



**Building Capacity to Deliver a Safe Road Transport System
in Western Australia**

**Road Safety Council Recommendations to Ensure Capacity to
Implement Towards Zero**

July 2011

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Introduction

In response to an unacceptable level of road trauma in Western Australia, the Government has adopted Towards Zero, an ambitious strategy to reduce trauma by 40 per cent by 2020.

To ensure that WA has the capability to effectively implement such an ambitious strategy the Road Safety Council commissioned a review of the road safety management capacity in WA.

Road safety management capacity is defined as our readiness and capability to implement the necessary actions in an effective, efficient and timely manner and achieve the changes in policy, standards and practice required to create a safe road transport system.

During the period of this review, the Government announced that from 1 July 2012, all revenue from speed and red light camera infringements would be allocated to road safety initiatives which from current estimates will provide an additional \$50m per year.

While this is a major step forward, Towards Zero estimates that an additional \$200m per year for 12 years is required to implement the safe system changes. This review therefore recommends further work to define and source the additional resources.

While new resources are required to achieve a “kick start” or “step down” in road trauma this review also identifies the critical importance of ensuring that changes in thinking, policy, standards and practice are applied to the existing resources used by the primary road safety agencies to ensure they contribute to best practice in creating a safe system for all road users.

With high expectations and increased resources it is vital that governance, accountability and performance frameworks are strengthened. Changes will not be possible without ensuring that the road safety professionals have the necessary knowledge, training and expertise.

The Road Safety Problem in Western Australia

Having pursued road safety improvement strongly over the past two decades through a series of strategic plans and evidence based actions Western Australia has made significant progress in reducing per capita death rates resulting from road crashes.

However, the results being achieved indicate that there is still some way to go if people using WA roads are to experience the same level of safety as people using roads in the majority of Australian States and overseas.

The rate of improvement lags behind average trends in Australia and internationally. While WA had the second best performance in Australia in the 1990's it now has the worst road safety record of any Australian State. The road death rate across WA in 2010 was 8.4 people killed per 100,000 of population which is about twice that of the global leaders.

There is a great divide between metropolitan and regional WA. On rural roads the very high annual rate of 21 people killed per 100,000 population is more than 4 times worse than that of the metropolitan area and compares to performance achieved in low-income countries in the Asia-Pacific region and countries such as Thailand and Uganda.

These results are clearly unacceptable and require a strong evidence based response by Government on behalf of the WA community.

The Response- Creating a Safe System through Towards Zero

In March 2009 the WA Government endorsed the Towards Zero road safety strategy which had been recommended by the Road Safety Council following a review of evidence, best practice and extensive community and stakeholder consultation.

Towards Zero, is a bold and ambitious, world class strategy with bipartisan support that aims to reduce the number of people killed or seriously injured on WA roads by 40 per cent by 2020, a saving of over 11,000 people from serious trauma. This requires an additional \$200m per year for the 12 year life of Towards Zero to progressively upgrade urban intersections and rural road sides to a safe system standard, enhance enforcement of drink-driving and speeding and community education and improve governance and accountability.

If fully implemented the results from Towards Zero would bring WA into line with the best performing Australian States by 2020. A 60 per cent improvement would see WA approach the best performing countries overseas in road safety.

Towards Zero heralds a fundamental shift in the way we go about road safety improvement that differs substantially from the typical targeted approaches of the past.

Towards Zero aims to reduce road trauma substantially by creating a safe road system that provides more protection. It adopts the principles of a 'fail safe' system.

Building upon past approaches, the safe system expects people to use the roads with due care and attention and it expects greater levels of compliance with key safety rules (such as speed limits, driving unimpaired by alcohol and other drugs and the appropriate use of safety equipment such as seatbelts and child restraints) through enhanced enforcement, education and greater use of technology.

The safe system goes beyond a focus on improving behaviour to build greater forgiveness for human errors into the design of roads, vehicles and travel speeds to help avoid crashes in the first place, or when they still occur, to reduce the likelihood of serious harm. To be effective, the elements of the system (travel speed, the vehicle and the road and roadside) combine to offer sufficient protection to transform a potentially fatal crash into one that is survivable without serious injury supported by good medical recovery and treatment.

The safe system requires significant changes to be made. This requires our planners, our road designers, builders and operators, our Police and our educators to think and act differently and to go beyond usual practice and current standards to build greater inherent safety into our road transport system.

Why do a Capacity Review?

An ambitious and world class strategy for improvement will not be successful in achieving results unless it is implemented effectively and fully in a timely manner.

A capacity review examines our readiness or capability to be able to effectively implement the ambitious set of road safety actions and changes to existing practice required to build a safe system to substantially reduce road trauma.

Our capacity to create a safe system is dependent on governmental leadership, increased and sustained investment and changes to policy, standards and practice and acceptance of shared responsibility for road safety. Our road safety professionals must have skills and knowledge developed to the highest possible degree, including a capacity to engage with other sectors and the wider community.

A focus on achieving results requires ownership and accountability not just in the lead agency, but equally in key partner agencies. This means a requirement for challenging but achievable interim targets and performance indicators.

To ensure that Western Australia has the necessary capacity to launch the implementation of *Towards Zero* and to realise ambitious results, the Road Safety Council commissioned a team of international experts in 2010 to conduct a road safety management capacity review using a 'state of the art' road safety management assessment framework developed and used by the World Bank (see figure). It is built upon global good practice and has been adopted by both the International Transport Forum and the Organisation for Economic Co-operation and Development (OECD).

The Capacity Review Team made over 90 wide ranging recommendations based on this road safety management framework. In response, the Road Safety Council established a working party to analyse the Report and to prepare recommendations for Government.

The recommendations in this report were endorsed by the Road Safety Council at its July 2011 meeting.

Findings of the Road Safety Management Capacity Review

The review of road safety capacity in WA involved extensive consultation with nearly 100 key leaders and stakeholders in Western Australia within Government, across the professions and amongst organisations.

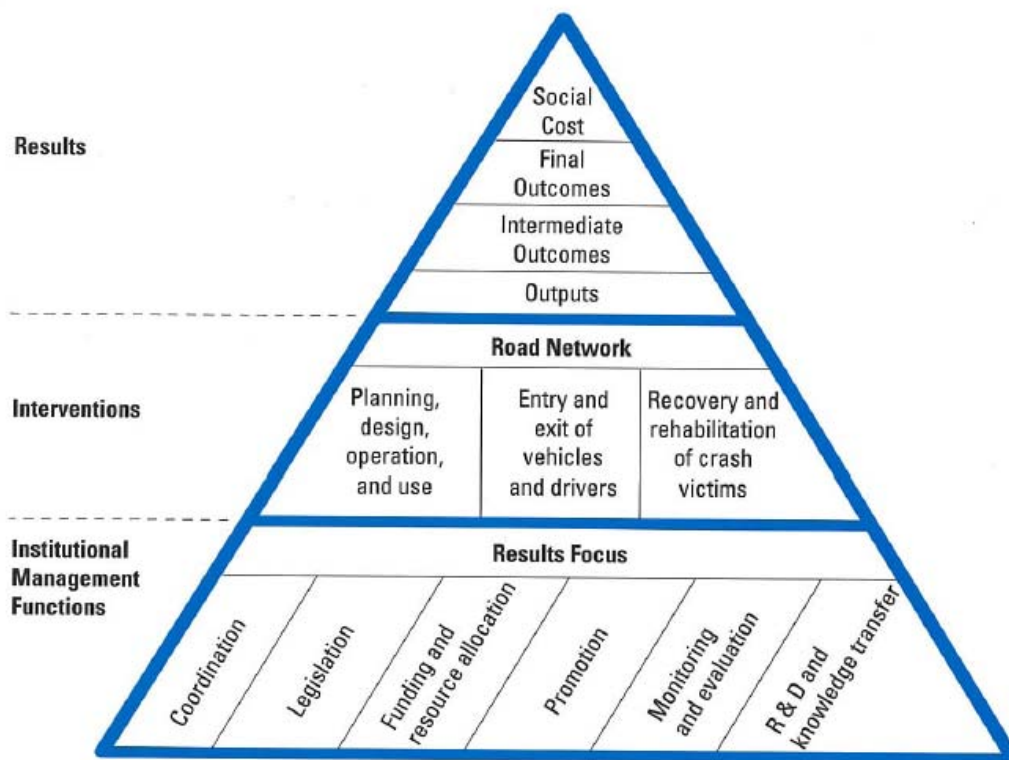
At a workshop on 20 August 2010, the project team discussed its preliminary findings and worked with stakeholders to develop a consensus view of the strengths and weaknesses of the current system and the actions required to enhance road safety management in WA.

The workshop was attended by the Minister for Road Safety, the Opposition Spokesperson for Road Safety, the Director General for Transport, the Managing Director for Main Roads, the Assistant Commissioner for Police, the Independent

Chair of the Road Safety Council, Road Safety Council members and senior leaders from Government, community and companies.

At the time it was conducted, the review in Western Australia was the second of its type in the World, Sweden having been the first.

Road Safety Management System:



Source: Bliss and Breen, building on the frameworks of Land Transport Safety Authority, 2000; Wegman, 2001; Koornstra et al, 2002; Bliss, 2004.

The authors congratulated Western Australia for having the foresight to take stock of where it currently sits and assess what it needs to do to be able to implement Towards Zero and achieve its ambitious road safety goal.

The Capacity Review found that Western Australia's road safety management system is in an evolved phase of development when compared globally. The review noted that Western Australia's road safety management system comprises many elements of international best practice. No jurisdiction anywhere in the world today is described as implementing world's best practice across all the dimensions of its road safety management system.

The independent review of road safety management in Western Australia was carried out in a systematic way which took into account all elements of the system that operates to implement road safety improvements.

Activity was reviewed across best practice road safety management dimensions using systematic checklists used by the World Bank when making investment decisions in road safety funding and recommended by the OECD.

The Road Safety Management System

It is crucial to have a focus on results if improved road safety outcomes are to be delivered (refer to the top of the pyramid in figure 1). The road safety management system focuses on delivery of **results** by linking what we are all doing (outputs) to what we are all trying to achieve (outcomes).

The outputs and their road safety outcomes must be measurable and clearly the product of efforts by government and non-government agencies, the corporate sector and the general community to implement new **interventions** and improve the performance of existing ones.

Underlying the capacity to better deliver interventions are the **institutional management functions** which are primarily the responsibility of government, albeit sometimes in partnership with other significant players in the development of infrastructure such as large corporate organisations.

The seven institutional management functions represent the production capacity for road safety interventions and recognises that safety is produced in a manner similar to other goods and services. To implement successful interventions that deliver results requires underlying infrastructure and management systems including the often neglected issues of institutional ownership and accountability for achieving outputs.

Summary of the Findings from the Road Safety Capacity Review

In summary the Capacity Review found that Western Australia's road safety management system is in an advanced phase of development when compared globally.

However given the current level of road safety performance in Western Australia, the ambitious road trauma reduction aims of Towards Zero and the magnitude of changes required to implement the safe system, the international review team made 91 recommendations to strengthen the WA road safety management system.

These high priority areas identified for strengthening include:

1. The urgent need for a booster package of additional resources to kick start the implementation of Towards Zero and achieve early gains in trauma reduction.
2. The formal adoption as an interim target of the 40 per cent reduction in the number of people killed and seriously injured in the Towards Zero Strategy.
3. Strengthening governance and accountability to ensure a focus on achieving outcomes through intervention outputs and clear lines of accountability and performance reporting by the various contributing agencies.
4. Increased and predictable funding mechanisms to deliver the additional investment required to implement the priorities of Towards Zero, to ensure more effective use of new and current resources.
5. New capacity for enhancements to the priority intervention areas of:

- a. enforcement, particularly in the general deterrence of drink driving and speeding;
 - b. road and roadside engineering, particularly in relation to the use of safe system treatments for urban intersections and the roadsides of priority rural roads; and
 - c. education, particularly to engage the community in relation to the aims and priorities of *Towards Zero* to build a more protective safe system.
6. Enhanced training and development opportunities for the key professions (e.g. planners, designers, engineers, road network operators) implementing the safe system changes;
 7. The use of demonstration projects to transfer knowledge about safe system applications to the professions and the community.
 8. Improvements to the coordination and use of road safety performance data and legislation.

The Road Safety Council acknowledges the work of the independent Capacity Review of road safety management in Western Australia in analysing our road safety management systems and identifying the areas that it believes need strengthening according to the international quality benchmarks which are critical to the successful implementation of *Towards Zero* and the shift to the safe system in Western Australia.

The Council has identified high priority actions recommended for initial attention by Government in this report.

In summary, the recommendations have a dual priority emphasis on:

1. Changing thinking, policy, standards and practice in the use of existing resources to focus on achieving results through the implementation of the safe system; and
2. Provide the necessary additional level of funds to provide an initial “kick start” to achieve a step down in trauma and to provide a sustainable, increased level of funding of about \$200m per year for the life of *Towards Zero*. This will enable us to make the safe system transformation of urban intersections and regional roads and to enhance enforcement and education to achieve a sustained reduction in road trauma by creating an inherently safe road transport system.

These changes and the additional resources must be accompanied with a results focused performance framework with enhanced monitoring, reporting and accountability.

While this report by the Road Safety Council makes a limited number of high priority recommendations, the Capacity Review makes a range of further recommendations which could contribute to improved capacity for delivering positive road safety outcomes but which require further analysis by the responsible agencies.

Road Safety Council Recommendations to Build Capacity for Successful Implementation

Recommendation- 1:

That the WA Government provide a road safety booster package requiring new resources to “Kick-Start” a step down reduction in road trauma to realize quicker and larger gains.

Comment:

There is an urgent need for a one-off, injection or booster package of resources to enhance enforcement and road engineering improvements to achieve quicker and larger reductions in road trauma.

Consistent with the priorities of Towards Zero, the ‘booster’ should include additional resources to enhance interventions above current levels in the areas of-

- general deterrence enforcement strategies to reduce drink-driving and speeding;
- safe system consistent improvements to reduce run-off road crashes on regional roads and to reduce multi-vehicle crashes at urban intersections implemented on a safety priority basis; and
- enhanced road safety community education and engagement.

Recommendation- 2:

That the WA Government Adopt a 40 per cent Trauma Reduction Target for Towards Zero and Report Progress Annually.

Comment:

International best practice shows that most leading road safety countries set targets for improvement typically in the range of 20 to 50 per cent reductions in deaths over periods of five to 10 years. Some countries set similar levels of reduction for serious injuries, some set lower targets, and some do not set any due to the difficulty of measuring serious injuries.

Experience shows that countries that set targets achieve more than those that do not and countries that set more ambitious targets achieve more than those that are more guarded in their expectations.

Monash University has recommended that a reduction of 40 per cent in the number of people killed and seriously injured on WA roads by 2020 is ambitious and achievable with enhanced implementation in the recommended priority areas.

At the time of endorsement by Government, Towards Zero was adopted as the direction for road safety without a specific commitment to a reduction target.

While it is widely understood and quoted, a formal commitment to the 40 per cent reduction target by Government would help drive the business case for change and additional resources within the core implementing agencies.

The National Road Safety Strategy has set a reduction target of at least a 30 per cent reduction in road deaths by 2020.

The achievement of a greater 40 per cent reduction in Western Australia would close the gap with the other States bringing Western Australia closer to the Australian average road death rate by 2020.

Annual reporting of progress towards the target will be essential for public engagement and accountability.

Recommendation-3:

That the WA Government implement a results focused safety performance framework to improve accountability and to monitor progress

- 3.1: That the road safety performance framework include a small set of high level road safety specific indicators for key agencies, which form part of the performance contracts of their CEO's, relevant to the responsibilities of the agency and their contribution to the safe system.**
- 3.2: That the WA Local Government Association considers with local governments the adoption of a local government road safety performance framework to monitor progress with reducing road trauma on local roads.**
- 3.3: That road safety indicators be monitored by the Road Safety Council, respective CEO's and their Ministers, the Ministerial Council on Road Safety, Cabinet and be reported to the WA Parliament annually.**
- 3.4: That the roles and responsibilities of the Office of Road Safety and the key agencies in coordinating, communicating and implementing Towards Zero be clearly identified and articulated through memoranda of understanding, annual performance agreements and policy documents.**
- 3.5: That a dedicated, safety performance data unit be established within the Office of Road Safety for data collection, analysis and reporting of progress against performance indicators.**

Comment:

A high level set of safety indicators at State level will enable trends to be monitored and where achievement of results is falling behind the desired level will provide indications of where further action is required.

In addition to the responsibilities of State Government agencies for aspects of the road network, Local Governments collectively have responsibility for about 70 per cent of the Western Australian road network. An agreed safety performance framework that

could monitor progress with reducing trauma on the local road network would make a significant contribution to improving road safety in WA.

Where road safety indicators already exist within agencies and CEO contracts they should be reviewed to ensure they are consistent with the relevant aspects of the safe system for which the CEO and their agency is resourced and carries responsibility for implementing.

Reporting objective indicators annually to Parliament should become the major focus of the existing Annual Review of Road Safety tabled in Parliament by the Road Safety Minister. It is consistent with Government expectations that governance and accountability should be enhanced following the announcement of the move towards 100 per cent allocation of speed and red light camera infringement revenue to the Road Trauma Trust Account.

These additional accountability and reporting requirements will also meet WA's obligations under the National Road Safety Strategy.

The Capacity Review team identified that these enhancements will require some greater analytical capacity and additional FTE resource in the Office of Road Safety for coordination, data collection, analysis and report writing.

While the role and function of the Road Safety Council overall is clearly defined in legislation, the role and function of the Office of Road Safety and the other agencies implementing Towards Zero will be greatly clarified and enhanced through memoranda of understanding, performance agreements and policy documents.

The establishment of a road safety CEO's group will add senior leadership and continuity to monitor progress and lead implementation within and across the key agencies responsible for Towards Zero in support of Ministers at the Ministerial Council on Road Safety.

Recommendation- 4:

That the WA Government provide enhanced and sustained investment funding of \$200m annually to fully implement the Towards Zero priorities of safe system road improvements and enhancements to enforcement and education.

Comment:

Towards Zero recommends an increase of approximately \$200m per year (for the 12 year life of the strategy) in new resources to enable full implementation of the strategy and to achieve the projected reductions in road trauma. This includes new funds for safe system transformation and treatment of urban intersections and priority regional roads and roadsides and enhanced speed and drink driving enforcement measures.

The recent announcement by the Premier and the Minister for Road Safety to progressively increase to 100 per cent the proportion of speed and red light camera infringements hypothecated to the Road Trauma Trust Account for road safety initiatives is a welcome move by the Government. But as this level of funding is expected to remain well below that required to even implement half of the objectives of Towards Zero, further new funding sources are required.

Recommendation- 5:

Encourage and support the changes in thinking and practice required to implement the safe system through demonstration projects, best practice interventions, policy, standards, auditing, data, research and training across all road safety professions.

- 5.1: That the WA Government support and encourage safe system demonstration projects that showcase good practice to be developed and promoted.**
- 5.2: That road authorities and professional bodies implement safe policy, strategy, standards, best practice and auditing to support implementation of the safe system.**
- 5.3: That WA road authorities initiate and influence changes to relevant standards governing road network planning, design, costing, build, operation, auditing and maintenance to support the implementation of a safe system**
- 5.4: That the Road Safety Council develops a formal program for safe system research and development and training specifically focused on supporting knowledge transfer for implementation of the safe system.**
- 5.5: That the Road Safety Council develop short in-service *safe system* courses relevant to the work of every key agency to transfer knowledge on *safe system* principles and their successful application in WA, based on national and international learning from the implementation of similar initiatives in NSW, Queensland and Victoria. .**
- 5.6: That the Road Safety Council undertake a major engagement and education effort with leaders in senior management and politics to embed safe system principles in organisational aspiration, policy, standards and practice.**

Comment:

There is a clear and urgent need for in-service training, technical guidance and rapid knowledge transfer on safe system principles, and their practical adoption into standards and practice.

The transition to a safe road system will be led by changes in policy, strategy and guidelines in organisations particularly road authorities. Pilot and demonstration projects backed by research, development and evaluation will be particularly important to generating knowledge about implementation under local conditions and transfer of best practice for wider adoption.

Main Roads WA and some Local Governments have begun to implement safe system changes to major road projects and retro-fit treatments. This is to be encouraged and

expanded. The recent presentation of a self explaining roads project in Auckland is a good example for consideration of trial for local streets.

More effective standards that exceed minimum requirements will diffuse to become widespread practice. As training and knowledge sharing spread, there will be an enhanced capacity for road safety auditing and implementation across the professions.

There are some indications that this process has begun, but this needs to be escalated at the professional level in State and local government as well as the high strategic level of decision making in senior management and political levels.

5.7: That best practice guidelines for drink driving enforcement be reviewed and developed with WA Police, incorporating an evidence-based position on the optimal mix of both general deterrence and detection strategies into operations, policy and training.

5.8: That the WA Government provide WA Police with the capacity to fully implement the best practice speed enforcement recommendations made by MUARC (the Professor Max Cameron Report).

Comment:

The WA Police are to be commended for their continued efforts in the front line of road safety. Community behaviour and attitudes towards drink driving, speeding and the use of seatbelts have improved and enforcement has made a substantial contribution to the community in this regard.

However, despite the gains made and the efforts of Police, approximately 25-30 per cent of all fatal crashes still involve either singly or in combination involve alcohol in excess of the legal limit, speeding or not wearing a restraint. Emerging behavioural challenges for safety include but are not limited to the use of other drugs and distracted driving.

The effectiveness of enforcement depends very much on “any where any time” through the right balance of general deterrence enforcement to deter unsafe behaviour in the population overall and specific deterrence enforcement to detect and prosecute those people who violate traffic laws placing themselves and others at increased risk. Enforcement efforts must be supported with community education campaigns to publicise the risk of the behaviour and to remind the public about the likelihood of getting caught.

Behavioural interventions such as enforcement and education in the safe system must be maintained and enhanced in their level of intensity because as soon as there is any real or perceived lessening or change in enforcement, behaviour changes for the worse. Enforcement and education must also continually evolve to respond to changing patterns of behaviour in the community and to guard against community complacency if they begin to view enforcement as predictable.

Recently WA Police have made a generational change in modernising and enhancing speed camera operations and infringement management and processing. This is the single biggest generational change in the speed enforcement area since the

establishment of the speed camera program since its establishment in the early 1990's. As this new level of speed enforcement achieves full operational intensity and deployment it will begin to have a significant impact on behaviour and safety.

Recent enhancements in speed enforcement to date represent a good first phase in the building of a comprehensive enhanced speed enforcement strategy recommended by Prof Max Cameron to international best practice to produce substantial improvements in safety.

In his review of speed enforcement, Professor Max Cameron has recommended a mix of speed enforcement activity that would achieve a 26 per cent reduction in fatal crashes through increasing camera hours from 3,000 to 12,000 per month. Specific recommendations have been made on the type and number of speed enforcement devices to be used which reflect the nature of the Perth and regional WA road network including traffic volumes and crash patterns. The review recommends the use of mobile and fixed speed cameras including point to point (time over distance) devices consistent with international best practice.

Supporting legislation for Owner Onus to improve the effectiveness of speed enforcement was also identified as a recommendation in the Capacity Review and has been included in the legislation section of this report.

Drink driving enforcement has been greatly enhanced over the years through significant changes including 0.05 BAC, random breath testing, the use of booze buses and satellite vehicles, the installation of breath testing equipment in all Police vehicles ("every Police vehicle is a Booze Bus") and ongoing specific and general drink driving enforcement operations at holiday periods and other times, with weekends and high alcohol hours times in the evening as important priorities.

However the capacity review found that there had been a drop in random breath tests conducted. For example, in 2008-09 around one in 0.7 drivers were breath tested in WA which is low in comparison with Australian best practice in other States of around one test per driver annually.

There is the need to regularly review and refresh enforcement, particularly the high priorities of speeding and drink driving enforcement to ensure current operations remain best practice and achieve "anywhere, anytime" with the community and to find effective ways to provide an appropriate and effective balance to general and specific deterrence. The Capacity Review recommended that Professor Cameron's Speed Enforcement review be fully implemented and that a best practice review of drink driving be conducted and implemented.

5.9: That Main Roads WA lead a review of policy and guidelines in speed limit setting in relation to the safe system and Towards Zero.

Comment:

The Capacity Review team found that the current road hierarchy does not provide the appropriate match between road function, speed limit, road layout and design required for safe use by all as envisaged by Towards Zero.

WA has some of the highest rural and urban speed limits in the developed world and the Capacity Review team identified that a 'one size fits all' approach to regional speed limits is no longer appropriate, especially where road and roadside safety treatments are impracticable to implement.

5.10: That the WA Government progress legislation to implement the Repeat Drink Driving Strategy, including the use of alcohol interlocks and health counseling and rehabilitation for high level and repeat drink drivers and to enable compulsory blood samples to be taken from drivers and riders involved in serious or fatal crashes as a high priority.

Comment:

Alcohol is currently a factor in over a third of crashes in which people are killed and seriously injured on Western Australian roads. To counter drink driving in Western Australia, the Road Safety Council has recommended the Repeat Drink Driving Strategy (RDDS). The RDDS comprises of an integrated package of initiatives including alcohol ignition interlock scheme, vehicle sanctions with the provision to impound or confiscate the vehicles of those who repeatedly drink and drive, rehabilitation programs for drink driving offenders with serious alcohol problems and initiatives to limit unlicensed driving including increased detection for those who driving without a valid license.

5.11: That the Road Safety Council conduct a stock take review of the current range of measures in development to improve novice driver safety and provide a summary package of the recommendations to Government.

5.12: That the Department for Transport review the access and equity issues associated with supervised driving, being conducted for the Road Safety Council and report to the Road Safety Council so that the Council may finalise recommendations to Government.

Comment:

Young drivers represent about 14 per cent of licence holders and are involved in about 27 per cent of serious crashes.

Following earlier recommendations by the Road Safety Council to improve novice driver safety a range of new initiatives have been implemented and some others are in various stages of progress for decision or implementation.

For example, progressing changes to supervised driving hours, blood alcohol restrictions for instructors, passenger restrictions, mobile phone use, the involvement of high-powered vehicles in crash involvement by novice drivers, and access and equity issues for supervising drivers and suitable vehicles.

Continual improvements are also occurring in other Australian States and Territories.

In road safety as in other areas of public policy and strategy there is often a gap between what the evidence might indicate is best practice and what a jurisdiction can reasonably implement with community support.

5.13: That WA Health review the potential contribution of new technology to reduce time to emergency treatment and thus further reduce road deaths and serious injuries, particularly in regional areas.

Comment:

Western Australia has one of the highest standards of health care in the world however WA's geography poses challenges for prompt emergency trauma care in regional and remote areas.

About two thirds of all deaths occur on regional and remote roads.

The potential contribution of new technology to improve access to post crash medical care is unknown for WA however other advanced jurisdictions have begun to implement improvements in this area. For example, recent initiatives include the rollout across Europe of 'E Call 112', an emergency communications system that alerts emergency services to the exact location of serious crashes to enable the accurate and timely despatch of medical retrieval using a combination of mobile phone communications, GPS technology and a dedicated service network.

Recommendation 6:

Ensure high priority implementation of key legislation to improve safety.

6.1: That the Road Safety Council ask the Road Traffic Act Legislative Legal Teams Coordination Group to review the recommendations in the Capacity Review for legislation and processes necessary to support implementation of Towards Zero and provide a report to the Council for consideration and preparation of recommendations to Government.

Comment:

The Capacity review found that WA has a reasonably comprehensive legislative framework. However, it identified a need to align legislation further in support of Towards Zero and its results focus. It recommended that WA review legislative duties and accountabilities of key agencies for road safety to meet the needs of Towards Zero.

The Capacity Review states that the good practice dimensions of legislation are continually reviewing the scope of the legislative framework and developing and updating the legislation needed for the road safety strategy
The Capacity Review noted delays in progressing the implementation of some key legislation and recommended that processes be reviewed to determine where and how the implementation of priority legislation for road safety may be progressed in a timelier manner. The Road Safety Council has also identified this as an issue that warrants further attention.

As such the Road Safety Council proposes to conduct a review of the legislative change process to identify barriers, if any to achieving the changes required to enhance effective delivery of road safety initiatives.

The Capacity review also recommended consideration of legislation for embedding a road safety target in legislation, defining institutional roles, responsibilities and accountabilities in road safety including those of the lead agency, owner onus, alcohol interlocks; and the separation of the powers for proposing legislation and enforcing it at agency level in line with international good practice.

Recommendation-7:

Enhance Coordination & Partnerships among governments, professional bodies and other stakeholders

7.1: That the WA Government and Road Safety Council agencies continue to support and enhance coordination, partnerships and educational initiatives that promote and enable effective implementation of the safe system and Towards Zero.

Comment:

While state and local governments have a lead role in the implementation of the safe system and Towards Zero and the allocation of resources, other organisations and the wider community play a key role.

The Road Safety Council partnership program with the business sector is realising opportunities to share expertise in road safety and the safe system to support implementation of Towards Zero. Private organisations have considerable influence on the way the road network is used and through their purchasing power, can increase the rate at which vehicles with higher safety ratings enter the market.

7.2: That Main Roads WA, local government and professional associations identify ways to strengthen linkages to support the implementation of the safe system and Towards Zero.

Comment:

During the Capacity Review, stakeholders identified that linkages between State and Local Government and professional associations in the road engineering area for the safe system should be strengthened.

7.3: That advocacy for road safety improvement by those outside of Government is fostered, including business leaders and health professionals.

Comment:

The Capacity Review identified that influential road safety advocates have not yet been identified in a systematic manner and stated that their support should be obtained to work with the community to progress the safe system and Towards Zero.

7.4: That bipartisan and community engagement and involvement in road safety and the implementation of the safe system be maintained and enhanced.

Comment:

Towards Zero was developed using a highly consultative process involving a wide range of stakeholders and the engagement of Politicians from all parties. Maintaining the engagement and understanding of political leaders, business leaders and the community remains crucial for effective implementation of changes outlined in Towards Zero if we are ultimately to reduce road trauma to a substantial degree.

7.5: That the Road Safety Council develop an integrated suite of social marketing and education campaign initiatives to influence the road user behavior of a wider audience of drivers and riders in the use of the safe system.

Comment:

While an appropriate level of attention to those people who take extreme risks and violate traffic laws must remain, it is also vital in the shift to the safe system that otherwise responsible road users are educated in the safe use of the road system.

A key theme of these educational activities designed to engage users support for the use of the safe system would be to encourage greater co-operation and forgiveness amongst road users to provide a margin for errors when mistakes occur.

This would for example include behavioral actions that can be taken such as the importance of reducing speed where appropriate, increasing following distances and to increase understanding of how the system elements can combine with a safer culture of road use to improve safety and provide greater forgiveness.

Recommendation 8:

The WA Government review the role, function and capacity of the Lead Agency to ensure that it is sufficient to support implementation of Towards Zero and the safe system.

Comment:

The Capacity Review stated that:

“Effective organization to achieve results requires strong leadership and support from a lead governmental organization to transform multi-sectoral shared responsibility for road safety into concerted results-based action.

In good practice the lead agency is formally established with its role being invariably defined in legislation, government policy documents and in annual performance agreements.

The lead agency plays a pre-eminent role in all of the seven institutional management functions identified as underpinning the road safety management system.

It takes responsibility for what it is solely responsible for as well as prompting, encouraging and assisting activities on behalf of other key road safety partners and stakeholders.”

The Capacity Review team considered the role of the Office of Road Safety and concluded that that Office of Road Safety is an assiduous, but under-resourced lead agency. The review found that Office of Road Safety data and monitoring capacity is severely limited, suggested a coordination unit be established within the Office of Road Safety, recommended that the capacity for research and development and knowledge transfer also be enhanced.

The Capacity Review team concluded that the Office of Road Safety internal capacity in key delivery areas needs to be strengthened in view of the scale and scope of urgent Towards Zero tasks, particularly in the delivery of the Office of Road Safety contribution to results focus, coordination, funding and resource allocation, monitoring and evaluation, research and development and knowledge transfer.

Recommendation-9:

The other recommendations in the Capacity Review to support building capacity be prioritised by the responsible agencies and brought forward for consideration and recommendation.

Comment:

The Capacity Review makes further recommendations which could contribute to improved capacity for delivering positive road safety outcomes but which require further analysis by the responsible agencies.

Conclusion

In recommending these important developments in the capacity to deliver road safety outputs and outcomes the Road Safety Council is aware that a number of the envisioned improvements lie “behind the scenes” and may not at first glance seem as essential as they are in reality. Other recommendations such as those concerned with the enhanced capacity to deliver enforcement measures, engineering interventions and public education programs will be self-explanatory and obvious.

The Council urges the WA Government and the various road safety stakeholder groups to think broadly about what is needed in our State to reverse our relative decline in road safety outcomes.

Consistent with international leading practice and the experience of the World Bank, the Council cautions against a way of thinking that pretends that the underlying infrastructure and systems can be neglected because no-one will notice. In fact, what will be noticed will be a continuation of relatively poor road safety performance because the underlying institutional management functions needed for success or the engine room powering success have been ignored.

We have the opportunity to establish the foundation changes needed to the way we implement road safety and leave a legacy of an inherently safe road transport system providing sustained benefits for future generations of Western Australians and contributing to a standard of health, well being and economic performance in our community for many decades into the future.

People using WA roads should experience the same level of safety as found in all other Australian States and in leading countries. There is way to go to achieve this. To achieve a comparable level of risk, road trauma in Western Australia must reduce by about 40 per cent to match the average in Australia by 2020 and by about 60 per cent to match some of the leading countries in the world.

The Council welcomes the recent Government announcement concerning a progressive increase in the proportion of fines revenue from speed and red light cameras to 100 per cent from 1 July 2012 that will be hypothecated to the Road Trauma Trust Account to be applied for road safety purposes including the implementation of the priorities in Towards Zero. While only representing a fraction of the level of new resources necessary to implement Towards Zero in full, the Council readily acknowledges that this initiative is an encouraging sign for road safety in Western Australia.

The Council reaffirms its charter under the Road Safety Council Act (2002) to continue to advise Government on the best use of resources to improve road safety for the WA community through Towards Zero and the safe system.

It therefore commends this report and its recommendations to Government for consideration and would be pleased to provide further advice as required.

References:

1. Howard, E., Breen, J., Bliss, A., and Corben, B: *Road Safety Management Capacity Review Western Australia. Final Report.* September 2010.
2. Bliss, A., and Breen, J.: *Country Guidelines for the Conduct of Road Safety Management Capacity Reviews and the Specification of Lead Agency Reforms, Investment Strategies and Safe System Projects.* World Bank Global Road Safety Facility. June 2009.
3. Holman, D.: *100 Day Report into Effective Implementation of Road Safety by Independent Chair of the Road Safety Council.* February 2010.

APPENDIX: RECOMMENDATIONS OF THE CAPACITY REVIEW OF ROAD SAFETY MANAGEMENT IN WESTERN AUSTRALIA

Number	Recommendation	RSC Priority
TABLE 5.1 PRIORITY RECOMMENDATIONS FOR <u>TOWARDS ZERO</u> BOOSTER PROGRAM TO 2014		
1	<p>Build lead agency capacity within the Booster Program. The Office of Road Safety (ORS) would be expected to act as the program owner of the <u>Towards Zero</u> Stimulus Program, reporting to the Road Safety Council (RSC), Chief Executives Group and Ministerial Council; to develop and agree with partners the program outcome and output targets, indicators, baseline data and accountabilities comprising its results focus across the road safety partnership, coordinate and promote activities, monitor crash outcomes, report these outcomes to the government and public through the RSC and start to support appropriate knowledge transfer activity concerning study tours and in-service training. Review of the programs in 2013/2014 would provide the basis for recommendations to government about the scale and focus of ongoing programs. Lead agency capacity to conduct these tasks would require new dedicated unit(s) to be established in the ORSs Policy and Strategy Branch in support of the range of management functions involved in the Booster Program as outlined in 5.1.1 and in driving and monitoring delivery of the underlying 2020 Program.</p>	High
2	<p>Establish a funded program of demonstration projects on high-volume state roads, targeting run off road crashes on rural arterials radiating out from Perth into regional WA and intersections on high volume urban arterials in Perth with higher crash risk, through:</p> <ul style="list-style-type: none"> • infrastructure measures, supported by • intensive deterrent policing and combined publicity, • additional resourcing for an enhanced emergency medical response by DoH, • publicity by the ORS through local government and local communities about the program objectives • supplemented by speed limit reviews in high risk locations where the risk cannot adequately be reduced by the infrastructure treatments, and where pedestrian activity is higher. <p>Some targeted area-wide speed management in residential streets is also recommended as a third demonstration activity through MRWA with local government support and some police enforcement with publicity by local government.</p> <p>Ramp up of the full level of investment envisaged in the MUARC advice for <u>Towards Zero</u> about infrastructure safety programs needs to be informed by a more complete analysis of crash risk on the WA arterial (and local road) network and improved awareness of the efficacy of alternative treatment options. This process of full review of risk and treatment options would be assisted by the implementation of the recommended Booster (demonstration) program over 3 years from 2011/2012 which will enable understanding and insights to be developed by MRWA and by Local Government practitioners including the use (with progressively increasing availability for application) of emerging tools such as the National Risk Assessment Methodology or the enhanced AusRAP.</p> <p>The deterrence policing activity and associated publicity will require specific allocations of resource. The additional speed camera equipment proposed (and strongly endorsed in this review) in the MUARC (Cameron) Report will upon implementation, give police sufficient equipment resource for state wide activity and delivery of benefits and the Booster Program demonstration project sections of the arterial network would be an important focus of increased activity drawing on the increased capacity. The publicity programs for the Stimulus enforcement activity will require additional funding (to be determined by the ORS).</p> <p>An overall promotional campaign should be carried out to position the Booster Program as the spearhead of the TZ strategy. This will enable government to signal to partners, stakeholders and the wider community what they mean by a safe system approach and to spell out the shared responsibility inherent to the safe system model. Adequate resourcing will again be an issue for ORS.</p>	High

Number	Recommendation	RSC Priority								
3	<p>Regional arterial program The regional arterial run off road crash treatment component of the program would include an infrastructure safety component of additional funding for three years from 2011/2012 (see table below) for safe system improvements to the higher risk sections of the regional arterial network. Potentially 100 km per year (at the funding levels from year 4) of the network would be treated with sealed shoulders, tactile lining (plus wire rope barriers for some higher risk portions of the length) and hazard removal where feasible. The infrastructure program would be supported by activities by other agencies as outlined earlier on the lengths of network which become a focus of this <i>Towards Zero</i> Booster Program. The benefits of this program will also be augmented by steadily increasing proportions of vehicles in the WA fleet with electronic stability control and lane departure warning technology.</p> <table border="1"> <thead> <tr> <th>2010/2011</th> <th>2011/2012</th> <th>2012/2013</th> <th>2013/2014</th> </tr> </thead> <tbody> <tr> <td>Planning</td> <td>\$30m</td> <td>\$60m</td> <td>\$90m</td> </tr> </tbody> </table>	2010/2011	2011/2012	2012/2013	2013/2014	Planning	\$30m	\$60m	\$90m	High
2010/2011	2011/2012	2012/2013	2013/2014							
Planning	\$30m	\$60m	\$90m							
4	<p>Urban (metro) arterial program The urban (metro) arterial intersection crash treatment component of the program would include an infrastructure safety component of additional funding for three years from 2011/2012 (see table below) for safe system improvements to the intersections on high volume urban arterials in Perth with higher crash risk, potentially up to 8 intersections treated in year 4 with roundabouts, with platforms on the minor roads or other treatments. The infrastructure program would be supported by activities by other agencies as outlined earlier on the lengths of network on which the intersections are treated in this <i>Towards Zero</i> Booster Program.</p>	High								
5	<p>Urban residential street speed limit reduction trials in areas of two municipalities A targeted speed limit reduction in an area of residential streets in two urban municipalities is recommended, lead by MRWA with support and publicity from the relevant local government and some enforcement by Police. Funding support by State government would need to be determined.</p>	Medium								
6	<p>Policy reforms relevant to the booster program areas. Reviews might include: road planning and design standards against Safe System principles; police action and combined publicity on speed and drinking and driving against best practice deterrence principles; vehicle standards and safety ratings against international best practice; funding and resource allocation processes; legislative needs of <i>Towards Zero</i>; the development of a new work-related road safety strategy. These policy areas are a mainstream focus of the Investment strategy to 2020, see Section 5.2</p>	High								
TABLE 5.2 PRIORITY RECOMMENDATIONS FOR <i>TOWARDS ZERO</i> INVESTMENT STRATEGY TO 2020										
INSTITUTIONAL MANAGEMENT FUNCTIONS										
1	Results focus: Establish a clear safety performance framework and agency accountabilities to 2020									
1.1	<p>Strengthen lead agency capacity in the Policy and Strategy Branch of the governmental lead agency - ORS - in support of <i>results focus</i> actions, the oversight of which is the lead agency's responsibility on behalf of government. ORS to focus on the State performance framework.</p>	High								
1.2	<p>Confirm agency responsibilities for achieving <i>Towards Zero</i> results Led by the governmental lead agency ORS, review and formally establish the role and duties of the key agencies to deliver <i>Towards Zero</i> using as appropriate legislation; annual performance agreements; agency operational strategies; Memoranda of Understanding. Reposition agency policies for <i>Towards Zero</i> needs, especially in State roads, WA policing, occupational safety, insurance and health sectors and work with WALGA and IPWE to achieve in local authorities.</p>	High								
1.3	<p>Work towards a best practice framework for 2020 results. Develop via further modelling (where necessary) and demonstration projects a safety performance framework to 2020 which links final outcomes, intermediate outcomes and institutional outputs wherever possible for key areas of activity identified in <i>Towards Zero</i>.</p>	High								

Number	Recommendation	RSC Priority
1.4	Share final outcome targets. Adopt the <i>Towards Zero</i> intermediate outcome target of a 40 per cent reduction in annual deaths and a 40 per cent reduction in serious injuries by 2020, (compared to the 2005 to 2007 average levels) as set out in <i>Towards Zero</i> and report on agency annual performance agreements (ORS, Main Roads WA, DoT, WA Police, DoH, WorkSafe and ICWA). Encourage local government adoption of overall outcome targets.	High
1.5	Share intermediate outcome targets. Develop and adopt performance targets to 2020 (and a shorter term if necessary) for the four safe system elements of <i>Towards Zero</i> and apply to ORS, Main Roads, DoT, WA Police, DoH, WorkSafe and ICWA with reference to those adopted by the RSC and in international good practice:	High
	Safe Roads and Roadsides. e.g. Targeted reductions in KSI by crash type, crash rates per VKT by state roads, urban and rural (by region) and local roads, urban and rural (by region), with agreement and involvement of local government; percentage of high volume,	High
	Safe Speed Targeted decreases in 85th percentile speeds and mean speeds by road categories.	High
	Safe Vehicles Targeted increases in the percentage of ANCAP 4* and 5* vehicles into WA fleet of all new vehicles with some specific focus on certain categories of vehicles (for example, ANCAP rating of light commercial vehicles, four wheel drive vehicles with adequate rollover protection levels, heavy freight vehicles with ESC, advanced braking and other features)	High
	Safe Road Use Targeted percentage reduction in fatally injured drivers with excess alcohol or illicit drugs, percentage increases in seat belt use in the front and rear and crash helmet use, and improving outcomes in results from existing rolling surveys of attitudes and behaviour.	High
1.6	Establish agency outcome and institutional outputs. Establish further agency-specific targets and indicators for outcomes and outputs for all governmental signatories of TZ for annual performance agreements (e.g. number of vehicles assessed for speed compliance per month and emergency medical response indicators), linking outcome and output targets where possible and through further modelling where necessary. The <i>NZ Road Safety to 2010</i> targets and the MUARC speed recommendations provide clear good practice examples. Differentiate between headline measures to be monitored and reported and other more detailed measures to be utilised which assist operational management.	High
1.7	Require agency reporting Require reporting on performance measures a minimum of twice a year to Chief Executives, the RSC, and then to the Ministerial Council (and the new committees proposed by this review.)	High
1.8	Make key agency leadership accountable Include KPIs for targeted reductions in serious and fatal casualties adopted for the State in employment contracts of senior executives of these agencies.	High
1.9	Require lead agency accountability for reporting The ORS should assume responsibility for preparing this report on agency performance which should also be published on the ORS website, as recommended by the Chair of the RSC.	High
2	Co-ordination	
2.1	Strengthen lead agency capacity by establishing a dedicated co-ordination unit in the Policy and Strategy branch of ORS.	High
2.2	Enhance decision-making mechanisms across Government The recent decision to establish a Chief Executive's group meeting three times a year and agreeing priorities for recommendations to the Ministerial Road Safety Council is strongly supported. It is recommended that the road safety decision-making hierarchy is strengthened further by establishing a further grouping of Senior Managers from the same key agencies (including ORS, MRWA, DoT, WAPOL, ICWA, (Education, DoH, WorkSafe, Local Govt. Rep, Planning attend as necessary) meeting regularly with a	High

Number	Recommendation	RSC Priority
	focused agenda and clear accountabilities to support their CEs and the Ministerial Council on Road Safety in policy development and implementation. The Chair of the RSC should be invited to attend the CE and Ministerial Council on Road Safety meetings.	
2.3	<u>Strengthen/establish bi-lateral partnerships and business sector involvement.</u> The ORS and WorkSafe should strengthen its bi-lateral partnership to produce a work-related road safety strategy which provides guidance to employers on how to take forward <i>Towards Zero</i> strategies and measures and to deliver their duty to prevent loss of life and injury in the workplace. WorkSafe should be invited to join the RSC. The potential of the important ORS/WA Police partnership combining publicity and enforcement should be fully realised. The ORS/Department of Planning is encouraged to review in conjunction with local government and to introduce area-wide road safety impact assessment in land-use planning and State (especially ORS, MRWA, WAPOL, Planning, MoT) and Local governments should work to improve the strategic nature of their engagement through Memoranda of Understanding or other mechanisms to balance the strongly operational nature of current activity.	High
2.4	<u>Galvanise local government involvement</u> Notwithstanding the efforts of WALGA, RoadWise supported by the RTTA in the promotion of safe system approaches and the Councils keen to progress safer communities the following actions are recommended:	High
2.4.1	<ul style="list-style-type: none"> The road safety duty of local authorities Government to establish a legal duty for local authorities to fully embrace road safety principles in their policies and operations; 	
2.4.2	<ul style="list-style-type: none"> <u>Stimulating local activity</u> Main Roads and Local Government to use the current review of State government funding for local government infrastructure to renew the focus on urban and rural safety engineering programs and to mainstream safety into local government infrastructure through specific allocations requiring key safety performance indicators agreed at State level; 	
2.4.3	<ul style="list-style-type: none"> <u>The computer says no!</u> Main Roads and Local Government to establish mechanisms as soon as possible to give local government more flexibility in the ready application of international best practice in safe system treatments and reduced speed limits on their road networks, rather than measure proposals against standards and guidelines which are not yet aligned to the knowledge. 	
2.4.4	<ul style="list-style-type: none"> <u>Regional engagement through MRWA on road safety issues</u> The ORS could utilise identified capacity in Main Roads Regions to support development of a staff resource to provide a source of broadly based road safety advice to local governments and Road wise committees at local / regional level. These staff could be regularly briefed by the ORS and effective communication established. This is a further coordination task for which ORS will need to consider resourcing needs. MRWA will need to consider resourcing of a position in each region. 	
2.4.5.	<ul style="list-style-type: none"> <u>Support elected representatives.</u> Encourage arrangements to facilitate bi-partisan parliamentary and councillor engagement, promotion and monitoring of <i>Towards Zero</i> road safety to assure political priority and sustainable funding to address road traffic injury, in view of the fact that it is the leading cause of major trauma for the health service; the leading cause of death for infants and school aged children and young people (1-24 years) and a major source of public concern. 	
3	Legislation	
3.1	<u>Strengthen lead agency capacity.</u> The ORS should take the lead for the facilitation, development, proposal and coordination of implementation of <i>Towards Zero</i> legislation in conjunction with the responsible agency for the relevant legislation. Ensure that its policy sections comprise an appropriate balance of multi-disciplinary staff capacity and that clear, agreed procedures for sign off by responsible agencies are in place.	

Number	Recommendation	RSC Priority
3.2	Establish duties and accountabilities in legislation where appropriate to meet <i>Towards Zero</i> needs and establish a legal duty for carrying out road safety activity in support of the State road safety strategy for local government. (see results focus and coordination);	
3.3	Continue to improve the legislative framework for key interventions by adopting RSC proposals, particularly on owner onus, graduated licensing systems, scooters, extraordinary license after disqualification for a drink driving offence, mandatory alcohol testing and alcohol interlocks.	
3.4	Ensure that the powers of proposing legislation and enforcing it should be separated at agency level in line with international good practice.	
4	Funding and resource allocation: Increase funding, review funding sources and mechanisms and develop business cases to achieve 2020 results	
4.1	Strengthen lead agency capacity. The ORS has the major role in managing the funding of road safety programs through the Road Trauma Trust Fund and facilitates evaluation of project cost-effectiveness and project prioritisation. Capacity is needed to help identify and pursue proposals for additional core funding, new funding mechanisms and sources and to assist the key agencies with business development cases.	
4.2	Increase levels of core funding in priority areas: Increased funding to match the levels identified for delivery of the strategy is crucial. A listing of original funding needs identified in the recommended strategy, plus the priority action list agreed in March 2010 by the RSC, plus actual funding available in 2010/2011 is attached as Appendix 6.	
4.2.1	<ul style="list-style-type: none"> • Review policy to allow re-positioning and increased priority for road safety engineering in core budgets at national, State and local levels. 	
4.2.2	<ul style="list-style-type: none"> • Identify targeted urban and rural safety engineering projects on State roads (major gains by 2020) and identify targeted infrastructure projects on local government roads producing highest benefits to cost. Main Roads WA and local government need to prioritise the higher-volume, higher-risk road sections which will provide best safety returns for targeted investment measures or for targeted speed limit reviews. (See Recommendation 8.6) Programs would be focused on (i) single vehicle run-off-road crashes in rural areas; and (ii) intersection crashes and pedestrian safety measures in urban areas (as proposed in TZ and in MUARC work). 	
4.2.3	<ul style="list-style-type: none"> • Implement MUARC speed management recommendations, especially for additional mobile camera and hours of operation (major early gains) and combined publicity (WAPOL,ORS). 	
4.2.4	<ul style="list-style-type: none"> • Prepare a State program for combined publicity and enforcement programs on drinking and driving. The reduction in alcohol testing levels and the survey evidence of public perception that testing has diminished is of concern. Road safety authorities are encouraged to continue their road safety actions (e.g. driving enforcement – WAPOL is encouraged to conduct a brief review of drink driving enforcement activity [seeking the best balance for WA between detection and deterrence policing] utilising MUARC input; providing supporting education campaigns that focus on enforcement and also tackling community attitudes and beliefs about alcohol and driving). 	
4.2.5	<ul style="list-style-type: none"> • Prepare a State program for combined publicity and enforcement on non wearing of seat belts, child restraints and crash helmets, and mobile phone use. 	
4.2.6	<ul style="list-style-type: none"> • Prepare and fund multi-sectoral demonstration projects (including particularly the Booster program set out in Section 5.1) in the short term, concurrent with or to prepare for statewide roll out of interventions. 	

Number	Recommendation	RSC Priority
4.3	<p>Review funding sources and mechanisms ORS should lead a review of existing funding sources as well as potential new mechanisms to secure sustainable, annual funding. Particular consideration should be given to funding from consolidated revenue, reordered priorities within available overall roads funding (e.g. earmarking a percentage of existing Main Roads WA funding for safety engineering, over and above Safer Roads and Black Spot programs), an increased ICWA contribution (combining ICWA and new Government funding for infrastructure safety projects), a portion of national infrastructure funding, royalties for regions, an increased proportion (100%) of the net offence revenue diverted to the RTTF and other means, such as a levy on new motorcycle sales to address high risk sections of the network.</p>	
4.4	<p>Develop business cases Develop strong business cases for projects based on cost benefit analysis where appropriate, cost-effectiveness and „strategic fit“ for these increased expenditures using core funding, RTTF funding and insurance funding. For example, the RSC should ask the ICWA Board for their support in requesting the preparation of necessary detailed business cases for investment in targeted road safety - infrastructure –perhaps in association with part government funding for projects, i.e. joint funding. The RSC could seek MRWA’s contribution to this process by leading the commissioning of necessary business case work involving agencies. Use of WTP in line with international good practice, will increase the value of preventing death and disability and raise the importance of road safety projects relative to other competing societal interests. It is important that the Value of Statistical Life (VoSL) is updated periodically.</p>	
5	<p>Promotion: Increase promotion to encourage public demand for road safety to achieve 2020 results</p>	
5.1	<p>Lead agency capacity/resourcing to lead the development and focus on the above issues is essential.</p>	
5.2	<p>Draw up and propose a high-level strategy for the high-level multi-sectoral promotion of <i>Towards Zero</i> (ORS) to explain to the wider community the limits of current protection in the road traffic system and the case for speed management as a public health issue rather than a transport issue. It would target improved societal understanding of the high and avoidable numbers of deaths and serious injuries on the road and the need for shared responsibility. Activity would be monitored by a global performance indicator.</p>	
5.3	<p>Government to promote and pursue work-related road safety initiatives to the community and lead by example with in-house policies. ORS and partners should expand their best practice efforts in creating a continuous demand for vehicle safety equipment through use of consumer information and in-house safety policies. WA should review State and organisational safe fleet policies and public procurement periodically to encourage the fitment of demonstrably effective technologies e.g. seat belt reminders, alcolocks, and ISA as well as other emerging technologies. WorkSafe could require all organisations to report the safety quality of their light passenger fleets in an agreed manner annually. Good practice by business should be promoted to the community. The ORS should explore with Industry opportunities to promote effectively to the community the innovative measures being pursued (and explored) on many WA work sites to improve road safety outcomes.</p>	
5.4	<p>Seek bi-partisan support and engagement in <i>Towards Zero</i> promotion and implementation. For example, given the increasing level of fatalities involving drink driving in WA and the high proportion of alcohol involved driver/ rider fatalities in WA in 2009 compared to, for example, Victoria, (some 2.2 times), government may wish to consider the broad issue of alcohol accessibility, consumption and impacts in the community including its role in fatal road crashes being brought to the attention of the Parliament’s Health and Education Standing Committee currently conducting an Inquiry into “<i>Review of alcohol treatment and issues in Western Australia</i>”.</p>	
5.5	<p>Encourage strong and sustained advocacy by NGO, professional, research sector and user organisations, particularly on speed and drinking and driving. Identify potentially influential high level road safety advocates through a systematic</p>	

Number	Recommendation	RSC Priority
	and resourced process. Develop programs to inform these advocates and develop their effectiveness in influencing WA community leaders	
6	Monitoring and evaluation	
6.1	Strengthen lead agency capacity and establish a Safety Data Unit within the ORS's Policy and Strategy Branch.	
6.2	Review data bases, survey needs, data accessibility and ensure prompt publication of results once the safety performance framework supporting <i>Towards Zero</i> targets to 2020 has been agreed (ORS and key agencies).	
6.3	Reporting. The ORS should be accountable on behalf of government for receiving six monthly data on all annually reported agency safety performance data and for reporting these twice a year to the RSC, Chief Executives and the Ministerial Council. A cross agency Memorandum of Understanding towards this end is recommended.	
6.4	Ensure the data quality group under TZORG is adequately resourced and supported by agencies with high-level participation.	
6.5	Use the WA Health Data Linkage System to understand trends and factors associated with serious injury (as distinct from deaths). Further dataset linkages are recommended in due course. The new ICWA crash injury database will provide a further monitoring tool.	
6.6	Create capacity in Main Roads to enable MRWA to proceed rapidly to assess safety performance of the arterial road network and to give the necessary guidance and support to local government in assessing the safety performance of the local road network. Local government capacity needs to be substantially extended through WALGA, IPWEA, MRWA and ORS activity. The road crash data readily accessible to local government from the MRWAIRIS system is to be improved during 2011 and this should remain a priority action.	
6.7	Extend Coronial Inquest capacity for review of road crashes.	
7	Research and development and knowledge transfer	
7.1	Ensure dedicated ORS capacity to coordinate the development of knowledge transfer tools and the State road safety research program.	
7.2	Prepare a multi-disciplinary State road safety research strategy and program in support of <i>Towards Zero</i> and interim targets and continue to build external and internal research capacity.	
7.3	Establish a multi-disciplinary expert advisory panel to contribute to annual review of research needs.	
7.4	Develop knowledge transfer tools. The ORS and key governmental partners and professional organisations to actively develop tools for knowledge transfer based on good practice particularly on safe system treatments in rural areas and urban and residential areas, speed management and deterrence policing.	
7.5	Develop a major educational effort aimed at senior management at official and political levels as well as at technical level to embed <i>Towards Zero</i> principles in the policies of the key agencies at State and local levels (ORS/RSC/WALGA).	
7.5.1	<ul style="list-style-type: none"> Consider government study tours to key EU countries e.g. Sweden and Netherlands (to see infrastructure and speed measures working in tandem and to see range of transport safety policies) and to Australian States e.g. Victoria (graduated licensing and deterrent policing policies). 	
7.5.2	<ul style="list-style-type: none"> Establish short in-service <i>safe system</i> courses relevant to the work of every key agency to transfer knowledge on <i>safe system</i> principles and their successful application in WA, nationally and internationally. 	

Number	Recommendation	RSC Priority
INTERVENTIONS		
8	Planning, design, operation and use of the road network	
8.1	Building upon the important early steps taken by Main Roads WA and WALGA, current capacity within Main Roads and Local Government to review policies and guidelines to incorporate and implement safe system road safety engineering principles needs to be expanded as rapidly as possible through in-service training, guidelines, study tours and demonstration projects.	
8.2	Main Roads WA should commence a review of its functional road hierarchy to better match function, speed limit, layout and design as soon as possible for use initially in demonstration projects.	
8.3	The Department of Planning is encouraged to review and introduce area-wide road safety impact assessment in land-use planning.	
8.4	Main Roads WA is encouraged to update its safety audit procedures to international best practice (5 stages) and the further development of Enhanced AusRAP.	
8.5	Main Roads is encouraged to establish a Project review committee for large projects to assist the embedding of understanding of safe system principles in project development. All road projects above an agreed value to be discussed in depth at concept stage by a senior Project Review Committee of Main Roads Directors and the proposing regional or major projects staff to identify critical safety issues and their potential resolution (and other issues including funding, traffic management, and scope of works).	
8.6	MRWA and local government need to prioritise the higher-volume, higher-risk road sections which will provide best safety returns for targeted investment measures or for targeted speed limit reviews. Programs would be focused on (i) single vehicle run-off-road crashes in rural areas; and (ii) intersection crashes and pedestrian safety measures in urban areas (as proposed in TZ and in MUARC work), using Enhanced AusRAP tools and ratings where appropriate (for funding issues see recommendation 4 above and also the <i>Towards Zero</i> Booster program proposed in Table 5.1 in Section 5.1	
8.7	Noting that public surveys indicate increased support from 2008 levels for targeted reductions in limits, it is recommended that:	
	<ul style="list-style-type: none"> • targeted speed limit reviews and reductions should be considered on higher-risk sections of the urban arterial network (60, 70 and 80 km/h sections) 	
	<ul style="list-style-type: none"> • limits on arterials through higher pedestrian use locations such as strip shopping centres should be reduced to 40 km/h or lower. 	
	<ul style="list-style-type: none"> • demonstration areas in residential areas of 30 km/h and 40 km/h should be encouraged and evaluated. 	
	<ul style="list-style-type: none"> • more flexibility should be given to local governments requesting lower limits on their roads (and on State roads in their municipality) 	
8.8	Government is encouraged to build upon recent investment in some speed cameras, camera upgrades and upgraded back office systems by fully implementing the 2006 MUARC (Cameron) Speed Management Report recommendations, especially for additional mobile cameras and hours of operation to quickly achieve substantial serious casualty reductions. The investment would be self funding. (See recommendation 4.2.3 on funding).	
8.9	Given the increasing level of fatalities involving drink driving in WA, the reduction in testing levels and the survey evidence of public perception that testing has diminished, WA is encouraged to adopt outstanding proposals for mandatory blood testing and introduction of alcolocks.	
8.10	Helmet and seat belt use needs periodic monitoring.	

Number	Recommendation	RSC Priority
9	Entry and exit of vehicles to and from the road network	
9.1	Develop an ORS/DoT strategy to address at national level gaps in the vehicle safety standard framework e.g. pedestrian protection, seat belt reminders in all seating positions, heavy vehicle under-run protection	
9.2	ORS and partners should expand their best practice efforts in creating a continuous demand for vehicle safety equipment through use of consumer information and in-house safety policies.	
9.3	WA should review State and organisational safe fleet policies and public procurement periodically to encourage the fitment of demonstrably effective technologies e.g. seat belt reminders, alcolocks, and ISA as well as other effective emerging technologies..	
9.4	WA could give early consideration to the use of advisory ISA in graduated licensing schemes for novice drivers.	
10	Entry and exit of road users to and from the road network	
10.1	Increase the age of access to cars and two wheeled vehicles in line with international good practice	
10.2	Review Graduated Licensing System to introduce progressively best international practice. For example:	
	<ul style="list-style-type: none"> • passenger restrictions in first year of probationary driving, 	
	<ul style="list-style-type: none"> • zero BAC to at least 22 years (as in Victoria), 	
	<ul style="list-style-type: none"> • lower demerit point based suspension threshold for first years of probationary licensing, 	
	<ul style="list-style-type: none"> • increased probationary license period to at least four years and 	
	<ul style="list-style-type: none"> • recommended (voluntary) minimum of 120 hours of supervised practice for the total learner phase. 	
10.3	DoT and ORS to jointly pursue means to increase the accessibility of licensing and offence mass data within TRELIS for cost effective road safety research and evaluation purposes	
10.4	DoT and ORS to jointly pursue means to meet local disadvantaged community needs for support for licensing access and encouragement of improved compliance with material road safety regulations	
11	Recovery and rehabilitation of crash victims from the road network	
11.1	The Road Safety Council and the Department of Health should acknowledge the emergency medical and trauma service as a system provider for road safety in day to day strategic management processes.	
11.2	The Department of Health should review a) the level of permanent disability resulting from road traffic crashes and b) the potential for increased contribution of emergency medical services, trauma care and rehabilitation in WA of reducing road deaths and serious injuries.	
11.3	While rolling out mandatory first aid requirements for the general driving population is not cost-effective, the Departments of Health and Transport should consider basic first aid support in commercial and public transport (buses, coaches, taxis) in driver testing in line with WHO advice.	