

▶ road safety 2020

report on stakeholder workshop

april/may 2010

▶ introduction

The South Australian Road Safety Strategy 2003-2010, together with the most recent Action Plan developed for 2008-2010, expires at the end of 2010.

The development of a new South Australian Road Safety Strategy for 2020 will build on the progress achieved under the last strategy and address areas that need further development. Development of the new strategy has been led by the South Australian Road Safety Advisory Council (RSAC) which, under its terms of reference, is required to recommend to the Minister for Road Safety a South Australian Road Safety Strategy.

The current National Road Safety Strategy also finishes at the end of 2010. There have been a number of processes put in place at a national level to develop new national road safety targets and prioritise effective countermeasures to include in a new National Road Safety Strategy beyond 2010. Release of a draft national strategy, from which South Australian targets will be derived, is currently scheduled for around October 2010.

We have the opportunity to develop and implement a new road safety strategy for South Australia for the next decade based on world best practice and supported by government and the community. It is vital that key road safety stakeholders and the community are involved in the strategy development.

Two stages of engagement with the community and stakeholders are helping to guide the development of the strategy:

- Stage 1 (April to May 2010) enabled key road safety stakeholders to discuss and consider

- options available to improve road safety.
- Stage 2 (September 2010) is a series of community forums to help identify what the community values most with respect to improving safe and efficient travel.

This report summarises the process and outcomes of Stage 1 of the engagement process.

▶ development of a strategy

A strategy must ensure that as well as implementing immediate countermeasures to help save lives and reduce serious injuries, long term countermeasures that require more extensive planning and development are also important.

The development of a long-term vision is also an important element in any strategy. A vision defines the philosophy and overall aim of the strategy, it needs to be forward looking, ambitious, build community interest and increase the prominence of road safety in transport policy and decision making. It challenges road safety professionals, stakeholders and government to develop the capacity to achieve the desired results, seek effective new interventions and partnerships and support relevant research.

Recent road safety strategies both in Australia and overseas have been based on a combination of 'Vision Zero' and the 'Safe System'. Both of these concepts aim to change attitudes to road crashes beyond a focus on the actions of individual road users. They move towards building a system that recognises the need to protect and assist road users and allows for the fact that road users will make mistakes.

The Safe System approach to road safety in Australia is built on several key principles:

▶ stage 1 enabled key road safety stakeholders to discuss and consider options available to improve road safety

- ▶ each group was given an opportunity to contribute its perspective on road safety, the challenges that lie ahead and the solutions to current issues.

- **Human Factors** no matter how well we are trained and educated about responsible road use, people make mistakes, and the road transport system needs to accommodate this.
- **Human Frailty** the finite capacity of the human body to withstand physical force before a serious injury or fatality can be expected is a core system design consideration.
- **Forgiving Systems** roads that we travel on, vehicles we travel in, speeds we travel at, and communities we live in, need to work together and be more forgiving of human error.
- **Shared Responsibility** everyone has a responsibility to use the road transport system safely, and all elements of South Australian society share a responsibility to improve our safety.

The core interventions through which these guiding principles are given effect are:

- **Safe Roads and Roadsides** designing, constructing and maintaining roads and roadsides to reduce the risk of crashes, and minimise the severity of injury if a crash occurs.
- **Safe Speeds** setting speed limits that complement the road environment to manage crash impact forces to within human tolerance and which users understand and comply with.
- **Safe Vehicles** using vehicles which not only lessen the likelihood of a crash and protect occupants, but also simplify the driving task and protect vulnerable users sharing the road.
- **Safe People** encouraging consistent and predictable behaviour through supporting well-informed and educated road users acting within rules, and taking action against people who violate those rules.

Actions in these areas will be supported by a management system that focuses on living up to our vision and achieving our targets. This will be achieved through effective coordination;

legislating and changing standards where necessary; funding necessary improvements and allocating current funding more effectively; promoting the strategy, its underlying principles, and necessary behaviours and actions; monitoring and reporting on progress; and maintaining a vibrant research and knowledge capacity.

▶ participation and engagement

The Road Safety Advisory Council wanted to engage with individuals or groups that would likely be affected directly or indirectly by the implementation of the strategy or initiative. The range of stakeholders involved was quite diverse and ranged from interest groups to government agencies. Each group was given an opportunity to contribute its perspective on road safety, the challenges that lie ahead and the solutions to current issues. Participating stakeholders are listed in Section 2.

Two stakeholder workshops were held, one in **April** and the other in **May** 2010. Over 100 key road safety

stakeholder representatives were invited. The workshop objectives were:

stakeholder workshop 1

Presentations by the Centre for Automotive Safety Research (Professor Mary Lydon) and the Department for Transport, Energy and Infrastructure (Mr Phil Allan) were followed by a break-out session in which grouped stakeholders provided suggestions on new road safety measures that could make a difference and which might be considered for implementation over the next decade.

▶ over 250 actions and interventions were suggested from 12 breakout groups

- ▶ the success of the SA Road Safety Strategy 2020 will, to a large extent, depend on the engagement and active support of stakeholders and the community more broadly.

stakeholder workshop 2

Presentations by three leading road safety experts were followed by a panel discussion on what elements should be considered in the development of a new South Australian Road Safety Strategy. The three speakers and panel consisted of:

- **Dr Robert Anderson**, Deputy Director of the Centre for Automotive Safety Research
- **Professor Fred Wegman**, Managing Director of the Institute for Road Safety, Netherlands, and current Adelaide Thinker in Residence
- **Professor Ian Johnston**, Deputy Chair, National Transport Commission Board.

▶ workshop 1 what the road safety stakeholders said

Workshop 1 provided all stakeholders the opportunity to put forward ideas that could help shape a better road safety future for South Australia.

A list of over 250 possible actions and interventions were suggested from the 12 breakout groups in the first stakeholder workshop. From these, each group prioritised up to six suggestions as being the most important actions that they believed would support a future road safety strategy to reduce deaths and serious injuries.

The suggested actions and interventions, shown in Section 3, deal with particular issues that workshop participants saw as areas where additional emphasis was required in the future. It is recognised that the list is not definitive, and given the nature of the breakout group exercise, does not necessarily reflect the merit of continuing to give priority to current road safety initiatives – drink driving enforcement, for example. The prioritised suggestions in Section 3 will be considered as part of the development of the new strategy and accompanying actions.

As the Safe Systems approach has been adopted as the guiding principle for road safety in Australia,

the prioritised suggestions were sorted into three broad categories:

category A

Suggestions that are fundamentally consistent with the principles and core components of the Safe System approach (as listed previously). These include initiatives that have been or are being implemented as part of successful harm minimisation strategies or are already under consideration for implementation. Examples include: setting appropriate speed limits on specific roads, a Graduated Licensing System for novice drivers and the use of alcohol interlocks.

category B

Suggestions that have been proven to support the core and crucial components of the Safe System approach or have consistency with the guiding principles of the Safe System. The suggestions would be appropriate for consideration in an action plan supporting the implementation of a state strategy.

category C

Suggestions that have no evidence base and are as yet unproven and are not consistent with the guiding principles of the Safe System approach.

▶ workshop 2 road safety expert recommendations

All three speakers were clearly of the view that developing a list of actions, in itself, was insufficient to prepare a road safety strategy, as well as make inroads into trauma reductions over the long term. Their advice was that, initially, more attention is required on developing a vision and overall strategy for improving road safety in South Australia, and that support from stakeholder organisations, politicians and the wider community is an integral part of the commitment needed for implementing a road safety strategy.

Professor Wegman stated that, when basing strategy development on the Safe System model, we should appreciate that as crashes have multiple causes, we should therefore consider multiple ways of preventing crashes.

Professor Johnston cautioned that a road safety strategy shouldn't attempt to cover everything as it would be impossible to implement. Instead, activity should be prioritised, and barriers to implementation given specific consideration.

Dr Robert Anderson promoted a shift in focus from narrowly focused countermeasures affecting a small proportion of road users, to broad based strategies that have an effect on the majority of road users, such as speed reductions, graduated driver licensing, road engineering improvements and vehicle technology.

More complete summaries from the three speakers are available in Section 4.

▶ next steps

The success of the SA Road Safety Strategy 2020 will, to a large extent, depend on the engagement and active support of stakeholders and the community more broadly. As road safety is a shared responsibility, all partners need to have ownership of the Strategy. The whole community (not just interest groups and vocal minorities) must have an opportunity for on-going involvement.

In considering the overall feedback, particularly from the second workshop, the Road Safety Advisory Council sought specific work among its constituent members on the development of a road safety vision for South Australia. This is set out in Section 5, and provides philosophical background to a document prepared to support further public engagement.

As part of phase 2 of the engagement process, further consultation will be conducted by the Road Safety Advisory Council, with a wide set of

stakeholders and the community.

The objective of this phase is to identify what the community values most in relation to safe mobility, and the underlying core principles that the community is prepared to uphold and maintain to improve road safety within their local community and across the State.

▶ attention is required on developing a vision and overall strategy for improving road safety in South Australia, support from stakeholder organisations, politicians and the wider community is an integral part of the commitment needed for implementing a road safety strategy.

▶ section 2

participating stakeholders

- Aboriginal Affairs and Reconciliation Division, Dept of the Premier and Cabinet
- Aboriginal Health Council of South Australia
- Adelaide City Council
- Australasian College of Road Safety
- Australian Driver Trainers Association of SA
- Australian Institute of Traffic Planning & Management
- Australian Medical Association SA
- Australian Motorcycle Council
- Australian Red Cross
- Bicycle Institute of SA
- Bicycle SA
- Centre for Automotive Safety Research
- Conservation Council SA
- COTA Seniors Voice
- Courts Administration Authority
- Department of Education and Children's Services
- Department of Health
- Department of Planning and Local Government
- Department for Transport, Energy and Infrastructure
- Drug and Alcohol Services SA
- ETSA Utilities
- Fleet SA
- Flinders University Research Centre for Injury Studies
- Forensic Science SA
- Heart Foundation
- Insurance Council of Australia
- Motorcycling SA
- Motor Accident Commission
- Office for the Ageing
- Office for Youth, Attorney-General's Department
- Office of the Minister for Road Safety
- OT Australia SA
- Professional Driver Trainers Association SA
- Road Safety Advisory Council
- Royal Australasian College of Surgeons
- Royal Automobile Association
- SA Ambulance Service
- SafeWork SA
- South Australia Police
- South East Local Government Association
- South Australian Country Fire Service
- South Australian Metropolitan Fire Service
- South Australian Road Transport Association
- South Australian State Emergency Service
- Southern & Hills Local Government Association
- Taxi Council of SA
- The Royal Australian College of General Practitioners
- Walking SA
- Youth Affairs Council of South Australia

▶ section 3 suggested measures

The countermeasures were suggested by participants from the workshop and are listed in their raw form. The list is not definitive, and does not reflect the need to continue with current road safety initiatives – drink driving enforcement, for example. The items will be considered as part of the development of the new strategy and accompanying actions.

	suggested measures	category
heavy vehicles, taxis and busses (commercial drivers)	Mandatory seatbelt use in school buses and induces higher seatbelt uses by heavy vehicle drivers	B
	Enforcement to enhance focus and resources for commercial vehicles	B
	Alcohol and drug policies for commercial vehicles employers	A
	Provide incentives for the commercial vehicles industry to encourage the installation of road safety relevant new technology	B
	Information provisions to Commercial vehicles employers in reagrds to driving records and behaviours (to predict road safety performance)	B
cyclists and pedestrians	Trial a 'safe arterial road concept' - safer speed limit (50 km/h max)	A
	Comprehensive and long term community engagement process	A
	Marketing and education in restraint for individuals ('carrot & stick!')	C
	Route-based (ie demand based) blueprint for walking infrastructure plan / mobility plan	B
	Route-based (ie demand based) blueprint for cycling infrastructure plan	B
older road users	Driver assessment - ability not age	B
	Age for mandatory testing - should it be increased from 70 to 80, it is going up to 75	B
	Infrastructure - age friendly	B
	Transport or mobility options - mobility scooters - riders to carry certificate of competence signed by GP or OT	B
infrastructure	Management clear zones - Including median and road side barriers, shoulder sealing	A
	Management clear zones - Review Significant Environmental Benefit (SEB) Cost	B
	Reduce conflict by eliminate cross roads (conflict points) - ban RHT	A
	Reduce conflict by eliminate cross roads (conflict points) - extended clearways or bike lanes	B
	Road assessment program - hazard identification	B
	Road assessment program - investment priorities	B
	Improved communication to drivers via ITS	B
	Innovative treatments - grade separation for a safe and efficient solution at major intersections (rural areas)	B
vehicles and technology	Promotion of safety features in fleet buying	A
	Older vehicle fleet (what to do?)	B
	Research in to emerging technologies	B
	Promotion of stars on cars	A
	ISA integration into the fleet	A

A - part of successful Safe System strategies B - consistent with the guiding principles of a Safe System C - as yet unproven, and inconsistent with Safe System principles.

	suggested measures	category
speed management	Formal road hierarchy to reduce confusion	A
	Focus on high pedestrian areas - variable limits	A
	Physical devices to slow (roundabouts, rumble strips)	A
	Enforcement - automated, more	A
	Technology - ISA	A
community education and training	Community - reduce car use through viable alternatives - conditions to enable mode shift	B
	Community - multi agency approach - regular structured meetings of stakeholders	B
	Community - advertising of the enforcement	B
	Education - evidence based, sustainable programs (best practice) including how education if conducted (methods, content etc) - ongoing evaluation	A
younger road users	How can we get younger drivers into safer cars? low interest rate loans for safe cars	A
	Driving age - increasing age in line with other states	A
	Passenger restrictions for novice drivers / Ps / first 6 months of licence	A
	GLS - night driver restrictions for novice drivers	A
indigenous road users	Community Engagement - Previous Thinker in Residence Ilona Kickbusch report and recommendation	B
	Whole of Government - Funding for road safety programs to be utilised across Government (eg Transport, Health, Police etc) make the most of data collection, research education etc. Let the most effective agency lead a program funded by other agencies	B
	Vehicle sales (legislation) - access to safe cars at a cheaper cost (rebate)	B
registration, licensing, recidivists, courts and legislation	Recidivists - expansion of immediate loss of licence	B
	Courts - more sentencing options	B
	Courts - reduce time between offending and court	B
	Courts - mandatory court diversion programs for road traffic drug and alcohol offenders	B
	Legislation - simplify	B
road user behaviour	Passenger restrictions - young drivers	A
	Passenger restrictions - recidivists	A
	Ban mobile phone use in vehicles (short term - whole of government fleet policy; long term - ban in all vehicles)	B
	Fatigue - compulsory sleep apnoea testing for commercial drivers	B
	Banning distracting in-vehicle technology	B
motorcycle	Standards for manufacture of safe clothing should be set and enforced	B
	To reduce problems associated with returning riders – introduce requirement of a registered motorcycle within a five year period in order to maintain a motorcycle licence	B
	Possible introduction of a motorcycle registration levy to fund motorcycle specific safety programs	B

A - part of successful Safe System strategies. B - consistent with the guiding principles of a Safe System C - as yet unproven, and inconsistent with Safe System principles.

▶ section 4

summary of presentations

Professor Fred Wegman **Managing Director of the Institute for Road Safety,** **Netherlands and current Adelaide Thinker in** **Residence**

Professor Fred Wegman identified four main points to consider in the development of a strategy:

1. Cooperation between stakeholders
2. Focus on strategy development and not just an action plan
3. Develop a vision
4. How to define the quality of a strategy.

All organisations involved in road safety need to be supportive of the strategy and provide commitment to implementation. Support must also be gained from politicians and the wider community. The SA RSAC plays an important role in gaining this support. Road safety is not just improved by 'road safety money' alone, but requires the input from a wide variety of resources.

Action plans are suitable for implementing short term success. A strategy must be developed for longer term achievements, otherwise there tends to be a 'business as usual' approach. A strategy will produce more complex ideas and encourage research on how to reduce crashes in the future.

International experience has shown that having a vision and strategy based on the 'Safe System' is the way forward in achieving noteworthy benefits in road safety. There needs to be a change in thinking on why crashes occur. It is often multiple factors rather than one behavioural problem. We can have an effect on crashes in many ways, not just by attempting to change people's behaviour.

Professor Fred Wegman emphasised that a vision must be developed by the community and that it is not something that can be copied from elsewhere. Developing a vision gives shared responsibility to the community and challenges road safety professionals, stakeholders and government to develop the capacity to achieve the desired results, seeks effective new interventions and partnerships and supports relevant research.

Quality of a strategy can be achieved through

sound problem analysis, analysing crash data, measuring effectiveness and using research evidence. There needs to be an understanding of how past achievements have been made and what problems remain. Long term planning is required and must include elements such as fiscal, health and the environment.

Professor Ian Johnston **Deputy Chair, National Transport Commission** **Board**

Professor Ian Johnston suggested that not just one strategy but several may be required to address the variety of road safety problems in South Australia. Western Australia has developed three strategies to address specific needs in their metropolitan, regional and remote areas.

It is difficult to establish and prioritise the main areas to concentrate efforts on. Addressing all issues is necessary for a comprehensive strategy but is impossible to implement. To start, Professor Johnston recommended addressing the main issues:

- Sheer volume of crashes at intersections. Start being radical and treat urban and rural differently. Urban requires traffic flow management. Rural requires other countermeasures such as large roundabouts.
- Single vehicle run off road crashes. One of the most common types of crashes and often linked to a multitude of behavioural causes. But it is time to start treating the crash outcome by sealing shoulders and installing wire rope barriers.
- Black spots. Crash analysis generally shows that the majority of crashes occur on a small part of the network. Instead of treating black spots, treat the small portion of network where the bulk of crashes occur.

Crucial to the success of a strategy is the implementation. Identify the barriers to implementation and how these can be addressed. Think about the process for implementing, how successes can be measured and who is/are accountable for different areas.

The 'ideal' strategy includes:

- clear objectives
- takes a long term view – more than just the next 20 things 'to-do' on the list
- evidence based countermeasures
- includes an investment plan
- build a long term shared vision
- need interim targets over the life of the strategy
- build capacity to act on the strategy.

Dr Robert Anderson
Deputy Director of the Centre for Automotive Safety Research

Robert Anderson emphasised that behaviour is not the major contributor to road crashes, rather it is the road and road environment.

There are two types of risks:

- Broad based risks where the contribution to road safety problem is shared by a large proportion of the community by common and normal driving.
- Narrowly focused risk where the contribution to the road safety problem is from a small group of drivers or driving situations such as drink driving or excessive speed.

While countermeasures to address broad based risks are often easier to treat and will have a greater effect on the total road safety problem, they can be more difficult to implement and require a sense of ownership by the community and stakeholders as countermeasures target 'the many'.

Effectiveness of countermeasures will reflect where the risks lie – with the many or the few – and how the countermeasures are targeted. Because broad based measures, such as speed management, tend to affect base-line risks, they tackle many crash types concurrently including some narrowly focused crash problems.

Narrowly focused problems are easy to identify but often harder to treat systematically. But even narrowly focused interventions of limited or unknown effect, may be cost-effective if the countermeasures are inexpensive and very well

targeted. Many narrowly focused countermeasures can be hard to evaluate, leading to ambiguous effectiveness.

It is also important to realise when broad based measures are no longer going to provide additional benefits, when they no longer tackle the groups at risk or when they lose their cost effectiveness. Importantly, countermeasures need to reflect the reality of how crashes happen so they ultimately deliver reductions in crashes, injuries and death.

Vehicle technology offers a solution to loss of control crashes and can assist in forward collision avoidance. This technology would be most valuable to drivers most at risk and this should form part of a long term strategy. Implementation can be encouraged by carefully targeted policies among government and fleet buyers, responsible for 40-50% of the vehicle stock in South Australia.

Broad areas that a strategy should focus on:

- speed reductions
- graduated driver licensing
- road engineering improvements
- vehicle technology.

▶ section 5

road safety vision and strategy

Road safety is everyone's responsibility. There were 166 fatalities and 1600 serious injuries on South Australia's roads in 2000. In 2009, this had reduced to 119 fatalities and 1101 serious injuries.

While improvements have been made, 1200 serious injuries and fatalities on the road each year is a dreadful burden on the people and the economy of South Australia. No fatality or serious injury on our roads should be tolerated, accepted as inevitable, or regarded as a toll we have to pay.

Throughout the western world road safety is increasingly viewed as a systemic problem within road transport, which requires substantial change to the way in which the issue is addressed. The Road Safety Advisory Council is developing a ten year strategy for South Australia based on the Safe System approach to improving road safety adopted throughout Australia.

This approach adopts a holistic view of the road transport system and the interaction between roads and roadsides, vehicles, travel speeds, and people. It recognises that people will always make mistakes and poor choices, and may always have road crashes, but seeks to ensure that those actions do not result in a fatality or serious injury.

The Safe System approach to road safety is built on several key principles:

- Human Factors no matter how well we are trained and educated about responsible road use, people make mistakes, and the road transport system needs to accommodate this.
- Human Frailty the finite capacity of the human body to withstand physical force before a serious injury or fatality can be expected is a core system design consideration.
- Forgiving Systems roads that we travel on, vehicles we travel in, speeds we travel at, and communities we live in, need to work together and be more forgiving of human error.
- Shared Responsibility all elements of South Australian society share a responsibility to improve our safety. Everyone has a responsibility to use the road safely and organisations, businesses and communities

have a responsibility to design, manage and encourage safe use of the road transport system.

Much more can and will be done to improve road safety, and our next step as the Road Safety Advisory Council is to put forward a vision for road safety in South Australia. We want South Australians (whether individuals, families, communities, businesses or government) to consider this vision, to discuss and debate it, and ultimately to embrace it.

Towards Zero Together

Our vision is zero deaths and serious injuries on our roads through the whole community working together.

In putting forward this vision the Road Safety Advisory Council proposes a shared journey in South Australia to address the deaths and serious injuries caused by everyday use of the roads, no matter the people or circumstances involved.

This vision matches the expectation we have in aviation or rail transport, and in the workplace. It provides a long term aspiration and ambition to galvanise and mobilise policy, development, planning, design, building and use of the road transport system by all stakeholders. This means the community as a whole working in partnership through a shared responsibility to prevent road crash outcomes that result in serious injury or death.

This vision of zero fatalities and serious injuries is not achievable in the short term. Its life extends beyond the strategy which is being developed. It can be achieved if the community as a whole makes a fundamental change in the way we think about road safety and what we are prepared to accept. Our first step is to agree that deaths and serious injuries on the road are not an inevitable result of our current lifestyle.

In the interim, achievable and ambitious targets will be set to reduce fatalities and serious injuries over the course of this decade. Targets will be backed up by actions which can help eliminate

serious casualties and are cost-effective, and fall into the following groups:

- **Safe Roads and Roadsides** designing, constructing and maintaining roads and roadsides to reduce the risk of crashes, and minimise the severity of injury if a crash occurs.
- **Safe Speeds** setting speed limits that complement the road environment to manage crash impact forces to within human tolerance and which users understand and comply with.
- **Safe Vehicles** using vehicles which not only lessen the likelihood of a crash and protect occupants, but also simplify the driving task and protect vulnerable users sharing the road.
- **Safe People** encouraging consistent and predictable behaviour through supporting well-informed and educated road users acting within rules, and taking action against people who violate those rules.

Actions in these areas will be supported by a management system that focuses on living up to our vision and achieving our targets. This will be achieved through effective coordination; legislating and changing standards where necessary; funding necessary improvements and allocating current funding more effectively; promoting the strategy, its underlying principles, and necessary behaviours and actions; monitoring and reporting on progress; and maintaining a vibrant research and knowledge capacity.

Improving road safety improves human and environmental health, and reduces an unnecessary cost to society. Road safety is part of the South Australia's Strategic Plan, and the strategy for the next decade needs to support other health and wellbeing, and prosperity and sustainability objectives.

As important as what we do, is how we do it. The Road Safety Advisory Council recognises that, overwhelmingly, South Australians want to do the right thing. We want to continue to build a climate of support for road safety in South Australia, and want to do this by being upfront about the issues, what is required to make substantial improvements

in our safety, the technology that we can harness, innovations we can attempt, costs will need to meet, and changes we will all need to make.

Some of this discussion will be challenging, but it will ultimately be in the pursuit of a road transport system that leaves South Australians free from death or serious injury.



**Government
of South Australia**

Department for Transport,
Energy and Infrastructure

<http://www.dtei.sa.gov.au/roadsafety>