

## Inquest into the death of Bernard Ashton Davis and Byron James Crowley

Bernard Ashton Davis died on 31 July 2015. Mr Davis was riding his motorcycle south on the Bruce Highway, when he collided with a horse and died.

Byron James Crowley died on 30 September 2015. Byron was a passenger in a car his mother was driving south on the Bruce Highway in the same general location, he died when the car struck a dead horse on the side of the road causing a loss of control. The car left the road and struck a tree.

Coroner Kevin Priestly delivered his findings of inquest on 19 October 2017.

The Queensland Government responds to recommendations directed to government agencies at inquests by informing the community if a recommendation will be implemented or the reason why a recommendation is not supported.

The departments named in this response will provide implementation updates until the recommendation is delivered. Further information relating the implementation of recommendations can be obtained from the responsible minister named in the response.

### Recommendation 1a

The Department of Transport and Main Roads as lead agency , together with the Townsville City Council and Queensland Police Service, develop and implement a trial joint management plan to manage the risk to road users from animals on the roads, addressing *roles, responsibilities and powers covering each scenario (local or state controlled road)*.

Response and action: implementation of the recommendation is in progress.

Responsible agency: Department of Transport and Main Roads (lead) supported by the Queensland Police Service.

On 8 January 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:

The Queensland Government established a local working group to manage animals on roads. The working group has met fortnightly since October 2017 and consists of representatives from the Department of Transport and Main Roads, Townsville City Council, Queensland Police Service and Queensland Parks and Wildlife Service. Biosecurity Queensland and Department of Natural Resources, Mines and Energy representatives attend working group meetings as required.

Agencies' roles, responsibilities and powers for managing animals on roads were identified through the working group meetings and on-ground activities and will be documented in the trial animals on roads joint management plan. These roles, responsibilities and powers vary depending on the location of the risk, event in issue and whether the animal is feral or stock.

In addition to the established working group, a senior executive steering committee was established in April 2018 with Department of Transport and Main Roads as lead agency and Townsville City Council and Queensland Police Service as supporting agencies. This steering committee is made up of delegates with authority to directly implement recommendations from the local working group.

The focus of the trial animals on roads joint management plan are animals that pose a high risk to road users:

- horses and donkeys

- cattle
- chital deer, fallow deer, red deer, rusa deer
- camels
- pigs.

Agencies' roles, responsibilities and powers will be documented in the final trial animals on roads joint management plan.

**On 2 May 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The local working group established by Queensland Government continues to meet fortnightly to manage the risk of large animals that pose a high risk to road users. The local working group clarified roles, responsibilities and powers of the participants.

The senior executive steering committee comprising delegates from Department of Transport and Main Roads, Townsville City Council, Queensland Police Service and Queensland Parks and Wildlife Service with authority to directly implement recommendations from the local working group continues to operate.

Engagement by the local working group with local governments and state agencies that sit outside the working group facilitates knowledge-sharing and resolving issues associated with large animals on roads. The Department of Transport and Main Roads are the lead agency for engagement however other stakeholders may offer to approach resources within their wider network.

Agencies' roles, responsibilities and powers identified through working group meetings and on-ground activities will be documented in the final animals on roads joint management plan.

**On 14 November 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The Department of Transport and Main Roads is drafting a draft joint management plan which will provide a framework to manage the risk to road users from large animals on state and local roads within the Townsville City Council local government area. When completed, the draft management plan will be distributed to members of the Large Animals on Roads Stakeholder Group in Townsville (formerly known as the local working group) for comment. The plan will formalise an agreement between members of the stakeholder group and document existing practices and protocols, including agency roles, responsibilities and powers.

The draft joint management plan will be distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 15 May 2020 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* has been distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 23 September 2020 the director-general of the Department of Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

Comments on the draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* were received from members of the Large Animals on Roads Stakeholder Group (Townsville).

The *Joint Management Plan – Managing the Risk of Large Animals on Roads* will be updated to incorporate comments and the risk management framework, and progress towards finalisation.

**On 31 March 2021 the Minister for Transport and Main Roads and the Minister for Police, and the Minister for Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate comments from members of the Large Animals on Roads Stakeholder Group (Townsville).

A meeting will be scheduled with members of the Large Animals on Roads Stakeholder Group (Townsville) to present updates to the draft joint management plan for support.

**On 1 December 2021 the Minister for Transport and Main Roads and the Minister for Police and Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate amendments as result of the trial use of the risk management framework following large animal sightings on roads within the Townsville area.

The Large Animals on Roads Stakeholder Group continues to meet on a regular basis to share information on known animal activity and together trial the risk assessment framework following large animal sightings on roads within the Townsville area.

A meeting will be scheduled with members of the Large Animals on Roads Steering Committee (Townsville) to present the draft joint management plan for support.

**Recommendation 1b**

The Department of Transport and Main Roads as lead agency, together with the Townsville City Council and Queensland Police Service, develop and implement a trial joint management plan to manage the risk to road users from animals on the roads, addressing *information/data gathering, analysis and reporting protocols*.

Response and action: implementation of the recommendation is in progress.

Responsible agency: Department of Transport and Main Roads (lead) supported by the Queensland Police Service.

**On 8 January 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The Queensland Government established a local working group to manage animals on roads. The working group has met fortnightly since October 2017 and consists of representatives from the Department of Transport and Main Roads, Townsville City Council, the Queensland Police Service and Queensland Parks and Wildlife Service. Biosecurity Queensland and Department of Natural Resources, Mines and Energy representatives attend working group meetings as required.

The working group developed protocols for the purposes of information gathering, analysis and reporting which will be documented in the final trial animals on roads joint management plan.

Reported sightings are able to be reported by the public to the Department of Transport and Main Roads, the Queensland Police Service and the Townsville City Council. The Townsville City Council established a trusted user group within the working group for registering animal on roads sightings utilising a mobile data collection application. The application identifies latitude and longitude and allows input of animal type and time of sighting. For sightings reported to the Department of

Transport and Main Roads and the Townsville City Council, information is reviewed and collated by the Department of Transport and Main Roads before being uploaded into the Townsville City Council application. The collated sightings are then mapped using a geographical information system. This mapping identifies cluster areas of sightings which then enable wider risk management strategies to be activated by the working group.

Information gathering, analysis and reporting processes will be documented in the final trial animals on roads joint management plan.

**On 2 May 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The local working group established by Queensland Government continues to meet fortnightly to manage the risk of large animals that pose a high risk to road users.

Sightings of large animals near roads continue to be reported by the public and managed using a mobile data collection application. Mapped sightings are reviewed by the Department of Transport and Main Roads in consultation with the local working group to identify cluster areas. Risk management strategies are developed by the working group for these cluster areas where there is a high risk.

The final trial animals on roads joint management plan will document these processes.

**On 14 November 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The Department of Transport and Main Roads is drafting a draft joint management plan which will provide a framework to manage the risk to road users from large animals on state and local roads within the Townsville City Council local government area. When completed, the draft management plan will be distributed to members of the Large Animals on Roads Stakeholder Group in Townsville (formerly known as the local working group) for comment. The plan will formalise an agreement between members of the stakeholder group and document existing agreed practices and protocols for information/data gathering, analysis and reporting.

The draft joint management plan will be distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 15 May 2020 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* has been distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 23 September 2020 the director-general of the Department of Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

Comments on the draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* were received from members of the Large Animals on Roads Stakeholder Group (Townsville).

The *Joint Management Plan – Managing the Risk of Large Animals on Roads* will be updated to incorporate comments and the risk management framework, and progress towards finalisation.

**On 31 March 2021 the Minister for Transport and Main Roads and the Minister for Police, and the Minister for Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate comments from members of the Large Animals on Roads Stakeholder Group (Townsville).

A meeting will be scheduled with members of the Large Animals on Roads Stakeholder Group (Townsville) to present updates to the draft joint management plan for support.

**On 1 December 2021 the Minister for Transport and Main Roads and the Minister for Police and Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate amendments as result of the trial use of the risk management framework following large animal sightings on roads within the Townsville area.

The Large Animals on Roads Stakeholder Group continues to meet on a regular basis to share information on known animal activity and together trial the risk assessment framework following large animal sightings on roads within the Townsville area.

A meeting will be scheduled with members of the Large Animals on Roads Steering Committee (Townsville) to present the draft joint management plan for support.

**Recommendation 1c**

The Department of Transport and Main Roads as lead agency, together with Townsville City Council and Queensland Police Service, develop and implement a trial joint management plan to manage the risk to road users from animals on the roads, addressing *communications protocols including identification of key personnel and contacts, regular meetings and minutes arising.*

Response and action: implementation of the recommendation is in progress.

Responsible agency: Department of Transport and Main Roads (lead) supported by the Queensland Police Service.

On 8 January 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:

The Queensland Government established a local working group to manage animals on roads. The working group has met fortnightly since October 2017 and consists of representatives from the Department of Transport and Main Roads, Townsville City Council, Queensland Police Service and Queensland Parks and Wildlife Service. Biosecurity Queensland and Department of Natural Resources, Mines and Energy representatives attend working group meetings as required.

A contact list of relevant personnel for each agency has been circulated and minutes of meetings are maintained by the Department of Transport and Main Roads.

In addition to the established working group, a senior executive steering committee was established in April 2018 with the Department of Transport and Main Roads as lead agency and Townsville City Council and Queensland Police Service as supporting agencies. This steering committee is made up of delegates with authority to directly implement recommendations from the local working group.

Communication protocols and key contacts will be documented in the final trial animals on roads joint management plan.

**On 2 May 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The Department of Transport and Main Roads maintains the minutes from meetings of the local

working group for managing the risk of large animals that pose a high risk to road users. The minutes from the meetings facilitate and maintain communication between key stakeholders and provide for regular dialogue between key contacts.

The senior executive steering committee led by the Department of Transport and Main Roads continues to operate.

Communication protocols will form part of the joint management plan including a communication plan and schedule of key contacts.

**On 14 November 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The Department of Transport and Main Roads is drafting a draft joint management plan which will provide a framework to manage the risk to road users from large animals on state and local roads within the Townsville City Council local government area. When completed, the draft management plan will be distributed to members of the Large Animals on Roads Stakeholder Group in Townsville (formerly known as the local working group) for comment. The plan will formalise an agreement between members of the stakeholder group and document existing agreed practices and protocols, including communication protocols for members.

The draft joint management plan will be distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 15 May 2020 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* has been distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 23 September 2020 the director-general of the Department of Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

Comments on the draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* were received from members of the Large Animals on Roads Stakeholder Group (Townsville).

The *Joint Management Plan – Managing the Risk of Large Animals on Roads* will be updated to incorporate comments and the risk management framework, and progress towards finalisation.

**On 31 March 2021 the Minister for Transport and Main Roads and the Minister for Police, and the Minister for Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate comments from members of the Large Animals on Roads Stakeholder Group (Townsville).

A meeting will be scheduled with members of the Large Animals on Roads Stakeholder Group (Townsville) to present updates to the draft joint management plan for support.

**On 1 December 2021 the Minister for Transport and Main Roads and the Minister for Police and Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate amendments as result of the trial use of the risk management framework following large animal sightings on roads within the Townsville area.

The Large Animals on Roads Stakeholder Group continues to meet on a regular basis to share information on known animal activity and together trial the risk assessment framework following large animal sightings on roads within the Townsville area.

A meeting will be scheduled with members of the Large Animals on Roads Steering Committee (Townsville) to present the draft joint management plan for support.

#### **Recommendation 1d**

The Department of Transport and Main Roads as lead agency, together with the Townsville City Council and Queensland Police Service, develop and implement a trial joint management plan to manage the risk to road users from animals on the roads, addressing *risk assessment methodology to be applied*.

Response and action: implementation of the recommendation is in progress.

Responsible agency: Department of Transport and Main Roads (lead) supported by the Queensland Police Service.

On 8 January 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:

The Queensland Government established a local working group to manage animals on roads. The working group has met fortnightly since October 2017 and consists of representatives from the Department of Transport and Main Roads, Townsville City Council, Queensland Police Service and Queensland Parks and Wildlife Service. Biosecurity Queensland and Department of Natural Resources, Mines and Energy representatives attend working group meetings as required.

The working group uses a risk assessment methodology incorporating likelihood and consequence to make decisions about what action should be taken to respond to the risk of animals on roads for a particular event. Improved communication, data collection and reporting has provided clarity about inputs for the risk assessment, and findings have been documented.

The risk assessment methodology and findings of the local working group will be documented in the final trial animals on roads joint management plan as a decision making tool.

**On 2 May 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The local working group established by the Queensland Government continues to meet fortnightly to manage the risk of large animals that pose a high risk to road users.

The working group uses a risk assessment methodology incorporating likelihood and consequence to make decisions about what action should be taken to respond to the risk of animals on roads for a particular event. Improved communication, data collection and reporting has provided clarity about inputs for the risk assessment, and findings have been documented.

Risk assessment methodologies continue to be investigated by the working group, led by the Department of Transport and Main Roads and will be incorporated in the final trial animals on roads joint management plan as a decision making tool.

**On 14 November 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The Department of Transport and Main Roads is drafting a draft joint management plan which will provide a framework to manage the risk to road users from large animals on state and local roads within the Townsville City Council local government area. When completed, the draft management plan will be distributed to members of the Large Animals on Roads Stakeholder Group in Townsville (formerly known as the local working group) for comment. The plan will include a local hazard and risk management methodology.

The draft joint management plan will be distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 15 May 2020 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

Deliverables and recommendations from the external consultant will be considered and adopted into the draft *Joint Management Plan – Managing the Risk of Large Animals on Roads*.

**On 23 September 2020 the director-general of the Department of Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

An external consultant engaged by Department of Transport and Main Roads reviewed the draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* and provided a risk management framework, which was reviewed by members of the Large Animals on Roads Stakeholder Group (Townsville).

The risk management framework will be updated and incorporated into the *Joint Management Plan – Managing the Risk of Large Animals on Roads*.

**On 31 March 2021 the Minister for Transport and Main Roads and the Minister for Police, and the Minister for Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate a risk management framework.

A meeting will be scheduled with members of the Large Animals on Roads Stakeholder Group (Townsville) to present updates to the draft joint management plan for support.

**On 1 December 2021 the Minister for Transport and Main Roads and the Minister for Police and Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate amendments as result of the trial use of the risk management framework following large animal sightings on roads within the Townsville area.

The Large Animals on Roads Stakeholder Group continues to meet on a regular basis to share information on known animal activity and together trial the risk assessment framework following large animal sightings on roads within the Townsville area.

A meeting will be scheduled with members of the Large Animals on Roads Steering Committee (Townsville) to present the draft joint management plan for support.

**Recommendation 1e**

The Department of Transport and Main Roads as lead agency, together with Townsville City Council and Qld Police Service, develop and implement a trial joint management plan to manage

the risk to road users from animals on the roads, addressing *a stratified/escalating approach to control measures commensurate with the assessed risk.*

Response and action: implementation of the recommendation is in progress.

Responsible agency: Department of Transport and Main Roads (lead) supported by the Queensland Police Service.

On 8 January 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:

The Queensland Government established a local working group to manage animals on roads. The working group has met fortnightly since October 2017 and consists of representatives from the Department of Transport and Main Roads, Townsville City Council, Queensland Police Service and Queensland Parks and Wildlife Service. Biosecurity Queensland and Department of Natural Resources, Mines and Energy representatives attend working group meetings as required.

The working group uses a risk assessment methodology incorporating likelihood and consequence to make decisions about what action should be taken to respond to the risk of animals on roads for a particular event, including selection of appropriate control measures.

Relative to the level of risk, these actions and control measures include information signage, variable message signs, speed reduction opportunities, landowner engagement, local law development, biosecurity policy, community engagement, humane euthanasia, rehoming and fencing.

Control measures will be documented in the trial animals on roads joint management plan with guidance for selecting control measures based on the assessed risk.

**On 2 May 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The local working group established by the Queensland Government continues to meet fortnightly to manage the risk of large animals that pose a high risk to road users.

The working group continues to implement the risk assessment methodology when making decisions about commensurate responses to the risk of animals on roads, including signage, policy and local law development and other control measures.

The trial animals on roads joint management plan will provide guidance for selecting control measures based on the assessed risk.

**On 14 November 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The Department of Transport and Main Roads is drafting a draft joint management plan which will provide a framework to manage the risk to road users from large animals on state and local roads within the Townsville City Council local government area. When completed, the draft management plan will be distributed to members of the Large Animals on Roads Stakeholder Group in Townsville (formerly known as the local working group) for comment. The plan will document a methodology for selection of control and monitoring measures to minimise or manage risk.

The draft joint management plan will be distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 15 May 2020 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* has been distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment. An external consultant was engaged to review the draft joint management plan and recommend control measures for use by different user groups at different risk levels.

Deliverables and recommendations from the external consultant will be considered and adopted into the draft *Joint Management Plan – Managing the Risk of Large Animals on Roads*.

**On 23 September 2020 the director-general of the Department of Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

An external consultant engaged by Department of Transport and Main Roads reviewed the draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* and provided a risk management framework, including control measures for use by different user groups at different risk levels.

The risk management framework will be updated and incorporated into the *Joint Management Plan – Managing the Risk of Large Animals on Roads*.

**On 31 March 2021 the Minister for Transport and Main Roads and the Minister for Police, and the Minister for Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate a risk management framework.

A meeting will be scheduled with members of the Large Animals on Roads Stakeholder Group (Townsville) to present updates to the draft joint management plan for support.

**On 1 December 2021 the Minister for Transport and Main Roads and the Minister for Police and Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate amendments as result of the trial use of the risk management framework following large animal sightings on roads within the Townsville area.

The Large Animals on Roads Stakeholder Group continues to meet on a regular basis to share information on known animal activity and together trial the risk assessment framework following large animal sightings on roads within the Townsville area.

A meeting will be scheduled with members of the Large Animals on Roads Steering Committee (Townsville) to present the draft joint management plan for support.

**Recommendation 1f**

The Department of Transport and Main Roads as lead agency, together with Townsville City Council and Qld Police Service, develop and implement a trial joint management plan to manage the risk to road users from animals on the roads, addressing *processes for engaging with landowners and other stakeholders*.

Response and action: implementation of the recommendation is in progress.

Responsible agency: Department of Transport and Main Roads (lead) supported by the Queensland Police Service.

On 8 January 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:

The two agencies are undertaking landowner and stakeholder engagement as part of the trial animals on roads joint management plan. Townsville City Council's animal management and communications teams engage with landowners and local communities, with all other stakeholder engagement led by Department of Transport and Main Roads' communication team. Processes for early engagement and the level of engagement required depend on the level of risk. The implementation of a communication strategy is being reviewed for additional opportunities.

A final consultation plan for engagement with stakeholders will be developed and included in the trial animals on roads joint management plan.

**On 2 May 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

Townsville City Council's and the Department of Transport and Main Roads' communications and animal management teams continue to engage with landowners, local communities and other stakeholders in developing the trial animals on roads joint management plan. The two agencies are reviewing a communication strategy to identify further opportunities for engagement.

The trial animals on roads joint management plan will include the finalised consultation plan for engagement with stakeholders.

**On 14 November 2019 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The Department of Transport and Main Roads is drafting a draft joint management plan which will provide a framework to manage the risk to road users from large animals on state and local roads within the Townsville City Council local government area. When completed, the draft management plan will be distributed to members of the Large Animals on Roads Stakeholder Group in Townsville (formerly known as the local working group) for comment. The plan will document existing agreed practices and protocols, including protocols for engaging with owners of land adjoining road corridors and other stakeholders.

The draft joint management plan will be distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 15 May 2020 the Minister for Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* has been distributed to members of the Large Animals on Roads Stakeholder Group (Townsville) for comment.

**On 23 September 2020 the director-general of the Department of Transport and Main Roads and the Minister for Police and Minister for Corrective Services responded:**

Comments on the draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* were received from members of the Large Animals on Roads Stakeholder Group (Townsville).

The *Joint Management Plan – Managing the Risk of Large Animals on Roads* will be updated to incorporate comments and the risk management framework, and progress towards finalisation.

**On 31 March 2021 the Minister for Transport and Main Roads and the Minister for Police, and the**

**Minister for Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate comments from members of the Large Animals on Roads Stakeholder Group (Townsville).

A meeting will be scheduled with members of the Large Animals on Roads Stakeholder Group (Townsville) to present updates to the draft joint management plan for support.

**On 1 December 2021 the Minister for Transport and Main Roads and the Minister for Police and Corrective Services and Minister for Fire and Emergency Services responded:**

The draft *Joint Management Plan – Managing the Risk of Large Animals on Roads* was updated to incorporate amendments as result of the trial use of the risk management framework following large animal sightings on roads within the Townsville area.

The Large Animals on Roads Stakeholder Group continues to meet on a regular basis to share information on known animal activity and together trial the risk assessment framework following large animal sightings on roads within the Townsville area.

A meeting will be scheduled with members of the Large Animals on Roads Steering Committee (Townsville) to present the draft joint management plan for support.

**Recommendation 2**

The Department of Transport and Main Roads consider the outcomes from the trial and the potential for wider application of like arrangements throughout Queensland.

Response and action: implementation of the recommendation is in progress.

Responsible agency: Department of Transport and Main Roads.

On 8 January 2019 the Minister for Transport and Main Roads responded:

The Department of Transport and Main Roads is developing draft guidance tools for the management of animals on roads which includes preliminary learnings and outcomes from the working group in Townsville and their application in other local government areas.

The outcomes and learnings from the trial animals on roads joint management plan will be used to develop a policy and guidance tools for managing the risk of large animals on roads, for implementation across the state. The department will engage with key stakeholders including Local Government Association of Queensland, Department of Natural Resources, Mines and Energy, Department of Environment and Science, and Department of Agriculture and Fisheries to seek support for the policy from all organisations that have a role in its implementation. Local procedures will be developed in conjunction with key stakeholders to facilitate implementation of the policy at a local government level.

**On 27 May 2019 the Minister for Transport and Main Roads responded:**

The Department of Transport and Main Roads is progressing the development of a formal policy, supported by guidance tools, including a risk assessment framework, for the management of animals on roads.

The Department of Transport and Main Roads will seek support of the policy and guidance tools from all organisations that have a role in managing the risk of large animals on roads. The

department will engage with stakeholders, including local government, to implement the policy and actions outlined in the guidance tools at the local level.

**On 14 November 2019 the Minister for Transport and Main Roads responded:**

The Department of Transport and Main Roads continues to progress the development of a formal policy.

**On 15 May 2020 the Minister for Transport and Main Roads responded:**

The Department of Transport and Main Roads published an internal *Interim guideline – Management of large animals on and near roads*. The guideline outlines an internal process for identifying locations where large feral and pest animals and uncontrolled domestic stock may be a hazard to road users and a method to evaluate and manage the risk.

The guideline will continue to be updated as additional information and resources become available, including the final joint management plan from the Large Animals on Roads Stakeholder Group (Townsville). The Department of Transport and Main Roads are investigating the development of a state-wide large animal tracking application, modelled on the Esri Australia application managed by Townsville City Council, for use by stakeholders including local government.

**On 23 September 2020 the director-general of the Department of Transport and Main Roads responded:**

The Department of Transport and Main Roads have allocated funding for internal development of a statewide large animal tracking application for use by stakeholders including local government.

The internal *Interim guideline – Management of large animals on and near roads* will be updated to incorporate additional information and resources.

Development of the statewide large animal tracking application will continue.

**On 31 March 2021 the Minister for Transport and Main Roads responded:**

The Department of Transport and Main Roads continued to develop the statewide large animal tracking application.

The internal *Interim guideline – Management of large animals on and near roads* will be updated to incorporate additional information and resources from the final Joint Management Plan – Managing the Risk of Large Animals on Roads from Townsville. The statewide large animal tracking application will be made available for stakeholders to use.

**On 1 December 2021 the Minister for Transport and Main Roads responded:**

A state-wide large animal tracking application was completed and released for use by members of the Large Animals on Roads Stakeholder Group (Townsville).

Improvements to the state-wide large animal tracking application will be progressed, based on feedback from the Large Animals on Roads Stakeholder Group (Townsville). The application will be released progressively for use across the state. The internal *Interim guideline – management of large animals on and near roads* will be updated to incorporate additional information and resources from the final *Joint Management Plan – Managing the Risk of Large Animals on Roads* from Townsville.

### **Recommendation 3**

Queensland Parks and Wildlife Service review the potential for a separate line of funding, or better criteria and weight in an existing line of funding, so that risk of harm to people on roads adjacent to land it manages is mitigated appropriately. As a road manager, Transport and Main Roads or council should share its information and risk assessments, fixing Queensland Parks and Wildlife Service with relevant knowledge of the risk emanating from its land and collaborate on developing, funding and implementing controls measures to mitigate that risk.

Response and action: the recommendation is implemented.

Responsible agency: Department of Environment and Science supported by the Department of Transport and Main Roads.

On 8 November 2018 the Minister for Environment and the Great Barrier Reef, Minister for Science and Minister for the Arts, and the Minister for Transport and Main Roads responded:

The Department of Environment and Science, through the Queensland Parks and Wildlife Service, implemented a revised model for allocation of strategic pest management program funding commencing in the 2018-2019 financial year.

Under the revised model, annual regional funding allocations from the strategic pest management program will be directly aligned to priorities derived from an assessment which integrates consideration of the risk posed by pests to key park values, the agencies legal and good neighbour obligations and the scale and complexity of pest management. The model ensures the Queensland Parks and Wildlife Service allocates funding to optimise its ability to meet both its responsibilities under the Nature Conservation and Forestry Acts and its obligations under the Biosecurity Act. The business rules associated with the strategic pest management program funding were also revised to provide increased discretion to allocate funding to address legal and good neighbour obligations including the risk of harm to people on roads adjacent to Queensland Parks and Wildlife Service managed estate resulting from free ranging feral livestock.

Representatives from the Department of Transport and Main Roads, Townsville City Council, Queensland Police Service and Queensland Parks and Wildlife Service have continued to meet fortnightly since October 2017 as a local working group for managing animals on roads. This forum has facilitated improved communications, data sharing and reporting between these agencies and provided clarity about the appropriate inputs to inform a consistent approach to risk assessment. As a direct outcome of this engagement, the Department of Transport and Main Roads and the Queensland Parks and Wildlife Service met to establish arrangements for the exchange of data to progress detailed assessments of the risk of harm to people on roads adjacent to Queensland Parks and Wildlife Service managed estate resulting from free ranging feral livestock.

Utilising data obtained from the Department of Transport and Main Roads, which includes Queensland Police Service vehicle accident data, Queensland Parks and Wildlife Service is progressing development of a risk assessment methodology to inform the identification, assessment and development of risk controls and strategies for the management of the potential livestock/motor vehicle interactions on roads adjacent to Queensland Parks and Wildlife Service managed estate. The risk assessment methodology will integrate Queensland Parks and Wildlife Service data on livestock distribution and abundance with Department of Transport and Main Roads data on road classes, traffic volumes, speed limits and TMR and QPS vehicle collision reports in a conventional risk matrix based on the principles outlined in AS/NZS ISO 31000:2009 Risk Management – Principles and guidelines. Application of this approach will provide a rigorous basis

for both the identification of site-specific risks and prioritisation of the actions needed to mitigate those risks to an acceptable level.

Queensland Parks and Wildlife Service and the Department of Transport and Main Roads will formalise long-term arrangements for the exchange of data to inform regular re-assessments of the site-specific risks in response to changes in livestock populations, road and traffic conditions and management activities.

The risk assessment methodology will be applied to all portions of Queensland Parks and Wildlife Service estate where the available data indicates there is potential for livestock/motor vehicle interactions on roads adjacent to Queensland Parks and Wildlife Service managed estate. The assessments will be used to both assign a level of risk to the current situation on each portion of Queensland Parks and Wildlife Service managed estate and to highlight management strategies that can address the estimated level of risk.

Based on the level of risk identified for individual sites through the risk assessment process, actions and control measures would be implemented on a nil tenure basis to reduce the overall risk to an appropriate level. The potential actions and control measures to be implemented would include information signage, variable message signs, speed reduction opportunities, landowner engagement, local law development, biosecurity policy development, community engagement, humane euthanasia, rehoming and fencing.

**On 4 April 2019 the Minister for Environment and the Great Barrier Reef, Minister for Science and Minister for the Arts and the Minister for Transport and Main Roads responded:**

The Department of Environment and Science through the Queensland Parks and Wildlife Service allocated state-wide funds for the 2018-19 financial year through a revised model of the strategic pest management program so that Queensland Parks and Wildlife Service can undertake control measures specifically to support implementation of this coronial recommendation.

The model for the allocation of strategic pest management program is based on a global best practice approach that guides prioritisation of Queensland Parks and Wildlife Service efforts to meet its responsibilities under the *Nature Conservation Act 1992* and *Forestry Act 1959* as part of the protection of key park values. The revised approach provides the six Queensland Parks and Wildlife Service regions the discretion to direct funds during 2018-19 to pest management control measures to manage the risk presented by wandering feral livestock, to the public users of roads adjacent to Queensland Parks and Wildlife Service managed estate.

At a local level, representatives from Queensland Parks and Wildlife Service and the Department of Transport and Main Roads met with officers from Townsville City Council and Queensland Police Service as part of a local working group to share information, align reporting and drive a consistent approach to reducing the risk from feral livestock wandering onto roads adjacent to managed lands. Queensland Parks and Wildlife Service and the Department of Transport and Main Roads continued to implement control measures to reduce the current level of risk to road users.

At a state-wide level, Queensland Parks and Wildlife Service and the Department of Transport and Main Roads exchanged information and discussed development of a risk model that identifies area of high risk to road users from feral horses on Queensland Parks and Wildlife Service managed estates.

Queensland Parks and Wildlife Service will continue to allocate state-wide funds through the revised Strategic Pest Management Program to support implementation of this recommendation.

Queensland Parks and Wildlife Service will formalise long-term arrangements with the Department of Transport and Main Roads to enable ongoing information exchange to inform the risk assessment and identification of high risk areas along the state-controlled road corridor.

Queensland Parks and Wildlife Service will improve its understanding of the risk profile associated the areas across Queensland they manage. Those areas identified with the highest risk of horse and vehicle collisions by the Department of Transport and Main Roads will be targeted for the collaborative management of site-specific risks.

Further consultation with the Local Government Association of Queensland will be necessary for Queensland Parks and Wildlife Service to be advised of risk emanating from its land to adjacent council-controlled roads.

**On 14 November 2019 the Minister for Environment and the Great Barrier Reef, Minister for Science and Minister for the Arts and the Minister for Transport and Main Roads responded:**

The Department of Environment and Science (DES), through the Queensland Parks and Wildlife Service and Partnerships (QPWS&P), allocated funds from 2018-19 strategic pest management program, to support implementation of this coronial recommendation through a revised model. A significant aerial control program was undertaken in May 2019 to reduce the feral horse population, and therefore, the risk of harm to road users, in and adjacent to three state forests in the south-west region of the state.

At a local level, QPWS&P representatives continued to work with the Department of Transport and Main Roads (TMR), Townsville City Council and the Queensland Police Service (QPS) to model a collaborative approach to reducing the risk from feral horses to road users in that region.

At a statewide level, QPWS&P reviewed an initial analysis of risk-related data by TMR and provided feedback. QPWS&P subsequently drafted an approach to the capture of park or forest-based metrics by QPWS&P rangers that could inform the TMR risk assessment process, pending the final approved TMR methodology.

QPWS&P will support the regional use of funds through the 2019-20 Strategic Pest Management Program for priority control programs on QPWS&P managed lands to reduce the feral horse populations, and therefore, the associated risk of harm to road users. This will include continuation of the control program in the south-west region to sustain downward pressure on the feral horse population.

QPWS&P will formalise data sharing arrangements with TMR, to support implementation of an approved risk assessment methodology for state-controlled road corridors. QPWS&P will actively support the TMR-led process to deliver a strategic approach to managing the risk of harm to road-users at both the site-specific and state-wide level, and effectively collaborate with key stakeholders, such as the Queensland Police Service and Local Government Association of Queensland.

**On 15 May 2020 the Minister for Environment and the Great Barrier Reef, Minister for Science and Minister for the Arts and the Minister for Transport and Main Roads responded:**

DES, through the QPWS&P, revised the funding criteria for Strategic Pest Management Program to support implementation of this coronial recommendation by enabling regional staff to better respond to the potential risk to road users from animals on roads adjacent to the park estate.

At a local level, QPWS representatives continue to work with stakeholders including TMR, local councils, HQPlantations (who own and manage timber plantations, including 99 year license areas within state forest) and the QPS, to improve information sharing, management and response capabilities. A number of local joint working groups have been established in areas with known hazards, including Townsville, Beerburrum and in the South-West region.

QPWS will continue to support the regional use of funds through the 2019-20 Strategic Pest Management Program for priority control programs on QPWS managed lands to reduce the feral horse populations, and therefore, the associated risk of harm to road users.

QPWS will continue to share data with TMR and other relevant agencies (such as QPS and local governments) to improve understanding and reduce the risk that feral horses pose to road users.

Regional QPWS staff will continue to represent DES on local joint working groups to improve local responses to potential risks and are committed to the implementation of any relevant joint management plan.

**On 15 September 2020 the Minister for Environment and the Great Barrier Reef, Minister for Science and Minister for the Arts, and the director-general of the Department of Transport and Main Roads responded:**

The Department of Environment and Science, through the QPWS, have undertaken the following actions to implement the recommendation:

- revised the Strategic Pest Management Program funding model to enable QPWS staff to effectively respond to feral horse hazards and mitigate the risks they pose to road users. The revised funding model was successful in both 2018-19 and 2019-20 financial years to implement monitoring and control measures, such as the monitoring of feral horse populations, the construction and maintenance of exclusion fencing and, aerial and ground control programs (euthanasia and mustering). The revised funding model will continue to be supported through the Strategic Pest Management Program and will be annually reviewed to ensure that it continues to be fit for purpose and effective.
- actively collaborated with key stakeholders including the TMR, Department of Defence, local councils, HQPlantations Pty Ltd, QPS, First Nations peoples and neighbouring landholders, to improve information sharing, management, and response capabilities to effectively manage the risks posed by feral horses to road users. Representatives of the QPWS attended several local joint working groups that operate in areas with known feral horse hazards, such as the South-East Queensland, Wide Bay Burnett, Darling Downs South West and Central Queensland regions. As a stakeholder in these joint working groups, the QPWS participated in the development and implementation of the Joint Feral Horse Management Plan - Beerburrum State Forest 2020-2025, the Townsville Joint Management Plan, and the Tuan Toolara Feral Horse Management Plan. These joint management plans ensure a coordinated and collaborative approach to management of feral horses that pose a risk to road users, and clearly establish processes for information sharing and methods of evaluating and managing the risks specific to those areas.