



SAFE TRAVEL TOGETHER – Bicycle  
Rider and Heavy Vehicle Driver  
Education and Awareness Campaign

TRANSPORT PLANNING AND OPERATIONS/  
BRISBANE INFRASTRUCTURE

MAY 2023

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## TABLE OF CONTENTS

<b>1</b>	<b>INTRODUCTION .....</b>	<b>3</b>
	1.1 PURPOSE .....	3
	1.2 BACKGROUND.....	3
<b>2</b>	<b>SAFE TRAVEL TOGETHER CAMPAIGN PROCESS.....</b>	<b>4</b>
	2.1 PROJECT PROPOSAL .....	4
	2.2 PROJECT PROCESS.....	4
	2.3 STAKEHOLDERS.....	6
	2.4 STAKEHOLDER ENGAGEMENT PROCESS .....	6
<b>3</b>	<b>SAFE TRAVEL TOGETHER CAMPAIGN.....</b>	<b>7</b>
<b>4</b>	<b>PROJECT REVIEW.....</b>	<b>9</b>
<b>5</b>	<b>FUNDING .....</b>	<b>11</b>
	5.1 COUNCIL'S CONTRIBUTION.....	11

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# 1 INTRODUCTION

## 1.1 PURPOSE

This document is the Final Report required from Council in accordance with Schedule 4 – Reporting Requirements clause 2 – Final Report of the Heavy Vehicle Safety Initiative (HVSİ) grant agreement. In accordance with clause 2.2, this final report includes:

- financial statements in respect of the payment of the (grant) funding including an Accompanying Statement.
- details of the following (in general terms):
  - the activities undertaken throughout the term of the Agreement
  - operation, mechanisms and processes to achieve the objective
  - conduct, benefits and outcomes including if the objective was achieved
  - stakeholder consultation processes
  - any other matter relating to performance required by the National Heavy Vehicle Regular (NHVR) to be mentioned.

## 1.2 BACKGROUND

In 2016 Council developed the *Transport Plan for Brisbane – Strategic Directions (Transport Plan)* as a framework to guide decision making regarding transport in Brisbane over the next 25 years. One of the outcomes of the *Transport Plan* is for Brisbane’s transport networks to provide for the safe movement of people, goods and services, eliminating death and serious injury on our transport networks.

To assist in achieving this and other outcomes of the *Transport Plan*, Council developed the *Transport Plan for Brisbane - Implementation Plan 2018 (Implementation Plan)* in which it identifies 14 key initiatives to kick start implementation of the strategic directions expressed in the *Transport Plan*.

One of the key initiatives of the *Implementation Plan* was Safe Travel Together (STT) which was aimed at helping people who ride a bike and heavy vehicles to safely share Brisbane’s roads through information, design and technology. The intent of this initiative is to ensure the safe interaction of heavy vehicles and bicycles on Brisbane’s roads through education, information, design and technology.

To assist in the implementation of this initiative, Council secured a grant for [REDACTED] from the National Heavy Vehicle Regulator (NHVR) through its Heavy Vehicle Safety Initiative (HVSİ). Using the grant, Council worked with a Stakeholder Working Group (SWG) and engaged Leisa Prowse Consulting (LPC) to develop an education and awareness campaign designed to raise awareness of cyclist vulnerabilities and the challenges for heavy vehicle drivers and encourage safe road-sharing practices.

This led to the following collateral for the campaign being developed:

- video materials (shared stories)
- key messages represented in visual format

Council then engaged a creative consultancy (JSA) to refine this collateral into a tool kit so it could be used by Council, NHVR or any other interested parties to run their own campaign.

## 2 SAFE TRAVEL TOGETHER CAMPAIGN PROCESS

### 2.1 PROJECT PROPOSAL

In 2019, Council was successful in securing an HVSI grant for the development of an education and awareness campaign for bike riders and heavy vehicle drivers. The grant was for the establishment of a SWG which would assist in developing a campaign.

The original intent was for the SWG to test engagement and training activities, particularly 'swapping seats' initiatives, to determine their effectiveness. However, due to social distancing requirements and changes to business procedures in response to COVID-19 the intended project activities and expected outputs were not able to be realised. With the support of the NHVR and LPC, Council was able to reconsider aspects of the project and expected outputs to deliver a campaign that is co-designed by the shared collective experience of stakeholders.

### 2.2 PROJECT PROCESS

The project was carried out in the steps below.

Key activities	Timing
<b>Phase 1 – Engage a program manager/facilitator</b>	
Council undertook the following activities: <ul style="list-style-type: none"><li>• expression of interest and evaluation of suitable service providers</li><li>• procurement and appointment of LPC</li></ul>	December 2019 – January 2020
<b>Phase 2 – Complete Project Planning</b>	
LPC undertook the following activities: <ul style="list-style-type: none"><li>• researched international and domestic examples of shared experiences</li><li>• planned and scheduled engagement activities for the stakeholders including reconsideration of approach to comply with regulations regarding social distancing and limiting social contact were introduced in mid-March 2020 to slow the spread of COVID-19 in Australia</li><li>• stakeholder mapping and drafting of a term of reference (TOR) for the SWG.</li></ul>	February 2020 - June 2020

<b>Phase 3 – Establish a Stakeholder Working Group</b>	
<p>Council undertook the following activities:</p> <ul style="list-style-type: none"> <li>extended an expression of interest to approximately 70 representative and interest groups, businesses and government agencies</li> <li>invited selected members to the first meeting of the working group.</li> </ul>	May 2020 - June 2020
<b>Phase 4 – Undertake engagement and training activities</b>	
<p>LPC undertook the following:</p> <ul style="list-style-type: none"> <li>facilitated five (5) online workshops with SWG</li> <li>conducted video interviews individuals from those target audiences to share their stories and experiences with professional videographer</li> <li>prepared concepts for a campaign and engaged a professional to conduct market testing of the elements with representatives of the target groups to determine their effectiveness</li> <li>documented the engagement process and findings of the SWG.</li> </ul>	June 2020 – December 2020
<b>Phase 5 – Develop a draft education and awareness campaign</b>	
<p>Council undertook the following activities:</p> <ul style="list-style-type: none"> <li>sought proposals from suitable companies to develop creative material building on the findings of the SWG</li> <li>procurement and appointment of JSA. JSA are a branding agency.</li> <li>worked with NHVR as to their expectations and look and feel of a campaign</li> <li>provided draft collateral to NHVR's Corporate Affairs Team for feedback</li> <li>provided advice and guidance to JSA in developing materials.</li> </ul>	January 2021 – July 2022
<b>Phase 6 – Finalise the development of education and awareness campaign</b>	
<ul style="list-style-type: none"> <li>JSA finalised campaign collateral based on NHVR feedback</li> <li>submitted project material and Final Report to close out the project.</li> </ul>	July 2022 – February 2022

## 2.3 STAKEHOLDERS

The SWG consisted of a variety of participants representing heavy vehicle drivers, bike riders, government agencies and other road users.

Council approached over 70 organisations to invite in participating in the project and joining the SWG. Council considered the expression of interests received and chose the membership of the group to ensure a broad and balanced representation. Membership was on a voluntary basis.

The following stakeholder groups were represented:

Bike user and advocacy groups	<ul style="list-style-type: none"><li>• Bicycle Queensland</li><li>• Cycling Queensland</li><li>• Space for Cycling</li><li>• We ride Australia</li><li>• bike skills trainers</li></ul>	Companies that use bikes or heavy vehicles	<ul style="list-style-type: none"><li>• Boral</li><li>• Woolworths</li><li>• Star Track/ Australia Post</li><li>• DHL</li></ul>
Heavy vehicle driver representative groups	<ul style="list-style-type: none"><li>• Australian Trucking Association</li><li>• Australian Logistics Council</li><li>• Queensland Trucking Association</li><li>• Smiths Training Services</li><li>• Queensland Bus Industry Council</li><li>• Truck Industry Council</li></ul>	Government agencies	<ul style="list-style-type: none"><li>• National Heavy Vehicle Regulator (NHVR)</li><li>• Queensland Police Service</li><li>• Queensland Department of Transport and Main Roads</li></ul>
Professional groups and research organisations	<ul style="list-style-type: none"><li>• Planning Institute of Australia (PIA)</li><li>• CARRS-Q (Queensland University of Technology)</li><li>• Griffith University</li></ul>	Road user advocacy groups	<ul style="list-style-type: none"><li>• RACQ</li></ul>

In addition, a number of Council Officers from a variety of transport related areas were invited as participants in the SWG.

## 2.4 STAKEHOLDER ENGAGEMENT PROCESS

The stakeholder engagement and co-design process included five (5) workshops hosted online by LPC between June and December 2020. The workshops involved large and small group work and included a combination of contemporary and traditional techniques to develop the campaign. The process taken by LPC has been outlined in detail in Attachment 1.

The SWG's collective expertise and experiences have informed the development of the STT Campaign.

### 3 SAFE TRAVEL TOGETHER CAMPAIGN

The STT Campaign is intended to increase the education and awareness of heavy vehicle drivers and bike riders which could lead to long-term behaviour change.

It is a generic campaign that NHVR can make available for use by others to help them to engage stakeholders and/or develop their own campaign.

The campaign is based on the work that the SWG helped develop through an engagement process between June – December 2020 facilitated and captured by LPC. JSA has prepared campaign collateral with input from the NHVR Corporate Affairs team to support the campaign. This collateral has been provided to the NHVR.

It includes:

- **key target audiences** considered to be those who the campaign is initial directed
- **key messages** for those target audiences as a reminder regarding safe road sharing behaviour
- **tools and tactics** that most effectively capture those key messages for the key target audiences
- **channels** of communication to most effectively reach the key target audiences

These elements were developed in consultation with the SWG and tested with representatives of those key target audiences.

<b>Target audiences</b>	Bike riders: <ul style="list-style-type: none"> <li>• commuter bike riders</li> <li>• delivery bike riders</li> </ul>	Heavy vehicle drivers: <ul style="list-style-type: none"> <li>• construction industry drivers</li> <li>• freight / couriers and delivery drivers</li> </ul>
<b>Key messages</b>	<b>Respect</b> <ul style="list-style-type: none"> <li>• equal rights, respect, wave and acknowledge, communicate your next move</li> </ul>	
	<b>Aware</b> <ul style="list-style-type: none"> <li>• always aware of your environment, be aware of blind spots, give them space</li> </ul>	
	<b>Prepared</b> <ul style="list-style-type: none"> <li>• be prepared to interact, prepare your trip, appropriate visibility</li> </ul>	
	<b>Alert</b> <ul style="list-style-type: none"> <li>• anticipate how the conditions, be on look-out and ready to act</li> </ul>	
<b>Tool and tactics</b>	<ul style="list-style-type: none"> <li>• visuals</li> <li>• interactive training</li> <li>• short storytelling videos</li> <li>• toolbox talks</li> </ul>	
<b>Channels</b>	<ul style="list-style-type: none"> <li>• social media advertising and content</li> <li>• outdoor advertising</li> <li>• events relevant to target audience</li> </ul>	

The campaign also offers evaluation measures and factors that will indicate success of the campaign.

Evaluation	Success factors
<ul style="list-style-type: none"> <li>• <i>Monitoring and analysing statistical data</i></li> <li>• <i>Conducting periodic community surveys to explore awareness, attitudes and perceptions, including conducting an initial survey to establish a baseline</i></li> <li>• <i>Monitoring the number of organisations promoting the campaign and using campaign material</i></li> <li>• <i>Monitoring similar campaigns using similar education and awareness language, and the impact on the campaign</i></li> <li>• <i>Conducting in-depth focus group work</i></li> <li>• <i>Conducting behavioural observation surveys</i></li> <li>• <i>Monitoring social media engagement</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Long-term cultural and behavioural change occurs among heavy vehicle drivers and bike riders as a result of the education and awareness campaign</i></li> <li>• <i>The number of crashes involving heavy vehicles and bikes reduces</i></li> <li>• <i>Identified target audiences access the campaign and make use of the materials and tools</i></li> <li>• <i>Improved mutual understanding and awareness of other road users</i></li> <li>• <i>Industry and members of the target audiences buy-in to the campaign and share the campaign messages and materials</i></li> <li>• <i>Bike riders have an increased awareness of the challenges for heavy vehicle drivers including vehicle features such as stopping and turning requirements, and blind spots</i></li> <li>• <i>Heavy vehicle drivers have an increased awareness of bike rider needs and vulnerabilities when interacting with heavy vehicles.</i></li> </ul>



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## 4 PROJECT REVIEW

The project provided some useful learnings as to the challenges and opportunities relating to the process and to the results. Some factors could be considered to be both challenges and opportunities.

- **COVID-19 – challenge and opportunity**

Social distancing and limiting social contact requirements were introduced in mid-March 2020 to slow the spread of COVID-19 in Australia. During the engagement period regulations for group gatherings did not sufficiently ease and Council was not able to face-to-face workshops, field activities or physical trialling of shared experiences as initially intended for this project.

This had an impact on the following aspects of the project:

- proposed method of engagement with the SWG was changed to an online alternative to face-to-face workshops
- intended training and testing of share-the-seat experiences in the field had to be revised to other forms of engagement with target audiences
- time was needed to adjust the original project approach as well as allowing for stakeholders to adjust to mandated social distancing requirements and new working and communication styles.

However, with the support of the NHVR, the project team and LPC were able to pivot to alternative engagement activities and approaches online and alternative ways for share experiences and key messages regarding safe road sharing practices. The project outcomes and stakeholder participation has been a demonstration of willingness and ability to be flexible.

- **Stakeholder representation - challenge**

While every effort was made to seek appropriate representation, some users, particularly food delivery bike riders, were not well represented. It is understood that riders work quite informally for food delivery businesses. While these arrangements are unlike traditional employment arrangements, they are becoming more used. In that regard, finding individuals to represent riders more broadly either for the SWG or to participate in videos or testing was not very successful. This was unfortunate as delivery bike riders were identified by the SWG as a key target audience particularly due to their growing presence on the road, anecdotally a lack of road skills and concern that they were at considerable risk on the road.

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- **Stakeholder commitment – challenge and opportunity**

The stakeholder engagement process was carried out over approximately 6 months involving five workshops of between 2 – 2.5 hours in length. Although most expressed an appreciation of the opportunity to participate, it was observed that, particularly for those representatives who had private businesses and advocate on a voluntary basis, the on-going commitment was a challenge.

Notwithstanding this, many provided verbal feedback grateful for the opportunity to be part of a forum for stakeholders who do not typically interact.

The project has provided an opportunity for a diverse range of stakeholders with different interests and potentially different views to collaborate on a project, share their ideas and gain a better understanding of the views of others.

- **Targeted stakeholders – challenge and opportunity**

While bike riders and heavy vehicle drivers were the targeted stakeholders of the Safe Travel Together key initiative, stakeholders raised concerns about unsafe road sharing behaviour demonstrated by other road users.

However, it is considered that elements of the campaign including the key messages, could be readily adapted to apply to other users of the road corridor (e.g: e-scooters, motorcycles) or other situations where different users share a space (e.g: shared active travel paths).

- **Campaign ownership and approvals**

During the development of the Safe Travel Together campaign materials, there were changes in relation to NHVR personnel assigned to the project. This resulted in Council receiving different direction in terms of ownership of materials and branding. Subsequently, finalisation of the campaign materials became a lengthy process. However, ongoing communication between Council and NHVR, and a desire from both parties to successfully complete the campaign materials, ensured these issues were resolved.

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## 5 FUNDING

The grant funding of [REDACTED] was used to procure the following services and expertise of:

- Leisa Prowse Consulting to facilitate and document engagement of the SWG ([REDACTED]).
- JSA to develop the creative material of the campaign ([REDACTED]).

There was an underspend of the total grant funding attributed to the implications and pivoting due to COVID-19.

### 5.1 COUNCIL'S CONTRIBUTION

Council has provided in-kind contribution to the project including:

- management of the grant arrangements, milestone payments and quarterly reporting and consultation with NHVR regarding issues with meeting milestones and the effects of COVID-19
- undertaking the expression of interest, selection and management of the SWG
- procurement and management of Leisa Prowse Consulting and JSA including:
  - providing scope and ongoing direction
  - review of materials and reports
  - management of invoicing and payment
- regular engagement with the NHVR Corporate Affairs in developing the final campaign material
- development of the Final Report.