

# WALGA'S ROADWISE PROGRAM



## Safe System Guiding Principles for Local Government



**TOWARDS ZERO**



*getting there together*

## ***“Working together to save lives on our roads”***

The WA Local Government Association’s RoadWise Program is the Local Government and Community Road Safety Program. WALGA’s RoadWise Program works to build the capacity of Local Governments, the community, and other agencies to effectively deliver road safety initiatives aligned to *Towards Zero*, WA’s Road Safety Strategy 2008 – 2020.

WALGA’s RoadWise Program coordinates several sub-programs that support the delivery of community-based road safety. These include the Local Government Safe System Project; the Community Road Safety Grants Programs; the RoadWise community road safety network; the Type 1 Child Car Restraint Fitting Service; and Local Government policy, advocacy and leadership.

## **Acknowledgements**

The Western Australian Local Government Association wishes to thank the Road Safety Council for their support through the Road Trauma Trust Account of the Local Government Safe System Project, as well as the contribution and input from the Advisory Group and the expert panellists in the development of the Safe System Guiding Principles for Local Government.

A special note of appreciation is extended to Ruth Wernham, Andrea Smithson and Louise Russell-Weisz for compiling this document.

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## Foreword by the WALGA President



Road safety is a significant issue in communities across Western Australia. In 2010, 193 people lost their lives in road crashes across the State, and over the period from 1999 to 2010 there were a total of 2,325 fatalities on Western Australian roads. During 1995 and 2004 there were also 20,798 people seriously injured in road crashes across Western Australia. These statistics highlight the impact of road trauma in Western Australia. While road safety efforts in the past have resulted in significant improvements to the number of deaths and serious injuries, rising numbers in recent years have highlighted the need for a new approach.

At a State and Local Government level, we have moved to a new approach in road safety. *Towards Zero*, Western Australia's Road Safety Strategy 2008 - 2020 was endorsed by WALGA State Council in April 2008, and in March 2009 was formally adopted by the State Government. This strategy was formed after extensive consultation with road safety experts, partners, Local Governments and the community.

*Towards Zero* reflects the long term vision of the Road Safety Council of WA - a road transport system where crashes resulting in death or serious injury are virtually eliminated. *Towards Zero* is an aspiration which does not accept road trauma as a fact of life. To achieve this goal, a fundamental change is needed in the way road safety is approached by the community and stakeholders.

WALGA, as a member of the Road Safety Council, has realigned its role in road safety to reflect the adoption of the safe system approach at a state strategic level. Through funding from the Road Trauma Trust Account, WALGA established the Local Government Safe System Project (LGSSP) in 2009. As part of the LGSSP, a set of guiding principles has been developed for use by Local Governments.

I would like to thank the Local Government Elected Members who contributed their time and expertise as members of the panel. I am pleased to introduce this resource to the sector and welcome the opportunity to continue to work together to prevent road trauma in our communities.

A handwritten signature in blue ink, appearing to read 'Troy Pickard', enclosed within a blue circular scribble.

**Mayor Troy Pickard**  
**WALGA President**

## Foreword by the WALGA Chief Executive Officer



Every year numerous families, friends and communities are affected by road trauma. Each and every fatality affects our communities both directly and indirectly, because behind every road death remains an untold story of what that person would have contributed to their community throughout their life.

Since 1994 WALGA has worked towards reducing road trauma across Western Australia through the RoadWise Program. This road safety program works across all levels of society, and strongly promotes Local Government as road safety leaders in local communities. Through the introduction of *Towards Zero*, Western Australia is moving into a holistic approach to road safety, where we want to see safe drivers, in safe cars, on safe roads, travelling at safe speeds.

The Safe System Guiding Principles for Local Government were developed to provide a unique resource particularly relevant for Local Governments in Western Australia. This is one of the first resources developed exclusively for Local Governments, which offers guidance for the implementation of a safe system approach.

The resource developed by WALGA's Local Government Safe System Project is an ideal opportunity to both increase knowledge of the Safe System Approach to Road Safety, but also highlights functions that are specific to Local Governments. Each of the guiding principles presents a statement for individual Local Governments to interpret for their organisation, and ultimately for their communities.

I would like to thank the Local Government officers who contributed their time and expertise as members of the panel. I would also like to acknowledge the national and international experts who also contributed to this document.

A handwritten signature in black ink that reads "Ricky Burges".

**Ricky Burges**  
**Chief Executive Officer**

# Background



## What is the background to road safety in WA?

The long-term vision of *Towards Zero*, WA's Road Safety Strategy 2008 – 2020, is of a road transport system where crashes resulting in death or serious injury are virtually eliminated. *Towards Zero* aligns with the safe system approach and was endorsed after consultation with the Local Government sector by the Western Australian Local Government Association (WALGA) State Council in April 2008. The *Towards Zero* strategy was subsequently endorsed by the State Government in March 2009, following comprehensive consultation with road safety partners and the community.

The *Towards Zero* vision is to eliminate death and serious injury within the road network by creating a safe system that accommodates human error and the vulnerability of the human body. This is achievable through a shared responsibility approach involving governments, non-government organisations, the private sector and the community to implement evidence-based measures that address safe road users, safe roads and roadsides, safe speeds, and safe vehicles.<sup>1</sup>

Local Governments are key partners in the shared responsibility of road safety in Western Australia. Local Governments manage a total road length of 128,147 kilometres, which represents 72 per cent of the Western Australian road network.<sup>2</sup> The local road network is where 61 per cent of all serious crashes (those resulting in death or serious injury) occur.<sup>3</sup> As designers and operators of this extensive road network, and as influential leaders in local communities, Local Governments are well placed to have a positive impact on road safety outcomes.

The safe system approach is a holistic view of road safety, which has resulted in a major shift from the road users to those who design, build and maintain the transport system. For road authorities, including Local Governments, planning and developing a safe transport system means looking beyond set standards and moving past the traditional role of constructing and maintaining roads; it means using safe system treatments and countermeasures so that when people do make mistakes on the road network the outcome is less likely to result in death or serious injury. Along with the construction and maintenance of roads, Local Governments can influence road safety outcomes across each of the safe system cornerstones through their responsibilities as a road authority, planning authority, employer and fleet operator.

WALGA's Local Government Safe System Project (LGSSP) evolved from this significant shift in the approach to road safety at a National, State and Local Government level. With funding from the Road Trauma Trust Account, the LGSSP was established in May 2009. The goal of the project is to increase the uptake of safe system principles by Local Governments. The development of the Safe System Guiding Principles for Local Government, facilitated by the LGSSP, was undertaken to provide guidance and assistance to Local Governments as they work towards the safe system approach, which will support the implementation of *Towards Zero* at a local level.

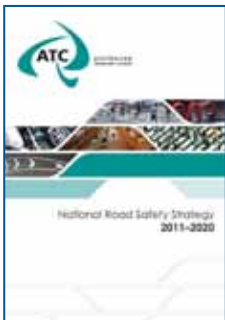


# Background

## What is the big picture of Western Australian road safety?

In order to understand the basis of the Safe System Guiding Principles, it is important to recognise the National and State road safety strategies. These two strategies underpin and guide the successful implementation of the safe system approach in Australia and Western Australia.

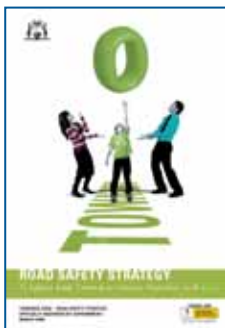
### National Road Safety Strategy 2011 – 2020



This strategy is firmly based on safe system principles and is framed by the guiding vision that no person should be killed or seriously injured on Australia's roads. As a step towards this long-term vision, the strategy presents a ten-year plan to reduce the annual numbers of both deaths and serious injuries on Australian roads. The strategy outlines broad directions for the future of Australian road safety, planned initiatives for the first three years and a range of options for further consideration as the strategy progresses.

For further information or a copy of the National Road Safety Strategy 2011 – 2020, see the Australian Transport Council website: [www.atcouncil.gov.au](http://www.atcouncil.gov.au)

### Towards Zero: WA's Road Safety Strategy 2008 – 2020



*Towards Zero* has the long-term vision of a road transport system where crashes resulting in death or serious injuries are virtually eliminated. *Towards Zero* is anchored in evidence-based research, with a particular focus on Western Australia's unique road environments. *Towards Zero* covers twelve years to ensure that, as well as putting in place immediate measures to save lives and reduce serious injuries, there are also initiatives that require more extensive planning and development.

For further information or a copy of *Towards Zero*, see the Office of Road Safety website: [www.ors.wa.gov.au](http://www.ors.wa.gov.au)

## What links the road safety strategies together?

Both the National and State road safety strategies are firmly based in the Safe System Approach to Road Safety. Internationally, the safe system is recognised as current best practice in road safety. Essentially, the common link in Australian road safety is the intention to implement the safe system approach.

At a local level WALGA's RoadWise Program supports the delivery of the safe system approach and *Towards Zero*. For more information about RoadWise visit the website: [www.roadwise.asn.au](http://www.roadwise.asn.au)

# The Process



## Why do we need safe system guiding principles for Local Government?

Recent surveys of Western Australian Local Governments show there is knowledge, skills, positive attitudes and behaviours regarding road safety strategies and the safe system approach. However, the same evidence also shows there are limited resources and competing priorities for Local Governments, which create obstacles in implementing the safe system approach.<sup>4,5</sup>

The purpose of the guiding principles is to encourage and enable adoption of the safe system approach by Local Governments. The guiding principles provide clarity when reviewing policies and practices and they ensure provisions are included to address the safe system approach and the *Towards Zero* strategy. The guiding principles offer a background against which to formulate strategies, plans and activities for improved road safety outcomes.

The safe system guiding principles were developed to:

- Provide clarity on the application of the safe system approach.
- Guide the inclusion of safe system principles into policies and practices.
- Encourage consistency between Local Government activities for the implementation of the safe system approach.
- Support and guide Local Government contribution during the implementation of *Towards Zero* based on best practice.
- Assist the selection of evidence-based road safety strategies to implement on the local road network.

## Who can use the guiding principles?

The guiding principles have been developed to be used by the whole of Local Government, which includes both operational and political perspectives.

At an operational level, Local Government officers benefit from adopting the principles to provide a clear framework and direction for sustainable improvements to road safety in their communities.

At a political level, Elected Members benefit from the adoption of the principles as they facilitate strategic decision making based on safety benefits for their community.





# The Process

## How were the guiding principles developed?

The principles were developed following an internationally recognised research process. The diagram below outlines the steps undertaken.

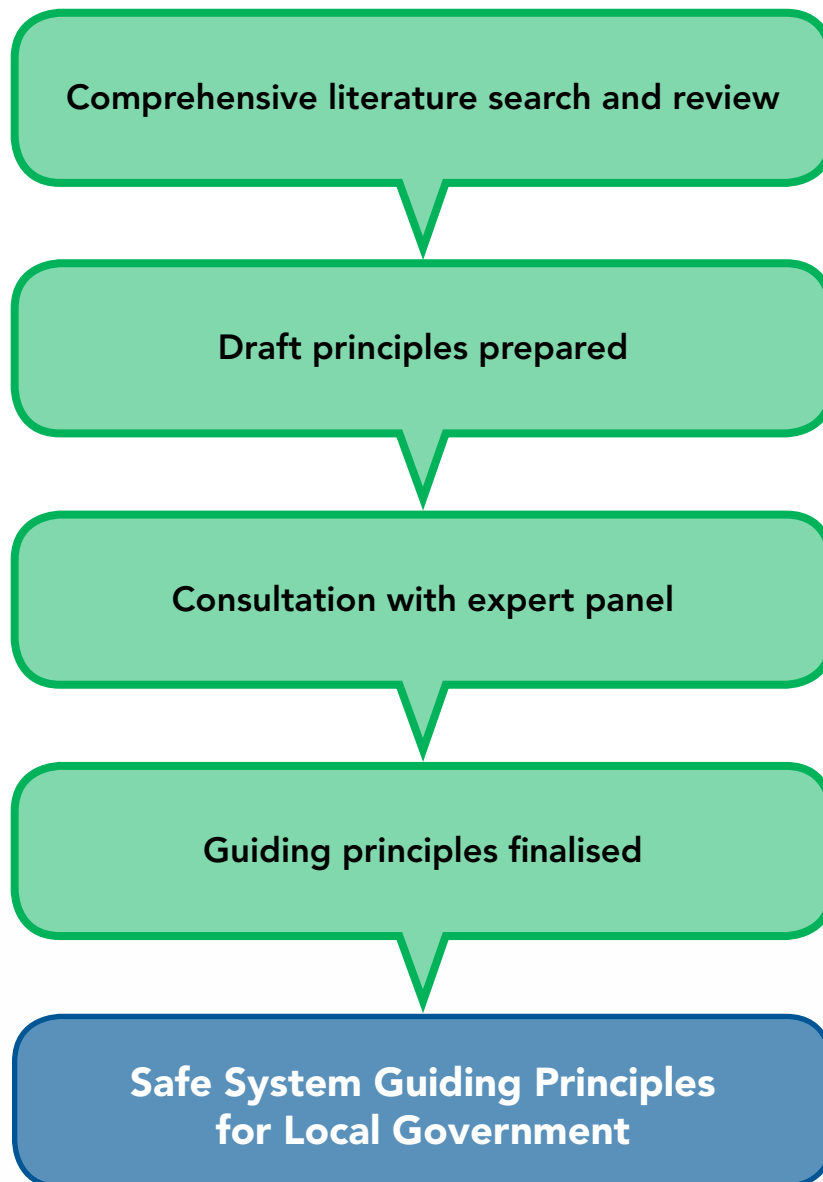


Figure 1: Development process of the guiding principles

Further details about the development process are outlined later in this document.

# Safe System Foundations



## What are the foundations of a safe system?

*Towards Zero* defines six key safe system foundation initiatives crucial to support the successful implementation of the strategy objectives. The six foundation initiatives are described below in further detail. Each of the categories are explained and examples given from a Local Government perspective.

### *Research, data and setting targets*

Research, data and setting targets informs the development of goals and objectives to establish agreed actions for the initial, intermediate and final road safety outcomes, this includes:

- Use of research results to identify potential interventions
- Research projects that inform best practice
- Provision of evidence and data to underpin policies, strategies and identify knowledge gaps
- Use of research and data to set targets

### *Capacity building*

Capacity building is the continuous and dynamic process of strengthening knowledge, skills and abilities within an organisation or individual to enhance their ability to adapt to change, examples include:

- Informal, incidental and reflective learning
- Formal professional development
- Supportive social and organisational structures

### *Leadership, commitment and community support*

Leadership, commitment and community support is the guidance, support and engagement of the community in effective road safety, this includes:

- Creating a positive political environment
- Understanding the road safety vision
- Role models within the community
- Facilitation of community engagement in road safety activities
- Influencing public opinion



# Safe System Foundations

## *Partnerships and alliances*

Partnerships and alliances are the formation of formal and informal groups to advance a common interest, as well as the active progression of mutual objectives between relevant organisations, through activities such as:

- Formation of networks to communicate information and knowledge
- Progression of the 'shared responsibility' for road safety

## *Coordination*

Coordination is the alignment of interventions and management functions at all levels, including:

- Synchronised delivery between National, State and Local Governments
- Synchronised delivery of activities between metropolitan, regional and remote areas
- Development of internal organisational strategies, policies and communications

## *Monitoring and reporting*

Monitoring and reporting is the systematic and continual measurement of outcomes, the prioritisation of issues, and the identification of countermeasures, as well as any assistance to better identify successes or barriers, examples include:

- Communication of results and trends with road safety partners
- Increased accountability and creating support for road safety
- Reporting effective results for continuous improvement

These six safe system foundation initiatives provide a basis for the development of the Safe System Guiding Principles for Local Government. Once the draft principles were formulated they were classified into one or more of the safe system foundations. This ensured the draft principles fitted into at least one of the safe system foundations.

# Safe System Guiding Principles for Local Government



## **Overarching principle:**

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

## **Guiding principles:**

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

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

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

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

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

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



# Safe System Guiding Principles for Local Government

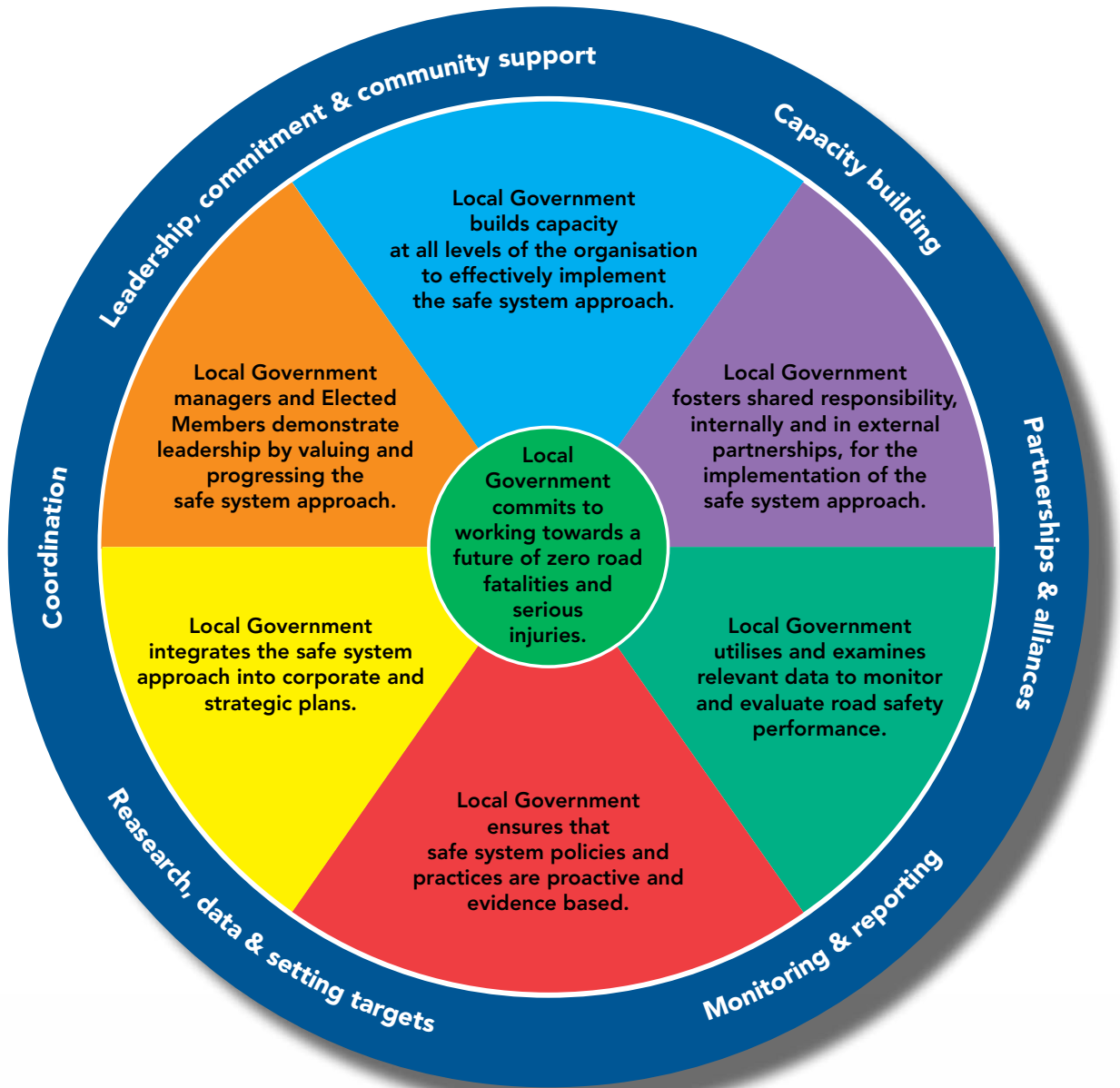


Figure 2: Safe System Guiding Principles for Local Government diagram

As seen in the diagram above, central to the guiding principles is the overarching principle *Local Government commits to working towards a future of zero road fatalities and serious injuries*, which encompasses the aspirational vision of *Towards Zero* and the safe system approach.

The diagram shows the six guiding principles supporting the overarching principle. These principles acknowledge the various initiatives to consider when implementing a safe system, which include all relevant areas of road safety.

The outer circle shows the safe system foundation initiatives overlapping the six principles. While each principle primarily relates to one initiative this is an integrated approach, therefore, each principle addresses more than one foundation.

# Overarching Principle



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

The overarching principle highlights the importance of a clear and ambitious vision for road safety among Local Governments.

### Key points

- The ultimate road safety vision is of zero road fatalities and serious injuries.
- While it is recognised that it is probably not possible to prevent all crashes, road trauma which results in death or serious injury should not be considered inevitable.
- Working towards this vision means understanding the Safe System Approach to Road Safety strategies.
- This commitment does not ignore Western Australia's vast road infrastructure needs, but works towards international best practice.

### What does the evidence say?

Adopting a vision or target is a critical element of effective road safety programs. International best practice recognises the setting of targets or aspirational visions because it assists in communicating the importance of roads safety; it encourages and motivates the organisation and stakeholders to act; and holds the managers of road networks accountable for achieving positive results.<sup>1,6</sup> Recent research has found that countries and jurisdictions that set aspirational goals and targets perform better in reducing road trauma than those that did not set targets.<sup>6,7</sup>

*Towards Zero* aims for a long-term vision of a road transport system where crashes resulting in death or serious injury are virtually eliminated. This vision means we do not accept that any human being should be killed or seriously injured on our roads. While it may be unrealistic to achieve zero crashes on the road network, the vision does not accept any death or serious injury as inevitable.<sup>1</sup>

As key partners of the *Towards Zero* strategy, Local Governments can join in the adoption of this highly ambitious vision for road safety in their communities. By committing to a future of zero road fatalities and serious injuries, Local Governments can reinforce this important moral and ethical standpoint and position themselves to have a positive impact on road safety outcomes.



# Overarching Principle

## How does the overarching principle relate to the safe system foundations?

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



## Recommended reading

Australian Transport Council, 2011, *National Road Safety Strategy 2011-2020*, ATC. Available from: [www.atcouncil.gov.au](http://www.atcouncil.gov.au)

Office of Road Safety, 2008, *Towards Zero: WA's Road Safety Strategy 2008 - 2020*, ORS. Available from: [www.ors.wa.gov.au](http://www.ors.wa.gov.au)

SWOV Institute for Road Safety Research, *Advancing Sustainable Safety: National Road Safety Outlook for 2005-2020*, SWOV, The Netherlands. Available from: [www.swov.nl](http://www.swov.nl)

Transport Research Centre, 2008, *Towards Zero: Ambitious Road Safety Targets and the Safe System Approach*, OECD & the International Transport Forum. Available from: [www.internationaltransportforum.org](http://www.internationaltransportforum.org)

# Guiding Principle



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

This guiding principle outlines the important role that Local Governments play as leaders and champions of road safety in their communities.

### **Key points**

- Sustainable commitment is essential for improving road safety.
- Strong political and management support is critical to implementing effective safe system strategies and achieving ambitious road safety targets.
- Local Governments are leaders in their local communities and as the closest sphere of government to the community are well placed to positively influence road safety.

### **What does the evidence say?**

As the closest sphere of government to the community Local Governments are leaders and influencers in their region, and are well placed to have positive impacts on road safety outcomes. Local Government managers and Elected Members who are well informed and supportive of the safe system approach are positioned to create a receptive road safety environment within their organisations. Therefore, positively influencing the development and delivery of safe system strategies. Through the adoption of ambitious road safety targets and commitment to a road safety vision Local Governments can alter the current perception of road trauma being an inevitable occurrence.<sup>1,6</sup>

The sustained commitment of key players is crucial to the successful implementation of road safety best practice, such as the safe system approach.<sup>6</sup> Within Local Governments, political support provides ongoing advocacy for higher prioritisation of road safety among all stakeholders, while the operational side provides assistance to build community support and acceptance for safe system strategies. These forms of leadership also benefit the community, who would ultimately receive a safer road transport system.

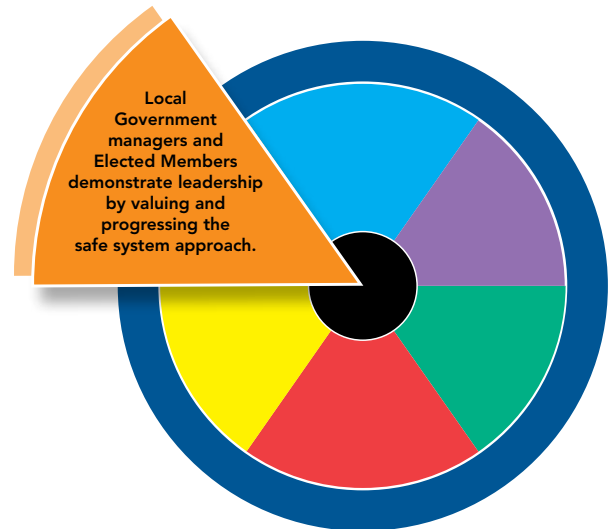




# Guiding Principle

## How does this principle relate to the safe system foundations?

This principle closely relates to the safe system foundation initiative of leadership, commitment and community support. There are aspects of this principle that also fit with the safe system foundation initiatives of coordination and capacity building.



## Declaration for road safety

One initiative to demonstrate leadership to the community and across the state is to make a declaration to road safety at an individual Local Government level. This can be done through political channels, or endorsed at an executive level.

A declaration for road safety provides an opportunity for Local Governments to pledge their commitment to the Western Australian vision of road safety. There is a strong evidence-base from international leaders in road safety, such as Sweden and their *Vision Zero*, which shows political will and support from all levels of government provide greater reductions in road trauma.<sup>6,8</sup>

Essentially, a declaration for road safety provides an opportunity for local leaders to declare to future generations that every road death is one too many, and to make a commitment to a future where road deaths and serious injuries are no longer accepted as a fact of life.

WALGA State Council endorsed draft wording for a declaration for road safety, for more information visit the Local Government Safe System Project of the RoadWise website: [www.roadwise.asn.au/safesystemproject/projectresources](http://www.roadwise.asn.au/safesystemproject/projectresources)



# Guiding Principle



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

This guiding principle provides a framework for Local Governments in order to provide road safety benefits through their corporate and strategic plans.

### Key points

- Local Government are road safety leaders across Western Australia.
- Effective corporate and strategic plans implemented across business units provide direction and sustainable outcomes for road safety.
- Local Governments have numerous business areas that influence safety on the local road network.

### What does the evidence say?

Recognition of road safety and the safe system approach in strategic and corporate plans is crucial in efforts to reduce death and serious injuries. For Local Governments, the benefits of developing a road safety strategy includes creating a comprehensive understanding of local road safety issues; gaining the commitment of stakeholders to a coordinated set of actions; prioritisation of effort; efficient allocation of resources; and accountability for investments and actions to improve road safety.<sup>9,10</sup>

Incorporating the Safe System Approach to Road Safety into corporate or strategic plans results in an across organisation approach, assisting Local Governments to integrate road safety and the safe system approach as aspects of their core business. Essentially, a whole of organisation approach enables the safe system approach to be addressed in all relevant areas, including traffic, assets, planning, vegetation management, fleet management, transport planning, health, and community services.<sup>9,10</sup>

### Case studies – plans

*Community Plan*, City of Rockingham, 2011; Available from: [www.rockingham.wa.gov.au](http://www.rockingham.wa.gov.au)

*Corporate Plan 2009–2014*, Moreton Bay Regional Council; Available from: [www.moretonbay.qld.gov.au](http://www.moretonbay.qld.gov.au)



# Guiding Principle

## How does this principle relate to the safe system foundations?

This principle closely relates to the safe system foundation initiative of coordination. There are aspects of this principle that also fit with the safe system foundation initiatives of research, data and setting targets and leadership, commitment and community support.



## Recommended reading

*Austrroads Guide to Road Safety. Part 2: Road Safety Strategy and Evaluation*, Austrroads, 2006; Available from: [www.austrroads.com.au](http://www.austrroads.com.au)

*A Guide to Developing Council Road Safety Strategic Plans*, by Liz de Rome for IPWEA (NSW Division), 2006

*Integrated planning and reporting: framework and guidelines*, by Department of Local Government, Government of Western Australia, 2010; Available from: [www.dlg.wa.gov.au](http://www.dlg.wa.gov.au)

# Guiding Principle



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

This guiding principle describes the link between implementing effective policies and ensuring they are followed in practice.

### Key points

- By introducing proactive and evidence-based solutions, Local Governments build understanding and contribute to the existing knowledge base.
- Accountability assists in the creation of proactive measures, such as the clarification of duties, particularly those stated in policies and followed in practice.
- Incorporating road safety into policies and practices ensures the safe system is routinely considered during decision-making processes, and ultimately adds to the evidence-base.

### What does the evidence say?

Through clearly defined responsibilities and processes, organisations can ensure coordinated delivery and accountability for the implementation of the safe system approach. The facilitation of an effective approach, incorporate all relevant information into policies and operational plans. This ensures road safety is routinely considered in planning and decision making, and provides continuity and sustainability in the progression towards a safe system.<sup>1,6</sup>

Policy makers, such as Local Governments, require a comprehensive level of safe system knowledge, to ensure policies reflect an evidence-based approach and realistic targets. The publication of results allows the promotion of successes or can highlight where future efforts would be directed. Developing and reviewing policies allows for the setting of road safety objectives and targets, and assists in the prioritisation and allocation of resources.<sup>1,6,10</sup> Therefore, by utilising evidence-based information, Local Governments build on what has already been learned, and provide further evidence to support the continued expansion of effective programs and policies.

### Case studies - policies

*Drive Safe Strategy 2008-2018*, Mornington Peninsula Shire, 2008; Available from: [www.mornpen.vic.gov.au](http://www.mornpen.vic.gov.au)

*Main Roads WA Road Safety Strategy 2011-2015: The Road Towards Zero*, Main Roads WA; Available from: [www.mainroads.wa.gov.au](http://www.mainroads.wa.gov.au)

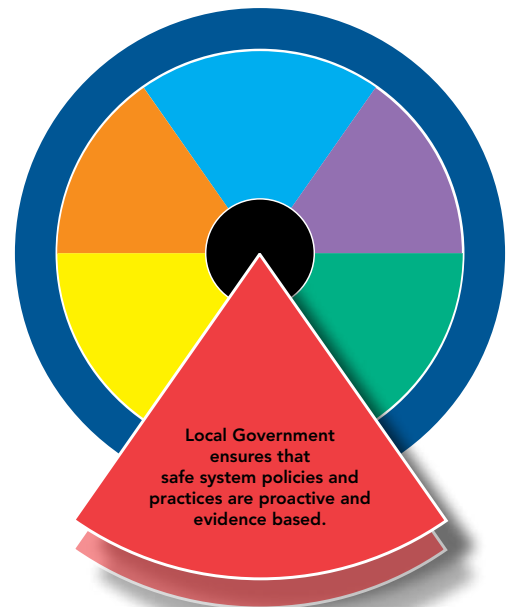
*Road Safety Policy Statement*, Main Roads WA, 2010; Available from: [www.mainroads.wa.gov.au](http://www.mainroads.wa.gov.au)



# Guiding Principle

## How does this principle relate to the safe system foundations?

This principle closely relates to the safe system foundation initiative of research, data and setting targets. There are aspects of this principle that also fit with the safe system foundation initiatives of coordination and monitoring and reporting.



## What are the types of evidence?

Evidence is defined by its ability to establish or support conclusions. In order to support or establish conclusions evidence should be multidimensional, incorporating both scientific and non-scientific knowledge. Evidence can be classified into a number of broad categories, including:

- **Anecdotal evidence:** results from personal accounts, case study reports or random investigations, often requires further research to support the observations.
- **Ethics-based evidence:** is the use of moral knowledge to answer questions of what 'ought' to be permissible or done.
- **Expert evidence:** is based on the pronouncements or actions of individuals or groups whose authority as 'experts' is vested in public acknowledgement or their knowledge, experience and reputation, and often integrates other forms of evidence.
- **Judicial evidence:** is any material that tends to persuade the court of the truth or probability of some fact asserted before the court.
- **Practical evidence:** is based on an individual's interpretation of an experience, and offers a situational understanding, context and perspective on the environment.
- **Real world evidence:** occurs through implementing and evaluating 'professional wisdom' for safety, effectiveness, and positive outcomes.
- **Scientific evidence:** results from the accumulation of factual knowledge through 'objective' measurements or methods that can be repeated and publicly verified.
- **Theoretical evidence:** is usually a 'text' linking a theory to what can be observed, experienced, or assumed in a plausible and coherent manner.

An evidence-base is an unbiased approach integrating many forms of evidence, as well as utilising the most current knowledge and research from industry recognised sources for the best outcomes. By applying an evidence-base organisations save the expense of starting from scratch, and also uses what is already known to move forward.

# Guiding Principle



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

This guiding principle focuses on ensuring sufficient capacity is built for the implementation of the safe system approach across key road safety partners in Western Australia.

### Key points

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

### What does the evidence say?

Building an organisation's ability to deliver desired road safety outcomes is an essential element of the safe system approach, and will play a pivotal role in achieving sustainable road safety improvements. The successful implementation of a safe system approach requires skilled, knowledgeable and competent stakeholders who are able to identify and respond to safe system requirements.<sup>1,6</sup>

Achieving a safe system requires a greater level of awareness and understanding of road safety problems and solutions. Improved road safety educational and professional development opportunities assist relevant stakeholders to gain the required knowledge and understanding of a safe system approach. The more informed Local Governments are about local road safety issues and the safe system approach, the more likely it is that evidence-based and sustainable solutions are identified and implemented across the WA road network.<sup>1,6</sup>

For Local Governments seeking to adopt a safe system approach, increasing skills, knowledge and evidence-based research about best practice road safety across all levels of their organisation is an important task. Building safe system capacity is facilitated through professional development opportunities, including those leading to recognised qualifications; participation in safe system knowledge transfer; and involvement in research and pilot projects.

### What does capacity building mean?

Building capacity is achieved by improving individual skills, strengthening community action and empowering organisations to take responsibility for road safety, this occurs through:

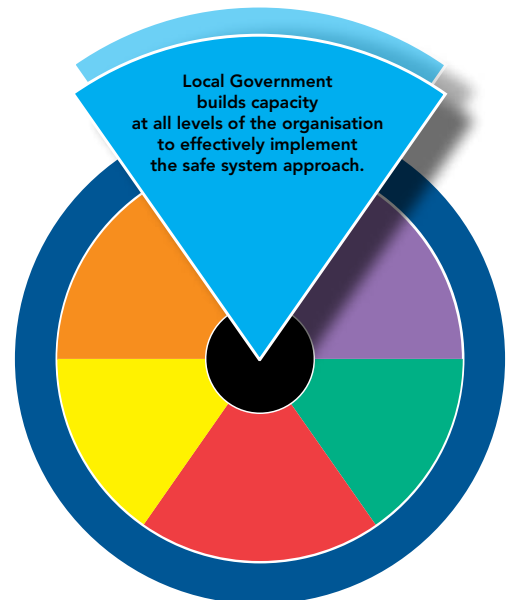
- Activities that strengthen individual knowledge, skills and abilities, via informal, incidental and reflective learning, along with formal professional development, at all organisational levels.
- Actions such as engaging with community members, key groups and local partners or stakeholders.
- The empowerment of organisations by placing road safety on the agenda, and providing resources to contribute to better road safety outcomes.



# Guiding Principle

## How does this principle relate to the safe system foundations?

This principle closely relates to the safe system foundation initiative of capacity building. There are aspects of this principle that also fit with the safe system foundation initiatives of leadership, commitment and community support, as well as partnerships and alliances.



## Community Road Safety Grants

WALGA's RoadWise Program administers the Community Road Safety Grants Program across WA, which includes Workforce Development Grants.

Workforce Development Grants allocate funds to provide financial assistance in two ways:

- For individuals to participate in a conference, workshop, forum, or course that will benefit the progression of *Towards Zero*.
- For relevant groups to conduct an approved regional or local conference, forum, workshop, course, or training that will contribute to the effective implementation of *Towards Zero*.



Workforce Development Grant applications are due three months before the project start date. Applications close the first Friday of the month for assessment on the third Friday of the month. A final evaluation and financial acquittal is due one month following the event date.

For further details about the Workforce Development Grants, visit the RoadWise website: [www.roadwise.asn.au/road\\_safety\\_grants](http://www.roadwise.asn.au/road_safety_grants)

# Guiding Principle



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

This guiding principle provides information about how the use of relevant data can add value to local road safety performance.

### Key points

- Data collection and analysis assists in greater understanding of crash risks and current performance on the road network.
- Conducting data analysis of local crash trends improves the selection of interventions.
- Regular access to relevant crash data allows trend analysis for the evaluation of current road safety treatments, as well as assisting the development of future interventions.

### What does the evidence say?

Fundamental to the safe system approach is the collection and analysis of accurate road crash data and risk factors across the road network. Information is required in order to prioritise road safety issues for action and set achievable targets. The development and implementation of appropriate countermeasures is dependent on data and information. It is also important to use data to evaluate the outcomes of road safety interventions and countermeasures to gain a better understanding of what works and what does not for future reference.<sup>1,6,7</sup>

The use of current crash data and risk factors inform Western Australian safe system strategies. It is well recognised that safe system best practice results from evidence-based information and proactive research, such as pilot or demonstration projects.<sup>6</sup> Research projects add to the Western Australian evidence-base. Essentially, participating in research projects provide greater evidence for future projects and assists in the identification of barriers to successful implementation.

Evidence-based safe system practices among stakeholder are also proactively supported through policies and strategies. For example, Local Governments use relevant data to monitor performance and assist with the prioritisation of interventions. The state-wide monitoring of all road safety outputs and outcomes serves the delivery of best practice to achieve the desired results stated in *Towards Zero*.

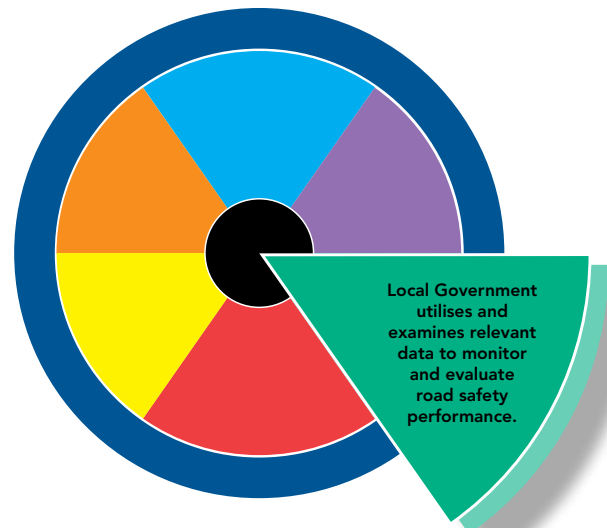




# Guiding Principle

## How does this principle relate to the safe system foundations?

This principle closely relates to the safe system foundation initiative of monitoring and reporting. There are aspects of this principle that also fit with the safe system foundation initiatives of partnerships and alliances and research, data and setting targets.



## WA road crash statistics

The Office of Road Safety publishes statistics regarding road crashes in Western Australia across the whole state and by each region. The information covers the number of people killed or seriously injured; the most common crash type; and maps where crashes occur, as well as other details.

Simply, go to the Office of Road Safety website [www.ors.wa.gov.au](http://www.ors.wa.gov.au) and click on the tab for:

- Statistics & Research; or
- Statistics by Region

## Recommended reading

Monash University Accident Research Centre, 2008, *Development of a New Road Safety Strategy for Western Australia 2008-2020*, MU-ARC. Available from the Office of Road Safety website: [www.ors.wa.gov.au](http://www.ors.wa.gov.au)

Monash University Accident Research Centre, 2008, *Summary of Road Safety Performance in Western Australia 2003-2006*, MU-ARC. Available from the Office of Road Safety website: [www.ors.wa.gov.au](http://www.ors.wa.gov.au)

New Zealand Transport Agency research and reports; road safety data or road safety issues. Available from the NZTA website: [www.nzta.govt.nz](http://www.nzta.govt.nz)

# Guiding Principle



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

This guiding principle highlights the concept of shared responsibility and how it can be applied in a local context.

### Key points

- Stakeholders relevant to road safety share the responsibility of the safe system approach.
- Strong and sustained cooperation for road safety mobilises resources.
- Shared responsibility is essential among stakeholders to continue an exchange of knowledge and expertise.

### What does the evidence say?

A key feature of the safe system approach is the shared responsibility ethos, which can be explained as every individual taking a shared role and personal responsibility for road safety.<sup>1,6</sup> Local Governments have critical responsibilities in the safe system as a road authority, a planning authority, an employer and fleet operator, and as a community leader.<sup>9</sup> Acknowledging this shared role and promoting it within organisations is an important initial step in adopting and implementing a sustainable safe system approach.

Local Governments can work collaboratively with other stakeholders to achieve the best possible road safety outcomes. Working with road safety partners at a local level can include consulting and collaborating with other Local Governments, community leaders, government agencies, public and private organisations, professional bodies, user-groups, and the local community. Local Governments also play a role in emphasising to other organisations, and the community, the importance of shared responsibility for delivering interventions that achieve desirable road safety results.

### What does shared responsibility mean?

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

### Who are Local Governments' external partners?

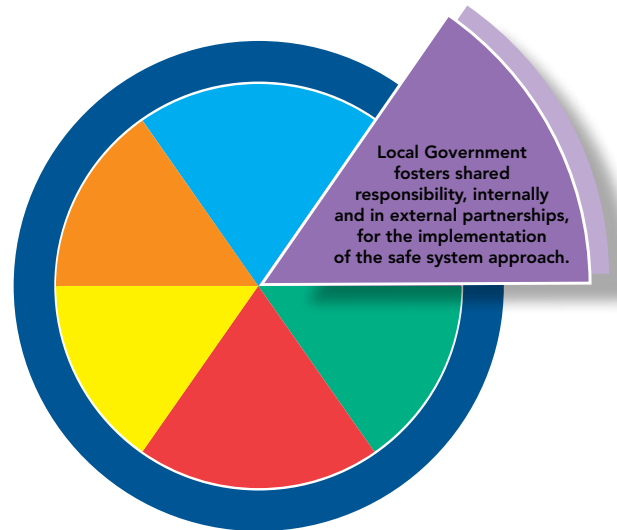
- Main Roads WA
- WA Police
- Department of Transport
- Department of Planning
- Department of Health
- Ambulance services
- Fire and emergency services
- Businesses
- Community groups
- WALGA's RoadWise Program
- Office of Road Safety
- WALGA's State Council
- RAC
- Road Safety Council
- Insurance Commission of WA (ICWA)
- Schools
- Child care facilities
- Sporting and recreation groups



# Guiding Principle

## How does this principle relate to the safe system foundations?

This principle closely relates to the safe system foundation initiative of partnerships and alliances. There are aspects of this principle that also fit with the safe system foundation initiatives of capacity building and monitoring and reporting.



## Who are Local Government internal partners?

- **Engineering, Works & Services:** maintain, upgrade, and install safe roads and roadsides; undertake road safety audits; apply for Black Spot funding; establish a safe system implementation committee.
- **Executive:** champion the adoption of the safe system into corporate and strategic plans; provide an overview of road safety throughout the organisation.
- **Elected Members:** endorse plans, policies and practices that encourage the implementation of the safe system; act on behalf of the community by expressing concern on local road safety issues.
- **Planning & Development:** incorporate the safe system into planning and development processes; ensure the safe system has been considered at the design phase.
- **Purchasing:** adopt ANCAP four or five star safety rated vehicles within the purchasing policy for all fleet vehicles.
- **Rangers:** identify road environment hazards, pedestrian issues and unsafe parking practices.
- **Occupational Health & Safety:** integrate fleet safety policies and incorporate safe driving policies into the Local Government OH&S framework.
- **Community Development:** establish a road safety committee; promote local media coverage; address local road safety issues; engage the community.
- **Human Resources:** develop road safety induction for employees.
- **Risk & Insurance:** develop risk management systems to investigate crashes involving fleet vehicles; include compliance requirements of a fleet safety policy as a condition of contract for all contractors.
- **Parks & Gardens:** ensure street plantings do not impede on driver sight lines, or safe roadsides.

# Development



## Why the guiding principles were developed?

The guiding principles were developed to support Local Governments in adopting a Safe System Approach to Road Safety and contributing to the *Towards Zero* vision. The Safe System Guiding Principles for Local Governments present a framework based on achieving organisational objectives, recognised as consistent with international best practice. They build on past experience, work to add value to future activities and allow organisations to be innovative, efficient and effective in the way they carry out their work.

Local Governments can utilise the guiding principles to:

- Focus on clear targets.
- Go above standards and work towards best practice.
- Incorporate evaluation into all policies, plans and activities.
- Achieve value for money.
- Learn from past experience and experience of others.





## What was the development process for the guiding principles?

The guiding principles were established through consensus with the Local Government sector in Western Australia. The development process involved creating a set of agreed evidence-based principles to assist Local Governments in the adoption and implementation of an effective approach to improving road safety outcomes in their communities. The process to develop the Safe System Guiding Principles for Local Governments is shown in the diagram below:

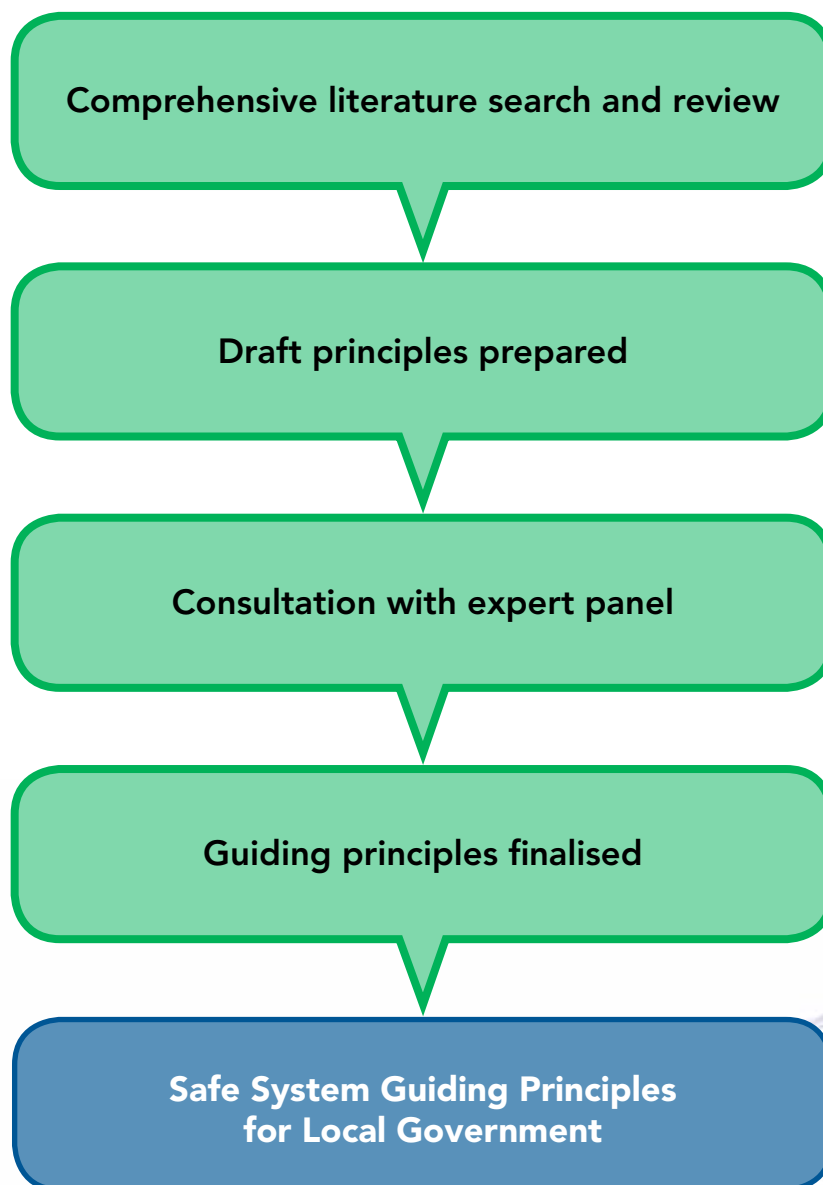


Figure 1: Development process of the guiding principles



## Comprehensive literature search and review

It was essential the guiding principles were based on evidence of current best practice. A comprehensive literature search was undertaken to review documents relating to the safe system approach, national and international road safety strategies, research conducted on the safe system principles and cornerstones, along with reports on community-based road safety programs.

While this literature search was comprehensive and systematic, it was not exhaustive. A total of thirty documents provided supporting evidence for the draft principles, a complete list of references is included at the end of this document.

As with any research process a number of limitations were identified, including:

- A lack of evidence specific to Local Governments and the safe system approach.
- An absence of peer reviewed sources, such as agency or research reports, in the literature search.
- Few examples of guiding principles that had been validated by an expert panel.

## Why conduct a literature review?

Often literature reviews are conducted as an initial step in the research process. The literature review has a number of benefits.

Firstly, the LGSSP team wanted to confirm whether or not a similar concept had been undertaken elsewhere prior to developing any principles. The lack of literature relevant to Local Governments highlighted the importance of developing a guiding document specific to the Local Government sector.

Secondly, the current best practice information needed to be reviewed and made relevant for Local Governments. Often, documents are framed in a national context and essentially, the literature review provided an opportunity to relate these concepts to the local level.

Thirdly, the review assisted in the development of the most appropriate research method to use for the consensus process. This occurred through the examination of research reports describing the methods used in other consensus processes, and the successes and limitations of the various processes. The variety of methods were then assessed against the purpose of the guiding principles and how best to develop the draft principles.



## Draft principles prepared

A set of forty-four draft principles were developed based on the literature review, and worded to ensure suitability and relevance for Local Governments. Each draft principle was supported by evidence from the literature search, which included a criteria regarding consistent terminology, word count, and minimum number of references required. It was important to ensure that all draft principles had similar inclusion criteria to allow for minimal bias during the consultation and validation process.

The draft principles were based on the safe system foundation initiatives specified in *Towards Zero*, namely:

- Research, data and setting targets
- Capacity building
- Leadership, commitment and community support
- Partnerships and alliances
- Coordination
- Monitoring and reporting

## Why prepare draft principles?

The LGGSP team made an early decision based on research about consensus processes to draft forty to fifty principles. The draft principles provided a starting point for the panellists, and meant they could consider and rank the principles in comparison to each other. The draft principles also allowed the panellists to mix-and-match aspects of the statements, through the comments section of the online questionnaire.

# Development



## Consultation with expert panel

An important aspect of the research was for the members of the panel to be experts in their field. Therefore, in selecting the panel a primary objective was to obtain participation from individuals who are regularly involved in Western Australian Local Governments and/or road safety. Selection criteria were developed to ensure the experts consulted in this process were relevant to the sector. A list of local, national and international experts was compiled by the LGSSP Advisory Group, and invited to participate in the process as part of the panel.

A total of sixty-five panellists provided comment on the draft principles. The panellists included representatives from Local Government (officers and Elected Members), State Government agencies in Western Australia and interstate, and international road safety specialists.

These guiding principles were developed via a consensus process. The panellists were asked to consider and rate the draft principles over a series of three rounds, via an anonymous electronic questionnaire. After each round, the LGSSP project team and Advisory Group assessed the feedback and rankings given by the panel. Draft principles that ranked below a pre-determined threshold were removed, and comments from the panel incorporated into the remaining principles before they were finalised into the next round.

This process resulted in seven principles that were strongly supported by the panel, one of which became the overarching principle due to the strong support from the panellists and the Advisory Group.

## Why use a consensus process?

The key reason for using this research method is consensus has a relatively high validity in resolving situations where limited evidence is available. Consensus processes rely on the knowledge and experience of experts and can offer the most beneficial outcomes. Due to the lack of specific research on the safe system approach at a local level, the consensus process was the most appropriate, credible method to use in gathering data regarding local road safety.





## Who were the panellists?

WALGA would like to acknowledge and thank the expert panel:

**Ms Jenna Andrews**  
Road Safety Project Officer  
WALGA RoadWise WA

**Ms Esme Bowen**  
Committee Member  
Local Government &  
Community Road Safety  
Grants Committee

**Mr Colin Brodie**  
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**Mr John Cameron**  
Executive Engineer Design  
City of Melville WA

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President  
Shire of Broome WA

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Royal Automobile Club  
(RAC) WA

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Community Road Safety  
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Agency NZ

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Department of Transport  
and Main Roads QLD

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Principal, Strategic  
Transport Planning  
Sunshine Coast Regional  
Council QLD

**Mr Neil Edgar**  
Principal Manager, Safer  
Roads  
Department of Transport  
and Main Roads QLD

**Prof Judd Epstein**  
Professor of Law  
Monash University VIC

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Past President 2009  
WA Division  
Engineers Australia (EA)  
WA

**Dr Catherine Ferguson**  
Researcher  
Edith Cowan University WA

**Mr Ryan Gibson**  
Road Safety Officer  
Metro South  
WALGA RoadWise WA

**Mr John Gottler**  
Principal Traffic Engineer  
Aurecon Group  
New Zealand NZ

**Ms Kendra Green**  
Road Safety Officer  
Great Southern  
WALGA RoadWise WA

**Mr Bill Greenwood**  
Principal Engineer  
New Zealand Transport  
Agency NZ

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Injury Risk Management  
Research Centre NSW

**Cr Len Handasyde**  
Councillor  
Shire of Plantagenet WA

**Prof D'Arcy Holman**  
Independent Chair  
Road Safety Council WA

**Mr Mark Hook**  
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Shire of Coorow WA

**Mr Andy Hrast**  
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**Mr Jim Langford**  
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Curtin Monash Accident  
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WA Local Government  
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City of Joondalup WA

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WALGA RoadWise WA

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Admin  
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Engineers Australia  
Transport Panel WA

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Road Safety Officer  
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Agency NZ

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Regional Team Leader  
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Senior Consultant  
ARRB Group WA

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Councillor  
Shire of Esperance WA

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Road Safety Project Officer  
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Chair  
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Deputy President  
Shire of Ashburton WA

**Cr Janet Savage**  
Chair  
Great Southern Regional  
Road Group; &  
Councillor  
Shire of Gnowangerup WA

**Dr Shayne Silcox**  
Vice President  
Local Government  
Managers Association  
(LGMA) WA Division; &  
Chief Executive Officer  
City of Melville WA

**Mr Cliff Simpson**  
Road Safety Officer  
Wheatbelt North  
WALGA RoadWise WA

**Mr Martin Small**  
Director, Road Safety &  
Environment  
Department of  
Planning, Transport and  
Infrastructure SA

**Mr Tony Smith**  
Road Safety Officer  
Wheatbelt South  
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**Mr Rob Stewart**  
Chief Executive Officer  
Shire of Plantagenet WA

**Ms Trish Strickland**  
Administration Assistant  
WALGA RoadWise WA

**Ms Claire Thompson**  
Senior Research Officer  
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**Mr Darren Wallace**  
Manager Engineering  
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WA

**Ms Sharon Wishart**  
Community Programs  
Coordinator  
VicRoads VIC

**Cr Charles Wroth**  
Chair  
Wheatbelt North Regional  
Road Group; &  
Councillor  
Shire of Toodyay WA

# Development



## Guiding principles finalised

Throughout the entire development process of the Safe System Guiding Principles for Local Government, significant consultation occurred with an Advisory Group. They were involved in every phase of the process. The Advisory Group allowed for greater transparency, reduced bias and increased expert guidance.

The role of the Advisory Group was to:

- Provide feedback on the consensus process.
- Comment on the draft principles.
- Select the expert panel.
- Monitor the results and comments on the draft principles.
- Review the final set of principles.

The guiding principles were endorsed by the Advisory Group on 24 December 2010. The Advisory Group also recommended the development process be endorsed by WALGA's State Council. Therefore, an agenda item was submitted to WALGA's State Council and subsequently endorsed on 18 February 2011.

The Advisory Group consists of representatives from:

- Engineers Australia (WA Division)
- Institute of Public Works Engineers Australia (IPWEA, WA Division)
- Local Government
- Local Government Managers Association (LGMA WA)
- Main Roads WA
- Office of Road Safety
- WALGA's Infrastructure team
- WALGA's Local Government Safe System Project
- WALGA's RoadWise Program



## Who were the Advisory Group representatives?

WALGA would like to acknowledge and thank the Advisory Group for their time and expertise in the development of the guiding principles:

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Engineers Australia (EA)  
WA Division; &  
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Engineers Australia (IPWEA)  
WA Division

**Mr Anthony Vuleta**

Institute of Public Works  
Engineers Australia (IPWEA)  
WA Division

**Mr Scott Lambie**

Local Government  
City of Rockingham

**Ms Gay Thornton**

Local Government Managers  
Association (LGMA)  
WA Branch

**Mr Maurice Cammack**

Safe Systems Manager  
Main Roads WA

**Mr David Moyses**

Road Safety Investigator  
Main Roads WA

**Ms Wendy Burger**

Communication Manager  
Office of Road Safety

**Ms Cindy Chandler**

Engagement Manager  
Office of Road Safety

**Mr John Gibson**

Deputy Executive Director  
Office of Road Safety

**Ms Michelle Mackenzie**

Advisory Group Chair  
Executive Manager  
Infrastructure  
WA Local Government  
Association (WALGA)

**Ms Terri-Anne Pettet**

RoadWise Program Manager  
WALGA's RoadWise Program

**Ms Trish Strickland**

minutes  
RoadWise Support Officer  
WALGA's RoadWise Program

### Local Government Safe System Project team:

**Ms Andrea Smithson**

Safe System Coordinator

**Ms Louise Russell-Weisz**

Safe System Coordinator

**Ms Ruth Wernham**

Safe System Coordinator

# Further Information



## What are the next steps?

The guiding principles are part of a suite of resources developed by WALGA. Local Governments are key partners in *Towards Zero*, and WALGA's RoadWise Program aims to complement the road safety activities undertaken by Local Governments. The resources developed are for Local Government implementation of the safe system approach, and are shown in the diagram below:

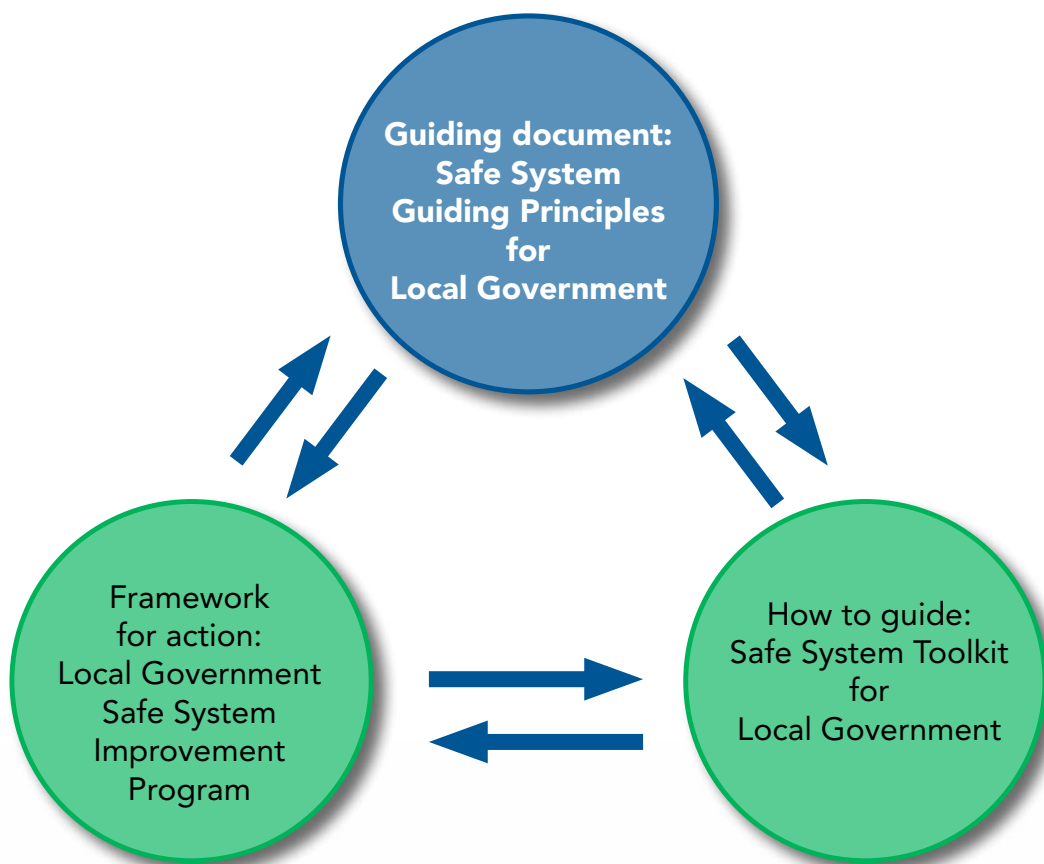


Figure 3: Local Government resources developed by WALGA's LGSSP



## Further Information

### **Local Government Safe System Improvement Program**

The Local Government Safe System Improvement Program provides Local Governments with a framework to assess and improve the way they manage road safety at an organisational level. Participating Local Governments are provided with a tailor made road safety improvement program, which applies world's best practice road safety management models, incorporating the safe system approach. The Improvement Program aims to achieve a whole of organisation understanding and commitment to the safe system approach to road safety and is based on the Road Safety Management System.

### **Safe System Toolkit for Local Government**

The toolkit assists Local Governments interested in developing strategic responses to improving road safety in their local community. The toolkit incorporates the Safe System Guiding Principles for Local Government, as well as the safe system cornerstones and the Road Safety Management System that underpin *Towards Zero*. The toolkit also provides practical, evidence-based solutions which are tailored to suit the Western Australian Local Government sector.

### **What other resources are available?**

WALGA has developed a number of other resources in the course of the Local Government Safe System Project. These reports provide specific, detailed information about road safety and the safe system approach in the WA Local Government context.

The resources are available on the Local Government Safe System Project section of the RoadWise website, under the Project Resources tab:  
[www.roadwise.asn.au/safesystemproject/projectresources](http://www.roadwise.asn.au/safesystemproject/projectresources)

# Further Information



## Local Government Safe System Project

The Local Government Safe System Project assists Local Governments to manage road safety at an organisational level. The Project engages with Local Governments to increase understanding of *Towards Zero* and supports them in the inclusion of the safe system approach into their plans, policies and strategies. The goal of the project is to increase the uptake of safe system principles by Local Governments, in a shared responsibility approach, for the implementation of *Towards Zero*.

### For more information

Contact a Safe System Coordinator to obtain further information about the Project. Contact details are listed below.

**Street Address:**

Local Government House  
15 Altona Street  
West Perth WA 6005

**Postal Address:**

PO Box 1544  
West Perth WA 6872

**Telephone:**

(08) 9213 2008

**Website:**

[www.roadwise.asn.au/safesystemproject](http://www.roadwise.asn.au/safesystemproject)



## Further Information

### Regional Road Safety Officers

WALGA's RoadWise Program is the Local Government and Community Road Safety Program which works to build the capacity of Local Governments, the community and other agencies to effectively deliver road safety initiatives aligned to *Towards Zero*. Building capacity is achieved by improving individual skills, strengthening community action and empowering organisations to take responsibility for road safety and contribute to better road safety outcomes.



WALGA's road safety programs include:

- Local Government Safe System Project
- Community road safety network
- Community Road Safety Grants Program
- Type 1 Child Car Restraint Fitting Service
- Local Government advocacy, leadership and policy

WALGA's RoadWise Program has been in operation since 1994 and supports local road safety committees and the state-wide network of groups and individuals with an interest in road safety. The community road safety network extends across eleven regions serviced by Regional Road Safety Officers.

The eleven regions are:

- Gascoyne
- Goldfields-Esperance
- Great Southern
- Kimberley
- Metro North
- Metro South
- Mid West
- Pilbara
- South West
- Wheatbelt North
- Wheatbelt South

### For more information

Contact your local Regional Road Safety Officer to obtain further information about any of WALGA's road safety programs. Contact details are listed below

**Street Address:**

Local Government House  
15 Altona Street  
West Perth WA 6005

**Postal Address:**

PO Box 1544  
West Perth WA 6872

**Telephone:**

(08) 9213 2066

**Website:**

[www.roadwise.asn.au/contact\\_us](http://www.roadwise.asn.au/contact_us)

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