updated in 1996 with the inclusion of ten national priority actions aimed at further reducing the national road toll (FORS 1996).

### How was the RRSAP developed?

40. In April 1995, a national seminar, *Rural Road Safety: Focus for the Future*, was held in Wodonga, Victoria. The seminar brought together AUSTROADS and Federal Office of Road Safety projects. It sought to identify cost-effective countermeasures for reducing rural crashes and achieving consensus on the most promising countermeasures from the road safety community. Seminar participants from Queensland included representatives from QT, the QPS and QH (Office of the Chief Health Officer). An independent consultant, Dr Michael Henderson, was engaged to prepare a paper on possible rural road safety countermeasures and a detailed report on the proceedings of the seminar. The report (Henderson 1995) was used to develop the RRSAP (NRSSITF 1996).

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<sup>3</sup> AUSTROADS is the association of state, territory and federal road and traffic authorities in Australia.

## **Objectives of The RRSAP**

41. The RRSAP sought to achieve:
- a significant reduction in the difference in death rates between urban and rural sectors;
  - greater public awareness of the ongoing costs to the economy of the current level of road crashes in rural areas;
  - reduction in known deficiencies in the safety of rural roads through application of road treatments that improve rural road environments such as poor road shoulders, poor delineation and inadequate rest areas (these will be programmed to give priority to areas with high existing, and on the basis of safety audits, high potential crash rates);
  - improvement in the attitude and behaviour of rural road users, particularly in the areas of drink driving, speeding, fatigue and the use of seat belts through increasing enforcement resources and linking enforcement action to community education and promotion programs;
  - coordination of Commonwealth, state and territory and local government road safety programs across jurisdictional boundaries where these are arbitrary so far as particular safety problems are concerned;
  - more attention to road safety issues by rural local government and local communities;
  - upgrading trauma recovery systems, and training for paramedical personnel and general practitioners; and
  - funding and active participation by sectors outside the government sector (NRSSITF 1996, p. 4).
42. Through its representation on the task force, QT was involved in the development of the RRSAP before the plan was considered by transport ministers. The DMR and the QPS were also involved at this stage (Kursius, QT, Hearing Transcript, p.3 and Correspondence, 15 November 2000; Peut, DMR, Hearing Transcript, p. 2 and Correspondence, 13 November 2000; Pitman, QPS, Hearing Transcript, p. 2).
43. An early draft was forwarded to QT for comment in December 1995. The department's response supported the plan and proposed further emphasis in three areas: the involvement of local communities in road safety; road safety audits; and increased enforcement. A further draft forwarded in March 1996 incorporated the department's comments.
44. While QT was represented on the task force, it appears that other rural road safety stakeholders had little input. In Queensland, government departments such as QH and the DES were not consulted about the plan, despite being assigned responsibility in it for implementing key actions (Croker, Hearing Transcript, p. 2; Professor Bryan Campbell, Chief Health Officer, QH, Correspondence, 15 January 2001). Local governments that collectively administer 80 per cent of the state's road network were also excluded at this stage.

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## What Did the RRSAP Contain?

45. The RRSAP contained a range of specific activities to improve rural road safety across eight broad areas:
- Planning road improvements;
  - Public education programs;
  - Involvement of local communities;
  - Speed management;
  - Management of fatigue;
  - Enforcement;
  - Trauma services; and
  - Remote areas (NRSSTIF, 1996, pp.7-10).
46. For each specific action, the plan nominated responsible and supporting agencies. A full list of actions contained in the RRSAP and the responsible agencies is at Appendix (E).

## What is The Status of The RRSAP?

47. According to Mr Kim Bills, Executive Director of the ATSB, the RRSAP adopted in 1996 was to be reviewed and reported by early 1998 (Bills, ATSB, Correspondence, 29 February 2000). QT assumed responsibility for monitoring implementation of the plan in Queensland (Kursius, QT, Hearing Transcript, p.5). However, on 23 May 1997, following a disturbing trend in the road toll, the ATC adopted a further raft of measures called the *National Road Safety Package* that subsumed the more promising initiatives of the then road safety agenda. In doing so, the package over shadowed both the 1996 *National Road Safety Action Plan* and the RRSAP (FORS, 1997).
48. The rural road safety initiatives included in the *National Road Safety Package* included:
- Black Spot programs to rectify known accident sites on rural and other roads;
  - programs for shoulder sealing and audible edge lining to be upgraded and accelerated;
  - targeted enforcement of seat belt wearing in rural areas;
  - increased public awareness of enforcement activities associated with alcohol, speed and seat belt wearing;
  - development of guidelines and individual state and territory plans for highway rest areas;
  - implementation of a targeted public education strategy to create awareness of good fatigue management practices and the location of rest stops;
  - implementation of a comprehensive, nationally consistent speed zoning system covering both urban and rural areas and including the hierarchy of speed limits proposed in the AUSTROADS Report AP 118 *Urban Speed Management in Australia*; and
  - development of fatigue management guidelines for long distance light vehicle drivers, recreational and business/commercial drivers (FORS 1997).
49. The *National Road Safety Strategy 2001 – 2010* implemented by the ATC in 2001 sought to reduce the rate of road fatalities per 100,000 population by 40 per cent, from 9.3 fatalities per 100,000 population in 1999 to no more than 5.6 in 2010 (ATC 2001). The 2001 and 2002 national road safety action plans that followed contain strategic objectives for rural and remote areas. These include improving: road user behaviour; the safety of roads; vehicle compatibility and occupant protection; the use of new technology to reduce human error; equity among road users including international tourists and Aboriginal and Torres Strait Islander people; and trauma, medical and retrieval services (ATC 2001).

## Monitoring the Plan's Implementation

50. It appears that there was no nationally coordinated monitoring of the implementation of the RRSAP.
51. As noted above, the National Road Safety Implementation Task Force (NRSITF) was to assess implementation of the RRSAP and report to governments early in 1998 on the progress for major initiatives. However, with the absorption of elements of the RRSAP into the *National Road Safety Package*, this monitoring and reporting did not occur (Bills, ATSB, 29 February 2000). The committee was also told that the Australian Transport Safety Bureau (formally FORS), the national peak road safety body, does not liaise regularly with the states regarding road safety planning (QT, Submission No. 36, p. 13).

## How Were Initiatives in The RRSAP Funded?

52. Despite committing substantial government and non-government resources towards improving rural road safety, the RRSAP provided no funding. The government departments and other stakeholders listed as implementing or supporting specific actions for the plan were expected to do so using their existing resources.
53. This approach to consultation is contrary to current procedures within government. The committee notes that the *Cabinet Handbook* requires that full consultation takes place between the originating agency and other relevant, interested or affected agencies, prior to the matter becoming the subject of a formal submission (Queensland, Premiers Department, *Cabinet Handbook*, Ch. 6.2). Conformance with this provision would avoid the problems that occurred with the RRSAP.

## Is the RRSAP Still Used in Queensland?

54. While acknowledging that key rural road safety stakeholders were not involved in the development of the RRSAP, QT states that the proposed actions in the plan:
- ...are at a strategic level and provide a direction for the engagement of rural road safety stakeholders to develop and implement road safety countermeasures within the rural road environment (QT & DMR, Submission No 65, p. 4).
55. Consistent with the RRSAP, QT developed two strategic activities that involve rural stakeholders and community representatives in road safety planning. These are the *Queensland Road Safety Strategy* (QRSS) 1992-2003 and the *Queensland Road Safety Action Plan* (QRSAP).
56. QT developed the QRSS in conjunction with the DMR and the QPS. The QRSS provides a range of objectives, strategies and actions to address road safety. According to QT, the QRSS is reviewed regularly and monitored to ensure progress is maintained.
57. The QRSAP resulted from recommendations made at regional and state road safety summits. These summits allow representatives from state departments, local governments, non-government agencies and local communities to review the current status of road safety in Queensland and the future directions required to enhance key initiatives (QRSAP 2000-2001, p. 1). The QRSAP provides an overview of objectives, action areas and lead agency responsibilities for road safety improvements in Queensland (QT&DMR, Submission No.65, p.4).
58. Rural road safety is encompassed within the QRRS and the QRSAP so that many of the activities nominated in the RRSAP have been and are being implemented as part of their overall objectives (QT & DMR, Submission No 65, p. 4). Similarly, the RRSAP remains an intrinsic part of the QPS's corporate planning for road safety and enforcement (Pitman, QPS, Hearing Transcript, p 1).

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### **RECOMMENDATION 1**

That Queensland Transport devise a Queensland Rural Road Safety Action Plan to supplement the Queensland Road Safety Action Plan and consult with stakeholders, when determining priorities and prior to nominating agencies to undertake specific actions for inclusion in the plan.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

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### **RECOMMENDATION 2**

That the Minister for Transport and Minister for Main Roads reports annually to Parliament on the implementation of the Queensland Rural Road Safety Action Plan.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

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### **RECOMMENDATION 3**

That Queensland Transport ensure that other Queensland agencies identified as participants in national road safety plans are consulted at the formative stages and throughout the development of these plans to ensure that they are fully informed of their obligations and the resource implications.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

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## PART 4 ~ PLANNING ROAD IMPROVEMENTS

### INTRODUCTION

59. The standard of roads is a perennial issue for all levels of government. Demand for road construction and maintenance (like the provision of health services) has always outstripped supply in Queensland. The need for roads can be linked to the vastness of the state, size and distribution of the population and the pace of development.
60. Queensland has approximately 174,000km of public roads, 34,000km (20 per cent) of which are state-controlled roads. These state-controlled roads carry 80 per cent of the state's road traffic. Included in the state-controlled network is 4,200km of national highways. The DMR is responsible for managing the state-controlled network<sup>4</sup>. Local governments manage the remaining 140,000km, i.e. 80.5 per cent, of public roads in the state (LGAQ 2002, p. 1).
61. Around 1/3 of all road accidents are associated with the road environment (Armour and Cinquegrana 1990). For this reason, road standards and measures to improve road design and construction are important issues in rural Queensland.

### Proposed Actions in the RRSAP

62. The RRSAP contained specific and substantial actions for planning improvements to rural roads through safety audits and road improvement programs dealing with un-sealed shoulders, road delineation problems and road-side hazards as follows:
- (a) Undertake safety audits of all national and state highways and other rural roads. Formulate road improvement programs on the basis of their findings. (*Lead agency/supporting agencies: Commonwealth and State/Territory Road Safety Authorities*).
  - (b) Implement a special program of shoulder sealing with a high-quality centre and edge-line treatment and other forms of delineation. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities*).
  - (c) Implement a program for removing or otherwise reducing the danger from potential roadside hazards, including culverts, poles and trees in particularly dangerous positions. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government*).
63. As a measure of progress, the RRSAP proposed that safety audits of 50 per cent of national and state highways be completed by December 1997.
64. The RRSAP did not provide specific timeframes for the other road improvement initiatives.
65. Issues such as road funding, which lies at the heart of improvement to rural roads, the Black Spot program and the liability implications of recent decision handed down by the High Court are discussed by the committee in Part 12 – Additional Measures.

<sup>4</sup> The 4,200 km of National Highway in Queensland is managed by Main Roads but funded by the Commonwealth Government. The remaining 29,800km of the State-controlled road network is the responsibility of the State Government.

## ROAD SAFETY AUDITS

66. A road safety audit is a formal examination of a road or traffic project, or any project that interacts with road users. An independent, qualified examiner reports on the project's accident potential and safety performance. (AUSTROADS, 1994, p.10).
67. Road safety audits work in two ways: firstly, by removing preventable accident producing elements (e.g. inappropriate intersection layouts) at the design stages; and secondly, by mitigating the effects of remaining problems by the inclusion of suitable accident-reducing elements (e.g. road delineation through a system of reflectors and painted lines). Road safety audit procedures are detailed in the *AUSTROADS Road Safety Guide* (AUSTROADS, 1994, Section 8.4).

### *Audit methodology*

68. One of the criticisms of road safety audits relates to the high costs involved if performing them to the full, comprehensive level as outlined in the AUSTROADS guide. Because of the high costs, roads agencies have devised a less comprehensive form called 'Network Audits'. Network audits are designed for lower standard roads (typically those maintained by local governments) with less traffic and where network conditions do not vary significantly by distance (SA, Parliamentary Environment, Resources and Development Committee, 30<sup>th</sup> report, 1998). The AUSTROADS Road Safety Audit Guide now encompasses two types of audit – the widely, accepted formal audit and the low-level network audit (AUSTROADS 2002, pp. 68-73).
69. The committee was told that, compared to road safety audits, network audits are inclusive of local government, informal, less structured and less expensive and may be more appropriate to monitor low-volume rural road networks (See Hellmuth, DMR, Hearing Transcript, p. 8). In Queensland, DMR have been focusing on these low-level network audits as a means of achieving the RRSAP's audit requirement on low-volume roads at reduced costs.

### *Actions proposed in the RRSAP*

70. The RRSAP proposed that all states and territories undertake safety audits of all national and state highways and other rural roads and formulate road improvement programs based on their findings. The plan listed Commonwealth and state/territory road safety authorities as the lead agencies for this action. The committee notes that in spite of being responsible for some 84 per cent of the Australian road network, the RRSAP did not include local government as lead agencies involved in these actions.
71. As noted above, the RRSAP proposed that safety audits of 50 per cent of national and state highways be completed by December 1997. This was only 18 months after ministers endorsed the RRSAP. This gave Queensland's DMR 18 months to complete safety audits of 2,100km of national highways and 14,900 km of other state-controlled roads.

### *What has been done?*

72. DMR advises that it has audited 22 per cent of state-controlled highways in Queensland since the RRSAP was formulated (QT & DMR Submission, No. 36, Attachment 3), and that the bulk of this audit activity has been on rural roads. The department has set goals for future years to complete the auditing project (DMR, *Roads Implementation Program, 2000-2001 to 2004-2005 State Program*, pp. 1-5).
73. The committee was unable to determine the proportions of the audits that were formal audits and low-level network audits.
74. DMR has a current draft policy for road safety audits as follows:

- Network safety review to be carried out in each district according to agreed funding levels contained in the Roads Implementation Program (RIP).
  - Identify patterns and trends of safety issues and the use of traffic control devices.
  - Prioritise sections of the road network for the conduct of road safety audit on the basis of crash history, route importance (e.g. strategic routes, high traffic volume routes, routes with high percentage of heavy vehicles or vulnerable road users etc).
  - Respond to the audit findings.
  - Repeat steps 1 to 4 as part of the annual development of the Roads Implementation Program (RIP).
75. DMR advises that it has completed design audits of most of the larger road projects in recent year. The draft road safety audit policy specifies that design audits be conducted on all road projects costing \$5 million or greater. For road projects costing less than \$5 million, 20 per cent to 30 per cent of the projects are to be safety audited (DMR, Briefing 12 April 2002).

### ***Local Governments and Road Safety Audits***

76. The committee could not determine the level of road safety auditing undertaken by rural local governments, though noted that formal audits of local roads are unlikely (Kerr, IMEA, Hearing Transcript p. 10). It appears that rural councils may be reluctant to spend their limited funds on safety audits to identify and document problems when they haven't the funds needed to repair the problems they already know of. The high costs associated with conducting road safety audits may also limit council's ability to undertake general maintenance and upgrade programs (Isis Shire Council, Submission No. 67, p. 1).
77. A number of submissions favoured road safety audits of state and local government controlled roads (Sarina Shire Council, Submission No. 56, pp. 1-2; RACQ, No. 60, p. 1; Cairns City Council, Submission No. 64, p.1). The Sarina Shire Council noted the importance of comprehensive audits to identify and rank deficiencies for future capital/maintenance works' programs. The Council also suggested that the initial audits on state and council roads be funded by the state government and that shire councils then be responsible for ongoing annual audits on their roads. For the sake of consistency throughout the state, it also suggested that the major, initial audit should have its terms of reference set in consultation with the Local Government Association of Queensland (LGAQ) and DMR (Sarina Shire Council, Submission No. 56, p.2).
78. Local governments are encouraged to undertake audits to access funding programs such as the Safe School Bus Routes Program<sup>5</sup> and the Federal Government's Black Spot Program<sup>6</sup> (QT & DMR, Submission, No. 36, p. 9; Kerr, IPWEA, Hearing Transcript, p. 7).

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<sup>5</sup> The Safe School Bus Routes Program was established to examine the safety of school bus routes. Routes with identified safety issues are nominated for review by Public Transport officers. The safety of school bus routes in Queensland Transport regions, and reviews are then conducted by officers from Queensland Transport, Main Roads, local government, the local conveyance committee and the bus operator. Recommendations for remedial works are prioritised, and a funding agreement is negotiated with the relevant road authority.

<sup>6</sup> The Black Spot Program was initiated by the Federal government as part of its commitment to reduce crashes on rural roads. In 1999 – 2000, approximately \$7 million of Black Spot funding was expended on the upgrading of unsafe locations on the Queensland road network. The Federal government's Black Spot program is further discussed in this chapter.

79. The committee notes the audit training DMR provides to local governments. The department provides training opportunities for local government engineers through a joint DMR/Queensland University of Technology training course (Kursius, QT, Hearing Transcript, p. 20). The committee understands that this course is very well attended (Sheehan, CARRS-Q, Hearing Transcript, p.6).

## SHOULDER SEALING

80. Henderson (1995) states that it is well known that loss of control of vehicles on road shoulders, both on straight and curved sections, is an important factor in single-vehicle and multiple-vehicle crashes (Henderson 1995, p.27). There are a number of reasons why vehicles might suddenly veer off the road. These include driver inattention or distraction, a confusing road alignment or an oncoming vehicle on the incorrect side of the road. However, because an unsealed road shoulder provides less friction, it is easier for a driver to lose control of a vehicle (Schnerring 1995, p.1). Left-hand road shoulders are consistently associated with fatalities and it has been recommended that they should be universally upgraded (Pettitt, et. al. 1994).
81. A major study of rural single-vehicle accidents in Australia concluded that 33 per cent were linked to unsealed shoulders (Armour 1990). Unsealed shoulders on narrow sealed roads are particularly treacherous. Narrow roads without sealed shoulders encourage vehicles to use the centre of the sealed carriageway, especially heavy transports and Type 2 road trains<sup>7</sup>. Because heavy vehicles are unable to move from the centre of narrow carriageways with any great degree of speed and safety, the on-coming traffic is forced to quickly move over and use the shoulders to ensure safe passing. The safety of this manoeuvre is then dependent on the condition of the road shoulders (Flinders Shire Council, Submission No. 22, p. 2).
82. In rural Queensland, dirt shoulders which are common on narrow rural development roads, become slippery and boggy in wet weather, and are unforgiving to unsuspecting or inexperienced drivers (Black, QPS, Submission No. 28, p. 2)

### *Reasons for sealing road shoulders*

83. Studies have confirmed that the sealing of road shoulders is a very effective, long-lasting trauma reduction intervention (Ryan, G.A., Cercarelli, L.R. & Mullan, N. 1998). In Victoria, sealed shoulders resulted in lower accident rates (Armour & Cinquegrana 1990). Sealing shoulders on curves is particularly important in reducing the risk of a driver running off the road (Kloeden, et. al. 1999). A further study used statistical modelling to predict that increasing outside shoulder widths and median widths reduced accident frequency (Wang, Hughes & Stewart, 1997).
84. Sealing road shoulders helps to prevent instances where drivers lose control, and gives them a better chance of regaining control of the vehicle, thus breaking the chain of events leading to an accident. It is also seen as one of the most effective measures to improve rural road safety (Cairney 1995, p.2). In addition, a sealed shoulder usually reduces maintenance costs for the road authority because sealed shoulders are cheaper to maintain than unsealed ones (Henderson 1995, p. 28).
85. Sealed shoulders are also important to cyclists. According to Bicycle Queensland (BQ), wider shoulders (up to 1.5 metres wide) would offer safety for all road users by giving space to manoeuvre for unexpected obstacles and provide a safe zone for cyclists. BQ notes that new and existing rural (and urban) roads, at times, have shoulders with a surface much rougher than the main carriageway.

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<sup>7</sup> A Type 2 road train is determined by its length. It can either be an AB triple, i.e. an articulated vehicle hauling two B double trailers connected by a converter dolly (44 metres); a rigid truck hauling two trailers (47.5 metres); or an articulated vehicle hauling two trailers (53.5 metres). The maximum length for a Type 1 road train towing either two or three trailers is 36.5 metres (Queensland Transport July 2001, *Guideline for Multi-Combination Vehicles in Queensland*, Form No 1, Version 4, Brisbane, Qld.).

This dangerous situation encourages cyclists to use the limited road space and not the shoulder, and should be rectified in new road construction and/or retrofitting (BQ, Submission, No.39, p. 1).

***Action proposed in the RRSAP***

86. The action plan proposed to implement a special program of shoulder sealing. The lead agencies for this program were listed as the state/territory road safety authorities. The action plan did not propose a timetable for completion of these actions.

***What has been done?***

87. DMR stated that it had made major inroads into shoulder sealing, particularly in rural areas where the problem has been identified as a major safety issue for motorists. Because of the distribution of traffic and the irregularity of accidents in rural areas, shoulder sealing is often not a program that is based on accident history. Accidents tend to be sparsely distributed, rather than concentrated on any particular location, due to the length of Queensland's road network. As part of the network audits DMR implements, the department is able to identify areas in which there is significant shoulder wear and then target those areas within its shoulder sealing program (Hellmuth, DMR, Hearing Transcript, p. 6).
88. Queensland has long links of narrow, two-lane and single-lane bitumen roads, the latter being a legacy of the beef road program in the 1960s. According to DMR, the following considerations are used in the prioritisation of shoulder sealing works:
- Traffic volumes and composition (ie. % heavy vehicles) and roadway width;
  - Accident history;
  - Shoulder wear/ maintenance cost;
  - Vehicle tyres/ interaction (eg. roadtrains);
  - Investment strategies/road function (eg. state strategic); and
  - Consultation with local governments, road user groups and QT (DMR, Briefing 12 April 2002).

**DELINEATION**

89. The term 'road delineation' refers to the system of reflectors and painted lines provided to guide the driver along the road system (Cairney 1995, p. 1) Delineation of the roadside has been shown to be a very effective way of reducing accidents at relatively low cost. The use of new line-marking materials provides a better performance than traditional paint and, although more expensive at the outset, would last a lot longer (Cairney 1995, pp. 1-2).

***Action proposed in the RRSAP***

90. In conjunction with the shoulder sealing, the RRSAP proposed a program of high-quality centre and edge-line treatments and other forms of delineation in conjunction with shoulder sealing. The RRSAP listed state/territory road safety authorities as lead agencies for this program, though did not propose a timetable for completion.

**What has been done?**

91. Road delineation is covered within DMR's maintenance program. However, road delineation is undertaken more regularly in the coastal areas than in the western areas due to the volume of traffic and the resulting rate at which road markings degrade. DMR apply standards for delineators in rural areas and, in recent times, there has been an increased use of raised retroreflective pavement markers for the delineation of centre and edge lines. On many rural roads, the narrow widths do not allow for the installation of an edge line. DMR then have to balance the delineation program with the shoulder sealing program, so that the latter becomes the priority. Only then, can the edge lines be installed. (Hellmuth, DMR, Hearing Transcript, p. 12).
92. QT states that there has been a major emphasis since 1996 on widening existing, narrow, regional and rural pavements throughout the state. 4,286 kilometres of pavement has been widened or realigned at a cost of over \$415 million. DMR also claim significant enhancements in delineation of lanes through line-marking and highway audible line marking with over 109,000 kilometres completed at a cost of over \$29 million (See Table (5)) (QT & DMR, Submission, No. 36, Attachment 3; Updated December 2000).

**Table (5) - Road System Improvements -Widening and Delineation by year, Queensland, 1 July 1996 to 30 June 2000.**

Work –type	1996-97		1997-98		1998-99		1999-2000	
	Expend-iture \$'000	Lane km	Expend-iture \$'000	Lane km	Expend-iture \$'000	Lane km	Expend-iture \$'000	Lane km
Roads widened/ realigned	86,275	889	109,469	1,128	105,934	1,092	114,180	1,177
Improved delineation of lane line- marking and highway audible line-marking	6,794	20,114	8,308	35,534	4,236	15,390	10,354	38,350

*Source: QT & DMR, Submission No. 36, Attachment 3; (updated December 2000)*

**ROADSIDE HAZARDS**

93. Roadside hazards include trees, utility poles and other obstacles (usually within five to nine metres of the edge of the road), narrow culverts and bridges. The removal or relocation of roadside hazards provide drivers with an open space in which to maintain or regain control of their vehicle or to reduce their speed before a collision. It has been suggested that a nine metre 'clear zone' is sufficient for most drivers to either return to the road or bring their vehicle to a safe stop. Because a nine metre 'clear zone' is not always possible, roadside objects can be modified or protected (Schnerring 1995, p. 2).

**Action proposed in the RRSAP**

94. The RRSAP proposed that road safety authorities and local government implement a program to remove or ameliorate road side hazards to motorists including culverts, poles and trees in particularly dangerous positions.

**What has been done?**

95. The committee was told that the removal of roadside hazards by DMR is addressed through a combination of audits, routine maintenance arrangements and local consultation to identify priority actions. Hazardous roadside obstacles are also addressed during network level audits. Programs include: guardrail repair and the removal of hazardous trees or structures within the road reserve;

the management of roadside vegetation via a fire threat management plan and the elimination of high-growing grass species, particularly introduced species; and the retention in western areas of low-growing native grasses (Hellmuth, DMR, Hearing Transcript, p.6).

96. The committee notes that the removal of hazardous trees for the safety of motor vehicles that deviate from the road has potentially significant environmental implications. In north Queensland, the removal and amelioration of roadside hazards to make roads safer is a contentious issue, especially in the Wet Tropics Management Area (WTMA). The committee was told that local councils must submit an Environmental Impact Statement (EIS) before any upgrades can occur, and that this appears to be in contradiction of the LGA's responsibility to provide safe road access (Prout, Wujal Wujal, Submission No. 52, p. 1). It was further suggested to the committee that a whole of government approach might be needed to address the complexities of the issue (Cameron, DMR – Central Region, Submission No. 62, p. 1).

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#### **RECOMMENDATION 4**

That the Department of Main Roads continue to undertake road safety audits of the rural road network as a priority.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

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## PART 5 ~ PUBLIC EDUCATION PROGRAMS

### INTRODUCTION

97. To a large extent, road safety depends on road users voluntarily obeying the road rules. Governments use education and publicity to encourage voluntary compliance and self-management by road users of their behaviour. Typically, these have included mass media advertising campaigns, the distribution of educational material such as pamphlets, posters and videos, the inclusion of road safety messages in school and tertiary curricula, and the production of guidance material.

### Proposed Actions in the RRSAP

98. The RRSAP sought to improve rural road safety by making generic city-based road safety education campaigns relevant to rural audiences, and by publicising the fact that those most likely to be involved in serious crashes in rural areas are rural residents, not visitors from urban centres. These actions are as follows:
- (a) Localise the content of generic mass media education and make it available to relevant local communities. Give special attention to fatigue, alcohol use and failure to wear seat belts (*Lead agency/supporting agencies: Commonwealth and State/Territory Road Safety Authorities/Police Services, Insurance Sector and Motoring Associations*); and.
  - (b) Publicise locally the fact that those most likely to be involved in serious crashes in rural areas are rural residents. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government and Motoring Associations*).
99. The RRSAP did not prescribe timeframes for localising media campaigns. However, as a measure of progress, the RRSAP proposed that a nationwide program publicising the high incidence of involvement of rural residents in serious crashes be instituted by 1997.

### LOCALISING MEDIA CAMPAIGNS

#### *Action proposed in the RRSAP*

100. The first proposed action is about localising the content of generic mass media campaigns to make them relevant to rural road users with special attention to fatigue, alcohol use and failure to wear seat belts. This action was based on the belief that road safety education campaigns would be more successful in rural communities if they addressed local attitudes and allowed communities to identify with the issues.
101. The RRSAP listed Commonwealth and state/territory road safety authorities, the police services, the insurance sector and motoring associations as lead agency/supporting agencies for this action. No specific time frame was stated in the plan for this action. Nor did the RRSAP prescribe how media campaigns should be localised.

#### *What has been done?*

102. The QPS's network of eight regional traffic coordinators plays a key role in localising road safety public education campaigns in Queensland. The QPS Media and Public Relations Section provides regional traffic coordinators with a generic media release that encompasses the theme of a particular road safety campaign, e.g. fatigue, drink driving, etc (Lake, QPS, Hearing Transcript, p.13). These

- officers enjoy regular contact with local media and develop their own campaigns based on generic, statewide campaigns and issues current in their local area.
103. QT and DMR stated that police in rural areas often have a higher public and media profile than their urban counterparts. The localised road safety messages delivered by police in rural areas are supplemented by work carried out by QT's network of road safety consultants and 52 community road safety groups that the department supports (QT & DMR, Submission, No. 36, pp.12-13).
  104. Rural residents at Travelsafe forums held in western and northern Queensland commented favourably on the cooperation between police and the local media in many centres. This cooperation resulted in road safety messages being transmitted via newspapers, radio and television. 'Adopt a Cop' programs have been introduced into local schools. The program includes visits by police liaison officers to talk about road safety. QT also operate road safety programs via the media that promote issues such as safe walking, bicycle and bus travel, as well as safety programs at local schools (Queensland, Travelsafe Committee, Minutes of Public Meetings, 15-17 February 2000, 3-6 July 2000).
  105. QT distributes the *Road Sense News Fax* to local councils, community groups, police and members of Parliament As well, QT supplies road safety information to regional newspapers for their weekly road safety columns (QT & DMR, Submission No 65. p. 12).
  106. Other government agencies and non-government agencies deliver road safety education messages and material in rural areas. These include :
    - Queensland Fire and Rescue Service (QFRS) – Road Accident and Awareness Prevention Program (RAAPP) – Delivered to Year 12 students, the program illustrates the trauma associated with road accidents and their effect upon a community (Beasley, QFRS, Public Hearing Transcript, p. 18);
    - Australian Transport safety Bureau (ATSB) – Localised campaigns that address speeding, fatigue, drink driving and seatbelt wearing in rural areas throughout Australia (QT & DMR, Submission No 36. p. 13); and
    - RACQ – Road safety messages to rural communities supporting the Fatal 4 campaign and the provision of advice to motorists regarding vehicle maintenance and road safety via local newspapers, radio and television stations, its magazine - *The Road Ahead* and its internet site <<http://www.racq.com.au>> (RACQ, Submission No 35. p.4).

## **PUBLICISING THE CRASH RISKS TO RURAL RESIDENTS**

### ***The urban driver myth***

107. The second proposed education action in the RRSAP is about publicising locally the fact that those most likely to be involved in serious crashes in rural areas are rural residents, not visitors from urban centres. This action stemmed from a paper Mr Barry Elliott from Elliott and Shanahan Research presented at the 1995 Rural Road Safety Seminar. The title of the paper is *We're Great Drivers – Its All those City Idiots*. The paper describes the belief in rural areas that, to a large extent, city drivers cause the rural road safety problem.
108. Elliott's paper reported that rural drivers are:
  - ...especially ready to blame city drivers for road crashes which occur in country areas. City drivers are criticised for being incapable of driving safely on country roads, especially if something goes wrong (Elliot 1995, p. 1).
109. A recent study of crash statistics suggests otherwise. CARRS-Q researchers examined fatal accidents in 14 randomly selected north Queensland shires using data from the Queensland road crash database. The study found that 251 (84.5 per cent) of the 297 drivers involved in fatal

accidents during the six year period 1993 - 1998 were residents of northern Queensland, 9 per cent were residents from other parts of Queensland and 6.4 per cent were either interstate or international drivers. Thus, the overwhelming majority of rural crash victims were local drivers (Sheehan, CARRS-Q, Public Hearing Transcript, p. 14).

### **Action proposed in the RRSAP**

110. The RRSAP proposed that the Commonwealth and state/territory road safety authorities, the police services, the insurance sector and motoring associations, as lead agencies, publicise locally the fact that those most likely to be involved in serious crashes in rural areas are rural residents. The timeframe for this proposed action in the RRSAP was to institute a nationwide program publicising the high incidence of involvement of rural residents in serious crashes by 1997.

### **What has been done?**

111. In its second submission, QT detailed its public education campaigns that relate to rural communities. These campaigns target the *Fatal 4*, rural driving, the wearing of seat belts and driver fatigue. Other QT state-wide campaigns also target audiences in rural areas. For these campaigns, QT depicts locations that could illustrate any geographic area in the state (QT & DMR Submission No. 65, p.8).
112. QT implemented a range of state-wide campaigns throughout 2000-2001 including:
- a specific seat belt wearing campaign using outdoor billboards launched in December 2000 with heavy penetration in rural areas. There will be further enhancement in 2002 with television and radio advertisements targeting statistical problem areas;
  - a *Fatal 4* Campaign using outdoor billboard advertisements at 31 regional sites in December 2000-January 2001 and another 25 sites in May-June 2001. QT states that the *Fatal 4* education material is equally applicable to rural and urban communities;
  - a fatigue management campaign that encourages motorists to take regular breaks during long trips. QT has conducted the campaign using outdoor billboards located at known fatigue black spot locations since 1997; and
  - an anti-speed campaign launched in October 2001 that includes substantial advertising in rural Queensland. Each of the advertisements has a mix of rural and urban locations to ensure their relevance to a wide audience (QT&DMR Submission No. 65, p.p. 8-9).
113. QT allocated 48 per cent of its 2000-2001 road safety public education budget to regional communities. According to QT, the high proportion of spending ensures a high level of campaign activity in rural Queensland given the relatively low advertising costs. ABC regional radio supports QT's road safety campaigns and broadcasts radio community service announcements at peak times throughout the year. QT provides regional media with artwork promoting campaigns for use in press community service announcements. Regional newspapers have also supported the campaigns with road safety announcements provided free of charge ( QT&DMR Submission No. 65, p.p. 8-9).
114. According to QT, independent evaluations of its campaigns show that regional motorists, like Brisbane motorists, are aware of key road safety issues. For example:
- awareness of the Fatal 4 was marginally higher in regional Queensland (93 per cent) than the state average (91 per cent). Regional motorists (66 per cent) claim awareness of the Fatal 4 via television advertisements more frequently than the state average (57 per cent) and have significantly higher levels of awareness than Brisbane motorists (51 per cent);
  - awareness of seat belts was 57 per cent in regional Queensland compared with a state average awareness of 63 per cent; and
  - awareness of fatigue was 90 per cent in regional Queensland with regional motorists more likely to claim awareness of fatigue via television advertisements (57 per cent vs. 54 per cent)

and newspaper or magazine advertisements (43 per cent vs. 36 per cent) (QT&DMR Submission No. 65, p. 10).

### ***The Rural Road Safety Campaign***

115. In April 2001, Acting Minister for Transport and Minister for Main Roads, Hon. Stephen Robertson MP, announced a public education campaign by QT aimed squarely at Queensland's rural drivers. The campaign focused on low seat belt wearing rates by rural motorists and the risks of driving while tired (Hon. Stephen Robertson MP, A/g. Minister for Transport and Main Roads, Media Release, *Rural Road Safety Campaign Launched*, 22 April 2001).
116. The campaign, implemented in May/June 2001, using a new tagline "people who live in the country often die in the country", was aimed at educating rural drivers that they were the ones being killed on rural roads. The campaign was based on a successful New South Wales model that had significantly changed rural drivers' attitudes (Wall, 1999, pp. 1-5). The QT campaign used television and radio commercials tailored for rural audiences. These were supported by posters promoting the importance of wearing seat belts and taking regular rest breaks. QT's network of road safety consultants promoted the material widely, especially in areas where industries employed large numbers of shiftworkers (QT & DMR, Submission No. 65, p. 8).
117. QT considers that the action proposed in RRSAP has been completed in Queensland, given the implementation of its rural road safety public education campaign. Evaluation of the campaign is still on-going. For comparative purposes, QT states that results from other road safety campaigns in rural areas are performing well (QT&DMR Submission No. 65, pp. 9-10).

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## **RECOMMENDATION 5**

That Queensland Transport and the Queensland Police Service encourage the involvement of industry bodies and the private sector in campaigns to provide consistent messages to rural residents about their crash risks.

**Ministers Responsible: Minister for Transport and Minister for Main Roads; Minister for Police and Corrective Services and Minister Assisting the Premier on the Carpentaria Minerals Province**

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## **RECOMMENDATION 6**

That Queensland Transport and the Queensland Police Service evaluate whether their programs to educate rural residents about their crash risks contribute to reductions in the frequency and severity of rural crashes.

**Ministers Responsible: Minister for Transport and Minister for Main Roads; Minister for Police and Corrective Services and Minister Assisting the Premier on the Carpentaria Minerals Province**

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## PART 6 ~ INVOLVEMENT OF LOCAL COMMUNITIES

### INTRODUCTION

118. The 1995 Rural Road Safety Seminar concluded that local governments play a vital role in the application of successful road safety countermeasures (Henderson 1995, p. 29). There are 810, 000 kms of public roads in Australia and local governments are collectively responsible for 84 per cent of the total, national public road network (Butcher 2001, p. 2).
119. A paper presented to the Rural Road Safety Seminar by Mr Terry Alford, an engineering and local government consultant, looked at the role of local government in rural road safety. According to Alford, as a creature of state government and the third tier in Australia's federal system of government, local governments have tended to believe that federal and state governments would supply the money and the programs and local government would determine the local priorities.
120. In 1995, Alford argued that this outlook has been reflected in the attitude of local governments to road safety where generally the issue has been seen as one to be addressed by either the federal or state government. While undertaking many works, generally of an engineering nature, local governments have shown a distinct resistance to become involved in the broader issues associated with rural road safety (Alford 1995, pp. 1-6).

### Proposed Actions in the RRSAP

121. The RRSAP contained five specific actions dealing with local communities.
- (a) Promote greater involvement of rural shires and councils and their local communities in defining local road safety issues and developing partnerships to address them. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities/Australian Local Government Association, Institute of Municipal Engineers Australia and Australian College of Road Safety (ACRS).*)
  - (b) Assist local authorities in the detailed analysis of factors impacting on local road safety, and in the development of action plans to target problems. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities.*)
  - (c) Establish information programs to disseminate information to local councils and local communities about successful local initiatives and local programs, as well as those found not to be effective. (*Lead agency/supporting agencies: Commonwealth and State/Territory Road Safety Authorities/ACRS.*)
  - (d) Provide training opportunities and guidance for local government on best practice in application of road safety countermeasures. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities.*)
  - (e) Formulate special arrangements for Aboriginal communities, particularly in remote areas, ensuring representation in the planning, implementation and evaluation of programs to improve safety for them. (*Lead agency/supporting agencies: Federal Office of Road Safety/ATSIC, State/Territory Road Safety Authorities.*)
122. The proposed action concerning special arrangements for Aboriginal communities is similar to the actions specified in the RRSAP for remote areas. The committee has therefore discussed this action in Part 11 – Remote Areas.

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## ENGAGING LOCAL COMMUNITIES

### *Actions proposed in the RRSAP*

123. The first proposed action concerning local communities was to promote greater involvement of rural shires and councils and their local communities in defining local road safety issues and developing partnerships to address them.
124. The lead agency/supporting agencies for this were listed as: State/Territory Road Safety Authorities/Australian Local Government Association, Institute of Municipal Engineers Australia and Australian College of Road Safety (ACRS). No timeframe for this action was given in the RRSAP.

### *What has been done?*

125. In its later submission, QT informed the committee of its multi-layered approach to involving local communities in road safety planning. Community representatives and local governments participate in regional Road Safety Groups, Road Safety Forums and the Queensland Road Safety Summit. The working groups are involved in the regional Road Safety Forums held in the southeast, central, northern and southern regions. This regional input then becomes part of the agenda for the state-wide Queensland Road Safety Summit.
126. In 2001, 16 working group meetings were held in a wide variety of regions of the state. Each working group comprises representatives from QT, DMR, QPS, QH, Education Queensland, QFRA, QAS, CARRS-Q, RACQ and local governments. At a local level, periodic working group meetings also include a wider representation from the communities – bicycle groups, youth organisations, industry (e.g. mining communities), the heavy vehicle industry and primary industries. Thus, both urban and rural communities are involved in road safety planning and strategies and, at a local level, can provide updates on their progress (QT & DMR, Submission No. 65, pp. 10-11).
127. QT employs 14 road safety consultants that network throughout the state and assist in identifying with local councils the pertinent road safety issues and best practice solutions, so that the councils can do the work themselves (Bullock, QT, Hearing Transcript, p. 22). Local participation is also encouraged and supported in community programs such as the Driver Reviver Scheme. As well, SafeST committees have been established by many school communities which monitor the impact of road safety upon schools, particularly safe school travel (Kursius, QT, Hearing, pp. 18–19).

## ANALYSIS OF ROAD SAFETY FACTORS BY LOCAL GOVERNMENT

### *Actions proposed in the RRSAP*

128. The second proposed action concerning local communities was to assist local authorities in the detailed analysis of factors impacting on local road safety, and in the development of action plans to target problems. The lead agencies for this action were stated as State/Territory Road Safety Authorities.

### *What has been done?*

129. Since 1991, the Queensland Road Crash Database has been used by QT for road safety analysis, planning and delivery. A component of the database, 'Local Crash', was developed specifically as a road safety analysis tool for local governments. At present, only 18 local governments are using 'Local Crash'. Other local governments send data files to QT for analysis or request information on specific issues. Local governments can also access road crash data via QT's road safety consultants and as members of the regional working groups (QT & DMR, Submission No. 65, p. 11).

130. Recently, QT has developed 'WebCrash 2', a web-based road crash analysis tool (available from October 2001), as a single point of access for all stake-holders to analyse road safety information. Initial development has been funded by QT but external stakeholders' access will be on a user-pays basis. The service can be accessed by smaller local governments and community groups via the regional road safety consultants (QT & DMR, Submission No. 65, pp. 11-12). Costs to users will be based on - (1) a fixed price for whole of government users, e.g. QFRA (now QFRS), and (2) for local councils, a sliding scale basis depending on their size (QT, Personal Correspondence, 16 November 2001).

## INFORMATION ON ROAD SAFETY PROGRAMS

131. The third proposed action was to establish information programs to disseminate information to local councils and local communities about successful local initiatives and local programs, as well as those found not to be effective.
132. The lead agency/supporting agencies were listed as Commonwealth and State/Territory Road Safety Authorities/Australian College of Road Safety (ACRS).

### *What has been done?*

133. QT is developing another website, titled *Pathways to Better Practice in Road Safety*, in collaboration with MAIC, QH, QPS, RACQ, CARRS-Q and DES. Community and interest groups will be provided with a self-paced approach to road safety issues before contacting QT's road safety personnel. The website will provide linkages to research, case studies and data studies on road safety which can also be used by road safety practitioners, students and researchers (QT & DMR, Submission No. 65, p. 12).
134. At a local government level, the Australian Local Government Association (ALGA) provides best practice information for its members on a range of topics including transport and road safety (See the association's website: <http://www.alga.com.au>). Although it was not mentioned in the RRSAP, the committee notes that the development of the worldwide web has provided local communities with significantly increased access to a wide range of road safety information.

## ROAD SAFETY TRAINING OPPORTUNITIES AND GUIDANCE

### *Actions proposed in the RRSAP*

135. The fourth proposed action was to provide training opportunities and guidance for local government on best practice in application of road safety countermeasures. The lead agency/supporting agencies were state/territory road safety authorities.

### *What has been done?*

136. As previously mentioned in *Planning for Road Improvements*, DMR has developed a five-day road safety audit training course in conjunction with the QUT to train road safety practitioners in the conduct of road safety audits. The department also provides foreman-training courses that cover all safety-related aspects of road construction and maintenance works for departmental and local government staff.
137. The DMR informed the committee that road safety-related issues are also addressed at the annual Main Roads' regional symposiums and district training sessions, with a high number of local government officers in attendance (QT & DMR, Submission, No. 36, p 18). The DMR also provides a suite of technical training packages that local governments are encouraged to access, e.g. a road signage workshop and training on work zone practice (Douglas, DMR, Hearing Transcript, pp. 22-23).

138. In July 2000, RACQ and CARRS-Q established the Queensland Road Safety Awards. These awards provide recognition of best-practice road safety initiatives at a local level for the first time in Queensland. Information about programs that received awards is made available to community organisations (Lee, ACRS, Hearing Transcript, p. 22). These awards are held annually.

## **SPECIAL ARRANGEMENTS FOR ABORIGINAL COMMUNITIES**

139. As mentioned above, the proposed action concerning special arrangements for Aboriginal communities is similar to the actions specified in the RRSAP for remote areas. The committee has therefore discussed this action in Part 11 - Remote Areas.



## PART 7 ~ SPEED MANAGEMENT

### INTRODUCTION

140. The term ‘speeding’ is used to describe the behaviour of a driver who is operating a vehicle too fast for the prevailing conditions or at a speed greater than the posted speed limit (Zaal 1994, p. 67). Zaal cites a study by Fildes and Lee that shows that crashes are more likely to occur when the speed is excessive for the prevailing conditions, and that the higher the speed the greater likelihood of death or serious injury (Fildes & Lee 1993 in Zaal 1994, p.69).
141. Speeding is a major factor in crashes on rural roads. As noted in Table (3) in Part 2, speed was judged by police to be a factor in 34 (18 per cent) of the 187 rural road fatalities in Queensland during 2000. From the table, the per capita risk of dying in a speed-related crash on rural roads in Queensland in 2000 may be significantly higher (4.7 times) than the risk in urban areas.
142. Speed limits provide the primary legislative means of imposing some control over the speeds at which motorists travel. Speed limits must be credible to be effective and a rational speed hierarchy is necessary to facilitate safe, efficient traffic flow (Fildes & Lee 1993 in Zaal 1994, pp. 73-75).
143. There are three main types of speed limits in use in Queensland:
- **General limits** are applied by regulation to various classes of road according to their environment, in the absence of other more definitive means of setting speed limits. The local street speed limit is 50 km/h (in Local Government jurisdictions prescribed in Traffic Regulations); the general urban speed limit is 60km/h; and the general rural (open road) speed limit is 100km/h.
  - **Special speed limits** are either specified by legislation or indicated by signs as appropriate to the particular type of limit and may be applicable in particular circumstances. These include: temporary limits e.g. through roadworks or over a bridge with structural deficiencies; special area limits e.g. part of a LATM scheme, parks, reserves, camping areas; and variable speed limits e.g. due to changes in weather conditions, school zones, classes of vehicles or drivers e.g. trucks.
  - **Speed zones** are speed limits based on engineering assessments of road, traffic and land use characteristics. They are established for particular lengths of road, particular defined areas and/or particular times of day for which the prevailing general limit is not appropriate. They include – Linear speed zones, area speed zones, school zones and shared zones (QT, Part 4, MUTCD 1999, pp. 4-10 – 4-11).

### Proposed Actions in the RRSAP

144. The RRSAP contained three specific actions to improve speed management on rural roads:
- (a) Rationalise speed limits on rural roads to provide greater consistency for similar conditions, develop guidelines and tools for nationally consistent speed zoning. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government Authorities*).
  - (b) Use the same guidelines for speed zoning roads through rural villages and towns and on the approaches to provincial cities. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities*).

- (c) Introduce appropriate ‘traffic calming’ measures to induce more moderate speeds through towns. (*Lead agency/supporting agencies: Relevant State/Territory Road Safety Authorities*).

## SPEED LIMITS

### *Actions proposed in the RRSAP*

145. The RRSAP proposed that road safety authorities supported by local government authorities would rationalise speed limits on rural roads to provide greater consistency for similar conditions and develop guidelines and tools for nationally consistent speed zoning.

### *What has been done?*

146. Speed limits are set according to a range of factors, including road use and location, volume and type of traffic, frequency and nature of property access, presence or otherwise of signs and traffic lights, crash history, parking activity, and pedestrian and cyclist activity (QT & DMR, Submission No. 36, p. 20). QT, DMR and local governments share responsibility for setting speed limits on Queensland roads. QT is responsible for determining speed limit policies and guidelines. DMR and local governments are responsible for applying these policies and guidelines for roads under their control. QPS has a further key role given its enforcement responsibilities.
147. QT and the QPS established the *Speed Management Strategy* in 1993 to reduce the incidence of speed-related crashes in Queensland. Through the strategy, QT and QPS sought to establish a socially unacceptable attitude towards speeding in the community, as exists for drink driving. A key component of the strategy is the integration of engineering, enforcement and education initiatives to achieve these goals.
148. Speed limit reviews are a major engineering component of the *Speed Management Strategy*. All speed limit reviews are undertaken in accordance with *Part (4): Speed Control Guidelines, Manual of Uniform Traffic Control Devices* (Queensland) (MUTCD)(1998). These guidelines ensure speed limits are determined in a credible and consistent manner. The committee understands that the Queensland guidelines significantly influenced the development of the national standard for setting speed limits.
149. Speed control guidelines seek to strike a balance between the function of roads, prevailing vehicle speeds and the road environment. The rationale for having speed control guidelines is that motorists are more likely to adhere to credible speed limits, reducing the need for enforcement to achieve high levels of compliance. According to QT and DMR, Queensland is the only state in Australia to ensure speed limits are consistent and credible on roads as a requirement for the introduction of speed cameras. (QT & DMR, Submission No. 36, p. 20).
150. On its trips to western and north Queensland, the Travelsafe Committee of the 49<sup>th</sup> Parliament travelled over unsealed roads posted at 100 km/hr yet were in poor condition. At forums in rural and regional centres, local residents recounted their own experiences with such roads and the dangers to motorists travelling at or near the posted 100 km/hr speed limit on them. Residents commented on the critical influences of weather and road environment factors such as loose gravel and potholes on driving conditions, irrespective of posted speed limits (Queensland, Travelsafe Committee, Public Hearings, 15-17 February 2000, 3-6 July 2000).
151. Submissions to the inquiry raised similar concerns and questioned the process for setting speed limits on rural roads. The Isis Shire Council submits that speed limits are of limited value because of the different conditions prevailing on many of the local roads due to variations in maintenance levels and weather (Isis Shire Council, Submission No. 67, p. 1). The Dalrymple Shire Council notes that many of its 4,300 kilometres of gravel roads are not capable of supporting a 100 km/h speed limit because of constant variations caused by seasonal weather and the increase in heavy

transport. They also note that the shire's live cattle export industry now functions throughout the year and that this places greater strains on gravel roads during the wet season (Dalrymple Shire Council, Submission No. 49, p. 14).

152. The RACQ submit that motorists should be encouraged to travel at speeds that suit the prevailing conditions (RACQ, Submission No. 60, p.1).

## **SPEED ZONING IN RURAL VILLAGES**

153. Speed zoning is the establishment of a speed limit for a particular length of road where roadside development is such that a general speed limit does not reasonably fit the prevailing road and traffic conditions (DMR 1995, *Manual of Uniform Traffic Control Devices*, p. 4).

### ***Actions proposed in the RRSAP***

154. The RRSAP proposed that the same guidelines be used for speed zoning roads through rural villages and towns and on the approaches to provincial cities. The lead agency/supporting agencies for this action were listed in the plan as state/territory road safety authorities.

### ***What has been done?***

155. QT and the DMR state that Queensland's speed control guidelines in Part (4) of the MUTCD are followed for all speed limit reviews in Queensland. This means that speed limits on roads through rural villages and towns and roads on the approaches to provincial cities are assessed and determined in the same manner (QT & DMR, Submission, No. 36, p.22).

Under the requirements of the MUTCD, state-controlled roads through rural towns and villages are classed as traffic carrying roads, and would generally have a speed limit of 60km/h or higher. The MUTCD allows for a speed limit of 50km/h on traffic carrying roads under special circumstances, including through strip shopping centres where nodal traffic calming has been introduced. QT has been reviewing the requirements for traffic calming, and considers that for strip shopping centres in many rural towns and villages, a 50km/h speed limit could also be acceptable due to other circumstances such as:

- heavy pedestrian movement;
- narrow through lanes and parking lanes;
- angle parking; and/or
- centre parking.

156. The use of standard guidelines for assigning speed limits ensures that road authorities are able to establish consistent and credible speed limits across the road network. The RACQ support the use of a defined road hierarchy for speed management, including roads in country towns (RACQ, Submission No. 60, p. 1).
157. From 1 February 2003, a speed limit of 50km/h will apply to local streets throughout regional Queensland. QT and DMR advised the committee that they are working with local governments to implement this lower speed limit, and that many local governments have sought a 50km/h speed limit for the state-controlled roads through their rural towns and villages. QT and DMR are discussing the development of a consistent policy and guidelines for the application of a 50km/h speed limit on state-controlled roads through rural towns and villages. The policy and guidelines should be in place by September 2002 to enable roads to be signed in conjunction with implementation of the 50km/h local street speed limit by 1 February 2003 (Briefing, QT, 12 April 2002).

158. While no formal mechanism exists for local governments to appeal decisions by QT and DMR on applications for lower speeds on main roads through rural villages, both departments advise that they are responsive to reviews sought by local governments, industry and community groups, consistent with speed management guidelines.
159. In other developments to assist speed management on main roads through rural villages, the departments have included provisions in the MUTCD for 'END' signs. These signs are designed to be used to alert motorists exiting lower speed zones on main roads through rural villages to the transition to 100 km/hr zones (QT & DMR, Submission No. 36, p. 13).

## USE OF TRAFFIC CALMING TO MODERATE SPEEDS THROUGH TOWNS

160. In Australia, 'traffic calming' derived from a meeting of a group of engineers during the 15<sup>th</sup> Australian Road Research Conference in Darwin in 1990. The engineers identified three levels of traffic calming - Level II being the one that relates to the requirement of the Rural Road Safety Action Plan.

Level II Traffic Calming: Results of actions to restrain traffic speed and lessen traffic impacts on traffic routes (district or sub-arterial roads), where traffic volumes, levels of service and network capacity are or may become an issue.

161. In other words, traffic calming is increasingly accepted to include speed restraints and street rearrangements (PTRC Summer Annual Meeting, Manchester, September 1992 in Brindle, March 1996, p. 303).

### *Actions proposed in the RRSAP*

162. The RRSAP proposed that the relevant state and territory road safety authorities introduce appropriate 'traffic calming' measures to induce more moderate speeds through towns.

### *What has been done?*

163. Queensland's speed control guidelines discussed above allow for the installation of traffic calming measures through towns to reduce travel speeds. The decision to implement these devices, however, lies with the relevant road authority, either DMR or the local government (QT & DMR, Submission, No. 36, p. 22). The Travelsafe Committee of the 49<sup>th</sup> Parliament was unable to gauge the usage of traffic calming measures to moderate speeds through towns. According to QT, Local Area Traffic Management (LATM) plans that would include traffic calming measures are not well supported in rural areas.
164. According to QT, a number of issues have arisen where councils have requested that state-controlled main roads through towns be signed at 50 km/h without changes or treatments to modify the road environment (Mahon, QT, Hearing Transcript, p.30). In its later submission, DMR stated that it has been supportive of local governments that adopt initiatives that alter the road environment on the approaches to and within rural towns and villages (QT & DMR, Submission No. 36, p. 14).
165. DMR also informed the committee that it has been investigating the NSW Roads and Traffic Authority document titled *Sharing the Main Street*. This document provides guidance on the use of LATM to create a safer, more attractive and commercially viable road environment in commercial centres along busy traffic routes, whilst maintaining the transport functions of the routes (Ariyaratne and Holgate, *Sharing the Main Street* 1999, p. 2). The department is investigating the suitability of the NSW model for use in Queensland (QT & DMR, Submission No. 65, p. 14).

166. Three submissions commented on traffic calming -

- The **RACQ** stated that traffic calming devices should not be considered in country towns unless appropriate alterations to the streetscape were included, but not devices which blocked motorists visibility, such as raised gardens with thick vegetation (RACQ, Submission No. 60, p. 1).
- The **Sarina Shire Council** stated that the use of reduced speed signs has limited effect and proposed that the installation of suitable traffic calming devices in identified problem areas would be more effective (Sarina Shire Council, Submission No. 56, p. 3).
- The **Cairns City Council** stated it is not in favour of the use of traffic calming devices for rural towns where the through road is the main street because of the interference to the flow of traffic and the difficulties experienced by heavy vehicles (Cairns City Council, Submission No. 64, p.1).

## **SPEED AWARENESS PROGRAM**

167. The committee requested advice on the effectiveness of speed message signs, their cost and their deployment throughout Queensland as a speeding countermeasure. These signs are deployed as part of QT's Speed Awareness Program.

168. QT advised that its program uses radar-activated variable message speed signs to inform motorists of their speed. The aim of the program is to encourage motorists to observe the speed limit. The program operates during prescribed hours outside schools. Volunteers operate the devices and there is no enforcement unless police are specifically requested to attend.

169. The following trailer-mounted and hand-held devices are in use across the QT regions:

- South East            4 portable hand held devices
- North Qld            1 speed trailer and 3 portable hand held devices
- Central                1 speed trailer and 3 portable hand held devices
- Southern              2 speed trailers and 2 portable hand held devices

170. The costs of the current devices are as follows:

- Speed Awareness Trailers            \$25,000
- Portable speed awareness devices    \$7,000

171. QT evaluated the Speed Awareness Program in 1998 and 1999. These evaluations indicated positive effects on reducing vehicle speeds and increasing compliance with the speed limits. However, as there was unplanned police enforcement of the speed limit in these areas at the same time as the trial, it is unknown whether the effect of the trial was due to the police presence or the actual program. A long-term evaluation of the program has yet to be undertaken. QT advised the committee that speed message signs on major roadworks have proved extremely beneficial in terms of improved roadworker safety. (Briefing, QT, 12 April 2002).

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## **RECOMMENDATION 7**

That Queensland Transport and the Queensland Police Service educate motorists about the need to drive to suit the prevailing conditions in addition to posted speed limits.

**Ministers Responsible: Minister for Transport and Minister for Main Roads; Minister for Police and Corrective Services and Minister Assisting the Premier on the Carpentaria Minerals Province**

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## PART 8 ~ MANAGEMENT OF FATIGUE

### INTRODUCTION

172. Driver fatigue is an important factor contributing to crashes on rural roads. As noted in Table (3), driver fatigue was judged by police to be a factor in 32 fatalities or 17 per cent of the 187 rural road fatalities in Queensland during 2000. Table (3) suggests the per capita risk of dying in a fatigue-related crash on rural roads in Queensland in 2000 was significantly (13.5 times) higher than the risk in urban areas.
173. QT told the committee that the reduction of fatigue-related crashes has been listed as a priority in all the department's Road Safety Action Plans since the publication of the RRSAP in 1996. A number of initiatives have been implemented and current programs improved to assist in the reduction of fatigue-related accidents. In 1994, 33 fatal crashes on rural roads were classified as fatigue-related. In 1998 this figure had been reduced to 22 (QT & DMR, Submission, No. 36, p. 23). For 1999, there was an increase of one to 23 (QT, Correspondence, 29 November 2000).

### Proposed Actions in the RRSAP

174. The RRSAP contained three specific actions to improve the management of fatigue:
- Develop guidelines and programs for installation or upgrading of rest areas at appropriate locations with facilities that will make their use attractive to long distance travellers. (*Lead agency/supporting agencies: Commonwealth and State/Territory Road Safety Authorities, the Road Transport Industry, Motoring Associations, Local Councils and Austroads*)
  - Encourage community organisations to provide 'coffee stops' on holiday traffic routes. Facilitate coordination of their operations into a publicised network of rest opportunities. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities, Community Groups*)
  - Encourage governments to initiate programs at state and regional level of profile line marking or other fatigue management treatments. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities, Local Government*)
175. The plan's timetable for these actions stated that a needs analysis for a national network of rest areas on national and state Highways be completed by June 1997.

### REST AREAS

#### *Actions proposed in the RRSAP*

176. The RRSAP proposed the development of guidelines and programs for installing or upgrading of rest areas at appropriate locations with facilities that will make their use attractive to long distance travellers. The plan listed as the lead agency/supporting agencies the Commonwealth and State/Territory Road Safety Authorities, the Road Transport Industry, Motoring Associations, Local Councils and AUSTRROADS.
177. As a measure of progress, the RRSAP proposed that a needs analysis for a national network of rest areas on national and state highways be completed by June 1997.

***What has been done?***

178. QT released guidelines and strategies for its Roadside Amenities Policy in 1998, and revisions in 1999. In October 2000, DMR released Chapter 20 – Roadside Amenities of its *Road Planning and Design Manual*. The chapter provides the department’s district offices, local governments and road safety consultants with a blueprint for the design of roadside stopping facilities for both light and heavy vehicles. Chapter 20 includes information for the design of service centres, rest areas, stopping places, interception sites, rural and urban bus stops and roadside vending sites. In the past five years, DMR has constructed 95 new rest areas at a cost of \$4.8 million and spent \$1.1 million upgrading 34 existing sites (QT, Submission No. 65, p. 15, Attachments 2 and 3).
179. As part of its heavy vehicle reforms, the National Road Transport Commission (NRTC) is reviewing current road agency guidelines and practices for the provision of rest areas across Australia. The review will develop a set of nationally agreed guidelines governing the frequency, location and facilities of rest areas for heavy vehicles in urban and rural areas. The guidelines could be combined with those for drivers of light vehicles (Kursius, QT, Hearing Transcript, p. 31).
180. A number of groups commented in their submissions on the provision of rest areas. The RACQ states that while the organisation supports the initiative, the level and type of facilities such as picnic tables, toilets and information signs need careful consideration so as not to encourage their use for camping. This, the RACQ suggests, would leave no room for fatigued drivers to stop for a rest break (RACQ, Submission, No. 35, p. 7). The Sarina Shire Council called for a review of the current policy to enable subsidies for private enterprises (service stations) strategically located along the roads network that provide rest areas where there are no other rest areas or private facilities in proximity (200 kilometres or two hours’ normal travel speed). The council submitted that rest areas should only cater for short term rest pauses, not camping, and that the savings in establishment and maintenance costs to government could be used to fund permanent driver reviver sites, improved signage and traffic calming devices (Sarina Shire Council, Submission No. 56, p. 3).
181. DMR is also working with interstate authorities to provide fatigue amelioration measures on National Route 39 from the Queensland/New South Wales border to Brisbane, via Toowoomba (QT & DMR, Submission, No. 36, p. 24).

**COFFEE STOPS*****Action proposed in the RRSAP***

182. The second action in the RRSAP was to encourage community organisations to provide ‘coffee stops’ on holiday traffic routes, and to facilitate coordination of their operations into a publicised network of rest opportunities. The plan listed the lead agency/supporting agencies as the state/territory road safety authorities and community groups.

***What has been done?***

183. QT is responsible for 35 Driver Reviver sites across Queensland, including one at Windorah for the Birdsville Races. The current sponsor is Bushells. The company engaged in a comprehensive television and radio advertising campaign directing motorists to make regular stops at their sites, where they are served coffee, tea and biscuits. Because the program relies on volunteers from local communities, the Driver Reviver focus occurs during peak holiday periods when there is increased traffic.
184. QT road safety consultants provide banners or signs bearing the slogan ‘Stop Revive Survive/ Free Coffee’ to communities that offer to participate in the program but whose facilities do not meet the Driver Reviver guidelines. Businesses in rural towns participate in this program all year round by offering free coffee (Briefing, QT, 12 April 2002).



185. QT state that Driver Reviver sites are well publicised prior to the operating periods with media releases widely distributed throughout the state outlining all of the sites' locations and operating hours (QT & DMR, Submission No. 65, pp. 15-16; Attachment 4). QT supplied the committee with 60 examples of Driver Reviver news articles and advertisements published in newspapers. Other sources of promotional publicity include Network Ten's *Safety Net* community service announcements, which also features announcements relating to driving tired; and the *Road Sense* column in the *Courier-Mail*.
186. QT is currently involved in two fatigue management projects – (1) research into light vehicle fatigue management; and (2) representation on the National Route 30 tri-state committee, which is developing a national definition for fatigue, along with safety audits and fatigue management developments along the route.

## PROFILE LINE MARKING

### *Action proposed in the RRSAP*

187. The third proposed action was to encourage governments to initiate profile line marking or other fatigue management treatment programs at state and regional levels. The lead agency/supporting agencies listed for this action were state/territory road safety authorities and local government.
188. Profile line markings, otherwise known as audible edge-lines, produce an audible sound and vibration through the steering of vehicles driven along them - alerting drivers that their vehicles are drifting off the road. Audible edge lines cost between \$1,500 and \$3,000 per line kilometre to install and they have an effective life of three to five years. In comparison, the usual painted edge lines cost between \$250 and \$500 per line kilometre and have an effective life of 12 to 18 months (DMR, Correspondence, 1 December 2000).

### *What has been done?*

189. According to the departments, more than 71,000 kilometres of line marking to improve the delineation of lanes and audible edge lines have been installed over the past three years by DMR as part of a special fatigue management program (QT & DMR, Submission, No. 36, p.25).
190. DMR introduced the audible line-marking program in 1996-1997 with a \$4 million allocation. The program is part of the department's Road Implementation Program along with a range of other treatments that reduce the risk of driver fatigue crashes. These include shoulder sealing works and the placement of 'rumble strips' on the approaches to major intersections to alert drivers to changing traffic conditions (See Hellmuth, DMR, Hearing Transcript, p. 33).
191. In 1997, QT evaluated the effectiveness of audible edge lines installed on the Bruce Highway. The department compared trends in single vehicle crashes on sections of the highway delineated by audible edge-lines and other sections that were untreated. According to the department, the analysis revealed average reductions of 33.6 per cent for single vehicle serious casualty crashes and 52.7 per cent (i.e. 26 crashes per annum) in crashes overall on the treated sections compared to the untreated sections (QT, Correspondence, 15 November 2000). In a separate submission to the inquiry, Executive Director of DMR's central region, Mr Mal Helmuth, notes that there is a wide range of differing views regarding the effectiveness of the treatment (Helmuth, DMR – Central Queensland Region, Submission No. 62, p.2). Mr Helmuth suggests a trial of an alternative road treatment to alert fatigued motorists using intermittent sections of rough and smooth road surfaces.
192. The RACQ supports an extension of audible line-marking on rural highways along with a comprehensive network of roadside stopping amenities, and suggests both programs be funded from red light/speed camera revenue (RACQ, Submission No. 60, p. 2).

193. The committee notes that QT proposes an external evaluation of the audible edge line program during the September – December 2002 period (Hon. S. Bredhauer MP, Response to Travelsafe Report. No. 32, tabled 5 October 2000).
194. QT has taken other steps to reduce fatigue-related crashes. These include:
- the endorsement of the National Driving Hours Legislation and the provision of a fatigue management training program for heavy vehicle operators;
  - the introduction of the national driving hours package on 30 October 1998 with the commencement of the *Transport Operations (Road Use Management-Fatigue Management) Regulation 1998*;
  - the introduction of the Transitional Fatigue Management Scheme (TFMS);
  - the trialing of a Fatigue Management Program (FMP) in conjunction with the Road Transport Forum; and
  - the passage of the *Road Transport Reform Bill 1999* (QT & DMR, Submission, No. 36, pp. 36-37).

## INITIATIVES TO DISCOURAGE FATIGUED DRIVING BY WORKERS

195. The committee requested advice from the Minister on current initiatives by or involving QT to discourage work practices by employers that encourage driving by workers who are heavily fatigued, either while on the job or travelling home after work.
196. QT's initiatives for managing driver fatigue are split into two key areas, heavy vehicles and light vehicles.

### *Heavy Vehicles*

197. The National Road Transport Commission (NRTC) is currently undertaking a review of the regulatory approach to managing fatigue for heavy vehicle drivers as part of the *Third Heavy Vehicle Reform Package*. Running parallel to this national review, QT is continuing work on the Fatigue Management Program (FMP) pilot.
198. Several initiatives have derived from the national fatigue review that will directly discourage work practices by employers that encourage driving by workers who are heavily fatigued. These include:
- **'Chain of responsibility' legislation.** Under chain of responsibility provisions, legal liability can now reach beyond the drivers and the road transport industry. All parties who influence on-road behaviour can now be held accountable for breaches of road transport laws.
  - **Code of Practice.** The NRTC in partnership with occupational health and safety agencies and support from the states/territories and the heavy vehicle industry is currently investigating the development of a code of practice for the heavy vehicle industry.
  - **Multi-option approach to the management of driver fatigue** (i.e. standard driving hours regulation in addition to other alternative schemes to fatigue management also under regulation). This approach includes standards on scheduling and rostering, operating limits, readiness for duty, health, management practices, workplace conditions, training and education, responsibilities and records and documentation.

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*Light Vehicles*

199. QT's workplace fleet safety system is available to employers who operate light vehicles. QT designed the system so that employers can implement fleet safety in their organisations. QT reviews light vehicle fatigue issues on an ongoing basis, including monitoring current fatigue-related strategies such as Driver Reviver and public education campaigns (Briefing, QT, 12 April 2002).

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**RECOMMENDATION 8**

That Queensland Transport and other agencies promote an occupational health and safety approach to managing risks associated with driver fatigue in the workplace.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

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**RECOMMENDATION 9**

That Queensland Transport undertake a campaign to educate employers and employees about the risks of driving while fatigued at work and after work.

**Minister Responsible: Minister for Transport and Minister for Main Roads**

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**RECOMMENDATION 10**

That Queensland Transport in conjunction with the Department of Industrial Relations investigate the feasibility of developing a code of practice for drivers of light vehicles.

**Ministers Responsible: Minister for Transport and Minister for Main Roads;  
Minister for Industrial Relations**

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## PART 9 ~ ENFORCEMENT

### INTRODUCTION

200. Enforcement (including surveillance) is a central component in the regulatory system to achieve compliance with road rules. Enforcement activities are undertaken to determine whether or not road users are complying with road rules and to deter road users from non-compliance. Deterrence may be specific, where a person is caught breaking a road rule and receives some form of punishment so that they are deterred from re-offending, or general, where exposure to the threat of detection deters road users from breaking the law (Homel 1988).
201. The QPS undertakes enforcement through the State Traffic Support Branch and regional traffic and general duties' police. Other enforcement activity is undertaken by 155 QT Inspectors who have powers to perform checks on vehicle roadworthiness, registration, loading and the carriage of dangerous goods (QT & DMR, Submission No. 36, p. 27).

### Proposed Actions in the RRSAP

202. The RRSAP contained five specific actions related to enforcement:
- (a) Improve public acceptance of enforcement strategies through public education and community support programs that explain the safety and social implications of infringing important road rules. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government and Community Groups*)
  - (b) Public education and community support programs to reinforce targeted enforcement in areas with high crash rates. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government and Community Groups*)
  - (c) Apply random surveillance to heighten perception of the risk of detection infringing road rules. (*Lead agency/supporting agencies: Police Services*)
  - (d) Use special police task forces to enhance local resources. (*Lead agency/supporting agencies: Police Services*)
  - (e) Use new technology to improve the efficiency of scarce enforcement resources in targeting high-risk behaviours, particularly driving at speeds excessive for the road, traffic, or weather conditions. (*Lead agency/supporting agencies: Police Services*)
203. As a measure of progress, the RRSAP proposed that a national public education campaign supporting strategic enforcement programs directed to major road safety issues be instituted by 1997.

### IMPROVING PUBLIC ACCEPTANCE OF ENFORCEMENT

#### *Actions proposed in the RRSAP*

204. The first proposed action was to improve public acceptance of enforcement strategies through public education and community support programs that explain the safety and social implications of infringing important road rules. The lead agency/supporting agencies stated in the action plan were state/territory road safety authorities/local government and community groups.

***What has been done?***

205. QT has endorsed the RRSAP's action requiring the improvement of public acceptance of enforcement strategies by complementing its public education campaigns with strategic targeted enforcement, which is recognised worldwide as contributing to significant behavioural changes. A future anti-speeding campaign, with high rural penetration, will use a specific advertisement explaining why enforcement is important in reducing the road toll. Enforcement and emergency services' personnel will feature prominently to create a sense of empathy for those officers who have to attend crash sites (QT & DMR, Submission No. 65, p. 17).
206. QT also employs 155 Traffic Inspectors throughout Queensland to assist in ensuring the safety of vehicles and drivers on the roads. QT's Transport Inspectors are highly trained, operate within strict guidelines, are easily recognised and operate at either stationary inspection sites or in patrol vehicles. They can issue substantial penalties for a range of offences including unregistered/uninsured vehicles, heavy vehicle overloads and heavy vehicle driving hours (QT & DMR, Submission No. 36, p.27).
207. QT Road Safety Consultants promote enforcement strategies in a local capacity (QT & DMR, Submission No. 36, p. 28). QT and QPS also promote the enforcement operations through publicity in rural and regional media. This publicity is part of the integrated approach to behavioural change and illustrates the benefits of enforcement to the local community (QT & DMR, Submission No. 36, p. 28).
208. The QPS works on regional strategies at two levels: first, through regional traffic coordinators who deliver programs at schools and community forums; and second, via the State Traffic Support Branch which conducts a training program with major agencies. Therefore, from the QPS perspective, the education focus is directed towards the region as the major educational forum (Pitman, QPS, Hearing Transcript, p. 35).
209. At the Travelsafe forums held in western and north Queensland, there was little feedback on public education and community service programs from the local authorities and enforcement agencies. In south-western Queensland, it appeared there was a more cynical approach to enforcement due to the long distances involved and the lack of appropriate enforcement technology. The minimum amount of equipment available often had to be shared within and beyond the regions (Queensland, Travelsafe Committee, Minutes of Public Meetings, 15-17 February 2000).
210. Traffic enforcement was a common concern at forums convened by the Travelsafe Committee of the 49<sup>th</sup> Parliament at centres in northern and western Queensland. Issues raised included:
- the sharing of traffic enforcement equipment by police districts,
  - the lack of police in remote areas and the resultant lack of enforcement,
  - the over emphasis of some police on speeding offences; and
  - the need for more emphasis on educative measures (Queensland, Travelsafe Committee, Minutes of Public Meetings, 3-6 July 2000).

**SUPPORT FOR TARGETED ENFORCEMENT*****Actions proposed in the RRSAP***

211. The second proposed action for enforcement was public education and community support programs to reinforce targeted enforcement in areas with high crash rates. The lead agency/supporting agencies were listed as state/territory road safety authorities/local government and community groups.

***What has been done?***

212. The QPS has a randomised enforcement system that focuses on high-risk crash locations. QT and DMR argue that this system, combined with public education campaigns highlighting the enforcement message that you could be caught ‘anywhere, anytime’, has proven effective for both resource allocation and road safety benefits (QT & DMR, Submission, No. 36, p. 28).
213. The public education component of the Speed Management Strategy heavily promotes the fact that the Speed Camera Program only operates at high-risk crash sites. Speed cameras are randomly deployed to approved sites and the program works on a targeted but random basis. The educational component of the program focuses on random deployment, along with the targeted site selection nature of this type of enforcement (QT & DMR, Submission, No. 36, p. 28).
214. Public education on random breath testing reinforces the operation's randomised enforcement schedule that focuses on high-risk crash areas. QT advised the committee that, 64 per cent of rural drivers in a state-wide survey of 400 drivers had seen random breath testing activity within the last six months, and that 58 per cent of these drivers knew people who had been random breath tested (QT & DMR, Submission, No. 36, p. 29).
215. QT argues that targeted enforcement combined with public education campaigns has proven effective for both resource allocation and road safety benefits (QT & DMR, Submission, No. 36, p. 28).

**RANDOM SURVEILLANCE*****Actions proposed in the RRSAP***

216. The third proposed action was to apply random surveillance to heighten perception of the risk of detection of infringing road rules. The lead agency was stated as Police Services.

***What has been done?***

217. Randomised enforcement has been a hallmark of traffic policing in Queensland since the introduction of random breath testing in 1988, the Random Road Watch Program in 1992 and the Speed Camera Program in 1997. For the Random Road Watch (RRW) Program, police are deployed across the entire road network with QT devising the deployment sites and times (QT & DMR, Submission, No. 36, p.29).
218. An evaluation of the RRW program by the Monash University Accident Research Centre found the program to be both an effective and efficient method to build the perception among road users of greater detection when infringing road rules (MUARC, Report No. 149, February 1999).
219. At the Travelsafe forums in western and north Queensland, it was stated that regional police do not always follow the RRW schedules because of a shortage of officers; the lengthy stretches of road to be covered; the lack of traffic movement on rural, secondary roads; and a lack of enforcement equipment (Queensland, Travelsafe Committee, Minutes of Public Meetings, 15-17 February 2000). QT stated that police in these regions are allowed a certain amount of flexibility regarding enforcement, as long as they adhere to the “anywhere, anytime” principle. The Random Road Watch (RRW) principle is based on a very small number of total person hours spent on traffic checks spread out randomly across a wide area over an extended period of time that can have a very large impact on driver behaviour. The longer exposure is the key to its success. (QT & DMR, Submission No. 65, pp. 16-17).

## POLICE TASK FORCES

### *Actions proposed in the RRSAP*

220. The fourth proposed action to aid enforcement involved police services using special police task forces to enhance local resources.

### *What has been done?*

221. The QPS established the State Traffic Task Force (STTF) in September 1997. The second QPS submission outlined the increases in manpower and vehicles for the STTF. From December 2001, the number of police officers has increased from 18 to 24 with a corresponding increase in the number of patrol cars (7 to 9) and motorcycles (6 to 7). All patrol vehicles are equipped with mobile radar detection devices. The Task Force no longer has a mini booze bus which has been transferred as part of police operations in the south-east Queensland region (STTF, QPS, Submission No. 51, p. 1, Personal Correspondence, STTF, QPS, 20 February 2002).
222. The task force operates patrols and may be deployed on request from regional police. It also monitors the movement of excess dimension loads, liaises with the transport industry and provides training for regional police in traffic enforcement policy and procedures (QPS, Submission, No. 34, p. 3).
223. Patrols are concentrated in regions that allow same-day travel from the Brisbane base. This policy restricts the task force to regions out to Toowoomba, Warwick, Stanthorpe and north to Gympie as well as the south-east region, which includes Logan, the Gold Coast and the Gold Coast hinterland. The committee was told the task force spends approximately 2 per cent of its daily patrolling time in the metropolitan area, with the bulk of its deployment in other regions (Mansfield, QPS, Hearing Transcript, p.36). The STTF also responds to requests for assistance from other regional police and responded to 86 such requests during the 2000-01 financial year (STTF, QPS, Submission No. 51, p. 1).

## NEW ENFORCEMENT TECHNOLOGY

### *Actions proposed in the RRSAP*

224. The fifth proposed action was for police to use new technology to improve the efficiency of scarce enforcement resources in targeting high-risk behaviours, particularly driving at speeds excessive for the road, traffic or weather conditions.

### *What has been done?*

225. Since the Speed Management Strategy was adopted, new technology has been acquired which has greatly benefited the QPS's efforts to reduce the incidence of speed-related crashes (QT & DMR, Submission, No. 36, p 30).
226. The new technology includes –
- LIDAR (Light Imaging Detection and Ranging) – a device which uses a narrow beam of light to target a specific vehicle that, unlike radar, determines how far away it is and its direction of travel. LIDAR is lighter and more portable than radar and can be set up as a freestanding unit along the roadside or used as a hand-held device; and
  - speed cameras which the QPS state allow police to enforce speeding through a randomly deployed but targeted site selection framework, providing best use of resources while enhancing road safety benefits. Also, speed cameras enable the deployment of more police to undertake other enforcement activities including traditional radar operations (QT & DMR, Submission, No. 36, p.30).



227. QT has also developed hand-held and car-based mobile data terminals (MINDA/MAVERICK) for use by police and transport inspectors to interrogate the department's driver licensing, vehicle registration and arrest warrant records systems in Brisbane via mobile phone technology. The MAVERICK units are permanently mounted in patrol cars and have hard drive backups to supplement the data available via the phone links.
228. In its interim findings, the committee referred to suggestions of cutbacks in funding for MINDA/MAVERICK mobile data terminals. The QPS advise that this situation has improved with a number of new units being distributed throughout the state and plans for additional units in the future (STTF, QPS, Submission No. 51, p. 1). QT's 2001-2002 Budget papers confirm this and foreshadow an expansion of the MINDA system, currently installed in 95 police and transport inspector vehicles across the state, to equip more police primary response and transport inspector vehicles (QT & DMR, 2001-02 State Budget, Ministerial Portfolio Statements, p. 1-22).



## PART 10 ~ TRAUMA SERVICES

### INTRODUCTION

229. Fatally injured vehicle occupants may die instantly, before receiving emergency medical treatment, during transit to hospital, or in hospital. Whether an individual dies in a crash will depend in part on the injuries received (which in turn are related to the severity of the crash) and in part on the speed and effectiveness of medical treatment (Henderson 1995, p. 37).
230. Data from the FORS Fatality File shows that the risk of dying instantaneously, or before receiving medical attention, is higher on rural roads, and the more remote the road, the higher the risk. In remote locations, 86 per cent of accident victims die before receiving attention, and on other rural roads it is 70 per cent to 73 per cent. By contrast, on urban roads a much smaller percentage (56 per cent) dies before receiving medical attention. Taking the data as a whole, it appears that there is a greater risk of dying in a crash on rural roads, and this appears to be related both to the severity of the crash and to the additional time before treatment is received (Ibid.).
231. Henderson noted that figures in the FORS Fatality File suggest up to 17 per cent of those who succumb to their injuries in rural fatal crashes do so as a result of possibly non-fatal injuries. He suggested that this in turn implies that if those 17 per cent had been offered prompt attention, first aid and resuscitation by those immediately on the scene, some of their lives might have been saved (Ibid, p. 39).
232. Grossman, *et. al* (1997) in a study of urban-rural differences in pre-hospital care of major trauma, found that when the emergency medical service (EMS) response time to a road crash in a rural area exceeds 30 minutes, living crash victims are then over seven times more likely to subsequently die from their otherwise survivable injuries. A separate study by Evanco (1999) stated that trauma is "a time-dependent disease" and refers to the importance of 'the golden hour', in which rapid response times are necessary to ensure non-fatal accidents do not become fatal accidents.

### ***Proposed Actions in the RRSAP***

233. The *Action Plan* contained two specific actions to improve trauma management of people injured in rural road crashes:
- (a) Give priority to the establishment of regionally linked trauma services and to their support with appropriate technology, including improved communication services. (*Lead agency/supporting agencies: State/Territory Health Departments*)
  - (b) EMST (Early Management of Severe Trauma) training for rural doctors and paramedical personnel to be given high priority in development of regional trauma services. (*Lead agency/supporting agencies: State/Territory Health Departments/Royal Australasian College of Surgeons, Australian Advisory Committee on Road Trauma (AACRT)*)
234. The timetable set out in the RRSAP was the acceptance of the National Road Trauma Advisory Council (NRTAC) Trauma Systems report by all state and territory health departments by 1997.

## REGIONALLY-LINKED TRAUMA SERVICES SUPPORTED BY APPROPRIATE TECHNOLOGY

235. Trauma services serve rural communities that do not normally have the resources and facilities available in urban and regional trauma areas. They will, however, be able to provide prompt assessment, resuscitation, emergency surgery and stabilisation while liaising with the responsible regional trauma service in regard to transfer to the regional trauma service or the responsible major urban trauma service. In remote rural regions of Australia, some small hospitals or clinics, from time to time, receive severely injured patients. They are unlikely to have pathology services, have minimal radiology, no intensive care facilities and no immediately available medical practitioner. The prime need in such services is for early identification of patients needing urgent attention, consultation with the regional trauma service, and early transfer of all patients with major trauma to the regional trauma service or the major urban trauma service, whichever is most appropriate (Ibid.).
236. One related problem with crashes on rural roads is early notification and identification of the precise location of the crash. The DES noted a number of on going problems with locating crash scenes. Callers using mobile phones to alert authorities of an emergency are often unaware of their location, resulting in confusion, delay and even totally inappropriate mobilising of emergency service calls (DES, Submission, No. 23, pp. 5-6).

### *Proposed action in the RRSAP*

237. The first trauma action in the RRSAP was to give priority to the establishment of regionally linked trauma services and to their support with appropriate technology, including improved communication services. The lead agencies nominated for this action were state/territory health departments.

### *What has been done?*

238. This action proposal came from recommendations of a 1993 report of the National Road Trauma Advisory Council (NRTAC) Trauma Systems Working Group. The NRTAC report set general principles for the establishment and operation of trauma systems and recommended that the emphasis in Australia should be on regional trauma services based on networks and linkages, rather than on stand-alone trauma centres.
239. The regionally linked trauma services approach requires preset plans and protocols to ensure rapid access to care by dedicated personnel at specialised facilities. The early delivery of injured patients to a hospital that can speedily provide the most appropriate care improves chances for survival.
240. QH has accepted the NRTAC Report and, at an organisational level, has:
- divided the state into three zones – northern, central and southern - so that each zone is now clinically independent;
  - instituted a tertiary teaching hospital for each zone – Townsville (Northern), Royal Brisbane (Central) and Princess Alexandra (Southern);
  - for the purposes of referral services, developed hubs from each zone whereby middle-sized hospitals service a number of the smaller, peripheral hospitals;
  - designated particular physicians, within a number of major emergency departments throughout the state, as clinical coordinators, whose role is to provide advice on - stabilisation, the need for continuing treatment, forms of transport and the arrangement for referral to the next appropriate hospital up the line;
  - accorded each emergency department a numerical value with a set number of descriptive factors against each number which identifies the expected skills' levels of each hospital so

- that the clinical coordinator can assess the appropriate response, e.g. Royal Brisbane – 6; Bundaberg – 4; Nambour – 5; and
- developed, with the DES, the Queensland Emergency Medical System (QEMS)<sup>8</sup>, which seeks to facilitate collaboration, integration and coordination between providers of emergency health services in Queensland (See Barnes, QH, Hearing Transcript, pp. 38-39).
241. The Queensland Ambulance Service (QAS) also provides an important link between accidents in rural and remote areas and the local hospital. The QAS has full-time professional ambulance officers stationed in remote areas, in comparison to other states where volunteers only cover the rural areas. In some cases, the ambulance officer is the only health professional located in a town. Queensland ambulance officers have undergone a three-year TAFE course and, in most remote areas, the extended care program equips them, in consultation with a local doctor, to administer pain killing drugs (Bonham, QAS, Hearing Transcript, p. 41).
242. The committee noted the differing levels of trauma services and technological support in rural regions. These included in western Queensland –
- the involvement of the larger centres in the coordination of trauma training for paramedical staff;
  - the introduction of technologies such as *Map Info*, a revolutionary, electronic mapping system which allows ambulance staff to access location data following an 000 call made from land line phones; and
  - the problems that smaller centres experience in retaining permanent ambulance officers and having staff trained because of a lack of funding (Queensland, Travelsafe Committee, Minutes of Public Meetings, 15-17 February 2000).

## RURAL ROAD ADDRESSING SCHEME

243. Part of the improved communications includes a rural addressing scheme so that people seeking assistance, because of a road accident, can direct the appropriate emergency/health response to the site quickly. The Rural Road Addressing scheme is a project of the DNR and DES. It is based on a system devised by the Australia and New Zealand Land Information Council (ANZLIC) which numbers properties by reference to the distance of the property entrance from a designated road junction (DES, Submission No. 23, p. 7).

### *What has been done?*

244. In western Queensland, the Travelsafe forums were informed that some property owners had wished to remain anonymous and did not want to participate in the rural addressing scheme. Also, a number of councils were not participating because of financial restraints, while others who had commenced the project had not been able to attract enough volunteers (Queensland, Travelsafe Committee, Minutes of Public Meetings, 15-17 February 2000).
245. At the public hearing in October, the DES informed the committee that so far, of the 126 local authorities throughout Queensland, 105 had initiated the rural addressing system. Of the 105, 21 have completed the scheme across the whole of their authority. The DES provided support for DNR

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<sup>8</sup> The QEMS Strategic Plan 1999-2002 identifies a range of strategies across the component areas including the QEMS advisory committee, community initiatives, ambulance services, aero-health services, emergency medical services, and multi-casualty incident and disaster planning (QH, Submission, No 27, p. 4). QEMS is a tiered structure at the state, zonal, district and local levels. Its purpose is to put a framework over the structure so that channels of communication are available to identify and resolve problems, develop standards for future services and ensure consistency across the system (QEMS, Functional Guide 2000, p. 11).

with submissions when the former is negotiating with a council to implement the scheme in an area (Evans, DES, Hearing Transcript, p. 44).

246. Another solution proposed by the DES is the installation of highway markings on rural roads using specifically identified roadside location markers that also contain emergency telephone numbers. This proposal is to overcome the confusion which occurs when emergency communications' centres receive multiple calls from persons with mobile phones regarding an accident, but who cannot specify an exact location (DES, Submission, No. 23, p. 6).

## **TRAUMA TRAINING FOR RURAL DOCTORS**

### ***Actions proposed in the RRSAP***

247. The second proposal in the RRSAP to improve trauma management was to make training for rural doctors and paramedical personnel in EMST (Early Management of Severe Trauma) a priority. The lead agency/supporting agencies nominated for this action were: state/territory health departments/Royal Australasian College of Surgeons and the Australian Advisory Committee on Road Trauma.

### ***What has been done?***

248. A range of trauma training resources is available to assist rural doctors and other health and emergency personnel. These resources include –

#### *Early Management of Severe Trauma (EMST)*

The Royal Australasian College of Surgeons (RACS) conducts the Early Management of Severe Trauma (EMST) course, which is run over two and a half days. The EMST course focuses on the initial period of trauma management when the patient is received in the emergency room. The course includes a series of lectures, skill stations and teaching of procedures. Only medical practitioners can attend an EMST course (RACS, Submission, No. 29, pp. 1-2);

#### *Pre-Hospital Trauma Life Support (PHTLS) Training Program*

Because the EMST course was only available for medical practitioners, another course to improve the skills of rural health professionals was devised by QH - the Pre-Hospital Trauma Life Support (PHTLS) Training Program. A core of PHTLS instructors has been established in QH and the Queensland Ambulance Service. These instructors deliver training within a relatively close proximity of each trainee's district, developing a network of trained personnel across rural Queensland – including doctors, nurses, QAS paramedics and ambulance officers and SES volunteers (QH, Submission, No. 27, p. 5);

#### *Trauma Nursing Core Course*

This course is conducted by the Emergency Nurses Association (NSW) and is held in Queensland at least once a month. Each course trains 15 to 20 nurses and uses the same core protocols as the EMST course (QH, Submission, No. 27, p. 4);

#### *Trauma Treatment Video*

The Australian Advisory Committee and Road Trauma (AACRT) and FORS (now the ATSB) have produced a video titled "A Guide to Trauma Treatment in Rural & Remote Australia". The video is a training tool with information for rural medical practitioners on early trauma treatment, specifically in rural and remote Australian locations.

249. Travelsafe forums in western and north Queensland discussed the problems confronting medical practitioners trying to access the EMST course. Because a number of medical colleges require their students to undertake the course, there is a large waiting list (Queensland, Travelsafe Committee, Minutes of Public Meetings, 15-17 February 2000, 3-6 July 2000). As well, a sizeable component of

the medical staff in the Cape York region are itinerant, overseas doctors who did not stay long enough to receive trauma training (Queensland, Travelsafe Committee, Minutes of Public Meeting, 6 July 2000).

250. QH stated that its PHTLS course, which is held regularly throughout Queensland's regions, does alleviate this problem to a certain extent since it is open to doctors as well as other health and emergency staff (QH, Submission, No. 27, p.5).
251. At the Wujal Wujal Clinic, the nurses have received trauma training via the Remote Emergency Care Program conducted by the Council of Remote Area Nurses of Australia Inc. (CRANA), which also provides upgrading courses on a two year basis. CRANA operates a personal support network called the Bush Crisis Line which is a confidential telephone debriefing and counselling service that is available for all remote health practitioners on a 24 hours basis (<http://www.crana.org.au>). Other courses available for the Wujal Wujal nurses included Nurse Inservice training at Cairns and first aid courses conducted by the local QAS officers (Faith Spencer, Wujal Wujal Clinic, Telephone Conversation, 26 November 2001).

### ***The Queensland Trauma Systems Study***

252. The second submissions from the QAS and DES focused upon the Queensland Trauma Systems' Study, *Policy Analysis and Evaluation of the Queensland Trauma System Study*, which was funded by MAIC in August 2001. This study emanated from recommendations from the Queensland Emergency Medical System Advisory Committee (QEMSAC) which was seeking better research information regarding trauma and emergency medical services throughout Queensland (Trevor Tighe, QAS, Personal Communication, 23 November 2001).
253. An amount of \$654,000 over three years has been allocated to the Australian Centre for Pre-Hospital Research (a joint University of Queensland/QAS venture) in collaboration with the Centre of National Research on Disability and Rehabilitation Medicine (CONROD), the Queensland Trauma Registry, the Royal Australasian College of Surgeons (RACS) and QH.
254. The project seeks to optimise the management of injuries in Queensland and enhance outcomes for these patients by developing an evidence-based trauma policy for the state.
255. The suite of studies will:
- Examine and analyse current policy, legislation and outcomes from international and national experience in the development and implementation of state-wide trauma plans;
  - Describe the characteristics of the existing Queensland Trauma System;
  - Quantify the effectiveness of the Queensland Trauma System through the:
    - description of the frequency and distribution of injury events, injury type and management characteristics of major trauma cases in Queensland for years 1995 to 2000;
    - documentation of morbidity and mortality of major hospitalised trauma cases in Queensland over same period;
    - establishment of person, time and place distributions of both explanatory and outcome variables with a view to mapping referral pathways; and
    - determination of patient outcomes.
  - Examine the impact of PHTLS training on morbidity and mortality from trauma in the state; and
  - Utilise the empirical data obtained by the study to model and cost the trauma system under different scenarios to test the cost-effectiveness of any restructuring of the Qld Trauma System.

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256. It is intended that outcomes from the studies will guide the ongoing development of the Queensland Emergency Medical Services (QEMS) and make recommendations on the implementation of an evidence-based trauma plan that will maximise collaboration, integration and coordination of emergency health services in Queensland (QAS, Submission No. 55, pp. 1-2; DES, Submission No. 69. pp. 1-2).

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### **RECOMMENDATION 11**

That the Department of Natural Resources and Queensland Emergency Services encourage councils not already participating in the Rural Addressing Scheme to do so.

**Ministers Responsible: Minister for Natural Resources; Minister for Emergency Services**

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### **RECOMMENDATION 12**

That the Minister for Health and the Minister for Emergency Services report periodically to Parliament on progress by their departments to improve trauma services in rural areas.

**Ministers Responsible: Minister for Health and Minister Assisting the Premier on Women's Policy;  
Minister for Emergency Services**

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## PART 11 ~ REMOTE AREAS

### INTRODUCTION

257. As noted in Part (2), remote areas are isolated, sparsely populated rural areas. By definition, remote areas are rural areas that have populations of less than 200 people and are located at least 100 km from the nearest township (defined as having a population of over 5,000 people). These are typically frontier areas with low-standard roads. Their roads are often unsealed and undeveloped. Residents and visitors endure relatively poor phone and other communication services, limited access to emergency rescue and other emergency and medical services, and a minimal policing presence.
258. A significant proportion of road fatalities in Australia occurs in remote areas, despite their low populations. In 1996, 6.2 per cent of all crash fatalities in Australia where the land classification was known occurred in remote areas. In Queensland, it was 4.9 per cent<sup>9</sup>.
259. Queensland's remote areas are home to substantial Aboriginal and Torres Strait Islander populations. While accounting for only 3 per cent of the state population, Aboriginal and Torres Strait Islanders account for 80 per cent of the population in the Torres Strait Islands (ABS 1996 quoted in ATSI Bulletin 2001) and perhaps 60 per cent in the Cape York Region (Fitzgerald 2001, Attachment 1).
260. In their submission to the inquiry, the Aboriginal Coordinating Council stated that access to transport is a fundamental requirement for Aboriginal people living in remote areas. In addition to the transport needs of non-indigenous groups, transport provides indigenous groups access to areas for harvesting traditional resources, attending cultural events and maintaining family and social networks. As a consequence, Aboriginal people have a greater dependency on 4WD vehicles for transport (ACC, Submission No. 10, p. 1). A number of forums and studies have sought to identify the special needs of indigenous people in remote areas.
261. The 1995 Wodonga rural road safety conference, the pre cursor to the RRSAP, discussed Aboriginal road safety in Australia's remote areas at length. At the time, statistical evidence from the Northern Territory and Western Australia demonstrated an alarming road safety problem with a two to four times over representation per capita of indigenous people in road fatalities compared to non-indigenous groups<sup>10</sup>.
262. A 2001 study commissioned by the ATSB confirmed the higher crash and fatality risks for indigenous road users compared to non-indigenous road users. McFadden *et al* (2001) notes that road deaths are a major cause of indigenous deaths. The study examined causes of death in the indigenous populations of Western Australia, South Australia and Northern Territory for the period 1994 to 1997. It found that 5.6 per cent of indigenous deaths in the study were from road crashes making it the third most prevalent cause of death after diabetes (6.7 per cent) and stroke (6.3 per cent). In comparison, only 1.7 per cent of non-indigenous deaths were from road crashes. On a per capita basis in 1997, there were 31 indigenous deaths per 100,000 from road crashes and 10 non-indigenous deaths per 100,000 populations – a rate three times higher for indigenous deaths (McFadden, et. al., ATSB 2000, p. 1).

<sup>9</sup> See Chapter 2, p.12.

<sup>10</sup> Henderson (1995) noted that, in the Northern Territory, Aboriginal people comprised 23 per cent of the population but accounted for 40 to 50 per cent of road fatalities - principally from alcohol-related single vehicle and pedestrian crashes. In Western Australia, Aboriginal people comprised 2 per cent of the state's population but averaged 8 per cent of the state's road fatalities (Henderson 1995, pp. 34-36).

263. A study by Brice (2000) of Aboriginal road safety in South Australia builds on the work by McFadden (2001). Brice examines the Australian indigenous road safety problem using crash/incident data from coronial records, unpublished community based research reports and other Australian publications over a twenty-year period, and international research on indigenous road safety issues in the USA, New Zealand and Canada. Among other things, Brice (2000) concludes –
- Despite flawed statistics, there is enough evidence available which reveals a largely neglected and sizeable problem;
  - The study of coronial records revealed that the majority of deaths in the case of pedestrian deaths involved alcohol intoxication and night-time occurrences and, in the case of vehicle crash fatalities involved alcohol, intoxication along with the non-use of seat-belts;
  - New research approaches were required which take into consideration - gender (the high male mortality rates compared to female which includes masculinity, risk taking, emotions and embodiment); class (encompassing poverty, lack of education, unemployment, boredom and again risk taking); and culture (rites of passage, the importance of family groupings, the diversity of each community, the different paces of learning);
  - There is a potential for a reduction of indigenous road trauma if greater resources were directed towards the issue being carefully planned in a culturally appropriate way with considerable involvement of all relevant peak bodies facilitated by financial assistance to employ key indigenous project/policy staff;
  - No one national model would be relevant to every Australian indigenous community so that each community would have to be consulted and engaged in any future initiatives (Brice 2000).
264. Forums convened in remote areas of western and northern Queensland by the Travelsafe Committee of the 49<sup>th</sup> Parliament in February and July 2000 identified a range of issues impacting on the road safety of Aboriginal residents. These issues included: the poor state of the roads; alcohol abuse; problems with understanding road signage; the lack of crash rescue and medical facilities; and impediments to driver licensing, the registration of motor vehicles; and their proper maintenance. (Queensland, Travelsafe Meetings, 15-17 February 2000, 3-6 July, 2000).
265. According to QT, the Aboriginality of crash victims has been recorded in Queensland crash data since 1999 (QT, Submission No. 65, p. 18). This information is taken from QPS Traffic Incident Reports (Form PT51) that include the field – ‘racial appearance’. This is in line with other police crash reporting systems.

### **Proposed Actions in the RRSAP**

266. The RRSAP contained the following actions to improve road safety in remote areas:
- Address the unique problems of the most remote areas of Australia by developing programs together with Aboriginal and Torres Strait Islander communities. The consultation will extend to the design, implementation, and evaluation of local road safety programs. (*Lead agency/supporting agencies: Relevant State Road safety Authorities/ATSIC*)
- (a) Support a research program directed specifically to the needs of remote areas. (*Lead agency/supporting agencies: Federal Office of Road Safety/ATSIC*)
  - (b) Appoint Aboriginal and Torres Strait Islander road safety officers to appropriate areas and give training that will enable them to become leaders in the promotion of road safety for their communities. (*Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Councils*)
267. As a measure of progress, the RRSAP proposed that a research program directed at the specific road safety needs of remote areas of Australia be instituted by 1997.

268. As mentioned previously, a further action (e) discussed in Part 6 – *Involvement of Local Communities* – focused specifically on Aboriginal communities in remote areas –
- Formulate special arrangements for Aboriginal communities, particularly in remote areas, ensuring representation in the planning, implementation and evaluation of programs to improve safety for them. (*Lead agency/supporting agencies: Federal Office of Road Safety/ATSIC, State/Territory Road Safety Authorities*).
269. The committee suggests this further action is virtually the same as the action discussed above for Part 11 - Remote Areas. The committee has therefore discussed both actions as one.

## DEVELOPMENT OF ROAD SAFETY PROGRAMS WITH ABORIGINAL AND TORRES STRAIT ISLANDER COMMUNITIES

### *What has been done?*

270. QT provided this inquiry with extensive information about a project it devised for Aboriginal and Torres Strait communities, in line with the action listed in the RRSAP, as well as other forums it has convened to devise and coordinate road safety policies for this area.
271. In October 1996, QT commenced the first phase of its *Aboriginal and Torres Strait Islander Road Safety Strategy: Remote Communities* trial project (QT, Submission, No. 36, p 34). Key components of the project included:
- the development of a community-managed approach to road safety planning in the Cape York communities of Hopevale and Kowanyama;
  - the employment of local Community Road Safety Officers (CRSO) who would coordinate the identification of local road safety issues to be addressed within these two communities; and
  - the inauguration of a community workshop with key stakeholders from Kowanyama, Hopevale, Cunnamulla and QT in August 1998, which developed community work plans that identified four major areas requiring action – licensing, resourcing, training and legal issues (QT, Correspondence, 15 November 2000).
272. The department commenced the second phase of the trial project in July 1999 which included an evaluation of the impact and effectiveness of the first phase. QT established an Evaluation Reference Group and commissioned the successful tenderer, Focus Pty Ltd, to undertake the work commencing in May 2001. The final report was completed in August 2001. QT has used the evaluation report to determine the future progress of the project (QT & DMR, Submission No. 65, p. 18).
273. As part of this project, QT employed a Senior Adviser (Indigenous Community Project) to work with Aboriginal and Torres Strait Islander communities. This officer has assisted these communities to identify and solve road safety issues by raising awareness and providing road safety information and advice. The Senior Adviser also promoted the department's Community Road Safety Grant Scheme. This scheme provides grants of \$2,000 to communities for local road safety initiatives that are culturally appropriate. The department's submission notes that although communities were experiencing similar road safety problems, they were seeking solutions on an individual basis (QT & DMR, Submission No. 65, p. 18).
274. The Aboriginal Coordinating Council (ACC) stated that Aboriginal Community Councils needed to be actively involved in the planning, implementation and evaluation of road safety and transport issues within their area of responsibility (i.e. DOGIT lands). In its submission, the Council

- suggested that an Aboriginal coordination body be established with adequate financial assistance from QT to advise on road safety (ACC, Submission No. 10, p. 1).
275. QT has sought to involve Aboriginal and Torres Strait Islander communities in devising a regional road safety strategy for the Cape York region. In May 2001, QT convened a Gulf and Cape Road Safety Forum in Cairns. From this forum, the department prepared a draft Road Safety Action Plan to help coordinate the actions needed and to identify the departments and agencies responsible for them. A regional Inter-agency Road Safety Reference Group was also established. The role of this group is to coordinate road safety issues across agencies that deliver services to communities by including road safety as part of their resources. The agencies represented on this group include health groups, QPS, Education Queensland, DMR, DATSIP and ATSIC (Powell *et al*, 2001, p. 264; Mr Stuart Wright, QT, Personal Communication, 19 October 2001). This group is now called the Aboriginal, Torres Strait Islanders and Remote Communities Road Safety Working Group.
276. Representatives of indigenous communities also participate in a state-wide policy coordination group. The department's Aboriginal and Torres Strait Islander Strategic Group meets in Brisbane and is chaired by the Regional Director of the department's Northern Region. The role of the group is to coordinate activities across the department. QPS is also represented on this group (June Powell, QT, Personal Communication, 23 November 2001; Briefing, QT, 12 April 2002).

### **(a) Research into the needs of remote areas**

#### ***What has been done?***

277. The ATSB has commenced a National Indigenous Road Safety Working Group to examine indigenous road safety issues in metropolitan and non-metropolitan areas. It convened a meeting in Melbourne in November 2001 of agencies and interest groups. The purpose of the working group is to provide expert strategic advice to the National Road Safety Strategy Panel about measures to reduce indigenous people's involvement in road trauma (ATSB, Personal Correspondence, 13 March 2002). The working group was convened in response to Strategic Objective 5 of the *National Road Safety Strategy 2001–2010* – 'Improve equity among road users' (ATC, *NRSS 2001 – 2010*, p. 9) and the *National Road Safety Action Plan 2001 and 2002's* Action Area 5.1 - 'Develop and implement programs targeted at road user groups for whom road safety is a particular concern' (ATC, *NRSAP 2001 and 2002*, p. 14).
278. The ATSB proposes that research for the project will be carried out by a number of groups such as AUSTRROADS and CARRS-Q with the ultimate aim of sharing information and identifying successful programs as well as resources. It is envisaged that an Aboriginal road safety forum will be held in July 2002 in Adelaide to discuss the research (Adrian Beresford-Wylie, ATSB, Personal Communication, 4 March 2002).
279. The committee supports this initiative to improve indigenous road safety. The committee also notes that a separate, broader research project proposed by the Centre for Accident Research and Road Safety – Queensland will examine the safety of both indigenous and non-indigenous groups in rural and remote areas. The committee welcomes this initiative.

### **(b) Aboriginal and Torres Strait Islander Road Safety Officers**

#### ***What has been done?***

280. QT has sought to implement this action on a trial basis in two Aboriginal communities, though has encountered a number of problems. As noted above, a component of Phase 1 of the *Aboriginal and Torres Strait Islander Road Safety Strategy: Remote Communities* trial project involved QT training and employing two Community Road Safety Officers (CRSOs) at Hopevale and Kowanyama. The role of these officers was to liaise between the community, their councils, community groups and

government agencies to identify potential road safety issues and then support the planning and implementation processes (QT, Correspondence, 15 November 2000).

281. At its public forums in North Queensland, the Travelsafe Committee of the 49<sup>th</sup> Parliament was informed that the CRSOs experienced difficulties in trying to carry out their duties because of familial and cultural associations within their respective communities which tended to hinder their work. The committee heard that the program suffered from a lack of support (Queensland, Travelsafe Meetings, 3-6 July 2000). The committee questioned QT during the public hearing in Brisbane about the work of the CRSOs. In its written reply to questions taken on notice, the department advised:
- ... the Community Road Safety Officers initiated a range of actions to promote safety within their communities. While some interaction may have occurred with their respective councils, limited consultation was undertaken by the CRSOs involving the wider community and initiatives were generally of a mainstream approach.
282. In further correspondence, QT stated that both officers had resigned to take up other positions with their local councils in May and June 1999 which coincided with the end of the project trial of Phase I (QT, Correspondence, 28 February 2001).
283. QT acknowledged that there were difficulties with the CRSOs during the trial project. It stated, however, that Phase 1 provided a basis for the implementation of Phase II in which it was planned to cover all 34 Aboriginal and Torres Strait Islander communities. All but two of these communities are within QT's Northern Region. Further development of the Community Road Safety Officers' project has been included in the draft Remote Indigenous Communities Road Safety Action Plan 2001 discussed above (Powell *et al*, 2001, p. 264; Stuart Wright, QT, Personal Communication, 19 October 2001).
284. The committee understands that other communities have expressed interest in gaining a CRSO. The Napranum Aboriginal Community Council made a submission to this effect to the committee. It strongly endorsed concerns submitted by the Aboriginal Coordinating Council that the position(s) should be carefully planned and properly resourced (Napranum Community Council, Personal Communication, 10 October 2001; Issues Paper No. 5, p. 18).

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### **RECOMMENDATION 13**

That Queensland Transport review the objectives for its Aboriginal and Torres Strait Islander Road Safety Strategy: Remote Communities trial project in conjunction with remote Aboriginal and Torres Strait Islander communities to identify the training and other support needed by community-based road safety officers.

**Ministers Responsible: Minister for Transport and Minister for Main Roads**

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### **RECOMMENDATION 14**

That stakeholder agencies research the road safety issues in Aboriginal and Torres Strait Islander communities in Queensland to provide a framework for future initiatives in this area.

**Ministers Responsible: Minister for Transport and Minister for Main Roads; Minister for Police and Corrective Services and Minister Assisting the Premier on the Carpentaria Minerals Province; Minister for Health and Minister Assisting the Premier on Women's Policy, Minister for Emergency Services; Minister for Families and Minister for Aboriginal and Torres Strait Islander Policy and Minister for Disability Services**

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## **PART 12 ~ ADDITIONAL MEASURES TO IMPROVE RURAL ROAD SAFETY IN QUEENSLAND**

285. In the terms of reference for the inquiry, the Travelsafe Committee of the 49th Parliament invited submissions on additional measures to improve rural road safety in Queensland that were not addressed in the RRSAP. Numerous suggestions were received through submissions, at meetings the committee convened in rural and regional centres, through evidence provided at the committee's public hearing in Brisbane in October 2000 and through the committee's own research. The committee has identified the following areas as warranting further attention and research:

### **MEASURES TO REDUCE RURAL ROAD FUNDING SHORTFALLS**

286. Complaints about the lack of funding for roads were aired continually at public forums held in rural and regional centres in western and north Queensland for this inquiry. The majority of the submissions received by the committee also expressed concern about the state of the roads and the apparent lack of adequate road funding, the root cause of the problem. Rural local governments were particularly vocal on these points and commented on issues such as the need for funding for road repairs (Herberton SC, Submission No. 11, p. 1; Sarina SC, Submission No. 26, p. 1), to upgrade gravel roads to a reasonable sealed standard and to widen narrow sealed roads (Laidley SC, Submission No. 2, p.1).
287. These concerns were echoed by groups representing road users (the RACQ) and professional municipal engineers responsible for managing and maintaining the road network (the Institution of Municipal Engineers). The RACQ has been a vocal advocate for increases in the level of road funding for some time, and has pressed governments for a greater commitment of funds for roads from fuel taxation revenue. In its submission, the RACQ states that an overall increase in funding assistance is needed to bring rural roads up to a safe and acceptable level (RACQ, Submission No. 35, p. 3). The Institute of Municipal Works Engineers notes that many (road) improvements are planned, however severe funding restrictions limit their implementation (IMEA, Submission No. 25, p.1).
288. The most recent comprehensive study of road funding in Australia by the Bureau of Transport Economics (BTE 1999) identified \$7.014 billion of government road-related expenditure in 1997-98. Of this amount, the Federal Government contributed \$1.636 billion, the states' \$3.379 billion and local governments \$2 billion (BTE 1999). In 1997-98, rural councils contributed \$796 million towards rural roads in comparison to the \$454 million in government grants to country councils. Local government revenue for roads mainly came from property rates which, as a revenue base, was declining due to population shifts. Yet, many of these roads were of regional significance and contributing to regional freight tasks. An additional \$700 million of funding over five years was needed for maintenance (Butcher 2001, pp. 1-8).
289. A study of the national highway system released in January 2002, commissioned by the Automobile Association of Australia (AAA), argues that Federal Government expenditure on the system has declined in real terms since 1992-93. In other work, the BTE (1998) identified a backlog of expenditure for non-urban sections of \$2.6 billion. According to the BTE, many rural roads were built in the 1950s and 1960s and are now reaching the end of their economic lives. These roads face increased deterioration from heavy vehicle traffic because of industry changes from grazing to

cropping (BTE 1998 in Butcher 2001). The Queensland Government's *State Infrastructure Plan 2001* identified a \$4.8 billion backlog for rehabilitation and maintenance programs for state controlled roads in Queensland (LGAQ, background paper, pp.1).

290. The AAA argues that, because overall expenditure and maintenance expenditure has fallen behind, the national highway system is continually deteriorating and needs a multi \$billion injection of funds for urgent upgrading to make it safer (AAA 2002, pp. 5-6).

### Road maintenance costs and contributions

291. Details of federal and state expenditure/allocations on state-controlled roads for programmed and routine maintenance from 1999-2000 are as follows:

**Table (6): Federal and State Expenditure/Allocations on State-controlled Roads 1999-2000**

Programmed and Routine Maintenance	1999-2000 \$M	2000-01 \$M	2001-02 \$M
Federal National Highways	56.13 <sup>1</sup>	58.17 <sup>1</sup>	49.68
State Other state-controlled roads	183.06	196.67	203.54
<b>Total: Note<sup>2</sup></b>	<b>239.19</b>	<b>254.84</b>	<b>253.22</b>

Source: Department of Main Roads 2002

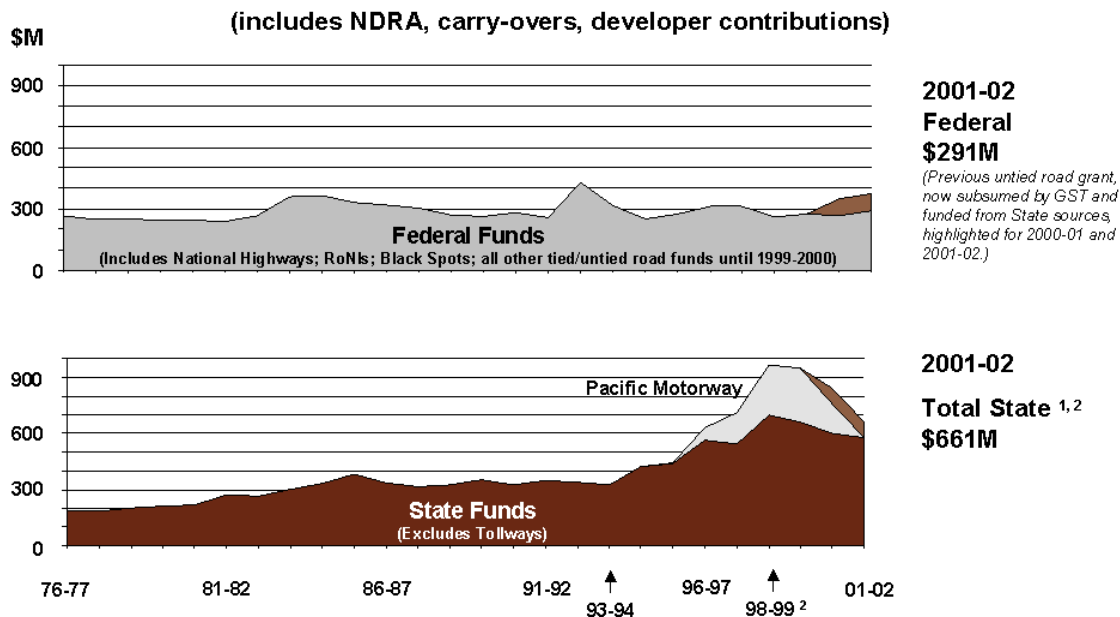
Note <sup>1</sup>: Includes accelerated national highway maintenance allocations.

Note <sup>2</sup>: Please note that a large proportion of rehabilitation works are also undertaken either separately or in conjunction with widening works which are not included above. (Refer previous and current RIPs for details of rehabilitation and widening activities.)

### Trends in recent years

292. Overall federal/state road funding trends over the past 25 years for Main Roads' administered expenditure are provided in the following figures:

**Figure (3): Main Roads Works Program Size and Trends (2001-2002)**



Note 1: Includes former untied Federal road grant (approximately \$83 million) which was subsumed by GST from 1.7.2000 and is now funded from state sources.

Note 2: State funding in 1998-99 reflects accelerated works and also capitalised on the move to accrual accounting, ie. 13-month works program as part of transition from "cash" to "accrual" budgeting arrangements introduced from 1.7.1999. Decline in state funding since 1998-99 is due to the finalisation of a number of one-off special funding initiatives, including Pacific Motorway upgrade, BOC Transport Plan, upgrade of the Winton - Hughenden Road and Accelerated Road Maintenance Project.

Source: Department of Main Roads 2002



**COAG Roads Agreement**

293. Under the COAG Roads Agreement established in 1991, responsibility for funding and management of Australia's 810,000 km road network is shared by the three levels of government as follows:

<b>Federal government</b>	<b>National Highways</b>
<b>State government</b>	<b>State arterials, etc</b>
<b>Local government</b>	<b>Local roads</b>

294. The Federal Government is responsible for the national highway and roads of national importance that comprise 2.5 per cent of the network. State governments are responsible for the major arterial road system comprising 13.5 per cent, and local governments are responsible for the remaining 84 per cent (Butcher 2001, p. 2).

295. Under this COAG agreement, the Commonwealth withdrew from directly funding state and local roads, other than national highways ie. the Commonwealth untied (but continued to identify) national arterial financial assistance grants to certain state-controlled roads and CALAR funding to local government roads. Queensland is the only state that continued to hypothecate former national arterial funding to state-controlled roads (QT&DMR, Briefing, 12 April 2002).

296. The National Arterial untied grants to the states were subsumed by GST arrangements from July 2000; local government untied road grants are still identified. In effect, the Commonwealth has now come back to partially funding some state and local road projects under the Roads of National Importance (RoNI) banner – albeit through diversion of national highway funding, and directly funding local government roads under a new initiative. This initiative called *Roads to Recovery* is discussed below.

297. In the early nineties, most other state governments also shifted ownership or responsibility for local roads to local government. In Queensland, this did not occur and the state retains a higher share of the road network than other states (eg. some 12,000 km of local roads in Queensland would normally belong to local government in other states). It has been a policy choice of successive state governments since the early nineties that more than 50 per cent of available road funds would be spent outside south-east Queensland. This reflects recognition of factors such as the vastness of the state's road network, its dispersed population and the need to provide communities with equitable access. DMR advise that 57 per cent of roads funding is being spent outside south-east Queensland in the current 2001-02 financial year (QT&DMR, Briefing, 12 April 2002).

**Federal Roads to Recovery Program**

298. In November 2000, the Prime Minister, Hon. John Howard MP, and the Deputy Prime Minister and Minister for Transport and Regional Services, Hon. John Anderson MP, announced the *Roads to Recovery* program. Under the program, Federal Government would deliver additional funding of \$1.6 billion nationally over four years directly to local governments to be used exclusively for road construction or maintenance on local roads. \$850 million of the allocation is for roads in rural and regional areas. According to the Prime Minister and the Federal Transport Minister, the program represents a 75 per cent increase in Federal Government funding for local roads (Hon. John Howard MP & Hon. John Anderson MP, Joint Press Conference Transcript, 27 November 2000). Queensland's local governments are due to receive \$250 million for the program over four years (*Courier Mail*, 2 December 2000, p. 2).

299. While the extra funding is welcomed, it falls well short of what is needed. The amount provided has been described by the LGAQ as '...a relatively small increase in required funding...only available for a short period' (LGAQ, *Background Paper*, February 2002). Dr Max Lay, President of the AAA, also welcomed the additional funds but suggests that the program represents an *ad hoc* approach to road funding by the Federal Government (Lay, AAA 2001, p. 1).

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**Initiatives to maximise the benefits of current road funding**

300. QT and DMR are working on initiatives to maximise the value for road users from transport funding across a range of objectives, particularly road safety. These relate to funding priorities, monitoring pavement conditions, road condition reporting, a proposed alliance between DMR and the LGAQ, asset management systems, mass action programs, passing lanes, enforcement of heavy vehicle freight routes and a possible study of the transport benefits of rail freight.
- **First call on funds to maintenance**
301. The first is the premise of 'first call on funds to maintenance', particularly safety-related maintenance activities. The Parliamentary Public Works Committee Inquiry into Maintenance of the State-controlled Road Network identified that a significant backlog in maintenance of Queensland's road network existed. DMR has responded to this through the allocation of an additional 5% funding per annum, compounded for five years from 2000-01, to address these needs and protect the state's road asset (currently valued at \$25 billion).
- **Monitoring pavement conditions**
302. DMR has developed systems to prioritise and provide consistent standards for road across the state with similar functions. DMR purchased new equipment to more accurately measure pavement condition and enable safety hazards, such as rutting, to be highlighted for treatment. Roads are regularly tested and remedial maintenance is applied when safety thresholds are detected. Minimum safety intervention warrants and standards are also specified in the departments' road maintenance performance contracts that stipulate when the maintaining agent (DMR, RoadTek, local governments and contractors) must intervene for safety reasons.
- **Road condition reporting**
303. DMR systematically collects data on the condition of the state-controlled road network to determine deterioration rates. The department also utilises its pavement management models to predict future deterioration and maintenance needs. This data is used to program maintenance works.
304. More recently, DMR developed a bridge maintenance system and implemented a comprehensive bridge inspection and reporting regime. It has undertaken the majority of this activity and a number of bridges have been identified for remedial action. With the introduction of increased mass limits on the national highway system, Queensland secured \$12.9 million from the federal government over three years from 1999-2000 to replace/upgrade deficient bridges. It is a policy position of both the Queensland government and the LGAQ that there can be no extension of increased mass limits beyond the national highway system without extra funding from the Commonwealth to address road and bridge deficiencies on state and local government roads.
305. As noted above, there is no consistent format or approach by local governments to road condition reporting. Ideally, all local governments should report road condition and future road condition in a consistent format to help identify future funding requirements. The proposed DMR and Local Government Alliance is exploring, as a priority, the establishment of basic systems and condition measurement indicators for those councils that do not already have reliable asset management systems in place (QT&DMR, Briefing, 12 April 2002).
- **DMR/LGAQ Alliance**
306. DMR and LGAQ are investigating the potential to form an alliance aimed at significantly increasing the cooperation between state and local government to ensure that the community achieves the best value for the overall resources available for road management and investment. DMR acknowledges that road users expect all spheres of government to manage a seamless road system and avoid duplication in planning, delivery and management decisions.

307. The department suggests that desirable outcomes from the proposed alliance include:
- Road investment strategies that focus on improving Queensland roads;
  - Building the case for increased road funding from the Commonwealth;
  - Increased efficiency in the delivery of road projects;
  - Maximise the economic development of regional Queensland;
  - Ensuring best value in road planning, design, construction and maintenance;
  - Improved coordination and planning of road projects;
  - Maintaining employment levels within regional Queensland, particularly in vulnerable areas; and
  - Avoiding the duplication of resources.
308. DMR suggests that, collectively, these outcomes will bring better roads sooner, reduced costs to industry and road users, coupled with an overall safer road network (Briefing, QT&DMR, 12 April 2002).
- **Asset Management Systems**
309. The committee requested information from the Minister on the use of asset management systems by local governments in Queensland to manage their rural road networks. A recent Austroads study (Austroads 2001) revealed that only 35 per cent of councils in Queensland used a Pavement Management System, compared with the national average of 65 per cent.
310. As part of the DMR and Local Government Alliance activities, Queensland local governments were surveyed during 2001 on their asset management practices and attitudes. The results of this survey confirmed that the use of formal asset management systems by local governments is relatively low. However, awareness of asset management practices is much higher. Around three-quarters of local governments surveyed monitor road condition. This monitoring is undertaken primarily to determine safety and serviceability standards. Road condition is used by local governments to program and prioritise works (67 per cent), for maintenance needs analysis (56 per cent), and for road asset valuation (51 per cent). As mentioned above, the DMR and local government alliance is investigating, as a priority, the establishment of an asset management system to enable local governments in Queensland to provide reliable data on the extent and condition of their local road networks (QT&DMR, Briefing, 12 April 2002).
- **Mass Action Programs**
311. DMR is currently evaluating the benefits of applying ‘mass action programs’ in rural areas as part of its Safer Roads funding criteria to target known, common, safety deficiencies. The programs would target these deficiencies at locations across the network on a priority basis, without necessarily undertaking full safety audits at each location. Deficiencies that could be addressed include crest widening, sealing the outer shoulder of tight curves and providing improved delineation at narrow bridges and culverts (QT&DMR, Briefing, 12 April 2002).
- **Passing lanes**
312. DMR’s long-term road strategic planning analysis identified as a priority:
- passing lanes or overtaking lanes on high volume two lane roads;
  - the provision of overtaking opportunities on low volume single lane roads with relatively high proportions of heavy commercial vehicles, through widening the sealed roadway out to a two lane standard, thus allowing vehicles a much safer passage to overtake; and
  - similarly providing sections of two-lane seal on unsealed roads with relatively high heavy commercial vehicle content. These sections will be long enough for dust settlement and to allow the trailing vehicle to catch up and identify if a safe overtaking opportunity is available and then to undertake that manoeuvre.

- **Enforcement of heavy vehicle freight routes**

313. The committee sought advice from the Minister on damage to rural roads caused by improper use by heavy vehicles, and current activities by QT inspectors and the QPS to enforce compliance by heavy vehicles with route and load restrictions. QT and DMR advised the committee that avoidable damage to, and accelerated wear of, road and bridges in Queensland caused by illegally loaded heavy vehicles has been estimated at in excess of \$40 million per annum.
314. In December 1999, the Queensland Government released its *Policy for Dealing with Road Damage from Industry Development Activities*. DMR developed the policy with the LGAQ in response to concerns of rural local governments. The policy covers state-controlled and local government roads and focuses on enhanced roads planning, improved processes for assessing road impacts of industry development projects and obtaining developer contributions for road-works, and reduced road damage through a range of road use management strategies. Implementation of the policy is well advanced.
315. In December 2000, the government released The *Queensland Road Use Management Strategy*. Within the framework of the strategy, QT and DMR are pursuing a range of road use management initiatives for managing the overloading of Queensland's roads by heavy vehicles. Weight of Loads (WOL) and vehicle route compliance are specifically targeted on a regional basis. This occurs mainly through on-road deployment of transport inspectors who undertake static interceptions from strategically placed interception sites situated on the main freight corridors across the state. This on-road effort is also supported by the on-road activities of QPS.
316. The 34 DMR Weigh in Motion (WIM) sites strategically placed on the state's main road freight corridors gather information to assist the department's enforcement activities. These sites measure and record the vehicle type, speed and axle weights for all vehicles that pass over them. The department uses the data to identify trends, target problem areas and strategically deploy transport inspectors.
317. QT WOL enforcement activities across the state for the period July 2001 - December 2001 totalled in excess of 15,500 hours of effort. Over the period, 1,214 overloading offences were detected and infringement notices or summons issued. 680 overloading offences have been prosecuted over a 12 month period under chain of responsibility provisions.
318. Data from the WIM network shows downward trends in overloaded vehicles over the past two years in the predominantly rural regions of southern, central and north Queensland. There has been a slight upward trend in the south-east region. In the Gatton and Southbrook (Gore Hwy) corridors, there has been a reduction from 12 per cent to 4 per cent. In the north Queensland region, there has been a reduction from 14 per cent to 8 per cent. And in the south east region, the Loganholme site has recorded an increase from 4 per cent to 7 per cent while the Wacol site has recorded an increase from 1 per cent to 2 per cent.
319. QT anticipates that the application of vehicle tracking technologies under the national Intelligent Access Project over the next 18 to 24 months will yield significant reductions in road safety risks in Queensland associated with heavy vehicles. Under these arrangements, vehicles, such as heavy cranes or special road trains will be tracked to ensure that they are travelling along prescribed routes where traffic and road infrastructure conditions are suitable for safe operation (QT&DMR, Briefing, 12 April 2002).

- **Rail freight issues**

320. The committee sought advice from the Minister on increased heavy vehicle traffic caused by the withdrawal of rural rail freight services in rural areas, and the subsequent impact of increased heavy vehicle traffic on rural roads and maintenance costs.
321. The government has recently announced continued funding of general freight train services to regional areas of Queensland. The contract between QR and QT for general freight train services to regional areas provides funding to QR of approximately \$17 million per annum. This funding is in addition to the approximately \$263 million per annum provided to QR for the provision of infrastructure services on all operational narrow gauge rail lines throughout the state, except the coal lines and the Mt Isa line. The contract with QR for these infrastructure services includes funding for the continued maintenance of the lines on which general freight train services to regional Queensland operate.
322. The government is considering the initiation of a transport benefits study of the general freight train services. The study would review the Government's role in funding regional freight services, and assist in developing strategies to meet the future demands on rail infrastructure and services in the aftermath of the major changes currently happening within the Australian transport industry. In relation to recent media speculation about QR livestock services, Hon. Steve Bredhauer MP, Minister for Transport and Minister for Main Roads, confirms that there will be no closure of existing branch lines. Consistent with overall government policy objectives, the government is committed to growth in the rail system and, at a state and national level, is actively supporting this outcome (QT&DMR, Briefing, 12 April 2002).

#### **Alternative funding arrangements**

323. The LGAQ is currently conducting a public inquiry into funding of roads and transport infrastructure in Queensland. Professor Allan Layton from the Queensland University of Technology's School of Economics is chairing the inquiry. The inquiry is concerned with identifying funding options acceptable to Queenslanders to provide sufficient funds to ensure an effective transport system across the state into the future (LGAQ, Media Release, 11 February 2002).
324. The LGAQ's background paper for the inquiry identifies the poor state of Queensland's rural and regional roads. According to the paper, these roads have become increasingly inadequate for current traffic demands, notwithstanding the future requirements of growth industries and tourism, and contribute to increased freight costs and damage to vehicles. The LGAQ paper notes that many of the roads are impassable in wet weather and suggests an extra \$1 billion per year is needed for transport infrastructure in Queensland. According to the LGAQ, the problem is so great that increases in funding levels of 50 to 60 per cent are required instead of the normal five to ten per cent in the federal and state's budgets (LGAQ, Background Paper, pp. 1-2).
325. A recent decision by the High Court has the potential to exacerbate the road funding pressures on local, state and federal Governments. The High Court's decision in *Brodie v Singleton Shire Council* and *Ghantous v Hawkesbury City Council* on 31 May 2001 removed a 213 years old immunity that protected highway authorities from actions in negligence for failing to repair a road (nonfeasance)<sup>11</sup>. This immunity had applied even where serious injury to a person using the road was foreseeable (Queensland Parliamentary Library, Research Brief 16/01).

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<sup>11</sup> "Nonfeasance" means the omission of an act which a person ought to do; "misfeasance" is the improper doing of an act which a person might lawfully do; and "malfeasance" is the doing of an act which a person ought not to do at all (1979, Henry Campbell Black, *Black's Law Dictionary*, St. Paul, Minnesota, p. 902).

326. The loss of immunity has the potential to significantly change the approaches by governments to road safety activities such as auditing that is designed to identify hazards. In its submission to the inquiry, the DMR Central Region warns that the completion of road safety audits leads to expectations of actions to address the hazards that are revealed. According to the submission, this can create funding difficulties and ultimately lead to legal liabilities because the department is now aware of the issues and may choose to mitigate or ignore them (Hellmuth, DMR - Central Region, Submission No. 62, p. 1).

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### **RECOMMENDATION 15**

That the Department of Main Roads in conjunction with the Local Government Association of Queensland establish systems and condition measurement indicators for local governments that do not have asset management systems in place.

**Ministers Responsible: Minister for Transport and Minister for Main Roads**

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### **RECOMMENDATION 16**

That the Department of Main Roads continue to evaluate the feasibility of mass action programs to address common high-risk hazards on rural roads.

**Ministers Responsible: Minister for Transport and Minister for Main Roads**

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### **RECOMMENDATION 17**

That the Department of Main Roads in conjunction with the Local Government Association of Queensland encourage local governments to establish asset management systems for roads.

**Ministers Responsible: Minister for Transport and Minister for Main Roads**

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### **RECOMMENDATION 18**

That Queensland Transport conduct a transport benefits study of general freight train services.

**Ministers Responsible: Minister for Transport and Minister for Main Roads**

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### **BLACK SPOT FUNDING**

327. There are two specific programs that target road safety black spots in Queensland: the Commonwealth Government's Road Safety Black Spot Program and the Queensland Government's Safer Roads Program.
328. The Commonwealth's Road Safety Blackspot Program has assisted local governments to rectify known accident blackspots<sup>12</sup>. The program was initiated as part of the government's commitment to reduce crashes on rural roads. In 1999 – 2000, approximately \$7 million of Black Spot funding was

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<sup>12</sup> The Black Spot Program was originally introduced by the Federal government in 1990-91 to reduce the number and severity of crashes at black spot locations as part of its overall road safety strategy. It was directed at improving the physical condition or management of hazardous locations with a history of crashes involving death or serious injury (BTE 2002).

- expended on the upgrading of unsafe locations on the Queensland road network. Up to 20 per cent of annual Black Spot funding can be used to treat sites which have been recognised as potentially hazardous spots, and where road engineers have conducted a road safety audit (QT & DMR, Submission, No. 36, p. 9). Currently, \$8.2 million is provided per annum (indexed) for the Federal Road Safety Black Spot Program for other than national highways. The funding is distributed evenly between rural and urban roads projects and does not include national highways. Black Spot needs on national highways are funded by the federal government under the Safety and Urgent Minor Works program.
329. Rural black spot projects funded by the Commonwealth tend to be in areas adjacent to major coastal cities, rather than in areas west of the Great Dividing Range. There has been relatively little funding of projects in rural shires, particularly on rural local roads. This is because Blackspot funding is allocated to projects on the basis of historical accident rates. Given the scattered nature of road crashes on less-trafficked rural roads, projects on heavily trafficked roads in more populated areas tend to receive funding. In August 2001, the Bureau of Transport Economics (now BTRE) released its review of the first three years of the Black Spot Program. The review found that the program had saved lives but that the benefits-costs accrued were weighted towards urban areas rather than the rural areas. The BTE report recommended an increase in expenditure in urban areas (BTE 2000).
330. A number of motoring groups were critical of the BTE's findings and urged the Federal government to ensure it '...continued to fund road safety projects in the bush' (*Courier Mail*, 17 August 2001, p. 8). During the 2001 Federal election campaign, the Deputy Prime Minister and Minister for Transport and Regional Services, Hon. John Anderson MP, stated that the coalition would extend the Black Spot Program with funds of \$180 million over four years, \$90 million of which would be spent in regional Australia (Hon. John Anderson, National Party Campaign Launch, Tweed Heads, NSW, 22 October 2001). The Department of Transport and Regional Services (DOTARS) advised the committee that it expects that the may 2002 Federal Budget will confirm the funding for the program's continuation (DOTARS, 26 March 2002, Personal Correspondence).
331. The funding for projects is subject to strict federal criteria. These criteria are currently being reviewed by DOTARS in consultation with the states. From 2002-03, new criteria are likely to provide greater eligibility for rural roads projects. It is proposed that an average of three crashes in five years be required as a condition of eligibility for funding.
332. The Queensland Safer Roads Program was initiated in conjunction with legislation to introduce camera-detected offences in Queensland in 1996. The program provides \$10 million per annum for other state-controlled roads projects. The funding criteria are similar to the criteria used for the Federal Road Safety Black Spot Program, however greater consideration is given to rural roads projects.

## **DRIVER TRAINING AND LICENSING IN REMOTE ABORIGINAL AND TORRES STRAIT ISLANDER COMMUNITIES**

333. As noted in Part (11), access to transport is crucial to residents of remote areas. In their submission, the ACC state that access to transport is a fundamental requirement for Aboriginal people living in remote areas. In addition to the transport needs of non-Indigenous groups, the ACC states that indigenous groups require transport to access areas for harvesting traditional resources, attending cultural events and maintaining family and social networks – particularly transport by 4WD vehicles (ACC, Submission No. 10, p. 1).
334. At the Travelsafe Committee forums held in north Queensland, the committee heard that residents experience difficulties accessing a wide range of government services because of their remoteness from service centres. Driver licensing was raised as a particular problem. In areas that are remote from QT's service centres, the QPS is the major provider of driver licensing functions (QPS,

- Correspondence, 23 October 2001). Because of other demands and call-outs, district police who administer services on behalf of QT in these areas are often unable to guarantee that stations will be manned at all times. The committee was told that these problems create barriers to driver licensing.
335. At Cooktown, the committee heard from the then mayor that it took his children six weeks to obtain their licence. The committee was told that it was not unusual for residents to find their nearest police station closed when they arrived because the officers were away on a call out, thus requiring them to make a further trip to the station. Further trips may be required to re-sit the theory test and for the eventual issue of a photo-licence (Queensland, Travelsafe Committee, Public Meeting - Cairns, 3 July 2000; Queensland, Travelsafe Committee, Public Meeting - Cooktown, 3 July 2000).
336. For residents of Aboriginal and Torres Strait Islander communities, these barriers to licensing are compounded by other factors. These include the remoteness of the communities and the lack of transport to their closest town, financial considerations and cultural and language problems. The mere act of visiting a police station to apply for a learners' permit requires resources such as the use of a (registered) vehicle, someone with a licence to drive the vehicle there and back, and money to buy petrol (QPS, Correspondence, 23 October 2001). Remote communities may be several hours driving from the nearest town and police station, and alternative transport options are unlikely to be available.
337. The involvement of QPS officers in the delivery of driver licensing functions introduces a further dimension to the barriers faced by Aboriginal and Torres Strait Islander people who feel uncomfortable dealing with police (Napranum Community Council, Personal Correspondence, 10 October 2001). As a consequence of the need for transport, the difficulties in accessing training and licensing services and, in many instances, a very limited policing presence, many residents of Aboriginal communities drive illegally without a licence. Justice Tony Fitzgerald notes in his Cape York Justice Study report that traffic offences account for a significant proportion of indigenous incarcerations on Cape York (Fitzgerald 2001, pp. 131-36).
338. The committee was told Aboriginal and Torres Strait Islander people may have difficulty comprehending road rules and road signage due to literacy and cultural problems (Queensland, Travelsafe Committee, Public Meeting - Kowanyama, 5 July 2000). Besides difficulties due to the involvement of police in the licensing process, the committee was told that many community members found the process of sitting a formal test distressing. It was suggested to the committee that more culturally, appropriate driver licensing and testing material, as occurs in the Northern Territory are required (Napranum Community Council, Personal Correspondence, 10 October 2001).
339. Residents of remote communities, once issued with a learners' permit, face the daunting task of obtaining driving tuition. Few driver trainers operate full-time in remote areas and the services that are provided by visiting driver trainers are only available infrequently. Because of these circumstances, government subsidies may need to be considered (QPS, Correspondence, 23 October 2001).
340. In cognisance of the problems facing Aboriginal and Torres Strait Islander communities wishing to access driver licensing, police in the past have used a provision under the *Traffic Act* to issue conditional licences. These licences were endorsed by the issuing officers and enable the holders to drive within the boundaries of their respective Deed of Grant in Trust (DOGIT) communities. Police only issued conditional licences after satisfying themselves that the holder had demonstrated adequate vehicle control skills and road rule knowledge (Queensland, Travelsafe Committee, Public Meeting - Kowanyama, 5 July 2000). This provision was removed when the *Traffic Act* was replaced by the *Transport Operations – Road Use Management Act 1999*.



341. QT opposed the issuing of conditional licences as the drivers concerned had not met the standards required to hold a licence and might pose a danger to themselves and others. The committee was told that there is a further risk that conditional licence holders may not adhere to the licence conditions and risk the possibility of penalties, similar to unlicensed driving (Hon. Steve Bredhauer MP, Minister for Transport and Minister for Main Roads, Correspondence, 24 October 2001).

### ***Queensland Transport's licensing projects***

342. QT recognises the problems faced by remote Aboriginal communities regarding driver licensing and training and has sought through a range of initiatives to devise training material that is appropriate for use in Aboriginal and Torres Strait Islander communities. These include –
- the provision of a learner licence testing and issuing service on a trial basis in the Yarrabah community from April 1998 to June 1999;
  - participation as a collaborative partner in the Remote Area Traffic Training and Testing action research project at the Wujal Wujal community which is funded by CARRS-Q;
  - the development by QT's Southern Region of a community based low literacy kit as a support for the learner's licence theory test to be used at Cunnamulla, Charleville and St. George;
  - pre-licence and driver training support for Hopevale and Wujal Wujal communities by a qualified driving instructor through the Tropical North Institute of TAFE;
  - the Aboriginal and Torres Strait Islander Remote Communities Road Safety Project which provides up to \$2000 to identify and address local issues such as access to recognised driver training programs or the training of mentors in the communities; and
  - the development of a Low Literacy Resource Kit by a QT Road Safety Consultant who also conducts learner licensing and testing in the Cherbourg community.
343. QT, in collaboration with Queensland Correctional Services, is developing a learner driver program for the indigenous inmates of Townsville's Stuart Prison during their final year of incarceration. The department envisages that this program will instil a sense of pride in inmates who complete the program and encourage indigenous participation in the driver licensing system (June Powell, QT, Personal Communication, 23 November 2001).

### ***QPS driver licensing initiative***

344. The QPS has also taken direct action to overcome driver licensing problems in Aboriginal and Torres Strait Islander communities. A project of the State Traffic Support Branch provides an officer from the branch to visit communities, conduct licence testing and issue licences on the spot at minimal cost to both the residents and the QPS. A report by Sgt. Alan Pride of the branch who has devised and delivered the program suggests the results thus far have been promising. (QPS, Personal Communication, April 2002).

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## **RECOMMENDATION 19**

That Queensland Transport and the Queensland Police Service review their strategies for the delivery of driver licensing services to remote areas. This review should include consultation with residents and interest groups in remote areas and research of best-practice approaches to service delivery from other areas of government administration and jurisdictions

**Ministers Responsible: Minister for Transport and Minister for Main Roads; Minister for Police and Corrective Services and Minister Assisting the Premier on the Carpentaria Minerals Province**

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## ROAD SIGNAGE

345. Driving on ‘rural’ roads is fundamentally different to driving on ‘urban’ roads. Much of the rural road network is ‘non-engineered’ and has merely evolved from what were originally crude stock routes, horse and bullock tracks blazed by early settlers or development roads. As a result, rural roads were never designed to carry the current forms and volumes of high-speed motor vehicle traffic in all weather conditions, and are comparatively unforgiving of driver errors.
346. Given the vast road network and the constraints of funding, it will never be feasible for road agencies to replace the road network. Instead, agencies seek to minimise the risks to motorists and other road users through tools such as road signage.
347. Road signage delivers a plethora of information to motorists necessary for safe travel including posted speed limits and traffic and other hazards on the road ahead. On roads that are subject to flooding, signage in the form of flood marker posts informs motorists of the depth of water over the road. As tourism increases in rural areas, agencies have included tourism messages into road signage.
348. An important concept in road signage is the notion of ‘prevailing conditions’. That is, notwithstanding posted speed limits, motorists are expected to drive to the prevailing conditions. It was suggested to the committee that motorists, particularly visitors who are unfamiliar with what the prevailing conditions are, may not readily understand this concept and the hazards they pose. Instead, it was suggested to the committee that some visitors drive at the posted speed limit regardless of the prevailing conditions.
349. Residents at forums convened by the Travelsafe Committee of the 49<sup>th</sup> Parliament were critical of road signage in rural and remote areas. Their criticisms included the lack of signage and tourists’ apparent misinterpretation of warning signs. At Kowanyama, the committee heard of the extraordinary challenges of providing signage on dirt roads that effectively ‘move’ as motorists find alternative routes around flood-damaged sections (Queensland Travelsafe Committee Meetings, 15–17 February 2000, 3–6 July 2000).
350. On the subject of tourist drivers, the committee heard of problems connected with the rapid growth of drive-tourism in remote areas. The committee heard that remote areas of western and northern Queensland have become a ‘mecca’ for inexperienced and ill-equipped drive tourists from urban areas and overseas. The local residents at these forums advocated that signage should play a greater role in the education of motorists about the types of prevailing conditions and hazards and safe travelling speeds that would apply. Representatives of road agencies that manage road signage and who attended these forums told the committee that they were constrained by funding and maintenance considerations (Queensland Travelsafe Committee Meetings, 15–17 February 2000, 3–6 July 2000).
351. Road signage in Australia is governed by national standards that are aligned to international standards. There are two accepted approaches to road signage – the European system that tends to use symbols and the United States systems that uses text in preference to symbols. Australia has tended to use the latter. A United Nations Convention on Road Signs and Signals has standardised symbols on signs to assist international visitors when travelling in foreign countries. Australia is gradually moving towards this standard by using a combination of words and symbols during the transition stage. DMR and QT state that eventually the use of words on road signage will be discontinued as long as the symbolic signs meet the Australian Standard requirements. DMR states that the transition will be a slow process due to the replacement costs of traffic signs and the need to ensure that motorists will be able to understand what the symbols mean. There are also national initiatives to introduce additional symbolic tourism symbols which DMR supports (QT & DMR, Submission No. 65, p. 19).

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## ROAD REPORTING IN REMOTE AREAS

352. The vast distances between settlements in remote areas and the vulnerability of roads to the effects of adverse weather make the accuracy and timeliness of road condition reports a key issue for the safety of travelers.
353. The RACQ in conjunction with DMR and the QPS provides road report information to motorists by telephone, radio broadcast segments and through its website. This information service is based on information sourced from QPS. The service consists of a dedicated toll-free phone number and an Internet map-based display. According to DMR, the Internet site has received more than 290,000 hits and the hotline has received more than 250,000 calls since implementation in 1999. Benefits of the improved service include better road safety, reduced demand on emergency and essential services, and reduced economic impacts of flooding on rural and remote communities (DMR website: <http://www.mainroads.qld.gov.au>).
354. Police advice must be received before the RACQ will notify motorists that a road is closed. During its forums in northern and western Queensland, the Travelsafe Committee of the 49<sup>th</sup> Parliament heard of instances where RACQ road reports gave motorists information on road closures that conflicted with what local residents knew of the state of the roads. It was suggested to the committee that these instances arise because police in rural and remote areas were sometimes not in the vicinity of a flooded, rural road (Sulejmani, RACQ, Hearing Transcript, pp. 48-49). Because of the vast territories covered by police in remote areas, officers may not always be able to provide road condition reports as promptly and as often as required.
355. The committee pursued this with representatives from the RACQ, DMR and QPS at its Brisbane hearing (October 2000). RACQ officers explained how the roads' reporting system operated, along with planned, future developments. Information for the road reports is supplied via the police XRoads system. The RACQ was now working with DMR to form local coordinating teams, which would be able to supply up-to-date, accurate reports to the XRoads centre in Brisbane (Sulejmani, RACQ, Hearing Transcript, pp. 48-49). There are provisions for local residents to report road conditions direct to the RACQ, however, there are also liability implications for the club in the event that this information is incorrect. It was also suggested to the committee that, even if a road was clear, it may be susceptible to damage by heavy vehicles and should remain closed by DMR or the local authority to protect the asset (Fites, RACQ, Hearing Transcript, p. 50).
356. The RACQ stated that membership of local coordinating teams is not limited to engineers but could include other people able to supply quality and timely information, subject to an agreement with the police, DMR and the RACQ. These people could provide information if no personnel from QPS, DMR or the RACQ were available (Dove, RACQ, Hearing Transcript, p. 49).
357. DMR is supplementing the road information service with an automated road flood warning system. This system is on trial at three locations in northern Queensland using river height observations and forecasts from the Bureau of Meteorology. According to the department, about 100 of the bureau's 800 automatic river-height gauges in Queensland are near state-controlled crossings. The system also archives the observation data. Traffic managers will be able to view the latest river height observations and trends at a given location on a computer in their district office. The system will alert district officers and traffic managers via e-mail and SMS of potential flooding (DMR website: <http://www.mainroads.qld.gov.au>).

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## TELECOMMUNICATIONS

358. Telecommunications coverage in rural and remote areas was discussed at Travelsafe forums in western and north Queensland and at the public hearing. The committee was told that motorists, particularly non-rural travellers, need to be made aware that mobile phones do not work in many rural areas. The ability to call for help in the event of a breakdown or crash is diminished in rural areas by the lack of telephone coverage. The delays in agencies being notified of a crash and despatching assistance has a direct bearing on the welfare of crash victims.
359. In its submission, the RACQ expressed concern about the Federal government's decision to shutdown the analogue mobile phone network, which was ideally suited for remote areas, and replace it with a digital network which was to provide an equivalent service coverage (RACQ, Submission No. 35, p. 10). Telstra has been progressively installing the CDMA network (which provides wider mobile coverage) throughout regional Queensland (*Courier Mail*, 2 July 2001, p. 6). However, there are large areas of regional Queensland where mobile phones simply do not work. Currently, the CDMA network covers 97 per cent of Australia's population but only 14 per cent of its land mass. The expense of achieving 100 per cent coverage would need a massive injection of funds (*Courier Mail*, 11 October 2001).
360. Presently, coverage in western areas by the CDMA network is good on the main transport routes, especially if the telephone is connected to a vehicle's outside antenna. However, coverage fades usually from 30 kms away from the main centres and routes (Kevin Kerr, IPWEA, Telephone Conversation, 14 February 2002). Telstra is also expanding the CDMA mobile phone coverage into the Cape York/Gulf of Carpentaria region with the building a number of CDMA base stations (*Courier Mail*, 2 July 2001).
361. At the Brisbane hearing (October 2000), it was suggested to the committee that emergency vehicles in rural and remote areas should be equipped with satellite phones. An example was provided of an emergency exercise situation at Boulia airport, where none of the three emergency services present could communicate with each other because their vehicles' radios were set at different frequencies (Kerr, IPWEA, Hearing Transcript, p. 45).
362. Widespread introduction of mayday systems has been shown to drastically reduce fatality rates in rural areas (Evanco, 1999). In the event of an accident, mayday systems comprising a location device and a communication system send a distress signal to rescue authorities. The communication system would consist of a cellular phone system in urban areas and a satellite phone in rural areas linked to a global positioning system or satellite.

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## MEASURES TO REDUCE COLLISIONS WITH ANIMALS

363. During its forums in western and northern Queensland, the Travelsafe Committee of the 49th Parliament heard of the dangers to motorists posed by stock and native animals on the road. Participants commented on particular problems with animal strikes at dusk and during winter nights. A local carrier at the meeting in Cooktown told of stock wandering roads at night and resting on the bitumen to keep warm (Queensland, Travelsafe Meetings, 15-17 February 2000, 3-6 July, 2000).
364. Attewell and Glasse (2000) in work for the ATSB note that, nationally over the eight years 1990-1997, there were 52 fatal crashes that involved collisions with animals and a further 38 fatal crashes where an avoidance measure around an animal led to a fatal crash. Over the period there were a further 1,392 crashes resulting in hospitalisation after animals were hit. This equates to approximately 10 fatal crashes and 150 serious injury crashes nationally per year involving animal strikes. The vast majority (85 per cent) of fatal animal strike crashes in all states and territories occurred in rural regions (Attewell & Glasse 2000, p.22). QT states in its submission that, out of 35,458 recorded crashes in Queensland during the year 2000, only 0.05 per cent involved animal strikes (QT & DMR, Submission No. 65, pp. 18-19).
365. Attewell and Glasse (2000) also provides a breakdown for the animals hit in the fatal crashes as – stock (46 per cent), horse/large animal (25 Per cent), kangaroo/wallaby/emu (21 per cent), small animal (6 per cent) and not specified (2 per cent). In regard to stock collisions, there are problems in attempting to have property owners fence their properties. Only local governments can enforce the issue. However, DMR liaises with local governments and property owners, where the fencing of a property is considered necessary for road safety reasons. At times, the department has contributed to the fencing costs (QT & DMR, Submission No. 65, pp 19-20).
366. Notwithstanding the fatality and injury risks, collisions with animals cause substantial damage to vehicles and have the potential to render them un-driveable, stranding motorists. Past studies by Moore (1994) and Keill (1994) have shown that rural motorists are particularly concerned with ensuring vehicle mobility after a collision with an animal, especially at night (Moore 1994 and Keill 1994 in Attewell & Glasse 2000). QT and DMR recognise that animal strikes are a significant issue for rural motorists, and that many motorists use bull bars to protect their vehicles. The department encourages the responsible use of bull bars and the use of purpose-built units to ensure the safety of all road users (QT & DMR, Submission No. 65, pp. 18-19).
367. Attewell and Glasse's study suggests that up to nine fatal crashes and considerably more serious injury crashes are forestalled by bull bars each year. This estimate excludes the lives that may be saved by preventing the stranding of vehicle occupants in remote areas (Attewell & Glasse 2000, p.23).
368. Attewell and Glasse (2000) also note that while bull bars may provide some protection for motorists, they increase the injury risks. Nationally, there were approximately 30 pedestrians, 10 bicyclists and motor cyclists and 50 occupants of side impacted vehicles fatally injured in impacts with bull bars in 1997 (Attewell & Glasse 2000, p.25). Bull bar manufacturers are engaged in an extensive research and development process to ensure that their bull bars interact synergistically with occupant protection standards and other vehicle standards (QT & DMR, Submission No. 65, pp. 18-19).
369. Agencies in a number of overseas countries are pursuing the use of alternative technological solutions to control animal movement on roads and prevent animal strikes. For some time, a Queensland company has marketed a device to repel animals ultrasonically from the path of moving vehicles (Gore 1996). The DPI submission advocated further research into measures to deter animals from highways, citing evidence from the United Kingdom, where roadside reflectors in the

shape of wolves' eyes have kept deer out of the way of traffic during the night period (DPI, Submission No. 33, p. 1). Armour and Cinquegrana conclude that the installation of 'Wildlife Warning Reflectors' in remote areas where animals are more often involved in road crashes can reduce road trauma. These reflectors reflect car lights into bushland when headlights illuminate them, and discourage wildlife from crossing the road. (Armour & Cinquegrana, 1990). DMR told the committee that it is assessing the performance of wildlife reflectors that reflect light perpendicular to the road (QT & DMR, Submission No. 65, pp. 18-19).

## **MEASURES TO PREPARE DRIVERS FOR THE RISKS AND HAZARDS OF RURAL AND REMOTE AREA DRIVING IN QUEENSLAND**

370. Participants at forums in western and north Queensland convened by the Travelsafe Committee of the 49<sup>th</sup> Parliament commented on tourist drivers' apparent lack of preparedness for the driving conditions in rural and remote areas.
371. QT informed the committee at its Brisbane hearing (October 2000), that the department has produced a brochure and a video titled *Driving in Australia*. The brochure was distributed to tourist information centres, hotels and rental companies throughout Queensland. The brochure was produced in eight languages and one million copies were distributed for the Olympic Games. Key issues discussed in the material include road rules, road conditions, the 'Fatal 4' and the vast driving distances between towns in remote areas. During the Olympic Games, an outdoor and print campaign focused on seat belts and other road safety messages for overseas visitors. Billboards were located at airports and key tourist locations (QT & DMR, Submission No. 65, p. 20). QT is liaising with Tourism Queensland to provide input into the production of in-flight videos. These videos will provide road safety messages for international visitors.
372. A further hazard for inexperienced motorists in rural and remote areas involves large combination vehicles on narrow roads with shoulders that softened in wet weather. This financial year, DMR and QT are developing a comprehensive education and communication strategy that will target unfamiliar road users and will be utilising the research findings reported at the Symposium on International Visitors and Road Safety in Australia (QT & DMR, Submission No. 65, p. 20). This symposium was co-hosted by the Travelsafe Committee of the 49<sup>th</sup> Parliament and the Centre for Accident research and Road safety – Queensland at the Queensland University of Technology.
373. On 19 April 2002, Minister for Tourism, Racing & Fair Trading, Hon Merri Rose MP, launched the National Visitor Safety Program on behalf of Commonwealth, state and territory tourism ministers. The program provides information to inbound tourists on safe driving and other tourism safety issues.

# CONCLUSIONS

## THE RURAL ROAD SAFETY PROBLEM

374. Crashes on rural roads are a growing problem throughout the world, and Australia is no exception. Half (50.7 per cent) of all road fatalities in Australia and 55 per cent in Queensland occur on rural roads. While the level of road trauma in Australia has declined in recent years, smaller reductions have been achieved in rural areas compared to urban areas.
375. The risk of dying in road crashes in rural areas is significantly greater than in urban areas. Fatal crashes in rural areas are more likely to involve speed, alcohol, fatigue and the non-wearing of seatbelts.

## THE RURAL ROAD SAFETY ACTION PLAN

376. The committee concludes that the RRSAP was a necessary national initiative to reduce a significant and growing component of the road toll involving crashes on rural roads. As a policy response, however, it was flawed in a number of ways. Firstly, it was created as a top down strategy. Secondly, it was developed exclusively of key rural road safety stakeholders. Thirdly, it failed to address the resource implications for government and non-government agencies nominated to undertake specific actions. And lastly, its implementation was not monitored as originally intended.
377. On a positive note, key elements of the RRSAP were absorbed into other national and state road safety plans. In Queensland, the RRSAP has engendered a continuing focus on rural road safety through the inclusion of initiatives in Queensland road safety strategies and action plans.
378. The committee concludes that the Rural Road Safety Action Plan should continue to be used to set the policy framework to improve rural road safety in Queensland.

## PLANNING ROAD IMPROVEMENTS

### *Road Safety Audits*

379. There has been progress in Queensland to implement the actions in the RRSAP concerning road safety audits of highways, shoulder-sealing programs, edge and centre-line treatments and the removal of road-side hazards.
380. In light of the costs involved, the failure of the RRSAP to commit additional funding and the short time frame proposed, the target set for road safety audits in the RRSAP was overly-ambitious. Despite this, DMR has made substantial significant progress in respect of state-controlled highways.
381. The committee notes that there is support amongst rural local governments for the auditing of local government roads, though the costs involved can impose a financial burden upon the councils' budgets. Network audits offer an inexpensive method of road safety auditing suited to exiting, low-volume rural roads. The committee is pleased to note that network audits are now recognised in the AUSTRROADS Road Safety Audit Guide along with the comprehensive, road safety audit method.

### ***Shoulder Sealing, Delineation, Removal of Roadside Hazards***

382. The committee concludes that DMR is committed to the objectives of the RRSAP in regard to shoulder sealing, delineation and the removal of roadside hazards. Given the extent of the Queensland road network, the committee recognises that it is not viable for all roads to be treated. The committee also notes the problems associated with removing hazardous roadside objects in sensitive areas such as the Wet Tropics Management Area, where there can be a conflict of interests between the need for road safety and preservation of the natural environment.
383. Efforts to improve rural roads are constrained by the lack of funding.

## **PUBLIC EDUCATION PROGRAMS**

384. The committee acknowledges the efforts of QT and the QPS to educate the public about road safety in rural areas. It recognises that in the past year, there has been a concerted effort by QT to increase public education with its rural road safety campaign. The committee acknowledges that independent evaluation reveals that awareness of QT's road safety messages in rural areas is relatively high in comparison with urban areas and that QT is also addressing the "urban driver myth" by emphasising the involvement of rural drivers' in rural crashes.
385. The committee is pleased to note that besides QT and the QPS, a range of other bodies deliver road safety messages to rural residents. The committee did not examine the efficacies of these public education campaigns nor their coordination. The committee suggests that it is important that these programs continue and that the activities of these groups are coordinated with the activities of QT and QPS to ensure consistency and effectiveness.

## **THE INVOLVEMENT OF LOCAL COMMUNITIES**

386. The committee concludes that in accordance with the RRSAP, QT and other government and non-government agencies have :
- promoted greater involvement of rural shires and councils and their local communities in defining local road safety issues and developing partnerships to address them;
  - assisted local authorities in the detailed analysis of factors impacting on local road safety, and in the development of action plans to target problems;
  - established information programs to disseminate information to local councils and local communities about successful local initiatives and local programs, as well as those found not to be effective; and
  - provided training opportunities and guidance for local government on best practice in application of road safety countermeasures.
387. The committee acknowledges the critical involvement of local governments in road safety through their participation in local road safety committees and the identification of local problems and solutions using crash data.

## **SPEED MANAGEMENT**

388. The committee concluded that QT and DMR in conjunction with local governments have:
- rationalised speed limits on rural roads to provide greater consistency for similar conditions and developed guidelines and tools for nationally consistent speed zoning; and
  - developed and used the same guidelines for speed zoning roads through rural villages and towns and on the approaches to provincial cities.



389. The committee noted that there are a range of differing views among stakeholders on the implementation of traffic calming measures in rural towns. The committee also notes, that DMR and QT are supportive of local governments that seek to modify the road environment in connection with speed zoning changes on the approaches to and within rural towns and villages.

## MANAGEMENT OF FATIGUE

390. The committee concludes that DMR and QT have undertaken a range of policy initiatives and engineering programs to reduce the incidence of fatigue-related crashes in rural areas of Queensland. These initiatives exceed the requirements under the RRSAP. The committee also notes that QT has committed to an independent review of its audible line-marking program. The committee looks forward to examining the report from this evaluation.

## ENFORCEMENT

391. QT has conducted public education campaigns in rural areas to improve public acceptance of traffic enforcement. These campaigns explain the social implications of road rules infringements. QPS has also conducted public education campaigns to reinforce targeted enforcement in areas that have high crash rates.
392. QPS deploy officers to undertake traffic policing duties across the rural road network according to the QT Random Road Watch Program. Police in rural areas have raised with QT a number of operational difficulties encountered while following the program in remote areas. The departments are addressing these difficulties.
393. The QPS State Traffic Task Force supplements the traffic work by regional police throughout the state. The task force responds to requests from regional police for assistance and conducts daily patrols on rural roads in south east Queensland that are proximate to their base at Albany Creek in Brisbane.
394. Police in regional areas of the state have received additional traffic enforcement equipment in recent years. However, smaller police districts continue to share items of equipment needed for traffic enforcement. QT is funding additional MINDA and MAVERICK units for police in regional areas.

## TRAUMA SERVICES

395. The committee concluded that –
- Providing responsive crash rescue, ambulatory and medical services to crash victims in rural areas is vital to reduce rural fatalities and improve health outcomes for crash survivors. Motorists who are likely to be first at the scene can also play a greater role in assisting injured crash victims and reducing the rural road toll.
  - QH has given priority to the establishment of regionally linked trauma services, and to supporting these services with appropriate technology, including communication services. The department has also sought to provide rural doctors and paramedical personnel with training in the early management of severe trauma.
  - Better communication services in rural areas would improve trauma outcomes from road crashes and vehicle breakdowns in remote areas by alerting emergency services to incidents more quickly. This includes extension of mobile phone coverage areas. The provision of satellite phones or E-PERBs in government, company and private hire vehicles used extensively in isolated areas should also be examined.

- Promptly locating crash sites in rural areas remains a challenge for emergency services. The Rural Addressing Scheme has assisted emergency services in this regard. Rural councils not participating in the scheme should be encouraged to do so.

## REMOTE AREAS

396. Recent research at a national level (McFadden *et al*, 2000) on behalf of the Australian Transport Safety Bureau concludes that the road death rate in the indigenous population may be three times higher than that of the non-indigenous population.
397. QT is addressing the road safety problems and challenges faced by the state's remote Aboriginal and Torres Strait Islander communities. While still in its early stages, this work has highlighted the difficulties facing government agencies introducing new programs to these communities.
398. There is scope and a genuine desire for remote Aboriginal and Torres Strait Islander communities to contribute more to the road safety programs that QT devises for them, particularly during the initial design and development stages. Initiatives by QT to involve Aboriginal and Torres Strait Islander communities in the formulation of regional road safety strategies are a commendable start to this engagement process.
399. QT has commenced a program for the establishment of a network of Aboriginal and Torres Strait Islander road safety officers to assist the state's remote communities. This is a commendable initiative. However, after some initial success, trained officers have left the program. The committee urges the department to review its objectives for the program in conjunction with the communities, and to identify the training and other support needed by Aboriginal and Torres Strait Islander road safety officers to help improve road safety in their communities.
400. The committee recognises that little is known about the road safety issues in the state's remote Aboriginal and Torres Strait Islander communities. It notes recent activities by the ATSB and urges that all agencies involved in road safety make this a priority area for research in the future.

## ADDITIONAL MEASURES TO IMPROVE RURAL ROAD SAFETY IN QUEENSLAND

### *Measures to Reduce Rural Road Funding Shortfalls*

401. The committee notes the need for significantly increased levels of Federal funding for Queensland roads, particularly roads in rural areas. The committee also notes the potential difficulties for governments following the recent abolition of roads authorities' long-standing immunity from actions in negligence for failing to repair damaged roads. This matter warrants careful consideration by all governments.

### *Black Spot Funding*

402. The committee notes the contribution to road safety by the Black Spot Program and urges the Commonwealth Government to continue the program. The committee is concerned however, that the program provides relatively little benefit to rural and remote regions. The committee urges the DMR to examine the feasibility of establishing a dedicated Black Spot Program to fund safety upgrades of known road 'black spots' in rural and remote shires.

### *Driver Training and Licensing in Remote Aboriginal and Torres Strait Islander Communities*

403. The committee acknowledges the difficulties faced by residents in remote areas seeking to access driver licensing services and the separate initiatives of QT and QPS to provide relief to the problems

experienced by residents of remote Aboriginal and Torres Strait Islander communities. The committee suggests that these agencies need to work collaboratively and pool their considerable expertise and resources to create the greatest benefit to the target communities.

404. The committee urges QPS and QT to also examine options to deliver better driver training services to remote residents regardless of their race. This should include a review of current services delivery, consultation with residents and the groups that represent them and research into best practice models used in other areas of government services and jurisdictions.

### ***Road Signage***

405. The committee notes the work by DMR towards the implementation of universally understood road signage. The committee encourages DMR to test the comprehension of its signage by drivers from a broad range of cultural backgrounds and English language skills, including Aboriginal and Torres Strait Islander groups.

### ***Road Reporting in Remote Areas***

406. The committee notes the overall success of the RACQ/DMR road reporting system for rural travellers. It also notes that the system is limited in that it may not always provide motorists with reports that reflect current road conditions. The committee welcomes the creation of local coordinating teams and the trialing of automatic 'real time' reporting systems using data from the Bureau of Metrology to supplement the road reporting work of police in rural and remote areas.

### ***Telecommunications***

407. The committee notes that improved telecommunications may provide the key to significant improvements in rural crash outcomes for victims through better reporting and location of crashes and the prompt dispatch of trauma and emergency services personnel.
408. It is important that Telstra continues to extend the mobile phone networks coverage into rural and remote areas.
409. Equipment such as satellite phones and mayday systems need to be trialed to determine their value and cost-effectiveness as tools to reduce road trauma risks in rural and remote areas.

### ***Measures to reduce Collisions with Animals***

410. The committee notes that QT and DMR are investigating technical measures to overcome the problem of animal strikes in rural and remote areas. The committee encourages further research into cost-effective measures to deter animals from roads.

### ***Measures to Prepare Drivers for the Risks and Hazards of Rural and Remote Area Driving in Queensland***

411. The committee welcomes the work by QT, DMR and the Department of Tourism, Racing and Fair Trading to devise material to assist inexperienced travellers in rural and remote areas.



# APPENDIX A – ADVERTISEMENT CALLING FOR SUBMISSIONS

31 MARCH 1999

**CALL FOR  
SUBMISSIONS**

## INQUIRY INTO RURAL ROAD SAFETY IN QUEENSLAND

The **Queensland Parliamentary Travelsafe Committee** is conducting an inquiry into rural road safety in Queensland.

The **Terms of Reference** for the inquiry are to examine and report on:-

1. the implementation of the 1996 *Rural Road Safety Action Plan* in Queensland; and
2. what, if any, additional measures should be taken to improve rural road safety in Queensland

The committee invites all people to make a written submission to the inquiry. Submissions should be sent by Friday, 28 May 1999 to:

*The Research Director  
Travelsafe Committee  
Parliament House  
Brisbane Qld 4000*

The committee has published an **Issues Paper** which outlines the nature and scope of the inquiry, explains the 1996 *Rural Road Safety Action Plan*, identifies relevant issues and provides guidelines on how to make a submission. The paper is free. To get your copy contact the committee's secretariat by:

- telephone (07) 3406 7908
- facsimile (07) 3406 7262
- e-mail [tsafe@parliament.qld.gov.au](mailto:tsafe@parliament.qld.gov.au) or

Look up the committee's internet site at:  
[www.parliament.qld.gov.au](http://www.parliament.qld.gov.au)

Nita Cunningham MLA,  
Chairman  
31 March 1999



## APPENDIX B – LIST OF SUBMISSIONS

<b>No.</b>	<b>Submitter</b>
1	Mr Paul Cleary, CEO, Goondiwindi Town Council
2	Cr. Shirley Pitt, Mayor, Laidley Shire Council
3	Mr R Ferguson, CEO, Kolan Shire Council
4	Mr Timothy Rose, CEO, Bowen Shire Council
5	Mr Stephen Bain, Duty Manager, Civil Design Service, Pine Rivers Shire Council
6	Hon Judy Spence MLA, Minister for Aboriginal and Torres Strait Islander Policy and Minister for Fair Trading and Minister for Women's Policy
7	Mr Norm Garsden, CEO, Clifton Shire Council
8	Mr John Jarling
9	Mr Colin Comber
10	Mr Wayne Connolly, Chairman, Aboriginal Co ordinating Council
11	Mr Gordon Malcolm, CEO, Herberton Shire Council
12	Mr Pino Giandomenico, President, Hinchinbrook Road Safety Advisory Committee
13	Mr Harry Elliott, Manager, Magnetic Island Bus Service
14	Mr/Ms D Meyer, Manager, Transportation Planning, Caboolture Shire Council
15	Ms Wendy Schmalkuche, Secretary, Toprain Progress Association
16	Mr A Kinbacher
17	Mr Ron Turner, CEO, Kingaroy Shire Council
18	Mr Colin O'Connor, CEO, Wambo Shire Council
19	Mr Mike Davies, CEO, Bauhinia Shire Council
20	Mr Ian Flint, CEO, Boonah Shire Council
21	Ms Dianne Pickersgill, Secretary, North Rolleston School Conveyance Committee
22	Mr Chris Stringer, A/g CEO, Flinders Shire Council
23	Hon Merri Rose MLA, Minister for Emergency Services
24	Confidential
25	Mr Kevin Kerr, Chairman, Institute of Municipal Engineering Australian, Queensland Division
26	Mr Neil Ischenko, CEO, Sarina Shire Council
27	Hon Wendy Edmond MLA, Minister for Health
28	Mr M Isles, A/g Regional Traffic Co ordinator, Northern Police Region, Queensland Police Service
29	Dr Cliff Pollard, Chairman, Queensland Trauma Committee, Royal Australasian College of Surgeons
30	Cr J Drescher, Mayor, Beaudesert Shire Council
31	Dr D Wainwright, President, Queensland Branch of Australian Medical Association
32	Mr Brett Gowdy, President, Hydeaway Bay Progress Association
33	Dr Rosemary Clarkson, Executive Director, Agriculture Industry Development, Department of Primary Industries
34	Mr J P O'Sullivan, Commisioner, Queensland Police Service

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- 35 Mr Allan Terry, CEO, Royal Automobile Club of Queensland Inc.
- 36 Hon Steve Bredhauer MLA, Minister for Transport and Minister for Main Roads
- 37 Mr Michael Yates, Convenor, BFA Cyclists' Urban Speedlimit Taskforce
- 38 Mr Mark Windress, Manager, Civil Operations, Livingstone Shire Council
- 39 Bicycle Queensland Inc
- 40 Mr Col Bidewell
- 41 P.D. Bratt, Ullman & Nolan Pty Ltd, Engineers & Planners on behalf of Mirani Shire Council
- 42 Mr/Ms J R Taylor
- 43 Mr M Bates, National Motorists' Association Inc
- 44 Mr K Kerr, Chairman, Transport Committee, George Bourne & Associates
- 45 Mr Syd Churchill, District Manager, Department of Emergency Services
- 46 Dr Jonathan Dwyer, Centre for Accident Research and Road Safety Queensland
- 47 Mr Alan White
- 48 Ms Annette Stewart
- 49 Mr J.P Gott, CEO, Dalrymple Shire Council
- 50 Ms A.M Stuart
- 51 Superintendent Grant Pitman, Queensland Police Service
- 51A Ms Kate Prout
- 52 Confidential
- 53 Confidential – Supplementary submission to 52
- 54 Mr Ross J Andrews, CEO, Napranum Aboriginal Community Council
- 55 Mr Trevor Tighe, Executive Officer, Queensland Ambulance Service
- 56 Mr Neil Ischenko, CEO, Sarina Shire Council
- 57 Mr John Flegg
- 58 Dr John Andersen
- 59 Hon W Edmond MP, Minister for Health and Minister Assiting the Premier on Women's Policy
- 60 Mr Alan Terry, CEO, The Royal Automobile Club of Queensland Limited
- 61 Mr M Yeates, Cyclists' Urban Speedlimit Taskforce
- 62 Mr M Hellmuth, Executive Director, Central Queensland Region, Department of Main Roads
- 63 Mr R.A Faulkner, CEO, Cooloolo Shire Council
- 64 Mr Greg Underwood, Manager Strategic Planning, Cairns City Council
- 65 Hon S Bredhauer MP, Minister for Transport and Minister for Main Roads
- 66 Dr B Glasson, President, Queensland Branch of Australian Medical Association
- 67 Mr/Ms S.D Johnston, CEO, Isis Shire Council
- 68 Ms Kate Sutcliffe, CEO, Gulf Savannah Development
- 69 Hon M Reynolds AM, MP, Minister for Emergency Services, Minister Assisting the Premier in North Queensland
- 70 Mr S Mason



## **APPENDIX C – TRAVELSAFE FORUM ATTENDEES**

### **ROMA – 15<sup>th</sup> February 2000**

Mr Phil Stay, Director-Program Development, Main Roads  
Mr Mal Hellmuth, Executive Director (Central Region), Main Roads  
Mr Leon Love, CEO, Bungil Shire Council  
Mr Brian Luttrell, Executive Director (Southern), Main Roads  
Mr David Bobberman, District Director (South Western), Main Roads  
Mr Doug Head, Manager (Transport Planning), Main Roads  
Mr Geoff Dunning, Area Manager, Queensland Ambulance Service  
Mr John Nicholson, Officer in Charge, Queensland Ambulance Service  
Mr Trevor McGrath, A/Area Director, Queensland Fire and Rescue Authority  
Mr Craig Magick, Officer in Charge, Queensland Fire and Rescue Authority  
Mr Scott Walsh, District Manager, Counter Disaster and Rescue Service  
Mr Ray Klein, District Director, Rural Fire Service  
Senior Sergeant Ross Elder, Officer in Charge, Queensland Police Service  
Sergeant Merv McPherson, Officer in Charge, Queensland Police Service  
Sergeant Wayne Tincknell, Officer in Charge, Queensland Police Service  
Inspector Dave Leet, District Officer, Queensland Police Service  
Mr John Gralton, Deputy Director-General, Queensland Transport  
Dr Judith Lloyd, Regional Director (Southern), Queensland Transport  
Mr Noel Smith, Manager (Road Safety) Southern, Queensland Transport

### **TAMBO – 15<sup>th</sup> February 2000**

Mr Phil Stay, Director-Program Development, Main Roads  
Mr Mal Hellmuth, Executive Director (Central Region), Main Roads  
Mr Anthony Lyons, Chief Executive Officer, Tambo Shire Council  
Mr Alan White, Director Engineering Services, Murweh Shire Council  
Mr Eric Denham, District Director (Central Western), Main Roads  
Mr Frank Lawrence, Area Manager, Queensland Ambulance Service  
Inspector Mike Hoddlestone, District Officer, Queensland Police Service  
Mr Terry McCullough, Officer in Charge, Queensland Police Service  
Mr Gordon Davidson, Grazier  
Ms Desley Davidson, Grazier

**BIRDSVILLE – 16<sup>th</sup> February 2000**

Mr Phil Stay, Director-Program Development, Main Roads  
Mr Mal Hellmuth, Executive Director (Central Region), Main Roads  
Mrs Joyleen Booth, Councillor, Diamantina Shire Council  
Mr Scott Mead, Chief Executive Officer, Diamantina Shire Council  
Mr Michael Wanrooy, Director of Works, Diamantina Shire Council  
Mr Pieter van der Linden, Environmental Services Co-ordinator, Diamantina Shire Council  
Mr Trevor Stewart, Foreman In Charge, Diamantina Shire Council  
Mrs Nell Brook, Brook Proprietors  
Ms Dalene Brook, Brook Proprietors  
Mr William Edmunds, Brook Proprietors  
Mr Colin Gray, George Bourne & Associates  
Mrs Maxene Trapp, S. Kidman & Co  
Mr Derek Trapp, S. Kidman & Co  
Mrs Ruth Doyle, Birdsville Caravan Park  
Mr Ian Doyle, Birdsville Caravan Park  
Mr Brett Fort, Birdsville Hotel  
Mrs Jodie Fort, Birdsville Hotel  
Ms Jo Laurie-Fort, Birdsville Hotel  
Mr Wolfgang John, Birdsville Resident  
Mr Theo Nel, Birdsville Resident  
Ms Michelle Murray, Birdsville Resident  
Mr Don Rowlands, Queensland Parks & Wildlife Services  
Mr Laurie Colgrave, Rural Fire Service

**LONGREACH – 16<sup>th</sup> February 2000**

Mr Phil Stay, Director-Program Development, Main Roads  
Mr Mal Hellmuth, Executive Director (Central Region), Main Roads  
Mr Vaughan Becker, CEO, Ilfracombe Shire Council  
Mr Will Winton, Shire Engineer, Longreach Shire Council  
Ms Zoy Green, District Support Officer, Dept of Emergency Services  
Mr Eric Denham, District Director (Central Western), Main Roads  
Mr Frank Lawrence, Area Manager, Queensland Ambulance Service  
Mr Red Bartlett, Officer in Charge, Queensland Ambulance Service  
Ms June Lithgow, District Manager, Queensland Health  
Sergeant Mark Thornton, Officer in Charge, Queensland Police Service  
Mr Larry Lenis, District Inspector, Queensland Fire and Rescue Service  
Mr George Grassie, Officer in Charge, Queensland Fire and Rescue  
Ms Lucy Collins, Manager, Queensland Transport  
Mr Les Hayward, Manager (Customer Service Centre), Queensland Transport

**MT MORGAN – 17<sup>th</sup> February 2000**

Mr Phil Stay, Director-Program Development, Main Roads  
Mr Mal Hellmuth, Executive Director (Central Region), Main Roads  
Mr Ritchie Bills, Mayor, Mount Morgan Shire Council  
Mr Michael Rowe, CEO, Mount Morgan Shire Council  
Mr Jim Hanlon, Councillor, Mount Morgan Shire Council  
Mr Rod Sheather, Area Manager, Dept of Emergency Services  
Mr Brad Lutton, District Manager, Dept of Emergency Services  
Mr Terry Hill, District Director (Central), Main Roads  
Mr George Grassie, Officer in Charge, Queensland Fire and Rescue  
Ms Karen Roach, District Manager, Queensland Health  
Inspector Rowan Bond, Regional Traffic Co-ordinator, Queensland Police Service  
Sergeant Stan Lean, Officer in Charge, Queensland Police Service  
Mr Russell Hill, Regional Director (Central), Queensland Transport  
Ms Avis Hartle, Manager – Road Safety, Queensland Transport

**CAIRNS – DEPARTMENTAL REPRESENTATIVES – 3<sup>rd</sup> July 2000**

Mr Bruce Ollason, District Director (Peninsula), Main Roads  
Ms June Powell, Manager (Road Safety) Northern Region, Queensland Transport  
Mr Stuart Wright, Senior Adviser, Indigenous Communities Project, Queensland Transport  
Inspector Bob Waters, Traffic Co-ordination, Far Northern Region, Queensland Police  
Mr Syd Churchill, Far North District Manager, Queensland Emergency Services  
Mr Wayne Hepple, Disaster Operations, Queensland Emergency Services  
Mr Bruce Smith, Area Director, Queensland Emergency Services  
Mr John Amatt, Area Manager, Queensland Ambulance Services  
Mr Dave Luxton, QFRA, Rural Fire Service  
Mr Dick Irwin, Rural Fire Council  
Dr Wally Smith, Clinical Adviser, North Zone Management Unit, Queensland Health  
Dr Sandy Donald, Anaesthesia & Intensive Care, Queensland Health  
Dr Peter Peirera, Director of Emergency Medicine, Queensland Health

**CAIRNS – MEETING WITH ABORIGINAL AND TORRES STRAIT ISLANDER GROUPS  
– 3<sup>rd</sup> July 2000**

Mr Bruce Ollason, District Director (Peninsula), Main Roads  
Ms June Powell, Manager (Road Safety) Northern Region, Queensland Transport  
Mr Stuart Wright, Senior Adviser, Indigenous Communities Project, Queensland Transport  
Mr Phil Dowsett, A/g Regional Manager, Dept of Aboriginal and Torres Strait Islander Policy Development  
Mr Dave Brown, Aboriginal Coordinating Council  
Mr Ted Wymarra, Aboriginal Coordinating Council  
Ms Kate Prout, Remote Area Traffic & Testing Project, Wujal Wujal

**COOKTOWN – 3<sup>rd</sup> July 2000**

Mr Bruce Ollason, District Director (Peninsula), Main Roads  
Ms June Powell, Manager (Road Safety) Northern Region, Queensland Transport  
Councillor Graham Elms, Mayor of Cook Shire Council  
Councillor Terry Dukes, Councillor, Cook Shire Council  
Mr Gary Hicks, Dept of Main Roads  
Mr David Maskey, Dept of Main Roads  
Mr Denes McKenley, Queensland Fire and Rescue Authority  
Mr Eddie Woibo, Hope Vale Community  
Mr Jim Williams, Private Contractor  
Mrs Ann Williams, Wife of the Private Contractor

**WUJAL WUJAL – 4<sup>th</sup> July 2000**

Mr Bruce Ollason, District Director (Peninsula), Main Roads  
Ms June Powell, Manager (Road Safety) Northern Region, Queensland Transport  
Mr Stuart Wright, Senior Adviser, Indigenous Communities Project, Queensland Transport  
Councillor Bob Owen, Cooktown Shire Council  
Councillor Peter Wallace, Chairman, Wujal Wujal Community Council  
Councillor Norman Tayley, Deputy Chairman, Wujal Wujal Community Council  
Councillor George Kulku, Wujal Wujal Community Council  
Councillor Linda Walker, Wujal Wujal Community Council  
Mr Allan Hudson, Chief Executive Officer, Wujal Wujal Community Council  
Ms Kate Prout, Remote Area Traffic & Testing Project, Wujal Wujal  
Ms Julie Hutchin, Secretary, Bloomfield River and District Residents' Association  
Mr Max Proctor, Bloomfield Rural Fire Services  
Mr Joshua Paterson, Tutor, Road Law Program, Wujal Wujal  
Mr David Maskey, Dept of Main Roads  
Mr Gary Hicks, Dept of Main Roads  
Ms Anna Cleary, Manager, Wujal Wujal Health Centre  
Ms Kathleen Walker, Wujal Wujal Community Member  
Ms Lily Yougie, Wujal Wujal Community Member  
Mr Jaime Guedes, Bloomfield Yalanji Catchment Coordination Association  
Mr Ken Zippel, Bloomfield Yalanji Catchment Coordination Association  
Mrs Adele Zippel, Bloomfield Yalanji Catchment Coordination Association  
Ms Margaret Upite, Bloomfield Yalanji Catchment Coordination Association  
Ms Robyn Farrands, Teacher, Bloomfield Riverstate School  
Mr Michael Wilson, Secretary, Bloomfield Sports Association

**WEIPA – 5<sup>th</sup> July 2000**

Mr Bruce Ollason, District Director (Peninsula), Main Roads  
Ms June Powell, Manager (Road Safety) Northern Region, Queensland Transport  
Mr Ron Doherty, Town Manager, Weipa Town Office  
Mr Jeff Lewis, Building and Roads Supervisor, Weipa Town Office  
Mr Gayne Cooke, Chief Executive Officer, Napranum Community Council  
Sergeant Gary Beling, Queensland Police Service, Weipa  
Mr Ian Prewett, Weipa Chamber of Commerce

**KOWANYAMA – 5<sup>th</sup> July 2000**

Mr Bruce Ollason, District Director (Peninsula), Main Roads  
Ms June Powell, Manager (Road Safety) Northern Region, Queensland Transport  
Mr Stuart Wright, Senior Adviser, Indigenous Communities Project, Queensland Transport  
Councillor James Dick, Chairman, Kowanyama Community Council  
Councillor Thomas Hudson, Kowanyama Community Council (Also Chairman of the Aboriginal Coordinating Council, Cairns)  
Councillor Paul Michael, Kowanyama Community Council  
Sergeant Darryll Hunt, Queensland Police Service, Kowanyama

**MT ISA – 6<sup>th</sup> July 2000**

Mr Bruce Ollason, District Director (Peninsula), Main Roads  
Ms June Powell, Manager (Road Safety) Northern Region, Queensland Transport  
Councillor Ron McCulloch, Mayor, Mount Isa City Council  
Councillor Ron McGlinchy, Mayor, Boulia Shire Council  
Mr David Mason, Mount Isa City Council  
Dr Nikki Blackwell, Mount Isa Base Hospital  
Mr Franz Andres, Mount Isa Counter Disaster and Rescue Service  
Mr Patrick Dennehy, Main Roads Department  
Mr Mark Agnew, Main Roads Department  
Mr Kevin Kerr, George Bourne and Associates  
Mr Bob Keoghan, Semi-retired Road User



# APPENDIX D– WITNESSES AT THE PUBLIC HEARING

## BRISBANE – 26 OCTOBER 2000

<u>Queensland Health</u>	Professor Bryan Campbell, Chief Health Officer, Trauma Services Mr Trevor Barnes, Coordinator, Emergency Services Ms Amanda Crocker, Principal Policy Advisor, Health Outcomes Unit
<u>Queensland Police Service</u>	Superintendent Grant Pitman, State Traffic Support Branch Inspector Tony Lake, State Traffic Support Branch Inspector Peter Mansfield, State Traffic Support Branch Senior Sergeant Allan Pryde, State Traffic Support Branch
<u>Centre for Accident Research and Road Safety – Queensland (CARRS-Q)</u>	Professor Mary Sheehan, Director Dr Jonathan Dwyer, Post Doctoral Fellow
<u>RACQ</u>	Mr Gary Fites, General Manager – External Relations Mr John Wickman, Manager – Traffic Safety
<u>Queensland Emergency Services</u>	Mr Bryan Evans, Policy Officer, Strategic Management & Policy Unit Dr Richard Bonham, Medical Director, QAS Mr Trevor Tighe, Executive Officer, QEMSAC Secretariat, QAS Dr Michelle Clark, Director, Australian Centre for Pre-Hospital Research, QAS Mr Mike Morrison, District Manager, Disaster Operations, Counter Disaster and Rescue Services Mr Graham Cooke, Area Director, Dalby, QFRA Mr Bruce Beasley, Station Officer, QFRA
<u>Institute of Public Works Engineering Australia (Qld Division)</u>	Mr Kevin Kerr IPWEA Management Committee Director of George Bourne & Associates Royal Flying Doctor Service Mr Bruce McGuire, Chief Executive Officer (Trauma Services Session)
<u>Department of Primary Industries</u>	Mr Simon De Joux, Divisional Manager, Rural Communities Development, Division, Office of Rural Communities
<u>Queensland Transport</u>	Mr Tony Kursius, Acting Executive Director, Land Transport and Safety Mr Gary Mahon, Acting Director, Driver and Vehicle Management
<u>Department of Main Roads</u>	Ms Karen Peut, Executive Director, Roads Program Mr Ron Rimkus, Director, Program Development Mr Jon Douglas Manager, Traffic Management Mr Mal Hellmuth, Executive Officer, Central Queensland Region
<u>Australian College of Road Safety</u>	Mr John Lee, Chair, Queensland Chapter
<u>Department of Aboriginal and Torres Strait Islander and Policy Development</u>	Mr Jim Wauchope, Director, Strategic Projects and Services Directorate





# APPENDIX E – ACTIONS CONTAINED IN THE RURAL ROAD SAFETY ACTION PLAN

## 1. PLANNING ROAD IMPROVEMENTS

- i) Undertake safety audits of all national and state highways and other rural road. Formulate road improvement programs on the basis of their findings. *(Lead agency/supporting agencies: Commonwealth and State/Territory Road Safety Authorities)*
- ii) Implement a special program of shoulder sealing with a high-quality centre and edge-line treatment and other forms of delineation. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities)*
- iii) Implement a program for removing or otherwise reducing the danger from potential roadside hazards, including culverts, poles and trees in particularly dangerous positions. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government)*

## 2. PUBLIC EDUCATION PROGRAMS

- i) Localise the content of generic mass media education and make it available to relevant local communities. Give special attention to fatigue, alcohol use and failure to wear seat belts *(Lead agency/supporting agencies: Commonwealth and State/Territory Road Safety Authorities/Police Services, Insurance Sector & Motoring Associations)*
- ii) Publicise locally the fact that those most likely to be involved in serious crashes in rural areas are rural residents. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government and Motoring Associations)*

## 3. INVOLVEMENT OF LOCAL COMMUNITIES

- i) Promote greater involvement of rural shires and councils and their local communities in defining local road safety issues and developing partnerships to address them. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities/Australian Local Government Association, Institute of Municipal Engineers Australia and Australian College of Road Safety (ACRS))*
- ii) Assist local authorities in the detailed analysis of factors impacting on local road safety, and in the development of action plans to target problems. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities )*
- iii) Establish information programs to disseminate information to local councils and local communities about successful local initiatives and local programs, as well as those found not to be effective. *(Lead agency/supporting agencies: Commonwealth and State/Territory Road Safety Authorities/ACRS)*
- iv) Provide training opportunities and guidance for local government on best practice in application of road safety countermeasures. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities )*
- v) Formulate special arrangements for aboriginal communities, particularly in remote areas, ensuring representation in the planning, implementation and evaluation of programs to improve safety for them. *(Lead agency/supporting agencies: Federal Office of Road Safety/Aboriginal and Torres Strait Islander Commission (ATSIC), State/Territory Road Safety Authorities)*

*Safety Authorities )***4. SPEED MANAGEMENT**

- i) Rationalise speed limits on rural roads to provide greater consistency for similar conditions, develop guidelines and tools for nationally consistent speed zoning. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government Authorities)*
- ii) Use the same guidelines for speed zoning roads through rural villages and towns and on the approaches to provincial cities. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities)*
- iii) Introduce appropriate ‘traffic calming’ measures to induce more moderate speeds through towns. *(Lead agency/supporting agencies: Relevant State/Territory Road Safety Authorities)*

**5. MANAGEMENT OF FATIGUE**

- i) Develop guidelines and programs for installation or upgrading of rest areas at appropriate locations with facilities that will make their use attractive to long distance travellers. *(Lead agency/supporting agencies: Commonwealth and State/Territory Road Safety Authorities/Road Transport Industry, Motoring Associations and Local Councils and Austroads )*
- ii) Encourage community organisations to provide ‘coffee stops’ on holiday traffic routes. Facilitate coordination of their operations into a publicised network of rest opportunities. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities, Community Groups)*
- iii) Encourage governments to initiate programs at state and regional level of profile line marking or other fatigue management treatments. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities, Local Government)*

**6. ENFORCEMENT**

- i) Improve public acceptance of enforcement strategies through public education and community support programs that explain the safety and social implications of infringing important road rules. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government and Community Groups)*
- ii) Public education and community support programs to reinforce targeted enforcement in areas with high crash rates. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Government and Community Groups)*
- iii) Apply random surveillance to heighten perception of risk of detection of infringing road rules. *(Lead agency/supporting agencies: Police Services)*
- iv) Use special police task forces to enhance local resources. *(Lead agency/supporting agencies: Police Services)*
- v) Use new technology to improve the efficiency of scarce enforcement resources in targeting high risk behaviours, particularly driving at speeds excessive for the road, traffic, or weather conditions. *(Lead agency/supporting agencies: Police Services)*

**7. TRAUMA SERVICES**

- i) Give priority to the establishment of regionally-linked trauma services and to their support with appropriate technology, including improved communication services. *(Lead agency/supporting agencies: State/Territory Health Departments)*
- ii) EMST (Early management of Severe Trauma) training for rural doctors and paramedical personnel to be given high priority in development of regional trauma services. *(Lead*

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*agency/supporting agencies: State/Territory Health Departments/Royal Australasian College of Surgeons, Australian Advisory Committee on Road Trauma (AACRT).*

## **8. REMOTE AREAS**

- i) Address the unique problems of the most remote areas of Australia by developing programs together with Aboriginal and Torres Strait Islander communities. This consultation will extend to the design, implementation, and evaluation of local road safety programs. *(Lead agency/supporting agencies: Relevant State Road Safety Authorities/ATSIC)*
- ii) Support a research program directed specifically to the needs of remote areas. *(Lead agency/supporting agencies: Federal Office of Road Safety/ATSIC)*
- iii) Appoint Aboriginal and Torres Strait Islander road safety officers to appropriate areas and give training that will enable them to become leaders in the promotion of road safety for their communities. *(Lead agency/supporting agencies: State/Territory Road Safety Authorities/Local Councils)*



# APPENDIX F – RURAL ROAD SAFETY SURVEY

## THE SURVEY

- The RACQ in conjunction with the Travelsafe Committee of the 49<sup>th</sup> Parliament surveyed RACQ members on a range of issues concerning rural road safety in Queensland.
- The survey sought information from respondents in 4 broad areas:
  - demographic data;
  - the importance of rural road safety activities dealt with in the RRSAP;
  - the implementation of rural road safety activities promoted in the RRSAP; and
  - other rural road safety issues.

## RESULTS

- 1146 RACQ members responded to the survey.
- 65 per cent of respondents were aged between 25 and 59 years, 30% were 60 years or older and 4 per cent were aged between 17 and 24 years.
- 63 per cent of respondents were male.
- 75 per cent of respondents were rural residents.
- The results below are based on responses to questions. Not all respondents answered all questions.
- 13 per cent of respondents indicated they were aware of the RRSAP prior to before learning about it through the Travelsafe survey.
- 39 per cent of respondents reported doing 76 – 100 per cent of their driving on rural roads. 21 per cent reported driving on rural roads 51 – 76 per cent of the time. 17 per cent did 26 – 50 per cent of their driving on rural roads. 21 per cent of respondents used rural roads less than 25 per cent of the time.

The table below presents an overview of survey responses on the importance of issues addressed in the RRSAP.

Activities	Importance	Extremely Important	Very Important	Important	Somewhat Important	Not Important	No Response
Management of Driver Fatigue		491	239	18	78	318	5
Enforcement of Road Rules		556	189	4	48	344	2
Public Education Programs		745	111	5	18	266	4
Improvement of Rural Roads		218	420	38	150	314	1
Involvement of Local Communities		304	344	12	89	393	6
Improvement of Trauma Services		546	211	21	72	290	13
Speed management		267	361	46	158	307	6



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### **Media Releases**

Hon. John Howard MP & Hon. John Anderson MP, Joint Press Conference Transcript, 27 November 2000.

Hon. Stephen Robertson MP, A/g. Minister for Transport and Main Roads, Media Release, *Rural Road Safety Campaign Launched*, 22 April 2001.

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# TRAVELSAFE COMMITTEE REPORTS

No.	Title	Tabling date
1.	Annual Report for the period 10 May 1990 to 30 June 1990	5 September 1990
2.	The need for some form of compulsory periodic inspections of passenger vehicles as an effective means of reducing road crashes and the severity of associated injuries, and the need to improve the standards of motor vehicle repairs as a means of improving vehicle and road safety	4 December 1990
3.	Road Safety Education AND Traffic Law Enforcement	4 September 1991
4.	Annual Report for the period 1 July 1990 to 30 June 1991	2 October 1991
5.	Bicycle Safety	28 November 1991
6.	Achieving High Levels of Compliance with Road Safety Laws - a review of road user behaviour modification	18 March 1992
7.	Road Environment and Traffic Engineering	28 April 1992
8.	Annual Report for the period 1 July 1991 to 30 June 1992	25 August 1992
9.	Pedestrian and Cyclist Safety	15 July 1993
10.	Annual Report for the period 1 July 1992 to 30 June 1993	18 November 1993
11.	The Safety and Economic Implications of Permitting Standees on Urban and Non-Urban Bus Services	18 November 1993
12.	Local Area Traffic Management	28 April 1994
13.	Annual Report for the period 1 July 1993 to 30 June 1994	27 October 1994
14.	The Desirability of Requiring Compulsory Third Party Insurance Cover for Boats and Trailers	22 November 1994
15.	Speed Cameras: Should They Be Used in Queensland?	24 November 1994
16.	Report on Driver Training and Licensing	3 April 1996
17.	Annual Report for the period 1 July 1995 to 30 June 1996	4 September 1996
18.	Queensland's Road Toll : An Overview	8 December 1996
19.	Queensland's Road Toll : Drink Driving (Part 1)	8 December 1996
20.	Unsecured Loads	16 May 1997
21.	Annual Report for the period 1 July 1996 to 30 June 1997	18 November 1997
22.	Compulsory BAC Testing	12 December 1997
23.	Brisbane's Citytrain Network - Part One - Safety of the Rail System and Infrastructure	15 December 1997
24.	Brisbane's Citytrain Network - Part Two - Passenger Security	8 May 1998
25.	Shared Bikeways	5 June 1998
26.	Annual Report for the period 1 July 1997 to 30 June 1998	15 September 1998
27.	Unlicensed, unregistered and on the road: <i>The road safety implications of unlicensed driving and the driving of unregistered vehicles in Queensland</i>	22 July 1999
28.	Annual Report for the period 1 July 1998 to 30 June 1999	16 September 1999
29.	Drug Driving in Queensland	9 November 1999
30.	Meeting of Australasian Parliamentary Road safety Committees and Ministerial Advisors, Brisbane, 13 May 1999	10 December 1999
31.	Report from a Symposium on International Visitors and Road Safety in Australia – Brisbane, 14 May 1999	21 January 2000
32.	Report on Queensland Transport's Road Safety Statistical Methodologies	14 July 2000
33.	Annual Report 1999/2000	5 October 2000
34.	Report on the symposium on work-related road trauma and fleet risk management in Australia, Brisbane 10 August 2001	18 April 2002
35.	Annual Report 2000/01	9 August 2001

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