WALGA'S ROADWISE PROGRAM

Safe System Toolkit For Local Government

TOWARDS ZERO

SPEED AND RED LIGHT CAMERA FUNDED PROJECT

getting there together

WALGA'S ROADWISE PROGRAM

Safe System

Toolkit for

Local Government

May 2013

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General Information

The WA Local Government Association's RoadWise Program is the Local Government and Community Road Safety Grants Program.

WALGA's RoadWise Program works to build the capacity of Local Governments, the community and other agencies to effectively deliver road safety initiatives aligned to Towards Zero, WA's Road Safety Strategy 2008 - 2020.

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Safe System Toolkit for Local Government

Foreword by the WALGA President

Road Safety is an issue that affects all communities across Western Australia. All too often members of our own community are killed or seriously injured as a result of a road traffic crash. In Western Australia, 29,296 people have been killed or seriously injured due to road crashes over the ten year period 2001 – 2010.

An unacceptably high number of fatalities and serious injuries show that there is still much work to be done and the challenges that lie before us are clear.

Towards Zero – WA's Road Safety Strategy is underpinned by the Safe System approach to road safety. This approach involves building a safe system where vehicles, travel speeds and the roads and roadsides provide greater forgiveness so that when a crash does occur it will not result in serious injury or death. WALGA supports these strategies.

As road authorities, Local Governments have a responsibility, in partnership with others, to contribute to reducing the road toll – working towards creating the safest road network possible for our community.

Local Governments design and operate an extensive road network of approximately 130,000 kilometres making up 88% of the road network in Western Australia. As leaders and influencers in local communities, Local Governments have a unique opportunity to have a positive impact on road safety outcomes.

Road traffic deaths and injuries can be prevented. By strategically planning and developing a safe system, we can reduce the likelihood of a community member being killed or seriously injured in a crash.

The Safe System Toolkit for Local Government has been developed by WALGA's RoadWise Program as a follow-up resource to the document 'Safe System Guiding Principles for Local Government' published by WALGA in 2011. This toolkit aims to assist Local Governments to develop a systematic response to improving road safety in their local area by providing evidence based tools, resources and case studies that may be applied to everyday operations.

I would like to thank those Local Governments who have contributed to the case studies in this toolkit. It is encouraging to see how these Local Governments have begun implementing the safe system principles within their local area and are allowing other Local Governments to learn from their experiences.

I am pleased to introduce this resource to the sector and I hope that by continuing to work together we can all prevent road trauma in our communities.

Mayor Troy Pickard
President

Safe System Toolkit for Local Government

Foreword by the WALGA Chief Executive Officer

Every day we hear about the loss of life and serious injuries on our roads and how families, friends and communities are affected by road trauma. Apart from the immense grief and loss experienced when someone dies, there are also many in our community who are living with permanent disabilities as a result of being involved in a serious crash.

While road safety efforts to date have resulted in significant reductions in the rate of deaths and serious injuries, there is still an unacceptable level of trauma on our roads.

WALGA, through the RoadWise Program, has aligned its road safety activities to reflect the adoption of the safe system approach, which underpins *Towards Zero* – WA's State Road Safety Strategy. The safe system approach views the transport system holistically by seeking to manage the interaction between road users, roads and roadsides, travel speeds and vehicles.

The Safe System Toolkit for Local Government has been developed in response to feedback received from the sector. We have heard that while Local Governments understand their role in road safety and creating a safe system, additional knowledge, skills and resources are required to assist with the implementation of this approach.

This toolkit is a unique 'how to do' guide, particularly relevant for Local Governments in Western Australia. It has practical examples and case studies of how Local Governments have begun to apply the principles of the safe system approach as well as actions and methods to implement current, evidence based, and practical safe system measures.

I would like to thank the Local Government officers who contributed to this resource by providing information on the safe system activities they have undertaken to reduce deaths and serious injury in their Local Government area.

I encourage all Local Governments to use this resource to work towards providing the safest transport system possible for our communities.

Ricky Burges

Chief Executive Officer

Overview

The Local Government Safe System Project (LGSSP) evolved from a shift in the approach to road safety at a State and Local Government level in 2009. The LGSSP was established to increase the uptake of safe system principles by Local Government, in a shared responsibility approach, for the implementation of *Towards Zero* – WA's Road Safety Strategy 2008 - 2020.

The first phase of the project included researching and analysing the barriers and enablers faced by Local Governments in increasing their application of the safe system approach and gathering data about the capacity of Local Government to implement *Towards Zero*. Phase Two built on the findings of Phase One, and worked to assist Local Governments to implement the safe system approach through the development of a number of resources and tools, including the Safe System Toolkit for Local Government, to support them to make a tangible contribution to the effective delivery of *Towards Zero.*

The government funded the Local Government Safe System Project from 2011/12 and 2012/13 through the Road Trauma Trust Account which included the development phase of this resource, undertaken by the WALGA Safe System Coordinators and other members of the WALGA RoadWise team. This resource has been developed to assist Local Governments to follow these processes to work towards implementing these safe system principles and approach in the decision making and planning processes.

However, WALGA's RoadWise Program will continue to provide advice and support to Local Governments, RoadWise Committees and the community road safety network to effectively deliver local initiatives to improve road safety outcomes throughout WA. This will involve sharing some of the knowledge and resources developed as a part of the LGSSP prior to the funding changes.

Acknowledgement

WALGA's RoadWise Program wishes to acknowledge those Local Governments, stakeholders, staff and the road safety community for their participation and input in developing and reviewing this Safe System Toolkit for Local Government.

Should you require further information, please contact the WALGA RoadWise Program. Contact details can be found at www.roadwise.asn.au or email roadwise@walga.asn.au

Introduction

The Local Government Safe System Toolkit has been developed in response to feedback received from the Local Government sector during a series of workshops held by WALGA as part of the Local Government Safe System Project. It was found that while Local Governments understood their role in road safety and creating a safe system; additional knowledge, skills and resources were required to implement this approach.

WALGA recognises that Local Governments are key partners in delivering *Towards Zero* – WA's Road Safety Strategy 2008 – 2020. Local Governments design and operate an extensive road network and lead and influence local communities, presenting a unique opportunity to have a positive impact on road safety outcomes.

This toolkit can assist Local Governments interested in developing a strategic response to improve road safety in their local area and provides practical, evidence based solutions tailored to suit the Local Government sector. The toolkit is one of a suite of resources developed as part of WALGA's Local Government Safe System Project designed to assist Local Governments to adopt a safe system approach to road safety and contribute to *Towards Zero*, the 2008-2020 road safety strategy for WA.

Figure 1: *Local Government Safe System Project resources*

Local Governments that embrace this best practice approach will contribute to reducing road crashes and deliver a range of social, economic and legal benefits for themselves and the broader community.

Benefits for Local Government

At an operational level the potential benefits for Local Governments when road safety is managed effectively include:

- reducing deaths and serious injuries on Local Government roads,
- reducing road user 'risk' and therefore contributing to the safety of the community,
- establishment of a system for identifying, prioritising and remedying deficiencies in the local road system,
- reducing Local Governments risk of legal claims arising from deficiencies in the road system,
- embedding best practice road safety (safe system principles) into all Local Government strategies, policies and procedures to achieve a commitment to road safety across Local Government,
- improved communication, planning and approval processes between departments which will result in reducing the likelihood of having to 'fix up' problems after the development/work/treatment has gone ahead,
- meeting strategic planning obligations under the *Local Government Act 1995*

How to use this toolkit

This toolkit should be used together with the following three documents:

1. *Towards Zero* – WA's Road Safety Strategy 2008 – 2020

2. Safe System Guiding Principles for Local Government

3. Local Government Safe System Improvement Program

Towards Zero (included with this kit) gives important background information about road safety in Western Australia and the safe system approach. The Safe System Guiding Principles (included with this kit) for Local Government document provides some clarity on the application of the safe system approach within the Local Government setting and the Local Government Safe System Improvement Program provides Local Governments with a framework or a "how to guide" on the implementation of the safe system approach within a Local Government setting.

The toolkit is divided into seven sections. Each section relates to one of the Safe System Guiding Principles for Local Government.

Overarching Principle:	Local Government commits to working towards a future of zero road fatalities and serious injuries.
Guiding Principle 1:	Local Government demonstrates leadership through managers and Elected Members valuing and progressing the safe system approach.
Guiding Principle 2:	Local Government integrates the safe system approach into corporate and strategic plans.
Guiding Principle 3:	Local Government ensures that safe system policies and practices are proactive and evidence-based.
Guiding Principle 4:	Local Government builds capacity at all levels of the organisation to effectively implement the safe system approach.
Guiding Principle 5:	Local Government utilises and examines relevant data to monitor and evaluate road safety performance.
Guiding Principle 6:	Local Government fosters shared responsibility internally and in external partnerships, for the implementation of the safe system approach.

Each section of the toolkit provides information relevant to the corresponding guiding principle such as:

- Local Government's involvement,
- tools,
- templates,
- case studies,
- recommended readings,
- where to go for more information

Working Document

This toolkit is a working document. As new information and case studies become available, updates will be sent out electronically to those who have toolkits. The on-line version will be continually updated to ensure the most recent road safety information is available for users.

For more information

- WALGA RoadWise Road Safety Advisors are allocated to regions throughout WA and can provide additional support. Contact details for your local Road Safety Advisor can be found at www.roadwise.asn.au

Recommended Reading

- National Road Safety Strategy 2011 - 2020. To download a copy go to www.infrastructure.gov.au
- *Towards Zero* – WA's Road Safety Strategy 2008-2020. Available with this toolkit or to download a copy go to www.ors.wa.gov.au
- RoadWise resource - Safe System Guiding Principles for Local Government. Available with this toolkit.
- RoadWise resource - Local Government Safe System Improvement Program. Available on request.
- OECD and International Transport Forum. 2008. *Towards Zero: Ambitious road safety targets and safe system approach.* Paris, France. (Chapter 4, Pages 95 - 103)
- Jost, G., Allsop, R. and Steriu, M. 2012. *A Challenging Start Towards the EU Road Safety Target. 6th Road Safety PIN Report*. European Transport Safety Council, Brussels. (Chapter 2, pages 25 - 41)

To obtain copies of the above mentioned RoadWise resources, including this toolkit, download complete the order form located on the RoadWise website: www.roadwise.asn.au.

Local Government commits to working towards a future of zero road fatalities and serious injuries

About this section

The purpose of this section is to provide guidance on why Local Governments should make an informed commitment to a clear and ambitious vision for road safety. It also explains how this can be applied within Local Governments.

Key points

- The ultimate road safety vision is of zero road fatalities and serious injuries.
- Working towards this vision means understanding the safe system approach to road safety, and the state of Western Australia and National road safety strategies[1] [2].
- Making a commitment to road safety applies international best practice.

Figure 2: *Safe System Guiding Principles for Local Government diagram*

As seen in figure 2 the overarching principle is central to all the guiding principles. The overarching principle closely links with the ethos of *Towards Zero* and the safe system approach, which is of a road transport system where death and serious injury are virtually eliminated.

[1] Road Safety Council, 2008, *Towards Zero* – WA's Road Safety Strategy 2008-2020.
[2] Australian Transport Council, 2010, National Road Safety Strategy 2011-2020.

Why commit to working towards a future of zero road fatalities and serious injuries?

Road safety visions and targets can work together to encourage stakeholders to help achieve road safety outcomes[3]. Adopting a vision or target is a critical element of effective road safety programs. International best practice recognises the setting of targets or aspirational visions because it:

- assists in communicating the importance of road safety,
- encourages and motivates the organisation and stakeholders to act,
- holds the managers of road networks accountable for achieving positive results.

Recent research has found that countries and jurisdictions that set aspirational goals and targets perform better in reducing road trauma than those that do not set targets[4 5 6].

The *Towards Zero* vision means that death and serious injuries as a result of road crashes are not accepted as a normal way of life. Realistically, it is understood that it may not be practical to achieve zero serious injuries on WA roads by the year 2020, but it is about not accepting any death or serious injury as inevitable.

[3] *Austroads. 2006. Guide to Road Safety Part 2: Road Safety Strategy and Evaluation, Sydney, Australia*.
[4] Road Safety Council, *Towards Zero - WA's Road Safety Strategy 2008-2020.*
[5] OECD Transport Research Centre, *Towards Zero: Ambitious Road Safety Targets and the Safe System Approach.*
[6] Wong et al. 2006, *Association between setting quantified road safety targets and road fatality reduction*.

How Local Governments can commit to working towards a future of zero road fatalities and serious injuries.

1. Set road safety performance indicators.

Plan

Performance indicators can be used as targets or for monitoring progress towards targets.

Steps involved in setting road safety performance indicators include:

- gathering local data and aligning with state and national road safety targets and priorities,
- bringing together necessary parties to identify appropriate performance indicators to measure,
- increasing decision-makers recognition of importance of issues (see Guiding Principle 3 for further information).

Ensure performance indicators are quantitative, measurable and achievable e.g. By 2014 decrease right-angle crashes in X Council by X per cent. Targets that go beyond what is achievable in terms of the likely effects of the foreseeable measures can demotivate instead of motivating.

The following indicators may provide a means for monitoring the effectiveness of safety actions/interventions:

- reductions in crashes for specific road user groups e.g. pedestrians,
- reductions in crashes for specific crash types e.g. right-angle crashes,
- reductions in crashes for specific regional areas,
- decrease in the number of crashes as a result of certain behaviours e.g. not wearing a seatbelt, alcohol or drug impairment, wearing of helmets or speeding,
- changes in community attitudes e.g. increase in community acceptance of appropriate speed reductions

(See Guiding Principle 7 for further information on gathering road safety data).

Implement

- Monitoring crash types or their severity only requires collecting data about crashes and their consequences.
- Monitoring behavioural performance indicators (i.e. seat belt use, alcohol levels or condition of vehicle fleet) should be done through periodic surveys.
- Once targets have been set, formally adopt them by making a public commitment by all stakeholders who have been involved, led by Council.

Outcome

- Monitoring and evaluation should occur throughout the target period in order to learn about and implement feedback about new experiences and adapt where needed to changing circumstances. Equally important is tracking progress towards the road safety performance indicators.
- Evaluation and monitoring strategies should be planned during the development process, rather than as an afterthought.

2. Make a declaration for road safety.

The Declaration for Road Safety provides an opportunity for local leaders to pledge to future generations that every road death is one too many. It does not commit Local Governments to actions beyond current resources, standards or means but provides a statement of intent and acknowledges the moral and ethical role Local Governments have in their communities.

Plan

- The Declaration provides an opportunity for Local Governments and other agencies to pledge a political commitment to work towards zero road fatalities and serious injuries, and to participate in a sector wide leadership approach.
- Road safety advocate within Council drives the process, responds to queries and motivates Council adoption.

Implement

- A template Declaration for Road Safety has been developed by the Local Government Safe System Project. Use this template as a starting point to develop your own Local Government Declaration for Road Safety.
- It is strongly encouraged that the Declaration gains full Council adoption.
- Once adopted, advise all officers and Elected Members within Local Government of the commitment through internal communication channels such as media release, community newspapers etc.

Outcome

Local Governments are encouraged to promote the Declaration of Road Safety to their staff and the wider community. This can be through a number of ways such as:

- staff/Council meetings-
  Inform officers and Elected Members of the Council's adoption of the Declaration. Explain why Council has adopted the Declaration,
- Council and Community news,
- Promote the Declaration to the community through newspapers, community bulletins and the Council website. Explain how the community can become involved in road safety or why the Council has adopted it (see page 8 for media release template).

Provide information on your Council's website about the Declaration. Include what it means for Council, the wider community and links for further information on *Towards Zero* and the safe system approach.

City of Bayswater's Declaration for Road Safety.

Plan

- At a City of Bayswater RoadWise Committee meeting in April 2012 members of the committee noted the Safe System Guiding Principles for Local Government and Declaration for Road Safety.
- All members agreed that signing would assist in providing more information to the community about *Towards* Zero and the safe system approach, create stronger links between Council and the community and assist in raising the profile of the Committee.

Implement

The City of Bayswater Council resolved at their Ordinary Council Meeting in June 2012 to show its support for road safety by signing a Declaration for Road Safety. Council resolved as follows:

"That Council declare its support for road safety by becoming a signatory to the Declaration for Road Safety and endorse the signing of the Declaration by his Worship the Mayor"

The Declaration was signed by the city of Bayswater Mayor Cr Terry Kenyon (image below).

Outcome

- The City of Bayswater is actively promoting the Declaration for Road Safety to its community members through various channels.
- The City is anticipating that signing the Declaration will improve their ties with the community and are currently pursuing projects and activities which align to the Safe System Guiding Principles for Local Government.

Extra Information

1. What caused your Councillor/organisation to consider this action?

The process was initiated by the City of Bayswater's RoadWise Committee who wanted to show a commitment to road safety/safe system approach and believed signing the Declaration would achieve this.

2. What contributing factors assisted in getting this done?

Having a RoadWise Committee which has Council support and membership.

The RoadWise Committee and Council knew of *Towards Zero* and the safe system approach and were actively implementing actions and strategies which aligned with this approach. This assisted in driving the process within the Council.

3. Were there any barriers which slowed down the process?

No, process went relatively smoothly due to factors mentioned above.

4. Is this process complete?

Yes, the Declaration was signed by Council and all staff have been informed. Community have and will continue to be made aware of the Declaration.

5. What is your vision for how this action will benefit road safety?

Help create links between local community and Council, which is often difficult to do in a large metro Council.

Encourage community to take a greater interest in road safety and become more involved in efforts to reduce deaths and injuries on the road.

Declaration for Road Safety media release template

<Date>

<INSERT LOCAL GOVERNMENT> COMMITTED TO ROAD SAFETY

The <insert Local Government or RoadWise Committee > is acknowledging that every road death is one too many by signing the Declaration for Road Safety.

“It’s important to acknowledge the huge impact road deaths and injuries have on us all. The <insert Local Government > recognises that road safety is everyone’s responsibility, from drivers to enforcers and educators to road designers. Working collaboratively to reduce the number of our community members killed or injured on our roads is the best way to address this issue” <insert name and position> said.

The Declaration for Road Safety is one of a range of resources developed as a part of the WALGA RoadWise Local Government Safe System Project.

“We encourage the community to find out about the safe system approach and what this means for all of us who use, maintain or build the roads by visiting www.roadwise.asn.au”

For more information please contact the <insert e.g. Councilors, Local Government, RoadWise Committee Chair or Road Safety Advisor> on phone <insert phone number> or email <insert email address>.

Ends.

CONTACT:
<Name>
<Position>
<Organisation>
<Phone>

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Declaration for Road Safety

Vision

Shire/City/Town [insert] commits to the Declaration for Road Safety by working towards a future of zero road fatalities and serious injuries on the Western Australian road network.

Shire/City/Town [insert] makes a commitment to:

Recognise it is unacceptable that people should die or be seriously injured while using the Western Australian road transport system.

Demonstrate leadership in road safety by continuing to strive for the achievement of the ambitious road safety targets outlined in *Towards Zero*.

Accept that the underlining reasons for road traffic deaths and injuries are complex, and their prevention of road crashes should be addressed by applying the safe system approach to road safety.

Recognise that every road crash is one too many and enhancing road safety is and will remain a priority that is actioned based on current resources, standards and means.

Acknowledge, encourage and empower our community members, local business and other stakeholders to work together for the improvement of road safety in Western Australia.

Signed:

Mayor/President – Shire/City/Town [insert]

Date:

For more information

- Austroads Guide to Road Safety Part 2: Road Safety Strategy and Evaluation - can be downloaded at: https://www.onlinepublications.austroads.com.au/items/AGRS02-06

- ETSC, 2003, *Assessing risk and setting targets in transport safety programmes, European Transport Safety council, Brussels.* Can be downloaded at: http://www.etsc.eu/oldsite/riskassess.pdf

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Local Government managers and Elected Members demonstrate leadership by valuing and progressing the safe system approach

About this section

This section outlines the important role that Local Government managers and Elected Members play in valuing and progressing the implementation of the safe system approach within their Local Government.

Key points

- A sustainable commitment to the safe system approach by leaders and influencers within an organisation is crucial to improving road safety outcomes[1].
- The community benefits from road safety decisions made by Local Government leaders by ultimately receiving a safer road transport system.
- Local Governments play an important role as leaders and champions of best practice road safety within their communities.

Why should Local Government leaders value and progress the safe system approach to road safety?

- The community expects a high level of safety and that the system will be managed to produce good safety outcomes.
- Local Government is required to take responsibility for the safe operation of the roads they manage and take into account that road users may make a mistake whilst driving on their road network.
- Recently, in Australia, a number of court decisions have recognised Local Government's responsibility towards road users.
- To reduce the likelihood of litigation, road authorities need to have processes in place to identify and prioritise safety issues, remedy these issues within a reasonable time frame, and manage unsafe situations until remedial works can be undertaken.
- As a planning authority, Local Government has a duty to consider the road safety implications of decisions regarding land use on roads that it controls.

[1] OECD and International Transport Forum. 2008. *Towards Zero: Ambitious road safety targets and safe system approach.* Paris, France.

- Local Government as a fleet operator can ensure the safe operation of their fleet by developing and implementing a comprehensive fleet safety policy.
- Local Government also plays an important role in engaging and empowering its community in relation to road safety.

How can Local Government managers and Elected Members demonstrate leadership by valuing and progressing the safe system approach?

1. Implement the Local Government Safe System Improvement Program (LGSSIP).

This program provides assistance to Local Governments to apply a framework based on best practice to assess and improve the way road safety is managed at an organisational level.

Plan

- Express interest by contacting RoadWise.
- Gain support and commitment to the road safety vision from senior management and Elected Members.
- Sign up to participate in the program.
- Conduct a review of the key road safety issues, barriers and capabilities by conducting: a) A comprehensive and confidential safe system 'Scorecard' and b) An internal staff and Elected Member survey

Implement

- On site safe system workshop conducted by experienced road safety consultant.
- Report on road safety issues, barriers and capabilities.
- Identify key priority areas/actions.
- A custom-made safe system improvement action plan that ties in with the Local Government's strategic plan and available resources.
- Set performance indicators in action plan.
- Action plan endorsed by Council and/or CEO.
- Undertake actions set out in action plan.
- Review action plan after 6 - 12 months.

Evaluate

- Improvement in safe system 'Scorecard' score.
- Monitoring and assessment of the achievement of performance indicators.
- Report on findings, learnings and achievements.

For more information on the Local Government Safe System Improvement Program or to express interest in implementing the program please email WALGA's RoadWise Program; roadwise@walga.asn.au

Case Study

Shire of York – Local Government Safe System Improvement Program (LGSSIP)

Plan

- The Shire of York expressed interest to participate in the formulation phase of the LGSSIP in November 2011.
- Support and commitment to the road safety vision was gained from senior management and Elected Members and the Shire of York signed up to participate in the program in November 2011.
- A review of the key road safety issues, barriers and capabilities was conducted in February and March 2012 via research into local crash statistics, a comprehensive and confidential safe system 'Scorecard' and an internal staff and Elected Member survey.

Implement

- An onsite safe system workshop was conducted by a Safe System Coordinator in May 2012 attended by 22 Shire of York staff and Elected Members.
- A report on the Shire of York's road safety issues, barriers and capabilities was given based on the information gained from crash data research, the safe system 'Scorecard' and the confidential internal staff and Elected member survey.
- Key priority areas/actions were identified by participants during the workshop.
- A custom-made safe system improvement action plan that ties in with the Local Government's strategic plan and available resources was drafted.
- Performance indicators and timelines were set in the action plan.
- The Shire of York's Safe System Action Plan will be endorsed by Council.
- The actions set out in the Action Plan are currently being undertaken including: stating a commitment to the safe system approach in the Shire of York's Community Strategic Plan; developing a safe system procedures and assessment checklist for road upgrades and new works; and sharing knowledge and experiences with neighbouring Local Governments through a regional workshop.
- The action plan will be reviewed after 12 months.

Evaluate

- Improvement in safe system 'Scorecard's scores.
- Monitoring and assessment of the achievement of performance indicators set out in the action plan.
- Report on findings, learnings and achievements.

Extra Information

1. Why did you and/or your Council consider taking part in the improvement program?

"From a general interest in road safety the safe system improvement process was a natural extension for a safer, more efficient and effective road network in planning for the future".

2. What contributing factors assisted in getting this done?

"Strong interest in road safety and road conditions within Council".

3. Are there any barriers that have slowed the process?

"Lack of templates and examples of low cost best practice methods for improving road safety".

4. What is your vision for how this action will benefit road safety in the Shire of York?

"That road safety risk analysis will become engrained in the values and objectives of the Shire of York and the wider community to create a culture of reducing road trauma in the region".

Ray Hooper, CEO, Shire of York

2. Sign a Declaration for Road Safety.

Elected Members and managers can demonstrate leadership by making a declaration to road safety at an individual Local Government level. This can be done through political channels or endorsed at an executive level.

Signing the Declaration does not commit Local Governments to actions beyond current resources, standards or means, but provides a statement of intent and acknowledges the moral and ethical role Local Governments have in their communities.

Plan

- Gain support from management and Elected Members.
- Obtain the Declaration template and outline from RoadWise – via order form downloadable off the RoadWise website; www.roadwise.asn.au.
- Preparation of Council meeting agenda item.
- Decide upon the Declaration wording and print out a copy of the Declaration for signing.
- Decide on who is going to sign the Declaration.
- Organise a Declaration for Road Safety signing ceremony or event.
- Decide on how and when the signing of the Declaration will be promoted (e.g., website, community newspaper, Local Government newsletter, letters, email footers etc.)

Implement

- Endorsement of the Declaration at Council meeting.
- Carry out the Declaration signing event/ceremony.
- Carry out promotional plan e.g. media.
- Frame and display the signed Declaration.

Evaluate

- Number of times the declaration was promoted
- Changes to internal policies and procedures
- Community awareness/satisfaction surveys

See the Overarching Principle section for further information on the Declaration for Road Safety.

Case Study

WALGA's signing of their Declaration for Road Safety (March 2012).

Plan

- Support was sought and gained from WALGA's Strategic and Executive Team.
- Declaration template was drafted.
- Preparation of State Council meeting agenda item with draft wording.
- It was decided that WALGA's CEO and President would sign the Declaration.
- The Declaration for Road Safety was to be signed at the launch of Phase Two of the Local Government Safety System Project.

Implement

- The Declaration was endorsed without changes at State Council meeting.
- The Declaration was co-signed by CEO Ricky Burges and President Troy Pickard at the launch event in March 2012.
- Photographs were taken.

Evaluate

The signing of the Declaration for Road Safety showed WALGA's commitment to applying the principles of the safe system approach and their leadership as the peak body for Local Government in Western Australia.

Case Study

City of Bayswater's Declaration for Road Safety

See page 6 of the Overarching Principle section for information on the City of Bayswater signing the Declaration for Road Safety.

Tools

See page 9 of the Overarching Principle section for the Declaration for Road Safety template.

Recommended Reading

- OECD and International Transport Forum. 2008. *Towards Zero: Ambitious road safety targets and safe system approach.* Paris, France. (Chapter 4, Pages 95 - 103)
- Jost, G., Allsop, R. and Steriu, M. 2012. *A Challenging Start Towards the EU Road Safety Target. 6th Road Safety PIN Report*. European Transport Safety Council, Brussels. (Chapter 2, pages 25 - 41)

Local Government integrates the safe system approach into corporate and strategic plans

About this section

This section of the toolkit examines the various methods that can be used when implementing the safe system approach within Local Government. The section will outline the opportunities to incorporate road safety into corporate plans, strategies and policies.

Key points

Local Governments provide road safety benefits to their communities through their corporate and strategic plans because:

- direction and sustainable outcomes for road safety are delivered across business units by effective corporate and strategic plans,
- numerous business units within Local Governments influence the safety of the local road network.

Why do we need to integrate the safe system approach into corporate and strategic plans?

In order to reduce road trauma, relevant road safety organisations such as Local Government, can consider incorporating the safe system approach to road safety into strategic and corporate plans. Including brief statements about the safe system approach into corporate or strategic plans results in an across organisation approach. This more holistic approach enables the safe system to be addressed in all relevant areas, including traffic, assets, planning, vegetation management, fleet management, transport planning, health and community services.

For Local Governments the benefits include:

- creating a comprehensive understanding of local road safety issues,
- gaining commitment from stakeholders for a coordinated set of actions,
- prioritisation of effort to reduce road trauma on the local road network,
- efficient allocation of resources to implement effective, evidence-based outcomes,
- accountability for investments and actions for improved road safety

Why road safety fits into the integrated planning process?

Towards Zero recognises that Local Government has a key leadership role to play on behalf of the community in road safety. As owners and operators of the local road network, Local Governments have a moral, ethical and legal responsibility to provide a safe road network.

The State Government provides resources and has core responsibilities in areas such as enforcement, education, road funding and building, licensing and developing traffic laws and other supporting legislation. Local Government also has a responsibility to provide a safe, efficient and sustainable road network.

Local Governments can consider how they are going to meet these responsibilities. By setting out their future road safety directions in Strategic Community Plans and/or Corporate Business Plans, Local Governments can show their commitment to improving road safety outcomes for their community.

It is important that road safety is embedded in the plans and thinking of relevant business units of a Local Government. In accordance with the requirements of section 5.56 of the Act, Local Governments need to plan for the future and such planning factors in future population growth, public transport needs, alternative transport options, increased freight task, road safety, beneficial partnerships with other Local Governments and coordination of effort.

How Local Government can integrate the safe system approach into corporate and strategic plans

Integrate the safe system approach into the Strategic Community Plan.

Plan

- Examine the areas to focus on for the coordination of safe system implementation on the local road network, such as the *Towards Zero* priority areas and any available local road crash data.
- Assess the benefit to the quality of life of community members by taking a safe system approach to road safety.
- Encourage internal and external support for the relevant changes.
- Align the safe system approach across the relevant business units.

Implement

- Follow the framework of the integrated planning process to ensure legislative obligations are being met.
- Ensure the safe system approach is referred to in the Strategic Community Plan.
- Align the safe system action plan to the relevant areas outlined in the community plan.
- Communicate the benefits of including the safe system approach into the community plan.
- Coordinate the delivery of the safe system action plan across the Local Government.

Evaluate

- Provision of a commitment to the safe system by the Local Government.
- The implementation of evidence-based actions via the action plan.
- Continuous improvement across the local road network due to the long-term nature of the community plan (i.e. ten years).
- A holistic approach to road safety across the Local Government.
- Improved understanding of the safe system due to the regular communication about the progress of the action plan.

Case Study

City of Rockingham, Strategic Community Plan.

The City of Rockingham Community Plan provides strategic guidance to the City of Rockingham employees with regards to the core services, facilities and leadership the Local Government should provide for existing and new residents.

Plan

- The City of Rockingham hosted a series of workshops where community members were able to discuss important issues and key themes.
- The feedback collected from the workshops was collated, discussed and prioritised at a final Councillors' workshop.
- One of the areas identified at the workshops was the development of a community aspiration.

Implement

- Community safety was defined as *"A safe community where residents feel secure, relaxed and comfortable within their home, work and social environments"*.
- Four activities were outlined in the community safety aspiration: **Road Safety Strategy - RoadWise**; Alcohol Management Plan; Community Safety Plan; and Local Emergency Management Arrangements.
- The Road Safety Strategy was implemented during 2011/2012 and the responsible team is Engineering Services.
- The Road Safety Strategy has five key elements: safe roads and roadsides; safe speeds; safe road use; safe vehicles; and safe system foundations.

Evaluate

- The Community Plan guides all other plans and strategies within the City of Rockingham.
- The Community Plan was adopted by Council in March 2011.
- This integrated approach ensures all planned activities are considered through to the operational and budget level.
- The inclusion of road safety into the Community Plan strengthens the City of Rockingham's commitment to the *Towards Zero* vision.

Case Study

Shire of York's Strategic Community Plan.

The Shire of York's Strategic Community Plan provides a long term vision for the Shire of York based on community input and Council research. Under the guidance of this strategic vision, the Shire of York has developed a Safe System Action Plan under which intermediate steps can be taken towards meeting the long term community aspirations identified by Council.

Plan

- Extensive research was undertaken by the Shire of York to determine future risks and challenges facing the community.
- Community workshops were held to discuss the key themes identified through this research.
- Road safety was identified as a concern within the local community.
- The Strategic Community Plan, and associated action plans, will define the direction Council will take to implement the safe system approach.

Implement

- The Shire of York Strategic Community Plan prioritises the application of safe system principles in providing and maintaining transport infrastructure.
- The strategic plan specifically recognises roads, footpaths and cycleways as key transport infrastructure to manage under the safe system approach.
- Development and implementation of all road safety management or action plans will incorporate the safe system approach.
- A detailed short term action plan (Safe System Action Plan) was developed to provide smaller achievable steps in meeting the aspirational goals of the strategic plan.

Evaluate

- The Safe System Action Plan resulting from the Strategic Community Strategy sets out clear actions to meet the long term vision.
- All actions identify who is responsible and how evaluation will be undertaken.
- The inclusion of road safety into the Strategic Community Plan strengthens Shire of York's commitment to the vision of reduced road trauma.

Recommended Reading

- Department of Local Government, 2010, *Integrated Planning and Reporting: Framework and Guidelines*, Government of Western Australia, Perth. http://integratedplanning.dlg.wa.gov.au/

- City of Rockingham, 2011, *Community Plan*, City of Rockingham, Western Australia. http://www.rockingham.wa.gov.au/getattachment/Council/About-the-Council/Our-vision/City-of-Rockingham-Community-Plan-2011_Brochure.pdf.aspx

- Moreton Bay Regional Council's Corporate Plan http://www.moretonbay.qld.gov.au/uploadedFiles/common/publications/Corporate-Plan-2012-17.pdf

- City of South Perth's Strategic Plan http://www.southperth.wa.gov.au/Documents/Our-Future/Strategic-Plan/Strategic-Community-Plan-2013_2023_FINAL.pdf

- Shire of York's Strategic Community Plan http://www.york.wa.gov.au/seartg/strategiccommunityplan

- IPWEA , *A Guide to Developing Council Road Safety Strategic Plans* http://www.ipwea.org.au/Home/

- Austroads, 2006, *Guide to road safety, part 2: road safety strategy and evaluation*, Austroads Incorporated http://www.austroads.com.au/

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Local Government ensures that safe system policies and practices are proactive and evidence-based

About this section

This section provides evidence and information which supports policies and practices aligning with the safe system approach, as well as assisting in implementing these.

What is the difference between a safe system policy and a practice?

A safe system policy provides a framework of strategies and practices which align with the safe system approach and define how an individual or organisation operates. Practices or procedures are built on policies and relate to the 'how to' of the policy, as in how to implement a safe system policy.[1]

Why do we need safe system policies?

Well written policies are essential in ensuring consistency, transparency, accountability and quality management within an organisation[2]. Safe system policies ensure that the safe system approach is routinely considered in planning and decision-making and provide continuity and sustainability in the progression towards a safe system. They also have the ability to impact on the achievement of road safety outcomes and outcomes in many other areas of society.

The safe system approach is internationally recognised as the most effective in reducing deaths and serious injuries on the road network. By adopting safe system policies and practices Local Governments ensure:

- safety is an inherent part of all decision-making that affects the road system managed by the Local Government,
- **ALL** Local Government staff, Elected Members and the community share the responsibility of addressing road safety,
- policies and practices are supported by evidence-based research, highlighting its effectiveness

[1] Children's Services Central n.d., *Effective Policy Development.* www.cscentral.org.au/.../Phone_Link_ups/effective-policy-development.pdf (accessed June 20, 2012)
[2] Swinburne University of Technology 2012, *Policies & Procedures, http://www.swinburne.edu.au/contact.htm* (accessed June 20, 2012)

Safe system policies also provide staff with clear guidelines about what service they will provide or receive. For example, Local Government officers will expect to complete a driver competency assessment prior to using a fleet vehicle and for the vehicle they use to comply with the safest safety standards as per the Local Governments *Vehicle Usage Policy*.

Policies and practices exist even when they are not written down, however in this context they would not be reviewed or part of the accountability process and can lead to unacceptable, inconsistent and inefficient approaches.

Why should policies and practices be proactive and evidence based?

Ensuring policies and practices are evidence based is essential to ensuring information is accurate, relevant and recommended. This also assists in controlling risks and making decisions which are supported by reputable sources.

By utilising evidence-based information Local Governments build on what has already been learned and provide further evidence to support the continued expansion of effective programs and policies. Aligning policies and practices with the safe system approach signifies Local Governments are adopting an internationally accepted best practice approach to road safety.

How to develop a safe system policy

Safe system policies are influenced by a range of factors (see figure 3). When developing these, determine what the internal and external influences are on the particular subject or area the policy relates to.

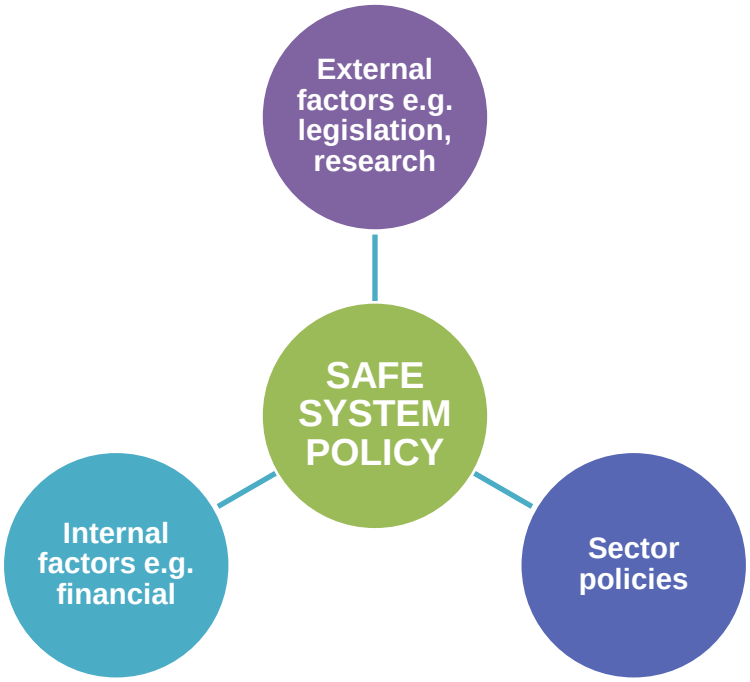

Figure 3: *Factors influencing safe system policies*

See Guiding Principle 2 for more information on incorporating road safety into corporate plans, strategies and policies.

How can Local Governments ensure that safe system policies and practices are proactive and evidence-based?

1. Consider the safe system approach to road safety in policies and practices.

Plan

- Develop a clear purpose for the policy before any work is started. Identify why the policy is needed and any gaps in current practice.
- Outline the safe system principles and identify where they may fit in the policy.
- Identify links with the state of Western Australia and/or local road safety priorities.
- Determine how the policy fits and contributes to the strategic direction of the Local Government.
- Analyse existing Local Government policies.

Implement

- Look for opportunities to consult and collaborate in order to form strategic alliances and achieve shared goals.
- Set clear expectations regarding scope and timelines to ensure desired outcomes are reached and potential hardships are avoided.
- Outline opportunities to put the policy into practice.
- Recognise and reward successful examples of practice as outlined in the policy.

Evaluate

- Policies should be regularly reviewed, especially when there are changes to any relevant legislation.
- Regularly check the extent and/or quality of the policy's implementation.
- Provide feedback on the policy and/or the review to Elected Members, senior staff and stakeholders.
- Regular reviews ensure the policy remains relevant and effective.
- Reporting on the policy and practices of the Local Governments road safety vision also provides an opportunity for promotion.

2. Consider safe system evidence when developing policy and practices.

Plan

- Advocacy is an important strategy necessary for creating environments which support road safety policy and often brings about high level support from decision makers.
- Interview key people, stakeholders and the community to obtain their views on the key road safety issues and what can be done to address them.
- Examine the local road crash data and if possible look at the network holistically and identify any road safety issues based on the most common crash types, over represented crash types and crashes with high social costs.

Implement

- Circulate the draft policy for comment by all stakeholders. Feedback will allow refinement and negotiation of strategies and implementation with relevant parties.
- Submit the final draft policy to Council and senior management for approval and endorsement.
- Develop and use a safe system checklist or other tool to ensure new policies or policies under review consider relevant local safe system evidence, crash data and community road safety issues.

Evaluate

- Continue the consultation process and ensure key people, stakeholders and the community are well informed on the progress of the decisions, actions and outcomes from the policy or practice.
- Review the local road crash data on a regular basis to ensure work towards the most common crashes, over represented crash types and crashes with high social costs are being reduced.

Case Study

Mornington Peninsula Shire, VIC, Peninsula DriveSafe Strategy 2008-2018.

Peninsula DriveSafe is the Mornington Peninsula Shire road safety strategy for ten years. It seeks to implement the safe system approach to all aspects of road safety risk management.

Plan

- The DriveSafe Strategy was developed based on evidence and priorities relevant to the Mornington Peninsula Shire local road network.
- Peninsula DriveSafe uses world's best practice research, the latest crash data and demographic data to create annual action plans and to ensure a focus on priority needs.

Implement

- The focus of Peninsula DriveSafe is to identify actions that the Shire is best able to undertake to improve road safety and to work with other stakeholder agencies to deliver maximum road safety benefits to the Shire's community.
- DriveSafe actions and programs will be undertaken via a behavioural program calendar and an annual program plan.
- The annual program plan is divided into three key areas; safer roads and roadsides; safer road users; and safer vehicles.

Evaluate

- Peninsula DriveSafe is reviewed annually and includes community input received via the Shire's consultation initiatives which are fundamental to this process.
- DriveSafe uses extensive networks and partnerships to implement the actions and programs.

3. Follow the safe system philosophy to be proactive in policy and practice.

Plan

- The safe system requires system designers to provide a road system that increasingly prioritises safety outcomes to cater for the mistakes people make in traffic.
- A forgiving road system is 'inherently safe' so when crashes do happen, deaths and serious injuries can be avoided.
- The road system is a real world illustration of the basic laws of nature that govern the movement of objects (including humans and vehicles).
- In WA the users of the road transport system have large differences in speed and mass with physical vulnerable and fallible humans at the centre.

Implement

- A forgiving road system recognises and caters for the limits of human tolerance to physical force.
- Direct limited resources to apply safe system solutions, such as road treatments, to known road safety problems.
- Ensure the community become more aware of the risks associated with road travel, so people can make informed, and therefore, better decisions about vehicles, speed, route selection, travel mode and behaviour.
- Focus on implementing initiatives which fall within Local Government's area of responsibility.

Evaluate

- Aligning policy and practice to the safe system philosophy ensures Local Governments are achieving the *Towards Zero* vision and implementing best practice road safety measures.
- Recognise the ethical and moral foundation for a safe system is to not design and operate a road system that allows consistently high levels of serious trauma, and work backwards from the ultimate vision to make changes for fundamentally safe designs.

Case Study

Main Roads WA, Road Safety Policy Statement 2010.

Main Roads WA developed a policy statement regarding road safety and it was endorsed in 2010. The policy statement outlines a vision, principles and objectives.

Plan

- Developing a policy statement outlines organisational intentions for the future.
- The organisation makes a commitment to the issue being addressed by the policy statement.
- The policy statement is one way for the organisation to hold itself accountable.
- By developing a road safety policy statement Main Roads WA demonstrates leadership to the sector.

Implement

- The policy statement outlines an overarching vision for Main Roads WA.
- There are six principles Main Roads WA will apply in accordance to the road safety vision.
- There are five objectives for Main Roads WA to meet in order to successfully achieve their road safety vision.
- The policy statement was signed off by the Managing Director of Main Roads WA and the Road Safety Councillor.

Evaluate

- The policy statement provided a starting point for the development of the Main Roads WA Road Safety Strategy.
- The policy statement and road safety strategy link to the Main Roads WA Strategic Plan and the strategic plan links to *Towards Zero*.

Road Safety Policy Statement

We believe no one should die or be seriously injured on the State's road network, and we will manage the network to minimise road trauma.

Principles

In accordance with our Policy Statement on Road Safety, Main Roads will apply the following principles:

- We have adopted the safe system approach to protect road users as we know they can make mistakes and are vulnerable in a crash.
- We are open to using innovative solutions to improve road safety.
- Our road safety decisions will always be based on evidence.
- We will measure and evaluate our performance to enable improvement.
- Demonstrate leadership and seek engagement in road safety through collaborative relationships.
- All road users' needs will be considered when designing, building and operating the road network.

Objectives

The objectives of the Main Roads' Road Safety Policy Statement are to:

- Acknowledge and accept the significant responsibilities in the State Road Safety Strategy – Towards Zero and deliver on our commitments.
- Develop and implement an accredited road safety management system that will assure road safety outcomes.
- Develop Safety Performance Indicators and measurable targets that will drive our road safety improvements.
- Build a culture where research, development and training are fundamental to how we improve road safety.
- Embed the Safe System approach into our processes and systems to reduce road trauma.

Menno Henneveld
Managing Director of Main Roads

Des Snook
Road Safety Councillor

June 2010

mainroads WESTERN AUSTRALIA

Image 1: *Main Roads WA, Road Safety Policy Statement 2010.*

Recommended Reading

- Main Roads WA the *Road Safety Strategy "The Road Towards Zero" 2011-2015*
  http://www.mainroads.wa.gov.au/UnderstandingRoads/RoadSafety/PolicyGuidelines/Pages/policy_guidelines.aspx

- Mornington Peninsula Shire *DriveSafe Strategy 2008-2018*
  http://www.mornpen.vic.gov.au/page/Download.asp?name=Roads_DriveSafeStrategy.pdf&size=2577941&link=../Files/Roads_DriveSafeStrategy.pdf

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Local Government builds capacity at all levels of the organisation to effectively implement the safe system approach

About this section

The purpose of this section is to discuss the concept of capacity building and how it can assist in effectively implementing the safe system approach.

Key points

- The success of road safety in Western Australia rests with the skills of those implementing the safe system approach.
- A prerequisite for successful implementation of the safe system approach are appropriate levels of knowledge.
- Local Governments can take advantage of safe system and road safety resources, information and professional development opportunities to build capacity in their organisation.

Why focus on implementing the safe system approach through capacity building?

Capacity building in road safety relates to the building of relevant knowledge and skills, increased organisational structures, policies and procedures, sustainable resources and commitment.

There are a number of advantages to focussing on implementing the safe system approach through capacity building. These include:

- increased profile of road safety

Increasing the profile and recognition of those working in road safety leads to greater importance placed on road safety and, more importantly, increased efforts to reduce its negative impact.

- multiply road safety gains

More Local Government officers, Elected Members and community members understand the safe system approach and work towards improving road safety outcomes. This can lead to increased longevity and sustainability of initiatives implemented.

- empower individuals and the organisations they work in

Involving staff at all levels helps to overcome resistance, promotes effective communication and obtains commitment for change. Senior and middle managers are key catalysts for the change as they act as role models for staff.

- safe system implementation is evidence-based and prompt

The safe system approach is an international best practice model to address road safety. Following this approach strengthens the road safety project or initiative put forward to decision makers and can lead to a faster implementation process.

- creates sustainable partnerships

By working with and alongside other organisations and individuals on road safety issues, sustainable partnerships and synergies are created which assist in addressing road safety matters.

Case Study

City of Stirling – Workforce Development Grant. Road Safety, Research, Policing and Education Conference 2010.

Plan

City of Stirling submitted a Workforce Development Grant application for their Road Safety Officer to attend the Road Safety, Research, Policing and Education Conference in 2010.

Benefits of attending the conference included:

- providing an opportunity to promote City of Stirling safe system initiatives,
- keep abreast of road safety developments and integrate these into City of Stirling initiatives,
- network with key road safety stakeholders which may aid future partnerships

Implement

- The City of Stirling Road Safety Officer attended the Road Safety, Research, Policing and Education Conference in September 2010.
- An abstract on the City's Community Safe Speed Promise was accepted and presented at the conference.
- Over 400 road safety delegates attended from organisations such as State Government, research agencies and State road agencies.
- The conference provided networking opportunities, opportunities to discover new research and hear innovative solutions to common road safety issues.

Evaluate

Attending the conference provided the opportunity for the Road Safety Officer at City of Stirling to share expertise, experience and aspirations with fellow attendees.

Specifically the following projects have been implemented and skills have been advanced:

- further development on public speaking and report writing skills,
- a focus on designing and building safer roads for motorcycle/scooter riders,
- new understanding of how local road safety issues are linked to state and national priorities.

Local Government Safe System Improvement Program

The Local Government Safe System Improvement Program is a tailor-made road safety program available to all WA Local Governments. Through the LGSSIP, Local Governments will be able to improve how they engage in road safety within their organisation.

See Guiding Principle 1 for more information on the Local Government Safe System Improvement Program.

Recommended Reading

- WHO 2001. *What do we know about capacity building? An overview of existing knowledge and good practice.* http://whqlibdoc.who.int/hq/2001/a76996.pdf
- VicHealth. *Capacity building for health promotion.* http://www.vichealth.vic.gov.au/
- NSW Health 2001. *A framework for building capacity building to improve health.* www.health.nsw.gov.au/pubs/2001/framework_improve.html

Local Government utilises and examines relevant data to monitor and evaluate road safety performance

About this section

This section provides information on how relevant road safety data can assist in the monitoring and performance of road safety interventions. It outlines how the collection and analysis of road safety data can contribute to a greater understanding of crash risks and performance on the road network.

"Quality data are the foundations for making important decisions regarding the design, operation, and safety of roadways. … in recent years there has been an increased focus on the combination of crash, roadway and traffic data to make more precise and prioritised decisions"[1]. (FHWA, 2011)

Key points

The use of data to monitor and evaluate road safety performance:

- assists in determining crash patterns and to follow trends in crash patterns so that funding can be prioritised and allocated to achieve maximum efficiency,
- ensures the actions undertaken to achieve the desired road safety performance are being met

Why do we need relevant road safety data?

- The collection and analysis of accurate road crash data and risk factors across the road network is central to the safe system approach and allows the road authority to accurately determine what road safety issues are causing deaths and serious injuries in their area.
- This information is essential for road authorities to prioritise road safety issues for action and set achievable road safety targets and performance indicators.

[1] Federal Highway Administration (FHWA). 2001. *Background Report: Guidance for Roadway Safety Data to support the Highway Safety Improvement Program. Washington, DC.*

- It is also important to use data to evaluate the outcomes of road safety interventions and countermeasures to gain a better understanding of what works and what does not for future reference[2].
- Data and research results can assist with the selection of appropriate countermeasures by providing information on where and when certain countermeasures have been proven (or not proven) to reduce road crashes in certain road environments.
- Regular access to relevant crash data allows trend analysis of the evaluation of current road safety treatments, as well as assisting the development of future interventions.
- It is well recognised that safe system best practice results from evidence-based information and proactive research, such as pilot or demonstration projects[2].
- Participating in research projects will provide useful evidence for future projects and assists in the documentation of barriers to successful implementation.
- The documentation of results from research projects adds to the Western Australian research evidence-base which in turn benefits those who are researching best practice road safety.

Baseline data and setting road safety targets

- Before implementing any road safety interventions or countermeasures, it is important to get an accurate assessment of the current situation or, in other words, obtain baseline data on the road safety issue.
- The setting of road safety targets and performance indicators at the planning stage of any road safety intervention will give direction on what is to be monitored and evaluated and the methods for gathering the data for evaluation.

Data sources

There is a large variety of data sources that can be used when researching what intervention or countermeasure is appropriate or when monitoring and evaluating road safety performance. Sources of information include:

- crash databases,
- hospital or insurance data,
- proactive assessments of safety such as road safety audit findings, network assessments,

[2] OECD and International Transport Forum. 2008. *Towards Zero: Ambitious road safety targets and safe system approach.* Paris, France

- research papers,
- information on asset management and road maintenance,
- road inventory data,
- traffic volume, speed and vehicle classification data,
- enforcement data,
- legal precedents,
- public opinion and attitudes,
- media monitoring.

The contact details of relevant data sources for Local Government can be found at the end of this section.

How can Local Government utilise and examine relevant data to monitor and evaluate road safety performance?

1. Utilise, collect and examine relevant data to monitor the network on a regular basis.

Fundamental to the safe system approach is the collection and analysis of accurate road crash data and risk factors across the road network. This information guides the accurate selection of effective countermeasures, prioritisation of issues for action and the setting of achievable targets.

Plan

Steps in the planning stage

- **Research and analyse** relevant road safety statistics and demographic data to determine if the problem is actual or perceived (see back of this section for relevant data sources for Local Governments).
- **Review** relevant journals, publications and media about the road safety issue.
- **Review and learn** from previous road safety programs to identify what works and what does not. Seek out local knowledge to provide context for the data.
- **Research** relevant government strategies, reports and policies. Identify any risks to the Local Government.

Questions to consider during the planning process:

- **Who** is responsible for collecting and examining the data?
- **When** or how often will relevant data be collected and examined (eg. yearly, 5 yearly etc)?
- **Will** training be needed?
- **Is** a road safety data management system or database needed?
- **What** are the data parameters? It is important to examine data over a number of years (5 – 10 years) to accurately identify road safety trends rather than random fluctuations.
- **Will** the Local Government need to start collecting their own data (eg. speed data, traffic count data)?
- **Who and how** can the data be shared? Police? Other Local Governments?

Implement

- **Analyse** the collected data.
- **Prioritise** road safety issues for the Local Government.
- **Develop** a road safety plan to best suit local conditions and address the priority road safety issues identified including possible countermeasures, resources required and performance indicators.
- **Implement** the road safety plan.
- **Evaluation** measures are set and recorded on a regular basis during the implementation of the plan.

Evaluate

- Data is reviewed and analysed on a regular basis to monitor road safety risks on the road network.
- Road safety issues or 'problem areas' are prioritised at regular intervals.
- Issues are addressed using evidence based research.
- Performance indicators are assessed on a regular basis and an annual performance report is written and presented to Council for endorsement/noting.

Case Study

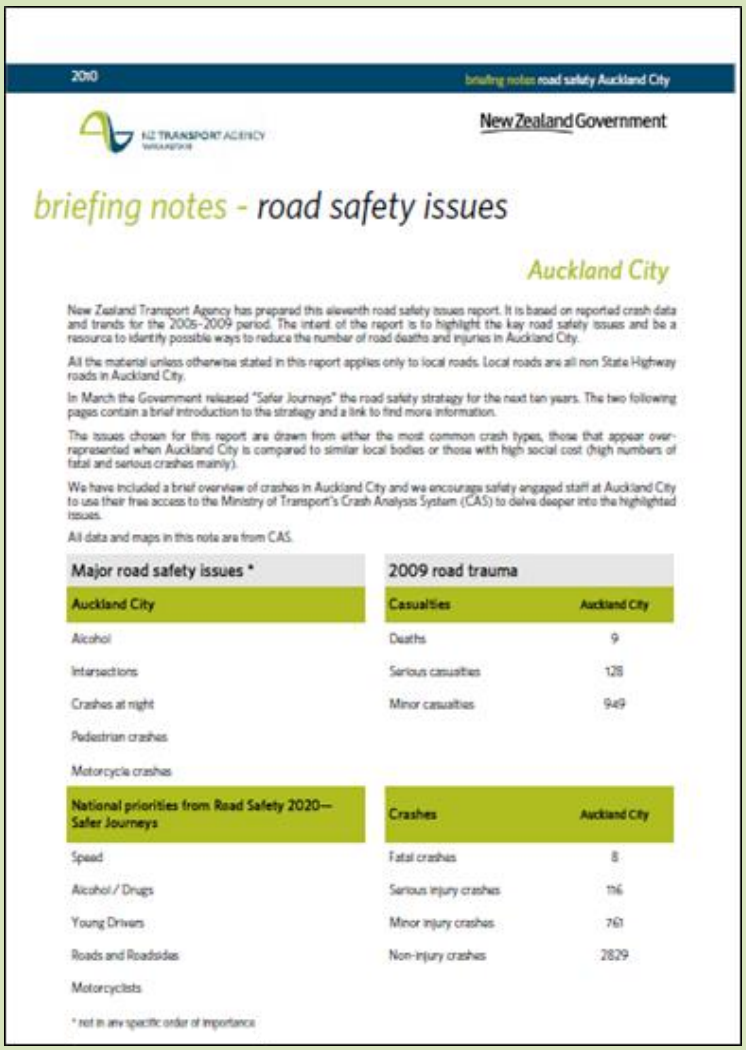
New Zealand Transport Authority – Road crash briefing notes for Local Government.

Plan

The New Zealand Transport Agency prepares an annual road safety issues report for each of the Local Government areas in New Zealand. It is based on reported crash data and trends for a particular time period. The intent of the report is to highlight the key road safety issues and be a resource to identify possible ways to reduce the number of road deaths and injuries in the corresponding Local Government area.

Implement

All the material, unless otherwise stated in the reports, apply only to local roads.



2010 briefing notes road safety Auckland City

NZ TRANSPORT AGENCY

New Zealand Government

briefing notes - road safety issues

Auckland City

New Zealand Transport Agency has prepared this eleventh road safety issues report. It is based on reported crash data and trends for the 2005-2009 period. The intent of the report is to highlight the key road safety issues and be a resource to identify possible ways to reduce the number of road deaths and injuries in Auckland City.

All the material unless otherwise stated in this report applies only to local roads. Local roads are all non State Highway roads in Auckland City.

In March the Government released "Safer Journeys" the road safety strategy for the next ten years. The two following pages contain a brief introduction to the strategy and a link to find more information.

The issues chosen for this report are drawn from either the most common crash types, those that appear over-represented when Auckland City is compared to similar local bodies or those with high social cost (high numbers of fatal and serious crashes mainly).

We have included a brief overview of crashes in Auckland City and we encourage safety engaged staff at Auckland City to use their free access to the Ministry of Transport's Crash Analysis System (CAS) to delve deeper into the highlighted issues.

All data and maps in this note are from CAS.

Major road safety issues *
Auckland City
Alcohol
Intersections
Crashes at night
Pedestrian crashes
Motorcycle crashes
National priorities from Road Safety 2020—Safer Journeys
Speed
Alcohol / Drugs
Young Drivers
Roads and Roadsides
Motorcyclists

* not in any specific order of importance

2009 road trauma	
Casualties	**Auckland City**
Deaths	9
Serious casualties	128
Minor casualties	949
Crashes	**Auckland City**
Fatal crashes	8
Serious injury crashes	116
Minor injury crashes	761
Non-injury crashes	2829

Image 2: *First page of the report for the City of Auckland for 2005 – 2009*

2. Measure performance by setting performance indicators and road safety targets.

Performance Indicators

- Performance indicators help monitor road safety performance. They give the road authority an opportunity to address road safety issues without having to wait until final outcomes in terms of fatalities and serious injuries are measured[3].
- Within a safe system approach there is a need to switch from injury based data (final outcomes) to performance data (intermediate outcomes)[4].
- At the local level, rather than wait for long term outcome measures such as numbers of fatalities and serious injuries, it may be more relevant to evaluate performance by measuring performance indicators such as:
    - ✓ Reductions in crashes for specific road user groups
    - ✓ Reductions in crashes for specific crash types
    - ✓ Changes in travel speeds and other behaviours such as drink driving and wearing seatbelts
    - ✓ Changes in community attitudes, awareness or knowledge

Road Safety Targets

- Road safety targets relate to specific goals to be met within a set timeframe[5]. The setting of measurable road safety targets is shown to produce better improvements in road safety[4].

[3] Hakkert, A.S and V. Gitelman (Eds) (2007) Road Safety Performance Indicators: Manual. Deliverable D3.8 of the EU FP6 project SafetyNet.
[4] OECD and International Transport Forum. 2008. *Towards Zero: Ambitious road safety targets and safe system approach.* Paris, France
[5] Austroads. 2006. *Guide to Road Safety. Part 2: Road Safety Strategy and Evaluation.* Sydney, Australia.

Plan

- Set road safety targets and performance indicators at the planning stage of all road safety projects.
- Targets should be established after an examination and analysis of available data sources (including community consultation) and the Local Government's priorities.
- The most commonly used target is a reduction in the number of fatalities or serious injuries (often expressed as a percentage) by the end of a certain time period (i.e. the strategy period).
- There can be problems when using fatalities as a target at the regional or local level. This is because the numbers of fatalities can be very low which can cause statistical variation over time.
- Use the "**SMARTER"** tool to make your targets: **S**pecific; **M**easurable; **A**chievable; **R**elevant; **T**ime-bound; **E**xtending; and **R**ecorded (see tool section on page 13 for more details).
- Intermediate targets can also be set to measure behavioural and attitudinal changes.

Implement

- Monitor the target and performance indicators that have been set through data collection methods such as surveys, and data sources such as road crash statistics.
- Analyse the data gathered to evaluate the project or countermeasures performance.

Evaluate

- Road safety targets and performance indicators collected and analysed.
- Evaluation of the performance of the road safety intervention/project/countermeasure measured and a report is written on the findings.
- Disseminate the findings so that other Local Governments may learn from your experiences – whether positive or not.

Case Study

Towards Zero - WA's Road Safety Strategy 2008 – 2020.

Endorsed by the WA State Government in 2009, it sets out a number of targets and performance indicators that give direction for road safety in Western Australia for the next 12 years.

Plan

Towards Zero used evidence-based research and data to investigate what worked and what was best suited to meet WA's unique environment and challenges. MUARC – Australia's largest injury prevention research organisation provided much of the research that went into this strategy.

The community was invited to be involved through a range of consultation opportunities such as surveys and community forums.

Image 3: Cover of *Towards Zero – WA's Road Safety Strategy 2008 - 2020*

Towards Zero incorporates the safe system, which aims to improve road safety through four cornerstones: safe road use; safe vehicles; safe roads and roadsides; and safe speeds.

Implement

A number of performance indicators under each of the cornerstones have been included in *Towards Zero.*

SAFE ROADS AND ROADSIDES INITIATIVES

	GOVERNMENT (local, state and federal)	CORPORATE/INDUSTRY	COMMUNITY
All of WA	Enhanced Black Spot (including national, state and local roads) and Safer Roads programs Construct traffic calming to protect pedestrians and additional shared paths Communicate the benefits of safer roads and roadsides	Encourage employees to take safer routes to work Report unsafe roads to the relevant local government or Main Roads WA Advocate to local, state and federal governments for more funding for safe roads Get involved in local initiatives to make roads and roadsides safer	Choose the safest route available Report unsafe roads to the relevant local government authority or Main Roads WA Advocate for more funding for safe roads through lobbying local members of Parliament Get involved in local initiatives to make roads and roadsides safer
Metro Specific Programs	Safe System intersection transformations (roundabouts, bridges, fully controlled right turn signals, red light and speed cameras) Develop new barriers for urban applications (around narrow rigid objects such as trees and alfresco dining areas)		
Regional Specific Programs	Measures to prevent run-off-road crashes (barriers, audible edge lining, wide shoulders) Safe System improvements of strategic routes from metropolitan area and around regional centres Separation of pedestrians from traffic		
Remote Specific Programs	Measures to prevent run-off-road crashes (barriers, audible edge lining, wide shoulders) Safe System improvements of strategic routes around remote centres Research into 'Intelligent Transport System' elements such as intersection collision detection systems Separation of pedestrians from traffic in remote areas Lighting and path definition around Indigenous communities		

PERFORMANCE INDICATORS

- Number of people killed or seriously injured in crashes according to crash type (i.e. run-off-road, intersection, head-on, other).
- Number of priority metropolitan intersections that have been treated with Safe System improvements.
- Number of kilometres of high volume regional and remote routes that have been treated with safe system improvements.

Additional performance measures will be developed as we report on progress.

Image 4: Safe roads and roadsides initiative taken from the *Towards Zero* – WA's Road Safety Strategy 2008-2020 included with this kit

3. Initiate and report on pilot projects.

Once a particular road safety issue has been identified it is beneficial in the first instance to research and explore this issue to see if it has already been addressed successfully and/or unsuccessfully by another Local Government or similar organisation. Investigate projects Australia wide and internationally.

As the safe system approach is relatively new to Local Governments across Australia there may be a paucity of information available on projects that have been implemented, evaluated and reported on. If this is the case, conducting your own well designed demonstration or pilot project may contribute to road safety research.

Plan

Research the following to gather information about demonstration and pilot projects that address the road safety issue:

- World Wide Web,
- road safety research organisations – i.e. ARRB, Austroads, C-MUARC,
- seminars, workshops, conferences or webinars,
- professional organisation such as IPWEA or EA

If there is no information available design your own demonstration or pilot project, remembering to set targets and performance indicators so that the project can be evaluated and reported upon (even if it's proven not to be successful).

Investigate funding opportunities or partnerships for demonstration projects through Government and non-Government funding programs, road safety research organisations and professional bodies.

Implement

- List the best countermeasures to suit your Local Government's situation and available resources.
- Choose the best option to address the road safety issue based on the research.
- Implement the project and gather data so that the project's performance can be monitored and to see if targets have been achieved.

Plan

- Road safety targets and performance indicators collected and analysed.
- Evaluation of the performance of the road safety intervention/project/countermeasure measured and a report is written on the findings.
- Disseminate the findings so that other Local Governments may learn from your experiences – whether positive or not.

Recommended Reading

- Austroads. 2006. *Guide to Road Safety. Part 2: Road Safety Strategy and Evaluation.* Sydney, Australia
- European Transport Safety Council. 2003. *Assessing risk and setting targets in transport safety programmes.* Brussels.
- Hakkert, A.S and V. Gitelman (Eds) (2007) *Road Safety Performance Indicators: Manual.* Deliverable D3.8 of the EU FP6 project SafetyNet.
- Road Safety Engineering Toolkit available online at: www.engtoolkit.com.au
- New Zealand Transport Agency, research and crash reports: road safety data or road safety issues. Available from the NZTA website: www.nzta.govt.nz
- U.S. Department of Transportation Federal Highway Administration. 2008. *Desktop Reference for Crash Reduction Factors*. Available online at: www.safety.fhwa.dot.gov/tools/crf/resources#cmfc.

TOOL: Setting SMARTER road safety targets and performance indicators[6]

- **Specific:** use specific rather than generalised language to clearly state the issue, the target group and the time and place of the program.

- **Measurable:** be clear about what will be changed and by how much. Setting this clearly at the start makes it easier to evaluate.

- **Achievable:** be realistic about what the intervention can achieve in terms of the scale/scope of what is being done, the time and resources available.

- **Relevant:** targets need to relate to and be outcome relevant. Targets and performance indicators are the building blocks/steps toward meeting the outcome.

- **Time Specific:** be clear about the timeframe in which the program/activities (as well as expected changes) will take place.

- **Extending:** targets should be challenging but not unachievable.

- **Recorded:** details about the targets and performance indicators should be clearly recorded and documented for future reference.

[6] Austroads, 2006, Guide to Road Safety part 2: Road Safety Strategy and Evaluation, Austroads, Sydney.

MORE INFORMATION - Road safety data sources for WA Local Governments

i) Office of Road Safety

Website: http://www.ors.wa.gov.au

The Office of Road Safety website has detailed statistics that can be accessed by organisations concerned about road safety to use to develop strategies for reducing road trauma and to measure changes over time. Much of the information is not designed to be read as a whole; instead the information from individual sections can be used as needed. Crash data for WA regional areas can be found on this website.

The website has the following road crash statistics available:

- Annual crash statistics
- 10 year crash statistics
- Community attitudes and awareness
- Road safety research

ii) Curtin Monash Accident Research Centre (C-MARC)

Website: www.c-marc.curtin.edu.au/

C-MARC was established to identify and analyse the latest local, national and international research and practices in transport and other accident safety. C-MARC researches key road safety problems in Western Australia, to assist in the implementation of *Towards Zero* and to contribute to the reduction in deaths and serious injuries.

iii). Crash Analysis Reporting System (CARS)

Website:
http://www.mainroads.wa.gov.au/UNDERSTANDINGROADS/ROADSAFETY/CRASHINCIDENTMANAGEMENT/Pages/crashtool.aspx

Crash Analysis Reporting System (CARS) is software in use throughout Western Australia for the analysis of reported road crashes. It is available to Western Australian and Local Government road asset managers and also to consultants engaged to complete work on behalf of these agencies. Main Roads WA manages the software. Users of the software need to gain access to the software through an application process.

iv. Austroads

Website: www.austroads.com.au

Austroads is the association of Australian and New Zealand road transport and traffic authorities. It provides technical information, research and advice to the Australian and New Zealand transport sectors. The Austroads website has a large amount of information and research regarding road safety on local roads.

v. ARRB Group

Website: www.arrb.com.au

ARRB Group provides advice to road authorities regarding technical input and solutions. It has developed a number of resources that examine road and transport issues affecting Australian roads. ARRB also provide the following:

- conduct multi-disciplinary programs of research on national priorities for Austroads,
- consulting services for members and the industry,
- a hub for road industry knowledge and experience which provides certainty and reliability in information,
- expands knowledge sharing and transfer activities to meet industry needs,
- assists in the promotion and development of innovative technology and systems

ARRB have also developed an engineering toolkit. The Road Safety Engineering Toolkit is an on-line tool for road engineering practitioners in state and Local Governments. It gives details on best-practice, low cost, road and roadside environment countermeasures to achieve a reduction in road trauma.

The toolkit can be accessed at: http://www.engtoolkit.com.au

vi. Road Research Register

Website: http://www.roadresearch.com.au/

The Road Research Register is a joint register which has over 1200 records of current and completed research activities. Much of the information on the Register has been obtained from Australasian Federal, State and Territory road authorities.

The Road Research Register was developed by ARRB Group as an Austroads project in 2007-2008, and officially launched in July 2009 along with the Austroads Guide. The ARRB Group continues to maintain the Register.

vii. Other sources

- **ROMAN**
  www.roman2.com.au

- **iRap toolkit**
  http://toolkit.irap.org/

- **AusRAP – star rate your roads**
  http://www.ausrap.org/ausrap/saferroads/

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Local Government fosters shared responsibility, internally and in external partnerships, for the implementation of the safe system approach

About this section

Within a safe system everyone takes an individual and shared role in road safety. Road users remain responsible for complying with all road rules, such as speed limits and wearing seat belts. System designers, including Local Governments, are responsible for planning, designing and influencing the operation of a safe system[1].

The purpose of this section is to discuss how shared responsibility supports the implementation of the safe system approach.

Key points

- We all share in the responsibility of road safety by mobilising the implementation of the safe system approach.
- Strong and sustained cooperation for road safety mobilises resources.
- Shared responsibility is essential among stakeholders to continue an exchange of knowledge and expertise.

Why should Local Governments foster shared responsibility for the implementation of the safe system approach?

Local Governments are included in the shared responsibility ethos due to their responsibility as road authorities, planning authorities, as employers and fleet operator, and as community leaders[2]. In order to ensure the safe system approach is sustainable among key road safety agencies, acknowledgement of this shared role is important.

Local Governments and other partners can work collaboratively to achieve the desired road safety outcomes. By consulting and collaborating with other Local Governments, community leaders, government agencies, public and private organisations, professional bodies, user-groups and the local community, Local Governments emphasise the importance of the shared responsibility ethos to deliver positive road safety outcomes.

[1] WALGA 2011, *Safe System Guiding Principles for Local Government*
[2] Austroads 2006, Guide to Road Safety part 2: Road Safety Strategy and Evaluation

Individual road users remain responsible for complying with traffic laws and behaving safely, however system designers and planners can share in the responsibility to reduce road trauma by designing and building a road environment that caters for those times when we, as humans, make mistakes while driving, riding, walking and cycling.

Greater influence over the safety of the road transport system is achieved by gaining support through the shared responsibility from partnerships. In turn, once support is gained by the key road safety partners, community expectations are increased and so is the ambition of positive road safety performance. Essentially, mobilising partnerships and community expectations are required to achieve desired road safety targets[3].

Shared responsibility assists in the knowledge transfer process. When all road safety partners are working together towards a shared vision, the evidence-base is strengthened which in turn will enhance road safety performance.

[3] Transport Research Centre 2008, *Towards Zero: Ambitious Road Safety Targets and the Safe System Approach*

How do Local Governments foster shared responsibility for the implementation of the safe system approach?

1. Share the responsibility of road safety internally.

The shared responsibility for road safety can be addressed across most business units within Local Governments. The information below outlines suggested actions for specific business units.

Community development -	Establish a RoadWise Committee. Promote local media coverage. Address local road safety issues. Engage the community.
Engineering, works & services -	Maintain, upgrade and install safe roads and roadsides. Undertake road safety audits. Apply for Black Spot funding. Establish a safe system committee.
Executives -	Champion the adoption of the safe system approach. Progress a holistic view of the safe system approach across the organisation.
Elected Members -	Endorse plans, policies, procedures and budgets that encourage the implementation of the safe system. Act on behalf of the community by expressing concern on local road safety issues.
Human resources -	Develop and implement an induction process that includes the safe system principles.
Occupational health and safety -	Integrate fleet safety policies and incorporate safe driving policies into the OHS framework.

Parks and gardens -	Ensure street planting does not impede on driver sight lines or safe roadsides.
Planning and development -	Incorporate the safe system approach into planning and development processes. Ensure the safe system has been considered at the design phase.
Purchasing -	Adopt ANCAP four or five star safety rated vehicles within the purchasing policy for all fleet vehicles.
Risk and insurance -	Develop risk management systems to investigate crashes involving fleet vehicles. Include compliance requirement of a fleet safety policy as a condition of contract.

2. Develop and foster external partnerships.

Plan

- Examine the various organisations and individuals who currently have well established relationships with the Local Government.
- Look at the agencies or individuals who would provide assistance to the Local Government in the area of road safety.
- Essentially, identify the gaps in the external partnerships with relevant road safety organisations.

Implement

- Contact the identified organisation or individual to arrange an initial meeting, ensure the meeting has a clear purpose and direction.
- Maintain regular contact with the organisation or individual through formal and informal communication methods.
- Ensure the relationship is sustainable by having a number of Local Government employees and Elected Members liaise with a number of people from the other organisation or individual.
- Provide feedback and successes to the organisation or individual, particularly those actions they were involved in.

Evaluate

- A cross organisation approach ensures planned activities are considered across the community, region and state of Western Australia.
- A shared responsibility approach coordinates the implementation of *Towards Zero* and provides greater opportunities for success and sustainability.
- The inclusion of the safe system approach across communities, regions and the state of Western Australia strengthens WA's commitment to the *Towards Zero* vision.

Case Study

Local Government speed data sharing with WA Police.

Plan

- Local Government to regularly monitor the speed data collected on their local road network.
- Local Government to use the template developed to communicate their speed data to the WA Police.
- Local Government to establish a regular reporting process of their speed data to WA Police.
- Local Government to communicate any "hot spots" to WA Police as soon as they have been identified.

Implement

- Local Government to regularly communicate their speed data to WA Police in a consistent format.
- Local Government to communicate speed "hot spots" to WA Police in order to improve targeted enforcement.
- WA Police to inform Local Government of the outcomes based on the shared speed data.
- Local Government to monitor their identified "hot spots" to note any speeding behaviour changes based on the targeted enforcement undertaken by WA Police.

Evaluate

- Improved communication regarding speed issues on local roads between Local Governments and WA Police.
- Consistent and regular speed data sharing with WA Police for local roads.
- Better monitoring and targeted enforcement being conducted on the local road network.
- Expected lower travel speeds on local roads due to the improved speed data sharing.

Case Study

Fostering shared responsibility among the community via RoadWise committees.

WALGA's RoadWise Program supports local road safety committees and the state-wide network of groups and individuals with an interest in road safety.

Plan

- Identify key champions in the community and within the Local Government, either employees or Elected Members.
- Draft a terms of reference for the committee to work from and outline key tasks, procedures and activities.
- Provide education and information about the safe system approach, *Towards Zero* and local road safety issues.
- Provide opportunities for new individuals to come onto the committee.

Implement

- RoadWise committees address road safety issues at a local community level.
- RoadWise committees are supported by the involvement from various organisations and individual volunteers.
- The committee provides a regular forum where local issues can be discussed and a network of people develop and deliver community based strategies.

Evaluate

- Through the RoadWise committees local coordination of road safety efforts are enhanced.
- RoadWise committees aim to support *Towards Zero* and are guided by individual committee action plans.
- Local RoadWise committees work to increase community awareness and understanding of *Towards Zero* and the safe system approach.

Recommended Reading

- Road Safety Council, 2009, *Towards Zero – WA's Road Safety Strategy 2008-2020*, Government of Western Australia, Perth. http://ors.wa.gov.au/Towards-Zero.aspx

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