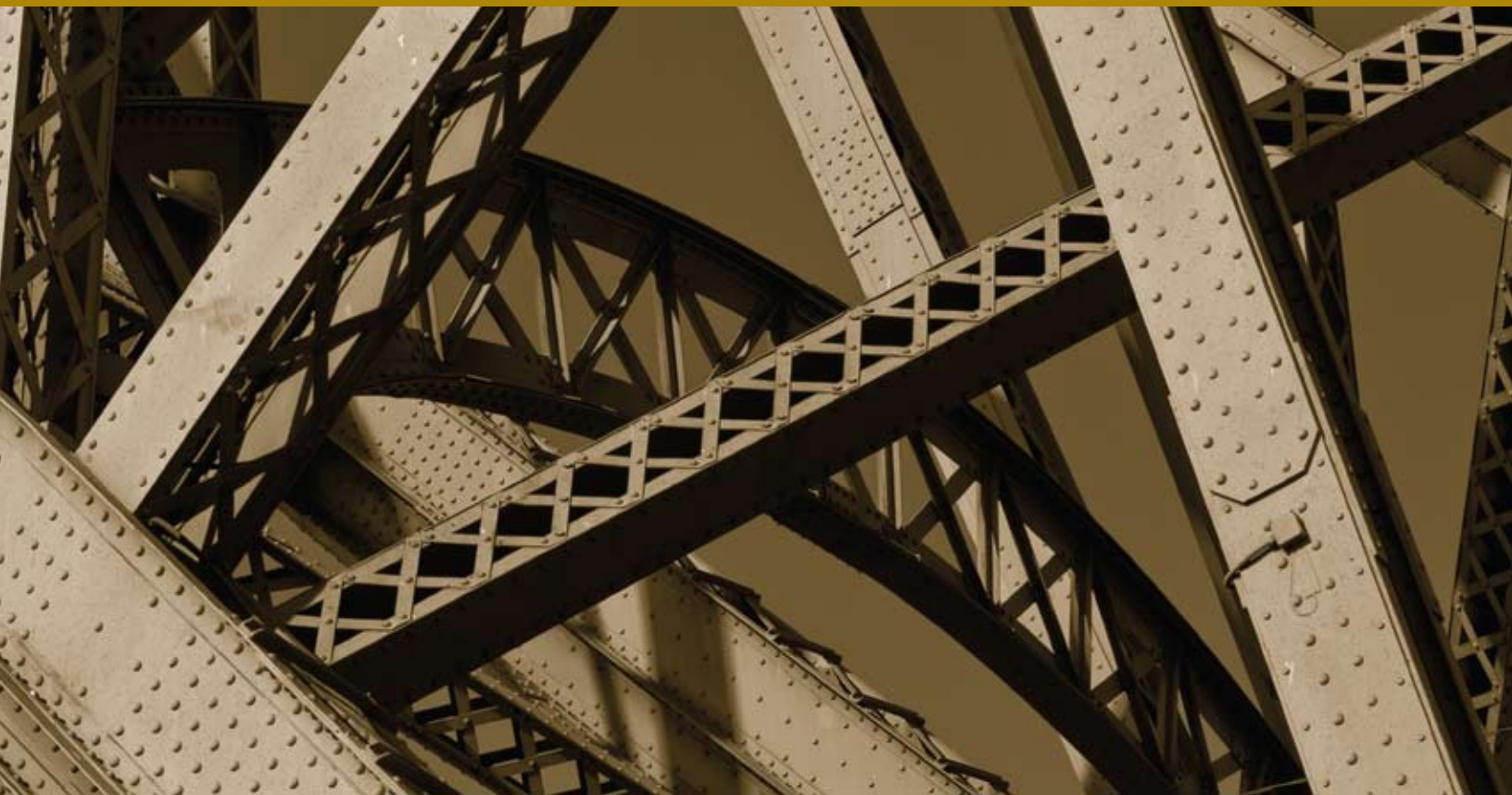


Setting Safety Performance Measures in Australia and New Zealand:

Lessons for the United States



Sponsored by:



U.S. Department of Transportation
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In cooperation with:

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Foreword

In August 2009, the Federal Highway Administration, the American Association of State Highway and Transportation Officials, and the National Cooperative Highway Research Program conducted an international scanning study of how transportation agencies in Australia, England, New Zealand, and Sweden use performance management to demonstrate accountability and performance.

The U.S. scan team found many examples of management strategies that used performance measures to achieve improved performance and hold agencies accountable for results. For example, because improving highway safety is a top priority for transportation agencies in the United States, the

scan team members were particularly interested in learning more about how a common set of highway safety measures and targets evolved, were established, and are reported in Australia and New Zealand. The Australian states and New Zealand have more than 10 years of experience in producing common highway performance measures, including safety measures. Their experience holds important lessons for U.S. highway safety practitioners.

This followup report was developed by those agencies in cooperation with Austroads, which is the association of highway agencies in Australia and New Zealand. It was written by Eric Howard and Associates in Melbourne, Australia, in cooperation with Austroads.

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1 - Introduction

This white paper addresses the following topics:

- Describe the approach used to establish a safety goal across national (provincial) borders and achieve a common thrust across Australia and New Zealand to accomplish aggressive safety targets.
- Describe how transport ministers have come together on this topic. Have they used face-to-face meetings, goal setting, publishing of results, benchmarking, heavy staff work, or public involvement?
- With an understanding of the U.S. federal system (diverse, independent states), present suggestions from the lessons learned that might be applicable to the United States. Address items such as setting tough but achievable targets, recognizing needs of poorer nations or states, and the importance of top leadership commitment.

Australia is a federation of states and territories and the federal government, with each state and territory overseeing a number of elected local authorities. New Zealand is a separate nation, but it does not have a system of state governments. It does have subnational-level elected local authorities.

For this reason, comparisons about means to achieve agreement across state, provincial, and territorial borders between Australia and New Zealand are not feasible. Nonetheless, much can be learned from the road safety experience in New Zealand. The two countries, therefore, are reviewed separately, with comparisons provided where appropriate and useful.

Figure 1, from the International Road Traffic and Accident Database (IRTAD), shows relative road safety performance (in deaths per 100,000 population) in Australia, New Zealand, and the United States (plus Sweden and the United Kingdom) from 2000 through 2009.

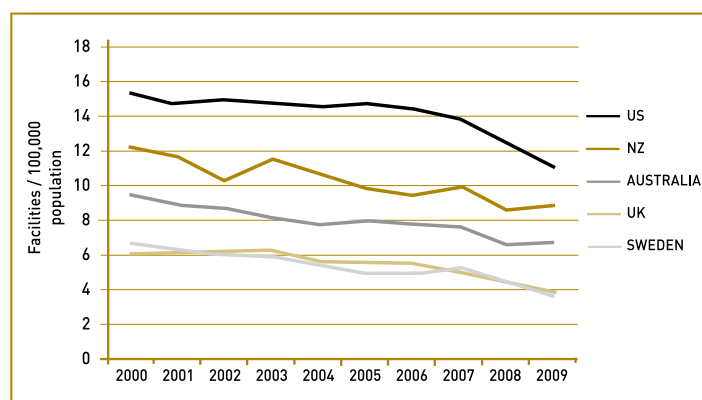


Figure 1. International comparison of fatalities per 100,000 population (IRTAD).¹

¹ Organisation for Economic Cooperation and Development International Transport Forum (OECD/ITF), Joint Transport Research Centre (JTRC), IRTAD, www.irtad.net.

Figure 2 shows comparative performance (in percentage reduction in fatalities) over the past two decades for these countries.

These results can usefully be read against the broader background of IRTAD country performance over the past four decades, shown in figure 3.

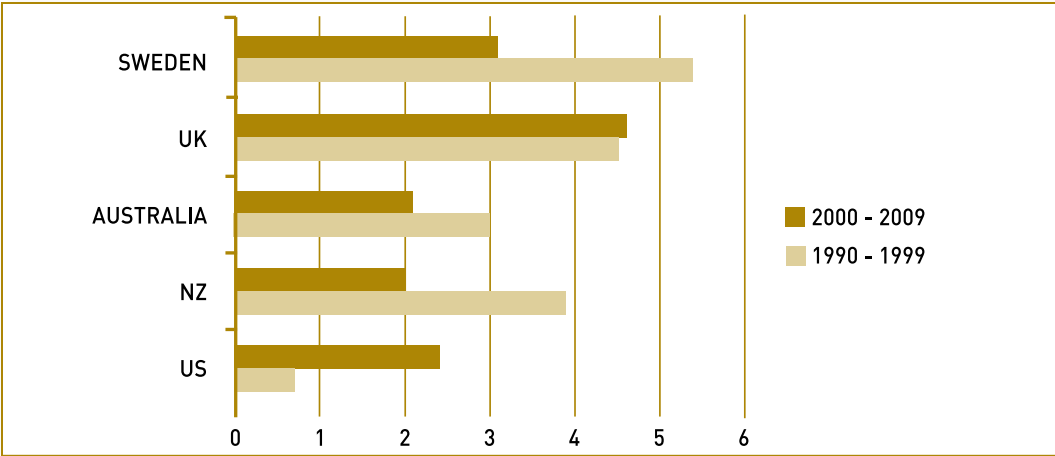


Figure 2. International comparisons of reductions (from 0.7 percent to 5.4 percent) in fatalities over two decades (IRTAD). ²

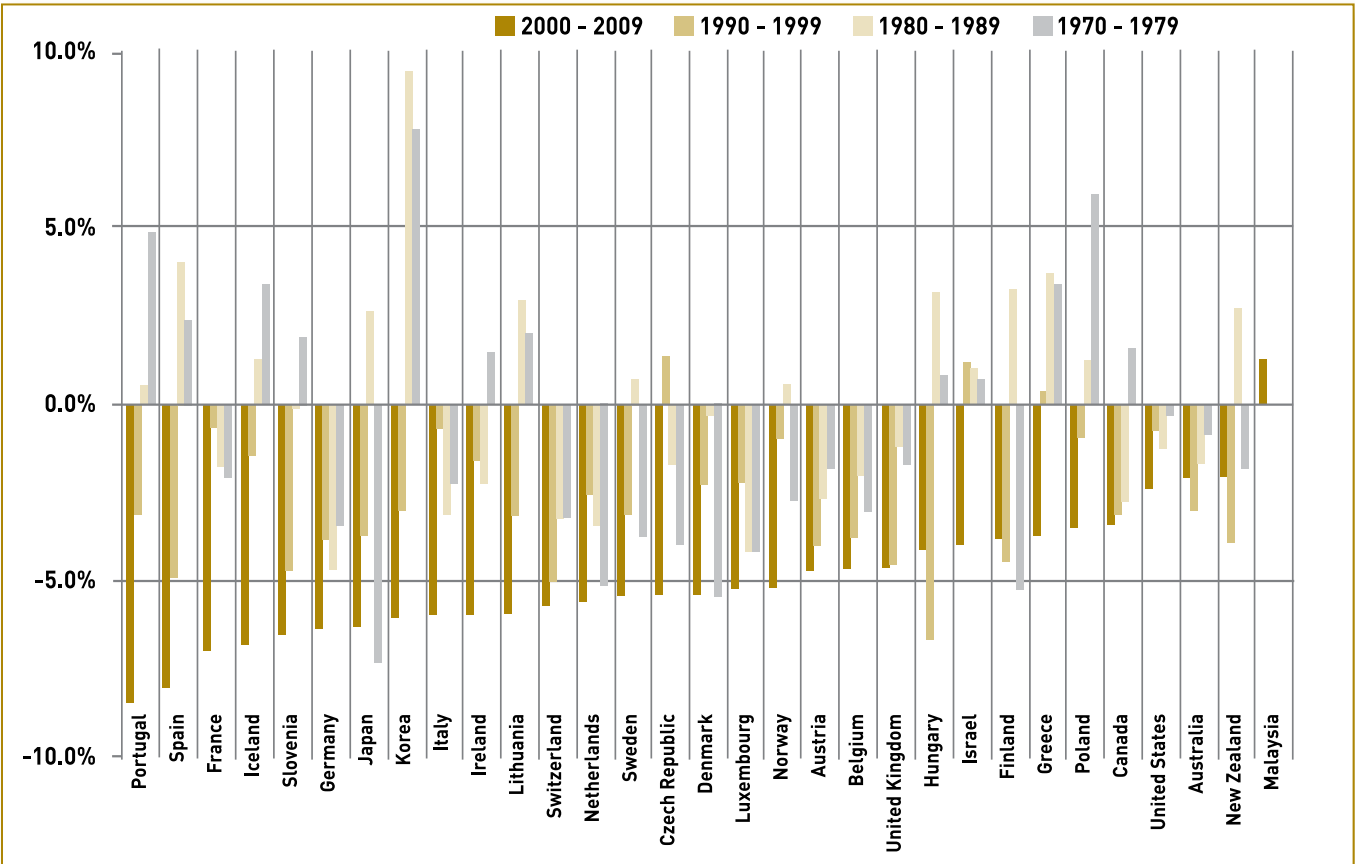


Figure 3. International comparisons of percentage reductions in fatalities over four decades across a broad number of countries (IRTAD). ³

² OECD/ITF, *A Record Decade for Road Safety, Road Death Figures for 33 Countries*, IRTAD, News Release, Paris, September 2010, <http://internationaltransportforum.org/irtad/index.html>.
³ OECD/ITF, *A Record Decade for Road Safety, Road Death Figures for 33 Countries*, IRTAD, News Release, Paris, September 2010, <http://internationaltransportforum.org/irtad/index.html>.

2 - Establishing a Safety Goal—Australia

The current Australian national road safety strategy (2001–2010) is nearing the end of its life and a new strategy has been drafted. The processes followed in developing both strategies are reviewed below, although agreement to the new draft strategy is still a work in progress.

Australia's National Strategy, 2001–2010

Australia adopted and published a 10-year National Road Safety Strategy (2001 to 2010) in 2000.⁴ It was a successor to an earlier national strategy for 1992–2001, which provided a national framework that included a large range of road safety initiatives.

The Australian Transport Council (ATC),⁵ which includes the federal transport minister, all state and territory ministers with transport responsibilities, and an observer from local government, adopted the 2001–2010 national strategy on behalf of national, state, and local governments.

In Australia's federal system of government, road safety strategy and policy measures are principally driven by states, territories, and local governments, which conduct their own comprehensive programs. The commonwealth role was (and generally remains) collating road crash statistics from the states, conducting and coordinating limited research, funding nationally important roads, providing some funding of blackspot treatments for all road categories, regulating new vehicle standards (Australian Design Rules), monitoring vehicle safety recalls, and facilitating the sharing of road safety information among stakeholders.

The 2001–2010 strategy was developed as a framework document that acknowledged the existence of separate

safety strategies and plans of state, territory, and local governments and other organizations involved in road safety. It recognized that individual governments would continue to develop and implement their own road safety strategies and programs, which would generally be consistent with the national strategy but reflect local imperatives. This system of concurrent strategies and action plans at national, state, and territory levels is a feature of road safety activity in Australia, and its effective contribution to better national outcomes should not be underestimated.

Establishing a Safety Goal

The adopted strategy set a challenging target to achieve a 40 percent reduction in the number of fatalities per 100,000 population by 2010 (i.e., from 9.3 in 1999 to no more than 5.6 in 2010), which would save some 3,600 lives over the 10 years of the strategy.

Four factors were considered critical to the agreement to adopt an ambitious road safety goal for the 2001–2010 strategy:

- Committed practitioners in federal, state, and territory road safety agencies who were knowledgeable about relevant research and prepared to promote an ambitious agenda.
- Invaluable work carried out by Monash University Accident Research Centre (MUARC), which was commissioned by the federal government road safety agency coordinating the strategy development task, then the Australian Transport Safety Bureau, to develop a model to estimate fatality reduction outcomes for a range of specific potential interventions.⁶ This work provided valuable guidance for developing the strategy and various options.

⁴ National Road Safety Strategy, 2001–2010, Australian Transport Council, 2000.

⁵ www.atcouncil.gov.au

⁶ P. Vulcan and B. Corben, *Options for a National Road Safety Strategy: Report to the National Road Transport Commission* (unpublished), 1999.

- The decisionmaking arrangements put in place for the development, consideration, and adoption of the strategy by stakeholders, senior officials, and ministers.
- The flexibility clearly afforded each jurisdiction in the strategy document and action plan on how to achieve the targeted reductions, with no attempt to lock in agreement to a list of measures.

A series of 2-year action plans containing specific measures available to address each strategic objective were progressively developed and approved by the ATC during the life of the strategy. Governments and other parties to the strategy were encouraged to introduce measures selected from the successive action plans suited to their local conditions. In practice, many jurisdictions produced their own state and territory action plans in response to their issues and in line with what they considered politically feasible to introduce, often selecting actions from the national plans.

Decisionmaking Arrangements and Roles

Standing Committee on Transport Role

The Standing Committee on Transport (SCOT) acts as the senior review committee of officials preparing recommendations for (and responding to decisions by) the ATC. SCOT membership includes chief executives of transport and road authorities from all of the states and territories, and it is chaired by the federal secretary for transport. SCOT considers all transport matters, including road safety, that relate to the common responsibilities of the ministers in the ATC.

National Road Safety Strategy Panel and Taskforce Roles

In the late 1990s, the ATC established a broad National Road Safety Strategy Panel (NRSSP) and a smaller group, the National Road Safety Strategy Task Force (NRSSTF) of government representatives from each jurisdiction, to guide development and implementation of the National Road Safety Strategy and to act as a

forum for sharing information on road safety initiatives. The panel does the following:

- Monitor implementation of the National Road Safety Strategy and action plans.
- Develop and administer projects that enhance road safety and the transfer of best practices under the Austroads Road Safety Program.
- Identify and recommend areas of research that could help reduce the impact of causes of road trauma, including input to Austroads' National Strategic Road Research Program.
- Provide a forum for the exchange of information between stakeholders on road safety matters.
- Ensure that effective linkages are in place so road safety strategies and action plans at the jurisdictional level are consistent with overall national objectives.
- Assist in harmonizing road safety policies and practices between jurisdictions.
- Promote the development and implementation of road safety countermeasures based on research and national best practice.
- Assist in identifying emerging national road safety priorities.

Australian Transport Council

The ATC governance arrangements, including supporting groups, are shown in figure 7 (on page 13). The role of the ATC is described in Appendix C.

The governance arrangements at the time the 2001–2010 strategy was prepared are shown in figure 4.

Having a clear decisionmaking hierarchy (such as the SCOT and ATC arrangements in Australia) that is integrated into the political decisionmaking arrangements supports comprehensive dialogue and decisionmaking on often-contentious issues, a feature of road safety policy development.

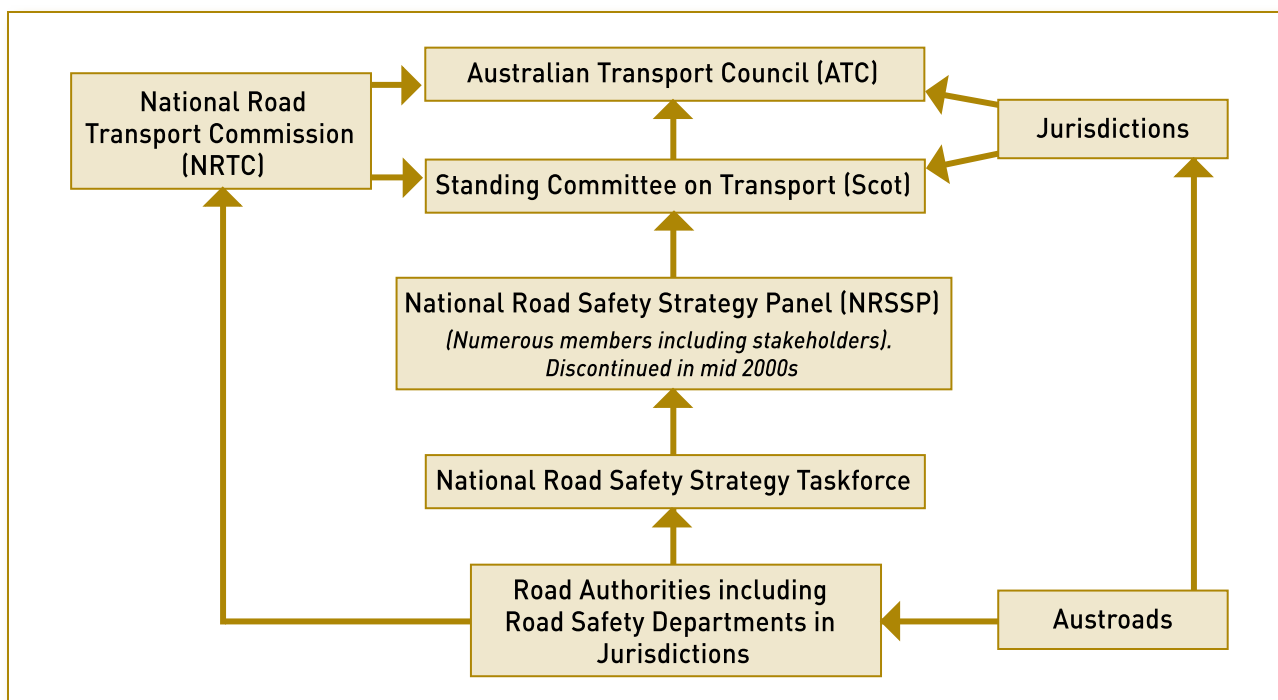


Figure 4. Decisionmaking arrangements in place for development of 2001–2010 Australian National Road Safety Strategy.⁷

Ministerial Interactions With Cabinet in Each Jurisdiction

Relying on one minister of transport to win cabinet support for road safety measures that are usually multisectoral is considered a high-risk approach that lessens the chances of successful cabinet outcomes for road safety. The Australian national and, in particular, the New Zealand experience support this contention.

This is in contrast to the situation in a number of Australian states that have Ministerial Road Safety Councils made up of four or more ministers (from the transport, police, health, public insurer, justice, and local government areas) to support road safety policy debate at the cabinet level. Mechanisms of this nature—and the operation of all party Parliamentary Road Safety Committees—have been particularly effective in supporting government commitment to innovative legislation and increases in funding for interventions.

⁷ E. Howard, Eric Howard and Associates, former member of NRSSP and NRSST, 1999–2005, and former general manager of road safety, VicRoads, Victoria, Australia, 1998–2006.

Summary of Approach Used to Establish Common Safety Goal and Targets Across Australia

- Federal officers commission MUARC to develop a road safety inputs and outcomes model.
- State-level practitioners work with federal colleagues to suggest options for model inputs.
- MUARC prepares a model linking possible inputs and actions to likely estimated outcomes, such as fatality reductions over the 10 years of a strategy.
- Practitioners in jurisdictions consider the MUARC model inputs and outcomes.
- The NRSSTF meets to consider recommendations from federal officers reflecting jurisdictional feedback.
- Jurisdictions consult with their SCOT members.
- Further review and consultation take place with stakeholders (government and nongovernment). (Contributions were received from a large number of organizations, many of which are in Appendix A.)
- NRSSTF meets to agree on final recommendations to SCOT.
- SCOT reviews and makes a recommendation to ATC.
- ATC considers recommendation and votes on adoption.

3 - Achieving the Aggressive Target—Australia

Strategy and Action Plan Development Process

The ATC acknowledged that the 40 percent reduction sought was a challenging target that would need “strenuous effort by all parties involved in road safety” to achieve.

In addition to the commitment of government transport agencies, the ATC asked for “the continuing support of road users and user groups, the media, police, health-care providers, schools, local government, vehicle builders, employers, and the wider community. The challenge is to move our thinking from ways to limit the toll to how to create a genuinely safe road transport system, and to work out how to achieve such a system.”

The NRSSP continued to serve a useful role during the first 5 years of the strategy. It included representatives from the commonwealth and all state and territory transport agencies as well as police, health-care providers, local government, and user and industry groups.

Significantly, the organizations represented on the panel and, where applicable, their respective governments accepted that they were jointly responsible for implementing the National Road Safety Strategy.

The performance of the stakeholders in achieving the targeted strategy outcomes was to be assessed against the following criteria:

- Trends in fatalities compared with the target
- Actions taken to respond to each strategic objective and the outcomes achieved
- The extent to and effectiveness with which measures identified in the action plans were applied

There were to be reports on progress toward the target to twice yearly meetings of the panel, which

was to prepare a consolidated report on progress with action plans (and the strategy) annually to the ATC. Achievement of the strategic objectives and the action plans was to be further assessed every 2 years by the panel and reported to the ATC.

Performance indicators were to be developed and published to monitor the success of the road safety initiatives associated with the strategy. It was intended that these would be produced throughout the life of the strategy and be progressively enhanced to provide more comprehensive data on road safety performance. The NRSSTF was to do the staff work on preparing recommendations through the panel to SCOT, which prepared the recommendations for the ATC.

The NRSSP was considered to be an unwieldy mechanism that was removed from the senior official and political levels. It was discontinued in the mid-2000s, and the NRSSTF was replaced by a National Road Safety Executive Group (NRSEG) of senior road safety managers from each jurisdiction.

Rolling Action Planning—A Fresh, Flexible Action Plan Every 2 Years

The first national action plan, for 2001 and 2002, was a menu of items from which jurisdictions could choose interventions. At the end of each 2-year action plan period, a review of progress and development of a fresh action plan took place. Both the progress review and proposed action plans were submitted to the ATC for consideration and approval.

In effect, the action plans adopted every 2 years were a menu from which jurisdictions could select options while maintaining a broad commitment to the strategy and the agreed-on target. Actual achievement (in reducing the rate of fatalities per 100,000 population) by individual states and territories over the 1999–2009 period (shown in table 1) reflects the different levels of appetite jurisdictions have for implementing countermeasures.

One view is that the initial strategy and action plan approved in 2001 did not reflect a serious commitment by all states and territories to the content beyond specific matters that were supported at the time by the needs (and levels of community support) in individual jurisdictions. However, adopting and publishing the strategy was not a set-and-forget-for-10-years process. It was seen as a process of ongoing review and improvement that influences states and territories to amend and strengthen their own strategies and action plans. This relies on each state having its own road safety strategy.

The required review and redevelopment of the 2-year action plans ensured that some regular dialogue would occur among state, territory, and federal government road safety practitioners. However, as time went on, there was much more serious consideration of actions from individual jurisdictions and an increasing recognition of the need to be mindful of and act consistently with what was included in new action plans.

The required reporting to the SCOT and ATC also fostered a sharper focus on progress achieved, reinforced necessary commitment, and encouraged knowledge transfer among jurisdictions. This improved priority for road safety was further strengthened in 2003 when road safety managers began to meet twice yearly the day before the full-day NRSSP meetings. This reflected an increased commitment by agencies during the life of the strategy.

This interaction and competitive pressures between states and territories, nourished by the federal government's regular publication of comparative road safety performance by the jurisdictions, assisted the road safety policy change process in most jurisdictions over the life of the strategy.

The ATC adopted the Safe System approach to road safety thinking as a framework for planning short- and long-term actions in the 2005 and 2006 action plan. It represented a major change in the way road safety was considered in Australia. This continues today.

Overall Performance

Overall Australian performance for the 2001–2010 period of the national strategy is shown in figure 5⁸ (on the following page). The rate of fatalities per 100,000 population at the end of October 2010 was 6.2, greater than the target adopted in 2001 of 5.6. The achieved rate represents a 33.3 percent reduction in the fatality rate.

Comparative Performance

Comparative performance by states and territories is measured annually and was published in each updated action plan. Many differences remain today in detailed policy positions among jurisdictions across Australia, reflecting potential opportunities for improvement or, in a more pessimistic assessment, a failure to seize known successful measures and gain the serious casualty reduction benefits they would bring.

Table 1 (on the following page) is an updated extract (including 2009 data⁹) from the 2009–2010 National Road Safety Strategy action plan document indicating the different rates of improvement achieved in jurisdictions by September 2009.

Average annual change is based on the exponential trend for the 10 12-month periods from 1999 to 2009.

⁸ Department of Infrastructure and Transport, Canberra, December 2010.

⁹ Australian Transport Council, *National Road Safety Strategy 2011–2020: Draft for Consultation*, Department of Infrastructure and Transport, Canberra, December 2010.

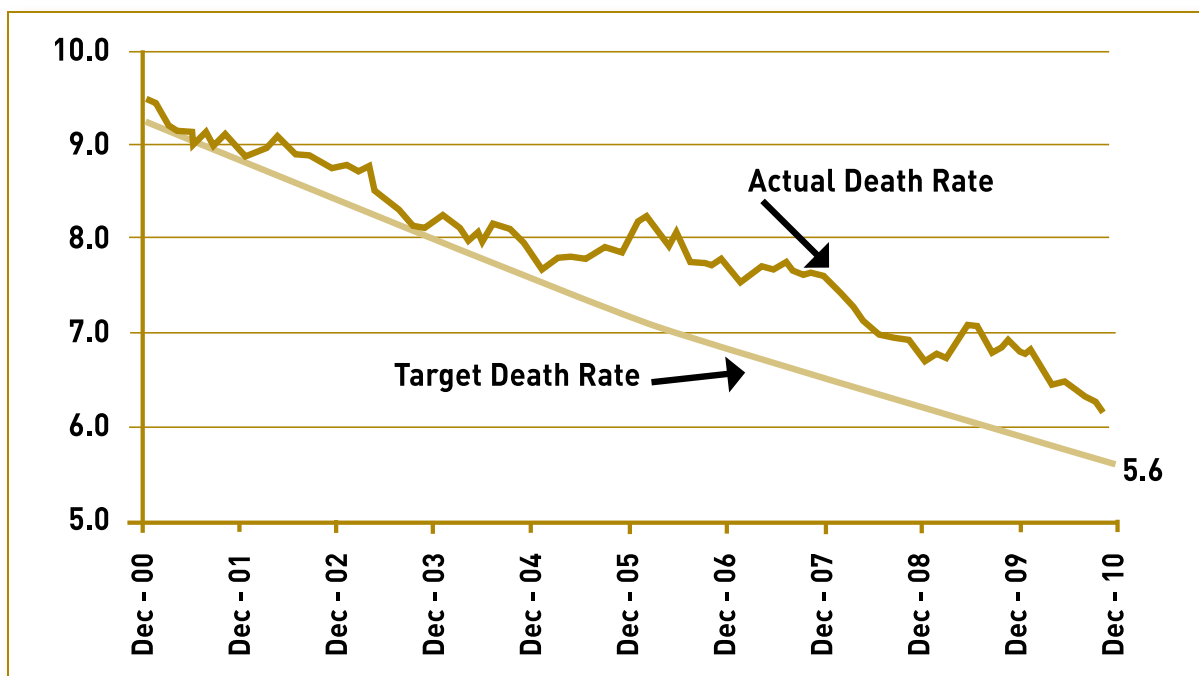


Figure 5. Annual deaths per 100,000 population in Australia (rolling 12-month rate from 2001 through October 2010).

Table 1. Road fatality rates per 100,000 population.

	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	Northern Territory	Australian Capital Territory	Australia
1999	9.0	8.2	9.0	10.1	11.8	11.2	25.4	6.1	9.3
2000	9.3	8.6	8.9	11.0	11.3	9.1	26.1	5.7	9.5
2001	8.0	9.2	8.9	10.1	8.7	12.9	25.3	5.0	8.9
2002	8.5	8.2	8.7	10.1	9.3	7.8	27.6	3.1	8.7
2003	8.1	6.7	8.1	10.3	9.2	8.6	26.5	3.4	8.1
2004	7.6	6.9	8.0	9.0	9.0	12.0	17.3	2.7	7.9
2005	7.5	6.9	8.3	9.5	8.1	10.5	26.7	7.9	8.0
2006	7.3	6.6	8.2	7.5	9.9	11.2	21.8	3.9	7.7
2007	6.3	6.4	8.6	7.8	11.1	9.1	27.0	4.1	7.6
2008	5.3	5.7	7.6	6.2	9.6	7.8	34.0	4.0	6.7
2009	6.4	5.3	7.5	7.3	8.5	12.7	13.7	3.4	6.8
Average annual change	-4.5%	-4.7%	-1.6%	-4.8%	-1.4%	-0.1%	-2.1%	-3.2%	-3.3%

Note: Annual rates in smaller jurisdictions (Tasmania, Northern Territory, and Australian Capital Territory) can change substantially from year to year because of the relatively low fatality numbers compared with larger jurisdictions.

4 - Establishing a Safety Goal—Australia's Draft National Strategy, 2011-2020

The next National Road Safety Strategy for Australia (for 2011 to 2020) is in the latter stages of development. It was released in draft form¹⁰ in December 2010 for public consultation.

A New National Road Safety Strategy for 2011–2020

The Vision: Safe Roads, Safe Speeds, Safe Vehicles, and Safe People

On average, four people are killed and 80 are seriously injured every day on Australia's roads. Almost everyone has, at some stage, been affected by a road crash.

Australian Transport Ministers have asked the heads of transport and roads agencies around the country to work together to prepare a new 10-year National Road Safety Strategy for the period from 2011 to 2020. The new strategy is intended to set an ambitious long-term vision for road safety improvement in Australia and to guide national action over the coming decade. Transport agencies have been working hard to develop a draft National Road Safety Strategy and would like to hear from the community on its proposals.

... The draft National Road Safety Strategy 2011–2020 contains a range of initiatives and interventions in four key areas—Safe Roads, Safe Speeds, Safe Vehicles, and Safe People.

The draft strategy outlines broad directions for the future of Australian road safety, proposed initiatives for the first 3 years and a range of options for further consideration as the strategy progresses.

... This draft strategy presents a 10-year plan to reduce the annual number of deaths and serious injuries (serious casualties) on Australian roads by at least 30 per cent. It sets out a range of high-level directions and priority actions to drive national road safety performance to the end of 2020. It also lays the groundwork for longer term goals and aspirations.

Excerpts from draft national strategy released for public comment December 1, 2010

The new governance arrangements for ATC¹¹ and supporting groups and agencies, reflecting 2009 revisions, are shown in figure 7. The Safety Standing Subcommittee (SSSC), which reports to SCOT, is responsible for developing rail and road safety policy recommendations for SCOT.

Based on commissioned road safety position papers on the Safe System elements and modeling advice from MUARC linking potential interventions to estimated fatality and serious injury outcomes, various drafts of a strategy and targets were developed by the NRSEG and refined by a team of federal and state government officers, reporting to the SSSC, SCOT, and subsequently ATC.

Safe System Principles

The strategy is based on the Safe System approach to improving road safety. This approach requires a holistic view of the road transport system and the interactions among roads and roadsides, travel speeds, vehicles, and road users. Consistent with the long-term road safety vision, it recognizes that people will always make mistakes—and may have road crashes—but that those crashes should not result in death or serious injury.

The Safe System approach was adopted in Australia during the period of the previous national strategy, through the National Road Safety Action Plans and the strategies of individual states and territories. It is consistent with the approaches adopted by the safest countries in the world, and is a central theme of the landmark OECD report *Towards Zero: Ambitious Road Safety Targets and the Safe System Approach*, published in 2008.¹²

There are several guiding principles for this approach:

1. **People make mistakes.** Humans will continue to make mistakes, and the transport system must accommodate these. The transport system should not result in death or serious injury as a consequence of errors on the roads.

Safe System Principles continued on page 12

¹⁰ www.infrastructure.gov.au/roads/safety/national_road_safety_strategy/index.aspx

¹¹ www.atcouncil.gov.au/about_us/files/atc_arrangements.pdf

¹² OECD/ ITF JTRC, *Towards Zero: Ambitious Road Safety Targets and the Safe System Approach*, 2008.

Safe System Principles continued from page 11

2. **Human physical frailty.** There are known physical limits to the amount of force our bodies can take before we are injured.
3. **A “forgiving” road transport system.** A Safe System ensures that the forces in collisions do not exceed the limits of human tolerance. Speeds must be managed so that humans are not exposed to impact forces beyond their physical tolerance. System designers and operators need to take into account the limits of the human body in designing and maintaining roads, vehicles, and speeds.
4. **Shared responsibility.** Responsibility for road safety is shared by all.

Excerpt from draft national strategy released for public comment on December 1, 2010

Senior executives played a much greater role in preparing this strategy, compared to the 2001–2010 strategy. The proposed (draft) target seeks a reduction of at least 30 percent in fatalities and serious injuries (a substantial inclusion because the 2001–2010 strategy had no serious injury target). This compares to the 40 percent reduction in the population-based fatality rate in the 2001–2010 strategy.

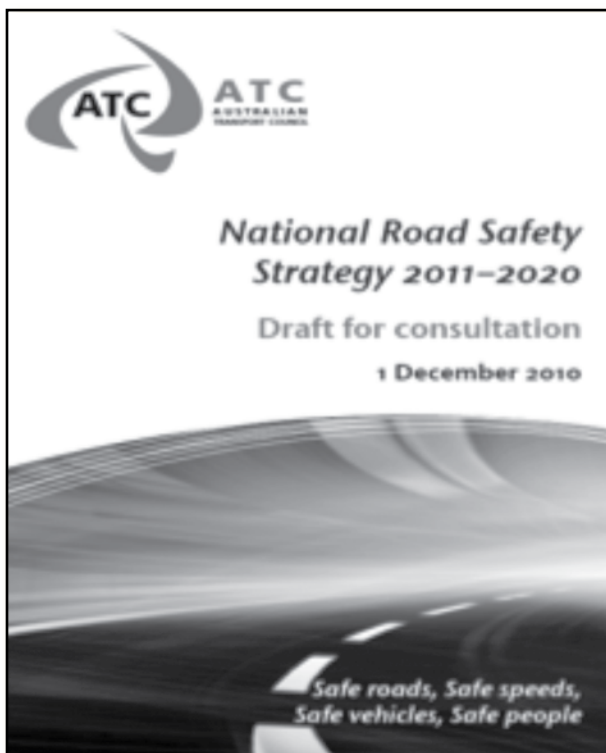


Figure 6. Draft of National Road Safety Strategy.

The strategy is based on four cornerstone areas of intervention:

- Safe roads
- Safe speeds
- Safe vehicles
- Safe people

It is supported by priority actions for a series of management functions focused on achieving results, including the following:

- Adopting a results focus for implementing the strategy
- Ensuring effective coordination of activity among all key players
- Ensuring rules are in place to back the commitment to road safety
- Identifying funding and prioritizing the allocation of resources to safety
- Promoting a shared responsibility for road safety
- Monitoring and evaluating road safety progress
- Investing in research and development and knowledge transfer

Australian Transport Council Governance Arrangements

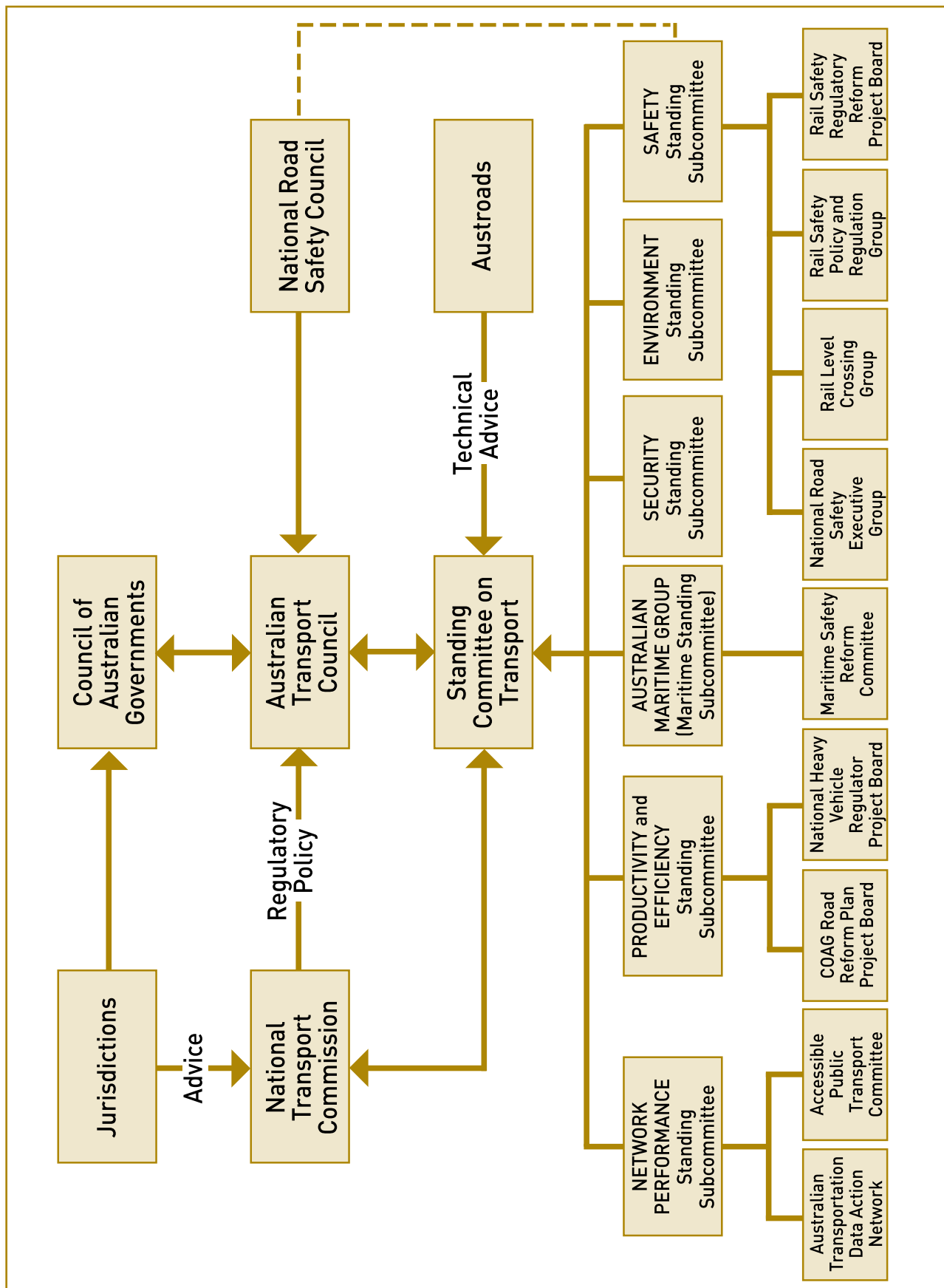


Figure 7. Australian Transport Council governance arrangements.

5 - Establishing a Safety Goal—New Zealand Road Safety Strategies

While New Zealand is an autonomous nation separate from Australia and operates its road safety strategic activity independently, the level of liaison between government road safety practitioners is substantial and the New Zealand minister for transport attends meetings of the Australian Transport Council as an observer.

The New Zealand Transport Agency is a member of Austroads, an association of road authorities in Australia, which also has as members Australian federal, state, and territory road authorities and the Australian Local Government Association. Austroads supports an active road safety program of research, publications, and information exchange.

While these links facilitate information exchange between Australian and New Zealand agencies, decisions on road safety strategy and policy in New Zealand are as distinctive and independent as the decisions by individual Australian states and territories on road safety matters.

New Zealand: Road Safety to 2010 Strategy

New Zealand adopted and published the Road Safety to 2010 strategy in 2003. The target was to reduce the number of fatalities from some 400 to 300 by 2010 (and the number of hospitalizations from 5,870 to 4,500).

The Road Safety to 2010 consultation document was released for public comment in 2000 and provided the framework for road safety actions and interventions rolled out since 2003. The consultation document set out detailed estimates of likely outcomes from interventions for various levels of input.

The adopted strategy was and is still recognized internationally as a good-practice document in articulating road safety risks and challenges and the cost-effective means available to address them. The

interventions identified in the strategy document and subsequently adopted were put into action in three implementation packages in 2003, 2004, and 2007.

New Zealand: Safer Journeys Strategy

New Zealand recently published its new road safety strategy, *Safer Journeys, New Zealand's Road Safety Strategy, 2010–2020*. New Zealand adopted a comprehensive approach to the development of Safer Journeys, which was early in 2010. The process followed is considered good practice.

New Zealand is a single government entity without states. Although it does not have the federated system of government the United States and Australia have, it has a network of 64 local authorities with which it has extensive direct relationships, including formal legislated political mechanisms for consultation.

The process to develop Safer Journeys involved the following:

- A review was published of actual progress achieved in the previous New Zealand strategy, Road Safety to 2010, compared to the estimated road safety benefits it sought.
- A draft Safer Journeys document, approved by the minister for transport, was published for discussion. It presented New Zealand's key road safety challenges and outlined some 62 possible initiatives to address them.
- Extensive public consultation, including specific arrangements for consultation with local authorities, was conducted.
- Responses to the community consultation were considered in preparing the final Safer Journeys strategy for government adoption.
- Safer Journeys, built around the Safe System approach, was adopted.

Safer Journeys does not have a specific overall target for reductions in numbers (or rates) of fatalities or serious injuries. It does include some specific outcome commitments:

- Reduce the rate of fatalities for young people from 21 per 100,000 population to 13 per 100,000 population (the level in Australia). New Zealand's low licensing age of 16 contributes to this higher level of fatality risk.
- Reduce the level of fatalities attributable to alcohol- and drug-impaired driving from 28 fatalities per 1 million population to 22 (the level in Australia).
- Reduce the level of fatalities of motorcyclists and moped riders from 12 to 8 per 100,000 population (the level in Victoria, Australia).
- Reduce the rate of fatalities of older New Zealanders from 15 to 11 per 100,000 population (the level in Australia).

6 - Achieving the Aggressive Target— New Zealand

Review of Road Safety Progress in New Zealand Since 2000

New Zealand views the targets it set in the Road Safety to 2010 strategy of no more than 300 deaths and no more than 2,200 serious injuries (measured by the number of hospitalizations) by 2010 as very unlikely to be achieved. The overall fatality reduction likely to be achieved is estimated at about 12 percent, compared to the 25 percent target.

A review of the reasons for this outcome was developed during the preparation of the new Safer Journeys strategy. The review document offers a limited statistical assessment of the interventions and outcomes achieved to date as a result of the Road Safety to 2010 strategy. Where possible, some explanations have been offered on why targets have not been met or predicted outcomes have not been achieved.

It summarizes progress over the last 10 years in improving roads and vehicles and reducing speeds, but not in reducing alcohol-impaired driving (or implementing other proposed legislative initiatives).

The review suggests that four factors may have contributed to the targets not being met:

- Failure to implement some crucial legislative changes

- Investment in engineering interventions well below necessary levels to achieve the targeted reductions
- Failure to achieve an appreciable reduction in alcohol- and drug-related crashes over the last 10 years
- Failure to achieve predicted efficiency gains, possibly because mergers in the transport sector impacted the focus of the key agencies on road safety

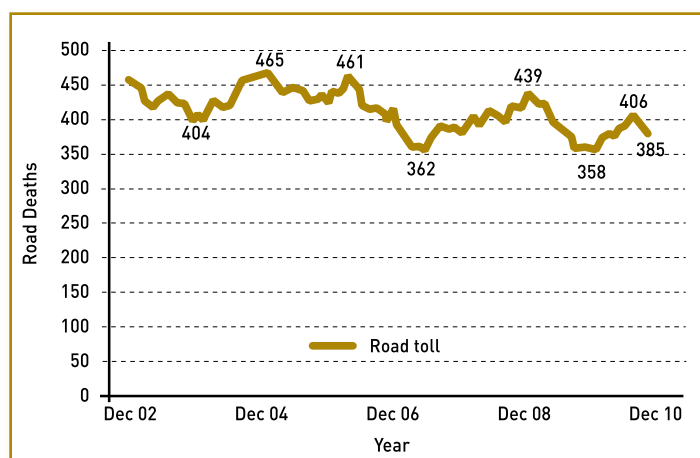


Figure 8. Rolling 12-month fatalities, New Zealand.¹³

The New Zealand experience reinforced the cautionary message that sound ideas set out in a strategy document are not enough. Good performance requires followthrough for implementation with legislation, funding, enforcement intensity efforts, and more.

¹³ New Zealand Ministry of Transport, *Safer Journeys, New Zealand's Road Safety Strategy, 2010–2020*.

7 - Methods and Processes Used to Achieve Agreement—Australia

Governance Arrangements

Altered governance arrangements are in place for the development of the new Australian national strategy. They differ substantially from those in place for the development of and agreement to the 2001–2010 strategy and most of the subsequent 2-year action plans.

High-Level Discussion and Proposed Public Consultation

Over the past 7 months, the Standing Committee on Transport has had at least four substantive discussions on the draft strategy development issues and the Australian Transport Council has had three, indicating the level of priority the matter has received in its development. Transport ministers have agreed that the new strategy will set an ambitious vision and targets.¹⁴

Senior practitioners agree that the unprecedented extent of high-level dialogue is invaluable, indicates a priority commitment to the issue, and recognizes the need to seek greater understanding through indepth discussion to reach agreement on the way forward for many challenging policy questions.

Chief executives (separately from ministers) and ministers (with chief executives in attendance) have used face-to-face meetings to develop this strategy to build understanding; seek consensus on strategic direction, vision, and targets; and request further staff work. This involvement has been substantially more intensive than for the strategy adopted in 2000.

Ministers also pushed for a genuine period of public consultation, which is a broader process than that followed for the 2001–2010 strategy. The ministers planned to consider public and stakeholder feedback and input in finalizing the strategy for adoption and launch early in 2011. The consultation period, expected

to be about 8 weeks, was scheduled to include targeted discussions with key stakeholders at national and other jurisdictional levels.

As indicated earlier in the paper, a key lesson from the 2001–2010 strategy and action plan process was that the process of regular review of action plans throughout the life of a strategy has many benefits. It provides breathing space or cover to put issues on the agenda at the beginning of a strategy to consider over time, rather than straining to act more immediately and force a decision on commitment, which could scare off some jurisdictions.

It is also clear that senior officers and ministers need to provide high-level commitment to the strategic agenda. If there is a clear commitment, people will take it seriously.

It should not be assumed that senior executives in transport and road safety agencies are adequately informed about the benefits of potential initiatives or conversant with the range of measures available to manage introduction of more contentious options and obtain public acceptance. They are not road safety practitioners. This places responsibility on practitioners in jurisdictions to consider means to better support introduction of beneficial change and to fully brief their chief executives over time to increase their understanding and earn their support for that change.

Draft Strategy and Performance Measurement

The new Australian national strategy is more extensive in content and approach than the 2001–2010 strategy. It focuses on the key Safe System elements of safe roads, safe speeds, safe vehicles, and safe road users and sets strategies for proposed management actions.

¹⁴ www.minister.infrastructure.gov.au/aa/speeches/2010/AS02_2010.htm

These actions draw on the road safety management approach set out in the 2008 Organisation for Economic Cooperation and Development International Transport Forum *Towards Zero* report¹⁵ and the 2009 World Bank *Country Guidelines for the Conduct of Road Safety Management Capacity Reviews*.¹⁶ They address the need for a results focus, coordination, legislation, regulations and standards, funding and resource allocation, promotion and education, monitoring and evaluation, research and development, and knowledge transfer.

The strategy emphasizes the importance of putting a safety performance framework in place that is built on clear roles and responsibilities for agencies at the federal, state, and local government levels and nongovernment entities. It also emphasizes ongoing measurement and reporting of that performance.

It is likely that a number of specific performance measures will be developed in the early years of the strategy and refined over its 10-year life. Publication of these indicators and the results of their ongoing measurement will be considered.

One focus has been on differentiating between the road safety needs of remote, regional, and urban communities across the country. Crash risks and challenges differ, and what may be a material issue in one location category (or region in one category) may not be an issue elsewhere. This is considered a pragmatic response to actual conditions.

National Road Safety Council Role

The ATC established the country's first National Road Safety Council (NRSC) in 2009, with members appointed by the federal minister for transport after consultation with ATC ministers. It acts as an advisory body on road safety matters and supports implementation of key road safety measures in the

National Road Safety Strategy, action plans, and other ATC initiatives.

All jurisdictions jointly fund the NRSC through a national partnership agreement. Council members are determined on the basis of their effectiveness as key opinion makers and community leaders.

The role of the NRSC includes ensuring that the best road safety measures and practices are taken up and implemented in all Australian states and territories. In addition, the council and its National Road Safety Ambassadors (which include business leaders, role models, and media personalities) will have a key role in engaging the wider community and putting road safety on the social agenda.¹⁷

One of the first challenges for the council is helping governments develop and implement the new National Road Safety Strategy for 2011–2020. Details of the council's role and membership were set out in an address to the Australian Parliament by Federal Transport Minister Anthony Albanese in 2010.¹⁸

National Transport Commission Role

The National Transport Commission reports to the ATC and leads transport regulatory reform to meet the needs of transport users and the broader community for safe, efficient, and sustainable land transport. In addition to focusing on rail and heavy vehicle reform, the commission works closely with governments to develop more consistent and effective land transport policies, laws, and practices across Australia.

Road safety-related responsibilities beyond heavy vehicle safety include the Australian Road Rules and the Australian Vehicle Standards Rules (which seek to ensure that the Australian Design Rules continue to be applied in service for vehicles). Both are recommended models for states and territories to apply.

¹⁵ OECD/ITF, *Towards Zero: Ambitious Road Safety Targets and the Safe System Approach* (2008).

¹⁶ World Bank (Breen and Bliss), *Country Guidelines for the Conduct of Road Safety Management Capacity Reviews* (2009).

¹⁷ www.minister.infrastructure.gov.au/aa/speeches/2010/AS02_2010.htm

¹⁸ *ibid*

8 - Methods and Processes Used to Achieve Agreement—New Zealand

Consultation Arrangements—New Zealand Safer Journeys Discussion Paper

The process of reaching agreement on the new strategy in New Zealand required negotiation with local governments and direct public consultation. New Zealand Transport Agency (NZTA) regional directors and Ministry of Transport regional relationship managers consulted extensively with local governments on Safer Journeys, 2010–2020, through the established network of Regional Transport Committees across New Zealand.

The legislative backing for the transport committees, their purpose, and their membership is described (using Canterbury Regional Transport Committee as an example) in Appendix B. They are made up of elected members (from local governments and some regional bodies), plus an official representative from NZTA. They provide a political forum for addressing transport-related issues at the regional level in consultation with the central (national) government.

This consultation was supported by NZTA regional education advisers working with local government senior staff. Practitioners reported that overall outcomes, while positive, varied and that some consultation efforts were more successful than others.

Extensive direct public consultation took place.

Responses to Safer Journeys Community Consultation

More than 1,500 submissions were received on the Safer Journeys discussion document. In addition, more than 1,200 members of the general public and almost 20 key stakeholders ranked the 62 initiatives outlined in the discussion document. This is a much higher

number of submissions than was received on the Road Safety to 2010 strategy (about 800).

The level of public engagement showed that New Zealanders were concerned about the number of people killed and seriously injured on roads. Some of the most controversial initiatives received strong support. These included initiatives to lower the legal blood alcohol limits for driving, raise the driving age, and change the give-way rule on yielding to other vehicles.

In general, submitters placed more emphasis on initiatives aimed at road users than on road, vehicle, or speed initiatives. This may indicate that submitters do not understand the Safe System approach and are more focused on the driver than on the other three elements of the Safe System.¹⁹

Adopted Safer Journeys Strategy

The strategy is based on a Safe System approach and the key actions that will help build a safer road transport system through that approach. Current highly effective initiatives will continue.

Cost-effectiveness of actions is a prime consideration, and some actions that require legislation will need to be considered and approved by Parliament before introduction.

When implemented, actions will be tailored to respond to the differing needs of New Zealand's communities. New Zealand's road system now delivers significantly better road safety outcomes for some population groups, regions, and methods of transport than others (e.g., Māori are almost twice as likely to die or be seriously injured in road crashes as other ethnic populations).

¹⁹ www.transport.govt.nz/saferjourneys/whatyousaid/

Safer Journeys will be implemented in a series of three action plans over 10 years. Each action plan will detail the following:

- What will be implemented to address areas of concern and the expected timing of improvement
- Timing
- Responsibilities
- Monitoring and evaluation arrangements

New Zealand uses a system of funding for road safety for local government that provides incentives for support of central government strategic directions. For example, about 50 percent of funding (with some variation between local governments)

will be contributed to local government for agreed-on road safety works by the national government and about 75 percent for agreed-on road user behavioral change programs.

While Safer Journeys is regarded as an excellent document giving guidance on the way forward, the government has still not committed to overall targets or implementation of the measures identified in the strategy. New Zealand is grappling with this issue today. Without strong commitment in a single authority jurisdiction (i.e., the New Zealand national-level situation or in Australia's case any state or territory not necessarily in the Australian national strategy), the document is at best a statement of hopeful intent.

9 - Potential Lessons for the United States

Preparation for National Strategy Development

1. Encourage States to develop and implement their own strategies, action plans, and targets (as many have) to indicate commitment to the issue and provide a vehicle for local progress. Recognize where responsibilities lie (i.e., Federal vehicle safety and highway funding; State user legislation and regulation, infrastructure programs, speed limits, and role modeling with vehicle policies; local government infrastructure programs, enforcement levels, speed limits, and role modeling with vehicle policies).
2. Achieve an adequate level of dialogue supported by a regular flow of information leading to early consideration of a strategy to build deeper understanding based on evidence for senior government officials (as key gatekeepers), political leaders, and the media.
3. Develop regular meetings (twice a year) and communication among road safety managers at the State and Federal levels as a group to discuss common issues and progress.
4. Recognize that an agreed-on, detailed national strategy usually reflects acceptance of a lowest common denominator by all States. Address this reality by recognizing the primacy of the States in driving road safety change and support them with an “enabling” rather than a “requiring” approach, strategy, and action plans. Regularly review the action plans nationally (every 2 or 3 years) to encourage progress. Use publication of comparative performance and nationally funded promotion of road safety to help achieve State-level change.
5. Encourage senior government officials and political officials from States to visit successful international jurisdictions, observe measures in action, and discuss with counterparts policy and legislative change issues, how community acceptance was achieved, and what they learned from their experience.
6. Support leadership by the political level through sound evidence-based advice and a responsiveness and sensitivity to nonroad-safety impacts of potential interventions (and advice on how these could be managed in a reasonable way).
7. Understand the need to concentrate on the how-to-move-forward issue by focusing on institutional management functions that determine how road safety is approached in each jurisdiction.
8. Recognize the importance of discussion and decisionmaking arrangements that support development of joint State and Federal outcomes.
9. Recognize that one size does not fit all and that different measures may be required in some States to meet local problems and respond to different levels of appetite for change. This requires recognition that the more flexible the strategy, the more likely it is that challenging directions can be included without frightening off jurisdictions with a conservative disposition. Develop a menu of actions from which jurisdictions can select those they believe they can implement.
10. Encourage development of mechanisms that facilitate State and Federal government officials making recommendations to political leaders. Ensure that governors’ forums with the Federal transportation secretary take place twice a year and include road safety discussion.
11. Encourage development of an agreed-on, consistent approach to road safety by jurisdictions over time (e.g., Safe System approach).

Strategy Development Process

12. Foster awareness of what U.S. States (and international jurisdictions) with good road safety performance are doing with their road safety policies and targets for fatalities and serious injuries.

13. As much as possible, open the conversation with the community (especially local communities) with a research-based discussion paper approach that considers other external impacts of potential measures and supports informed discussion with digestible research-based information.
14. Encourage government media units to promote discussion of issues that are likely to be important for developing a potential strategy. Ventilate the issues publicly without being unnecessarily provocative and without committing to a course of action in advance of consultation. Openly seek feedback on potential interventions.
15. Early in the strategy-development process, use tools such as modeling of potential inputs and estimated outcomes of interventions in a strategy, evidence-based position papers, and data on performance trends and comparisons between States to inform the discussion and debate.
16. Use Federal funding incentives to help States adopt proven road safety measures, an approach used widely and successfully in the United States in the past.
17. Recognize that adopting and publishing a strategy and initial action plans are not set-and-forget-for-10-years activities.
18. Keep the strategy general with a sound vision and underpinning rationale (e.g., commitment to a Safe System approach). Allow for additional stretch through a series of action plans developed and progressively adopted throughout the life of the strategy that react to changing situations and opportunities.
19. Recognize that setting aspirational targets for the national strategy is a powerful way to encourage States to set ambitious targets for their own strategies and actions.
20. Measure safety performance on proven intermediate outcome indicators in all States and regularly publish this information on a national basis.
21. Promote the use of voluntary adoption of interventions and encourage the community to take useful first steps toward longer term change (e.g., buy safer vehicles, provide children with more supervised driving experience before licensing as solo drivers, fit intelligent speed adaptation, fit alcohol interlocks, and limit higher risk road use such as recreational motorcycling on higher speed roads). In time, many of these sound positions will become accepted mainstream practice, and mandating them in many instances will require little more than recognizing the status quo.

Summary

Setting an ambitious road safety target is challenging for governments. It is a sign of commitment if it is accompanied with identified measures to deliver it. While this is desirable, it will occasionally be more advantageous for some potentially unpopular measures to be identified later in the strategy's life, when they may be regarded as less contentious.

Setting a target and identifying associated strategies and actions are only part of the process. A clear commitment to implementing the interventions and achieving the target outcome is needed. The New Zealand experience from 2003 to 2010 is an important lesson in the need to have good implementing skills and not just rely on a cogently argued strategy.

Reporting individual jurisdiction performance annually will enhance public awareness and build public support for action, especially in poorer performing jurisdictions.

For federal systems, such as Australia and the United States, a flexible strategy giving States the ability to select actions from a menu is more likely to win support from all jurisdictions and is preferable to a lowest-common-denominator approach, which could occur if the approach is based on extensive mandates.

Strategy Implementation

20. Measure safety performance on proven intermediate outcome indicators in all States and regularly publish this information on a national basis.

Appendix A: Organizations Consulted in Developing the 2001-2010 National Road Safety Strategy for Australia

Australian Automobile Association
Australian Capital Territory Department of Urban Services
Australian College of Road Safety
Australian Council of State Schools Organisations
Australian Driver Trainers Association
Australian Institute of Health
Australian Local Government Association
Australian Motorcycle Council
Bicycle Federation of Australia
Department of Health and Aged Care
Department of Transport and Regional Services
Department of Transport, Western Australia
Federal Chamber of Automotive Industries
Flinders University Research Centre for Injury Studies
Heads of Compulsory Third-Party Insurance Schemes
Institution of Engineers, Australia
National Road Transport Commission
New South Wales Roads and Traffic Authority
New South Wales Police Service
Northern Territory Department of Transport and Works
Older People Speak Out
Queensland Motor Accident Insurance Commission
Queensland Police Service
Queensland State Cycle Committee
Queensland Transport
Road Transport Forum
Royal Australasian College of Surgeons
Royal Automobile Club of Queensland Ltd.
Royal Automobile Club of Victoria Ltd.
South Australia Police
Tasmania Department of Infrastructure, Energy, and Resources
Transport South Australia
VicRoads
Victorian Police Force
Western Australia Police

Appendix B: New Zealand Regional Transport Committees

Example: Canterbury Regional Transport Committee

The Regional Transport Committee (RTC) is established under the auspices of the Land Transport Act 2003 (as amended). It is responsible for preparing the regional land transport strategy and the regional land transport program and for advising the regional council on strategic land transport planning and funding matters.

The RTC typically meets on a quarterly basis, but more frequently if its workload necessitates. The committee includes the following:

- An elected member from each of the following councils:
 - Kaikoura
 - Hurunui
 - Waimakariri
 - Christchurch
 - Selwyn
 - Ashburton
 - Timaru
 - Waimate
 - Mackenzie
- Two Environment Canterbury elected members
- A representative of the New Zealand Transport Agency
- Six elected community representatives with expertise in access and mobility, safety and personal security, public health, economic development, environmental sustainability, and cultural interests

Appendix C: Australian Transport Council Associated Meetings of Officials

Standing Committee on Transport

The Australian Transport Council's (ATC) work program is supported by transport agency chief executives, who meet as the Standing Committee on Transport (SCOT). In carrying out its responsibilities, the SCOT does the following:

- Provides policy advice, as necessary, to the ATC
- Coordinates and supervises the work of six standing subcommittees (SSCs), which undertake work across a range of outcome areas:
 - Productivity and Efficiency SSC
 - Environment SSC
 - Safety SSC
 - Network Performance SSC
 - Security SSC
 - Australian Maritime Group (Maritime SSC)
- Provides the chairs of the SSCs (secretariat support for each SSC is provided by the chair's jurisdiction unless otherwise agreed)
- Monitors the reporting of all SSCs
- Manages and coordinates jurisdiction funding contributions to any nationally agreed-on projects and initiatives involving such arrangements
- Meets before each ATC meeting to preview agenda items, agrees on wording of recommendations, carries out followup actions from previous meetings, and monitors collaborative activities across systems and jurisdictions

The SCOT also shares information and makes administrative decisions not requiring ministerial involvement. As an executive board, it is responsible for the following:

- Ensuring that ministerial priorities are implemented
- Advising on a focused agenda in which ministers can invest their time to maximum value
- Identifying the strategic drivers impacting transport systems in Australia and whether (and what) national approaches can create measurable improvement
- Resolving at policy and strategy levels issues that need to be dealt with nationally (including those that impact funding, ownership, and/or regulatory dimensions of members' responsibilities)

Secretariat Arrangements

The Commonwealth Department of Infrastructure and Transport provides secretariat support for the ATC and its structure:

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