



TRANSPORT AND INFRASTRUCTURE
COUNCIL

NATIONAL ROAD SAFETY ACTION PLAN 2015–2017

The Action Plan outlined in this document is intended to support the implementation of the *National Road Safety Strategy 2011–2020* (NRSS). It addresses key road safety challenges identified in a recent review of the strategy (NRSS Review) and details a range of priority national actions to be taken by governments over the three years 2015 to 2017.

The Action Plan was developed cooperatively by Commonwealth, state and territory transport agencies, and was endorsed by Ministers of the Transport and Infrastructure Council in November 2014. It does not replace the broader 10-year agenda of the NRSS, but will help to ensure that national efforts in the next three years are focused on strategically important initiatives.



November 2014

Glossary

AIHW	Australian Institute of Health and Welfare
ANCAP	Australasian New Car Assessment Program
ANRAM	Australian National Risk Assessment Model
ANZPAA	Australia New Zealand Policing Advisory Agency
AusRAP	Australian Road Assessment Program
Austroads	Association of Australian and New Zealand road transport and traffic authorities
Austroads Safety Task Force	The cross-jurisdictional group tasked with managing the Austroads Road Safety Program and providing advice on the National Road Safety Strategy
C-ITS	Cooperative Intelligent Transport Systems
Commonwealth	Australian Government Department of Infrastructure and Regional Development
NHVL	National Heavy Vehicle Law
NHVR	National Heavy Vehicle Regulator
NISU	National Injury Surveillance Unit
NTC	National Transport Commission
Operation AUSTRANS	Nationally coordinated police operation targeting road safety issues in the heavy vehicle transport sector
Operation Crossroads	Nationally coordinated policing campaign targeting a range of road safety offences in major holiday periods
RIS	Regulation Impact Statement
States and territories	State and territory government agencies with road safety responsibilities
SVSEG	Strategic Vehicle Safety and Environment Group

Summary of actions

Prioritising our investments in infrastructure

1. Prioritise and treat high-risk rural and urban roads, focusing on the main crash types and vulnerable road users.
2. Assess road safety risk on state and territory controlled roads carrying the highest traffic volumes.
3. Review road infrastructure safety programmes to establish best practice processes for identifying, prioritising and developing projects based on fatal and serious casualty reduction criteria.
4. Establish an assessment framework and training package to help translate current Safe System infrastructure knowledge and research into practice.
5. Apply national willingness-to-pay values for infrastructure investment and other road safety project appraisals.

Improving the safety of our vehicle fleet

6. Mandate pole side impact occupant protection standards for new vehicles.
7. Mandate anti-lock brake systems for new motorcycles.
8. Mandate electronic stability control (ESC) for new heavy vehicles.
9. Promote the market uptake of new vehicle technologies with high safety potential.

Encouraging safer road use

10. Strengthen speed compliance provisions in the Heavy Vehicle National Law (HVNL).
11. Implement measures to improve heavy vehicle roadworthiness.
12. Expand the application of lower speed limits in areas with high pedestrian and cyclist usage.
13. Implement programmes to build community understanding and support for effective speed management measures.
14. Continue to review and adjust alcohol interlock programmes to improve their effectiveness in addressing convicted drink driving offenders.
15. Strengthen national police enforcement operations to improve road safety compliance.

Advancing the Safe System

16. Establish an operational framework to enable the introduction and operation of Cooperative Intelligent Transport System (C-ITS) safety applications in Australia.
17. Implement and promote a range of Safe System demonstration projects in urban settings, with a focus on the safety of vulnerable road users.
18. Encourage private sector organisations to implement best practice fleet and workplace safety policies.
19. Examine and progress options to improve measurement and reporting of non-fatal and disabling injury crashes, particularly through the development of matched crash and hospital database systems.

Implementation plan



Prioritising our investments in infrastructure

The NRSS Review identified the need for better targeting of infrastructure safety funding to address the major crash types on our road network, including the growing problem of crashes involving vulnerable road users.

The following actions build on some of the ‘first steps’ work in the NRSS to:

- systematically assess and prioritise higher volume and higher risk roads for remedial treatment
- promote the application of Safe System infrastructure practices
- support the use of willingness-to-pay safety values in investment decisions.

Actions	Responsibility
<p>1. Prioritise and treat high-risk rural and urban roads, focusing on the main crash types and vulnerable road users.</p> <p><i>Implementation:</i></p> <p>Apply spatial analysis (e.g. severe injury rate/cost heat maps, Australian National Risk Assessment Model (ANRAM) analysis) to identify and prioritise sections of rural corridors and urban locations with high collective risk (fatal/serious injury crashes), focusing on:</p> <ul style="list-style-type: none"> • crashes at major intersections • run-off-road crashes • head-on crashes • crashes involving vulnerable road users. <p>Treat identified locations with tailored Safe System measures, to minimise fatal/serious injury risks. This may include demonstration/evaluation projects of emerging Safe System solutions.</p> <p>Progress to be tracked with measures including: lane-kilometres and numbers of intersections treated, estimated savings in targeted fatalities and serious injuries, and programme expenditure.</p> <p><i>By end-2017:</i></p> <p>Jurisdictions have identified, prioritised and commenced treating the top 10% of priority locations.</p>	<p>States and territories</p>
<p>2. Assess road safety risk on state and territory controlled roads carrying the highest traffic volumes.</p> <p><i>Implementation:</i></p> <p>Complete ANRAM model development, and establish a memorandum of understanding between road agencies and AusRAP on reporting and communication protocols for star ratings.</p> <p>Individual jurisdictions to select roads to be assessed using ANRAM, based on collective risk potential (i.e. traffic volume/crash rates).</p> <p><i>By 2016:</i></p> <p>Fully functional ANRAM model, meeting specification and scope requirements set by Austroads.</p> <p><i>By end-2017:</i></p> <p>Reports on infrastructure-related road safety risk, including risk maps, for 50% of the key routes in each state and territory.</p>	<p>States and territories</p>

Actions	Responsibility
<p>3. Review road infrastructure safety programmes to establish best practice processes for identifying, prioritising and developing projects based on fatal and serious casualty reduction criteria.</p> <p><i>Implementation:</i></p> <p>Establish a national committee to examine the assessment methodologies used for Commonwealth and state infrastructure programmes, and to develop best practice recommendations that align with the Safe System approach, with a focus on reducing fatal and serious injuries crashes.</p> <p>Jurisdictions to review their programmes, guided by the committee's recommendations.</p> <p><i>By end-2017:</i></p> <p>Establish and implement best practice programme procedures.</p>	<p>Commonwealth States and territories</p>
<p>4. Establish an assessment framework and training package to help translate current Safe System infrastructure knowledge and research into practice.</p> <p><i>Implementation:</i></p> <p>States and territories, through Austroads, to develop an assessment framework and related package, including an accreditation process, summarising current Safe System infrastructure and speed management knowledge and research.</p> <p>Promote these widely, including through a programme of workshops.</p> <p><i>By 2015:</i></p> <p>Assessment framework, training package, and supporting guides developed, and accreditation process established.</p> <p><i>By 2016:</i></p> <p>Workshops initiated and assessment framework established. Safe System Assessment framework in use in industry.</p> <p><i>By end-2017:</i></p> <p>Supporting materials feeding into updates to the Austroads Road Design Guides.</p>	<p>States and territories Austroads</p>
<p>5. Apply national willingness-to-pay values for infrastructure investment and other road safety project appraisals.</p> <p><i>Implementation:</i></p> <p>Finalise Austroads scoping study on options for establishing Australian willingness-to-pay values.</p> <p>Jurisdictions to consider and agree on implementation arrangements, which may include the longer term option of funding a comprehensive national study.</p> <p><i>By end-2017:</i></p> <p>Initial implementation of willingness-to-pay values based on available estimates and possible commencement of a comprehensive Australian study to produce updated values.</p>	<p>Commonwealth States and territories</p>

Improving the safety of our vehicle fleet

Progressive improvement in the safety of Australia's vehicle fleet remains fundamental to the long-term development of a safe road transport system. The NRSS review emphasised the continuing importance of a strong regime of vehicle safety regulation, complemented by effective consumer information initiatives to promote voluntary uptake of safer vehicles.

The following actions seek to:

- implement priority vehicle safety standards through the Australian Design Rules process
- accelerate the market uptake of vehicle technologies with significant safety potential.

Actions	Responsibility
<p>6. Mandate pole side impact occupant protection standards for new vehicles.</p> <p><i>Implementation:</i> Prepare a regulatory package early in 2015.</p> <p><i>By early-2017:</i> Adoption of an Australian Design Rule (subject to RIS outcomes).</p>	Commonwealth
<p>7. Mandate anti-lock brake systems for new motorcycles.</p> <p><i>Implementation:</i> Prepare a regulatory package in mid-2015.</p> <p><i>By mid-2017:</i> Adoption of an Australian Design Rule (subject to RIS outcomes).</p>	Commonwealth
<p>8. Mandate electronic stability control (ESC) for new heavy vehicles.</p> <p><i>Implementation:</i> Prepare a regulatory package in accordance with Heavy Vehicle Braking Strategy (HVBS) Phase II around end 2015.</p> <p><i>By end-2017:</i> Adoption of an Australian Design Rule (subject to RIS outcomes).</p>	Commonwealth
<p>9. Promote the market uptake of new vehicle technologies with high safety potential.</p> <p><i>Implementation:</i> Jurisdictions to collaborate with ANCAP, industry and other stakeholders on the development and implementation of a promotional plan (coordinated through SVSEG). Targeted technologies to include Autonomous Emergency Braking, Lane Departure Warning and Intelligent Speed Advisory systems.</p> <p><i>By end-2017:</i> Plan for promotional activities developed and implemented, with measurable increase in numbers/proportion of new vehicles equipped with targeted technologies.</p>	Commonwealth States and territories (coordinated through SVSEG)

Encouraging safer road use

The NRSS recognises that road trauma levels will continue to be greatly influenced by the behaviours of individual road users. In the 'Safe Speeds' and 'Safe People' intervention areas, the NRSS puts forward a wide-ranging agenda of directions and 'first steps' actions focused on managing the risk behaviour of drivers and other road users. This agenda remains important and will continue to be progressed by states and territories. However, a number of specific issues have been identified for national attention over the next three years.

The following actions aim to:

- improve the safety of heavy vehicle operations through stronger compliance measures
- build community support for appropriate speed management measures
- create low-speed environments in areas with high pedestrian and cyclist activity
- strengthen measures to reduce drink driving behaviour
- enhance the effectiveness of national police enforcement operations.

Actions	Responsibility
<p>10. Strengthen speed compliance provisions in the Heavy Vehicle National Law (HVNL).</p> <p><i>Implementation:</i></p> <p>NTC to assess proposal to empower enforcement officers to ground heavy vehicles travelling 15 km/h or more over the posted speed limit; and to develop implementation options for consideration by Transport Ministers.</p> <p>NTC to progress related proposal to enable heavy vehicles travelling at speeds over 115 km/h to be deemed to have non-compliant speed limiters.</p> <p><i>Intermediate:</i></p> <p>Transport and Infrastructure Council to consider proposed implementation arrangements.</p> <p><i>By end-2017:</i></p> <p>Implementation of HVNL changes as agreed by Transport Ministers.</p>	NTC
<p>11. Implement measures to improve heavy vehicle roadworthiness.</p> <p><i>Implementation:</i></p> <p>Examine the operation and effectiveness of periodic roadworthiness inspections, industry accreditation schemes, including the National Heavy Vehicle Accreditation Scheme, and other roadworthiness assurance practices.</p> <p>Develop recommendations for the implementation of a more effective national roadworthiness regime.</p> <p><i>Intermediate:</i></p> <p>Transport and Infrastructure Council to consider proposed improvements to heavy vehicle roadworthiness assurance processes.</p> <p><i>By end-2017:</i></p> <p>Implementation of arrangements as agreed by the Council.</p>	NTC and NHVR
<p>12. Implement programmes to build community understanding and support for effective speed management measures.</p> <p><i>Implementation:</i></p> <p>Austroads project work will examine potential ways of building community understanding and identify suitable interventions to trial in one or more jurisdictions. Recommended interventions will be considered for trial implementation.</p> <p><i>By 2016</i></p> <p>Completion of initial project work with recommended interventions to be trialled.</p> <p><i>By end-2017:</i></p> <p>Trial interventions to be initiated.</p>	Austroads States and territories

Actions	Responsibility
<p>13. Expand the application of lower speed limits in areas with high pedestrian and cyclist usage.</p> <p><i>Implementation:</i></p> <p>States and territories to work with local governments and key stakeholders to identify candidate areas and progressively implement reduced speed zones.</p> <p><i>By end-2017:</i></p> <p>Increased kilometres of the road network where there is high pedestrian and cyclist activity, covered by lower speed limit zones.</p>	<p>States and territories in consultation with local governments</p>
<p>14. Continue to review and adjust alcohol interlock programmes to improve their effectiveness in addressing convicted drink driving offenders.</p> <p><i>Implementation:</i></p> <p>States and territories to review the use of alcohol interlocks for drink driving offenders.</p> <p><i>By end-2017:</i></p> <p>Jurisdictions to have reviewed their alcohol interlock schemes for convicted drink driving offenders and considered potential improvements.</p>	<p>States and territories</p>
<p>15. Strengthen national police enforcement operations to improve road safety compliance.</p> <p><i>Implementation:</i></p> <p>States and territories to work with ANZPAA to identify and implement improvements to national enforcement operations, including opportunities to strengthen Operation AUSTRANS and Operation Crossroads.</p> <p><i>By end-2017:</i></p> <p>Demonstrable improvements to enforcement operations and compliance outcomes.</p>	<p>States and territories ANZPAA</p>

Advancing the Safe System

The NRSS review identified several areas where priority ‘enabling’ work is needed to support the long-term development of a Safe System.

The following actions are intended to:

- facilitate the introduction of Cooperative Intelligent Transport Systems in Australia
- promote Safe System planning in urban settings
- encourage private sector adoption of Safe System practices in the workplace
- improve our capacity to measure and analyse non-fatal crashes.

Actions	Responsibility
<p>16. Establish an operational framework to enable the introduction and operation of Cooperative Intelligent Transport System (C-ITS) safety applications in Australia.</p> <p><i>Implementation:</i></p> <p>Austroroads to lead the establishment of an operational framework, which will include licensing of radio communications, certification of equipment and services, and other supporting systems (e.g. security, privacy, positioning, etc).</p> <p><i>By end-2016:</i></p> <p>C-ITS deployment to be enabled so that equipment and applications fitted to new vehicles can be introduced and operated in Australia.</p>	Austroroads
<p>17. Implement and promote a range of Safe System demonstration projects in urban settings, with a focus on the safety of vulnerable road users.</p> <p><i>Implementation:</i></p> <p>States and territories, in consultation with local governments, to identify candidate locations and initiate Safe System transformation projects.</p> <p>Jurisdictions to prepare case studies that will inform the development of Safe System transformation guidelines, and contribute to broader awareness of road safety needs in urban/transport planning.</p> <p><i>By end-2017:</i></p> <p>A range of demonstration projects to have commenced, with some progressed to completion.</p>	States and territories in consultation with local governments
<p>18. Encourage private sector organisations to implement best practice fleet and workplace safety policies.</p> <p><i>Implementation:</i></p> <p>Work with the National Road Safety Partnership Program and state-based partnership initiatives to encourage road safety improvements in the workplace.</p> <p>Promote the benefits of alcohol interlocks as a key safety measure for vehicle fleets.</p> <p><i>By end-2017:</i></p> <p>Increased private sector participation in road safety partnership programmes, and demonstrated implementation of best practice road safety policies.</p>	Commonwealth States and territories
<p>19. Examine and progress options to improve measurement and reporting of non-fatal and disabling injury crashes, particularly through the development of matched crash and hospital database systems.</p> <p><i>Implementation:</i></p> <p>Establish a national working group through Austroroads to examine best practice options, review the position of individual jurisdictions, and develop recommendations for consideration and implementation.</p> <p><i>By end-2017:</i></p> <p>Recommendations developed and considered by all jurisdictions.</p>	Commonwealth States and territories Austroroads

Review of the National Road Safety Strategy



Background

The *National Road Safety Strategy 2011–2020* (NRSS) was established by Commonwealth, state and territory Transport Ministers in May 2011. It sets out an agreed national framework of road safety goals, objectives and actions, including:

- the guiding vision that no person should be killed or seriously injured on Australia's roads
- the specific targets of reducing Australia's annual numbers of road deaths and serious injuries by at least 30 per cent by 2020
- key policy directions to be pursued in each of the four 'cornerstone' areas of intervention: Safe Roads, Safe Speeds, Safe Vehicles and Safe People
- a commitment to the Safe System approach to road safety improvement:
Safe System principles require a holistic view of the road transport system and the interactions among roads and roadsides, travel speeds, vehicles and road users. This is an inclusive approach that caters for all groups using the road system, including drivers, motorcyclists, passengers, pedestrians, bicyclists, and commercial and heavy vehicle drivers. Consistent with our long-term road safety vision, it recognises that people will always make mistakes and may have road crashes – but the system should be forgiving and those crashes should not result in death or serious injury. (NRSS, p. 33)

When the NRSS was released in 2011, it outlined an extensive range of 'first steps' actions to receive priority attention during the first three years of the strategy (2011 to 2013). The actions addressed issues in each of the four key intervention areas, as well as activities intended to support the implementation of the strategy (under the heading 'making it happen').

Full details about the NRSS are available online from:

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

NRSS Review

When the NRSS was established in 2011, it included a requirement for a thorough review of the strategy to be carried out after the first three years. The review was conducted by Austroads in 2014 under Terms of Reference approved by Transport Ministers. These called for:

- an assessment of progress made during the first three years of the NRSS (2011–2013)
- a review of the ongoing suitability of the 'high level' content of the NRSS
- identification of implementation priorities and key actions for the next three years.

The review was largely informed by an independent study commissioned from the Centre for Automotive Safety Research (CASR) at the University of Adelaide. This included a review of recent research literature, collation and analysis of a range of data, and targeted discussions with key road safety stakeholders. Further information about this work is available from Austroads at: www.austroads.com.au

The main findings of the review are described in brief below:

- Good statistical progress was made in the first three years of the NRSS, as measured by overall changes in annual road fatality counts. The number of deaths in 2013 represented a 16.5% reduction relative to the strategy baseline period (2008–2010).
- Fatality trends were less positive for certain sub-groups of road users, particularly cyclists, motorcyclists and older drivers.
- Progress in reducing serious injury numbers was difficult to determine because of the lack of reliable, nationally consistent, non-fatal crash data. Available hospital data provided some evidence that serious injury levels had not declined in concert with the general downward trend in deaths.
- The review found that progress in implementing the 59 'first steps' actions in the NRSS was varied, though there was evidence that most had been actively progressed to some extent and that there had been a number of clear achievements. Progress had been particularly strong in the vehicle safety area.
- The review concluded that the 'high-level' content of the NRSS – its guiding vision, targets, key directions and Safe System principles – remain valid and appropriate for the 10-year strategy.

- The review identified a range of 'priority areas' where road safety progress appears to have been lagging or where there is opportunity to make significant future gains. These areas included a mix of high-risk road user groups, countermeasure priorities and capacity building activities, and are discussed in some detail in the report prepared by CASR.
- The review also concluded that the next phase of NRSS delivery should be guided by a more concise action plan than the initial 'first steps' agenda: it should focus on issues that clearly warrant national attention and that can be addressed through specific national actions.

Action Plan 2015–2017

The main outcome of the review is the three-year Action Plan described in this document.

In developing the content of the Action Plan, an over-arching principle was to focus on actions that will deliver or support significant long-term improvements in the safety of the road transport system – especially through strategic investment in infrastructure safety, vehicle safety and capacity building work.

This gives rise to some important qualifications about the content of the plan:

- The Action Plan is not intended to directly target every higher-risk road user or community group identified in the NRSS review. By focussing on actions with system-wide impacts, it is expected that all groups will benefit from the plan.
- The Action Plan is not intended to replace the content of the NRSS, but to ensure that national (or nationally-agreed) efforts are focused on strategically important initiatives. Many of the original 'first steps' actions in the NRSS remain important and will continue to be progressed at a jurisdictional level.

Monitoring and reporting

Under the existing NRSS governance arrangements, the Transport and Infrastructure Senior Officials' Committee (TISOC) will be responsible for monitoring and reporting on the implementation of the Action Plan. In accordance with established practice, a comprehensive annual report on progress will be prepared for Transport Ministers at the end of each calendar year and released publically on the Transport and Infrastructure Council website.

The primary measure of success for the 10-year NRSS will be determined by the actual reduction in the numbers of deaths and serious injuries from road crashes. Intermediate progress will be assessed annually using the high level outcome indicators established when the NRSS commenced, as well as the Safety Performance Indicators (SPIs) that have been developed for detailed progress monitoring. Development of additional SPIs and associated data collection arrangements will continue.

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ISBN 978-1-925216-16-5
November 2014 / INFRA2331

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