



Australian Government

Department of Infrastructure, Transport,
Cities and Regional Development

Review of National Road Safety Governance Arrangements

Final Report



Road Safety Taskforce

June 2019

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Foreword

I am pleased to have overseen the preparation of this Review of National Road Safety Governance Arrangements (the review) by the Department of Infrastructure, Transport, Cities and Regional Development (the Department), supported by secondees from state government agencies in NSW and Queensland, and with input from all states and territories as well as the Australian Local Government Association. The review is a timely contribution to ensure road safety in Australia is well positioned for the next 30 years.

Road safety is critically important to the wellbeing of Australians and a connected approach across governments is the best way to ensure we deliver the most efficient system possible and make the greatest difference.

The number of people dying on Australia's roads is 28 times greater than any other mode of transport in Australia.¹ In 2017, there were 13 deaths as a result of collisions involving trains² and no fatalities on commercial aviation flights.³ When compared with global leaders, Australia had 5.34 deaths per 100 000 population on its roads in 2016, which is around double the rate of deaths in Norway (2.59) and Sweden (2.74).⁴

The Inquiry into the National Road Safety Strategy 2011–2020 was clear that more needs to be done. A better understanding of the strengths, gaps and opportunities in our current arrangements and what a future system might look like is critical to move us towards Vision Zero, our goal of zero fatalities and serious injuries on Australian roads by 2050.

The review engaged two independent reviewers with significant expertise in road safety and governance arrangements to ensure the terms of reference were addressed; that findings were backed by evidence presented in the paper; and that any recommendations are achievable. I would like to thank Ms Jeanne Breen (Jeanne Breen Consulting) and Mr David Shelton (Safe System Solutions Pty Ltd) for their time, considered views and significant contribution to the final paper.

Improved governance structures and a new national road safety office will not alone reduce the number of deaths and serious injuries on Australian roads. However, better governance and administrative arrangements will provide federal, state, territory and local governments with the best opportunity to find what works, proliferate it as better practice and spread the lessons learned from innovation. Better governance means better facilitation and less impediments to finding and implementing what works.

This review is an important next step in an ongoing process to improve arrangements across Australia and help governments achieve Vision Zero using a Safe System approach.

Dr Steven Kennedy

Secretary

Department of Infrastructure, Transport, Cities and Regional Development

¹ Australian Bureau of Statistics, *Causes of Death, Australia 2017*, cat. no. 3303.0 (25 March 2019).

² Ibid.

³ ATSB, *Aviation Occurrence Statistics 2008 to 2017* (2018).

⁴ Bureau of Infrastructure, Transport and Regional Economics, *International road safety comparisons 2016* (September 2018), 2.



Statement from the independent reviewers

The Inquiry into the National Road Safety Strategy 2011-20, which led to this review, set out an ambitious and broad vision to transform Australia's road transport system. The overarching aim of this review was to examine whether appropriate governance arrangements are in place to deliver the commitments made by governments to mainstream road safety in line with the Safe System approach. The review also considered what steps are required to position Australia as a leader in road safety, delivering zero road deaths by 2050.

In accordance with the terms of reference, a copy of the final report was presented without recommendations on 24 May 2019 to peer reviewers who were asked to assess whether the report addressed its terms of reference; whether the findings were supported by evidence presented in the report and were fair and balanced; and whether there were gaps in the findings. The following statement reflects the views of the independent reviewers with respect to these questions.

Does the report address its terms of reference?

The review goes a long way to address the overarching aim and summarily outlines the main strengths and weaknesses of road safety management in Australia. The need for further development work to substantially align road safety governance and activity at national and state levels to address ambitious goals is well understood and a new, national road safety entity will be at the centre of this transformation. This will rely on the capacity of the national and state governance systems, along with stronger interactions between federal and state levels, to change the business-as-usual approach and achieve more ambitious road safety results.

Road safety management capacity reviews are planned at national and state levels and these will allow detailed exploration of the complex machinery of governmental and inter-governmental workings. These reviews will assess the readiness for action (including at the local level) against a good practice road safety management framework, to more fully address the governance review's aims and findings.

Are the findings supported by evidence presented in the report and are they fair and balanced?

The review presents a short overview of the strengths and weaknesses of current activity which are fairly and frankly reported, but does not include a set of specific recommendations to chart the way forward.

The report has addressed summarily and in general current practice against key good practice elements of governance for road safety.

The reviewers consider that the criticality of the overarching results focus function cannot be overstated as the driver of national and state road safety management, tying together the federal, state and local effort and providing the scaffold for delivery of all other management functions. Reference is made to the need for a good practice national results framework. This involves an overarching Vision Zero/Safe System goal to eliminate death and serious injury, supported by time-limited long-term targets (e.g. 2050 for zero fatalities, sometimes also set for serious injury) and interim targets (e.g. 2030 for deaths and serious injuries) supported by a set of time-limited key safety performance objectives. The reviewers also encourage the review to consider an additional information layer – the measurable institutional activities that underpin the national road safety performance framework.

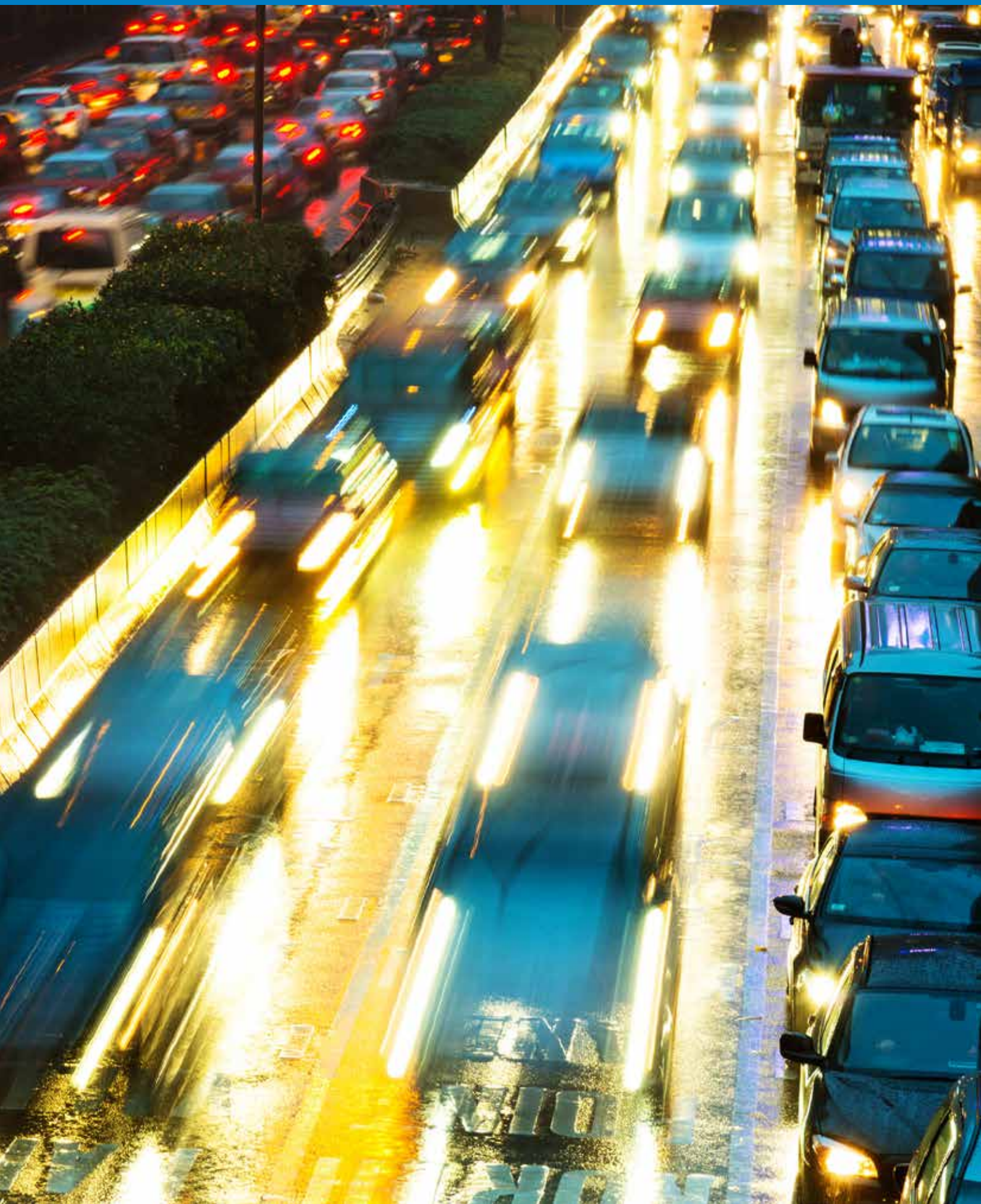
The review has highlighted the value of good practice lead agency functions and arrangements when preparing to establish a new, national road safety entity. The report could have said more about what would be needed for the new entity to be fully effective in areas where it has exclusive responsibility through federal powers. These include Australian Design Rules (ADRs) and related vehicle safety activity (particularly how these will reflect a Safe System approach); the funding of and guidance for Safe System intervention in major infrastructure; how to achieve the important links between the protective qualities of the vehicle and road network; and where national action can add value to the efforts of the other levels of government. Further work is also expected concerning coordination arrangements, including reporting at executive and operational levels against good practice. It is anticipated that all these matters will be taken up more fully in a road safety management capacity review.

Jeanne Breen

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Executive summary and key findings

Background

The report of the Inquiry into the National Road Safety Strategy 2011–2020 (the inquiry), was delivered to the Council of Australian Governments' (COAG) Transport and Infrastructure Council (TIC) in October 2018. TIC established a Road Safety Strategy Working Group (the working group), which comprised all jurisdictions and the Australian Local Government Association, to consider and implement selected inquiry recommendations.

The Deputy Prime Minister, the Hon Michael McCormack MP, announced the Review of National Road Safety Governance Arrangements (the review) in November 2018 as a necessary first step towards ensuring an appropriate response to the inquiry's other recommendations.

The review has been led by the federal Department of Infrastructure, Transport, Cities and Regional Development with input from states and territories through the working group. The review has been supported by the Australian Road Research Board (ARRB), Queensland and NSW Government secondees, Ernst & Young and two independent reviewers.

An interim report, containing preliminary findings but no recommendations, was presented to the working group and reviewers in April 2019 to support discussion and development of a joint position. The interim report has been used to progress to this final report.

Key findings

There is a strong commitment across all levels of government to reduce trauma on our roads. The current National Road Safety Strategy 2011–2020 (the NRSS) and Australia's National Road Safety Action Plan 2018–2020 (NRSAP) are firmly based on Safe System principles⁵ and are framed by the guiding vision that no person should be killed or seriously injured on Australia's roads.

The review has received strong support by federal, state, territory and local governments which underlines a commitment to strong action to improve road safety in Australia. But the number of deaths and serious injuries on Australian roads remains unacceptably high, despite government goodwill.

Responsibility and accountability for road safety is spread across multiple agencies within and across the three levels of government and a number of other stakeholders. Road safety is complex and a shared responsibility – ensuring no person dies or is seriously injured on the road is a major challenge for all levels of government.

There is a clear need for greater leadership, strengthened management, heightened accountability and more effective coordination to reduce road trauma across Australia.

⁵ Further detail about the Safe System approach and Australia will be published separately.

To address this, the review's final report provides high-level findings about system-wide gaps and opportunities for road safety governance. The key findings are:

1. The Australian Government has not provided sufficiently strong leadership, coordination or advocacy on road safety to drive national trauma reductions. The Transport and Infrastructure Council (TIC) has not been used to enable cross-jurisdiction decision-making to drive the national harm elimination agenda.
2. The Safe System approach has been adopted but not ingrained or mainstreamed within government business by federal, state, territory or local governments. TIC is the ideal forum to drive meaningful mainstreaming of road safety and integrate Safe System principles. Work to mainstream the Safe System approach could be led through the Road Safety Strategy Working Group which all TIC members directed to be instituted in November 2018.
3. A fundamental and critical finding of the review is that road safety teams at all levels of government lack influence across the Safe System pillars and within their own organisation. For example, road safety teams lack influence over transport infrastructure design; planning; operation; maintenance and funding teams; and road transport infrastructure investment decisions, which do not include or retain Safe System treatments. Better integration of road safety teams into these decisions is essential if Safe System principles are to be embedded in road safety decisions. The Australian Government can play a significant role in driving these connections through its partnership agreements with states and territories.
4. Road infrastructure funding is not conditional on the inclusion of Safe System treatments in every project. Adding this condition would save lives and prevent expensive retrofitting of measures after projects are completed. This is critical in order to achieve a step change in embedding Safe System principles.
5. Local government, despite owning the majority of all Australian roads, is not sufficiently engaged or resourced to deliver road safety. Local government is in an unenviable position, being dependent on state legislation for its authority and revenue; limited in its ability to commit to sustained road safety outcomes in its areas; and with a significant proportion of fatalities occurring on its roads.
6. The speed of legislative change to incorporate safety features into vehicle design is under increasing pressure from new technology. This poses challenges for road users and for regulators across all levels of government who need to ensure vehicles meet community and government safety expectations. The Australian Government is responsible for leadership in this area and must lift its efforts to improve the uptake of new safety technology in the Australian new vehicle fleet.
7. Road safety data is one source of performance information, but there is no agreed national framework for road safety performance information. Development of better performance information and a national framework for monitoring and evaluation to better measure, target, monitor and evaluate data and performance will provide a results framework and support the objectives of the next NRSS. This is where the Australian Government could lead through the Office of Road Safety.
8. Further work, with all jurisdictions, is necessary to explore the utility of a national no-blame investigator for heavy vehicle crashes and determine the viability and likely effectiveness of a program to identify trends or systemic failings.

To address these findings, we will recommend specific, time-limited actions (and the entities responsible for those actions) directly to TIC at the first TIC meeting in 2019 for the Ministers to consider. The specific actions implemented will inform the TIC agreed implementation plan covering the remainder of the inquiry's recommendations as directed by TIC in November 2018.



Scope, methodology and structure

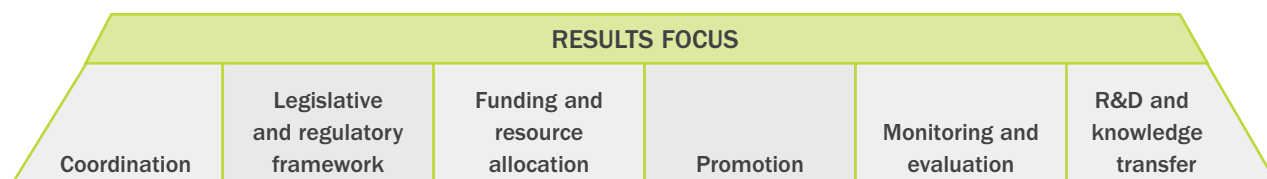
The review delivers this final report in accordance with the terms of reference that were agreed by the working group in December 2018 (see Appendix A).

The review complements the working group's implementation plan, which has been developed in parallel to implement other inquiry recommendations into the NRSS. The review also considered future governance arrangements that would enable actions outlined in the implementation plan.

The review's scope is governance. Governance is defined as setting the strategic direction, implementing priorities, ensuring accountability, coordinating links, and managing the outcomes, outputs and decisions of a jurisdiction. Governance is about the system-level settings that enable good decision-making and support strategic-level outcomes. The review only captures Australia's road safety governance at this point in time. The review is not a Road Safety Management Capacity Review, as defined by the World Bank,⁶ and further excludes specific road safety interventions and the governance of future technology.

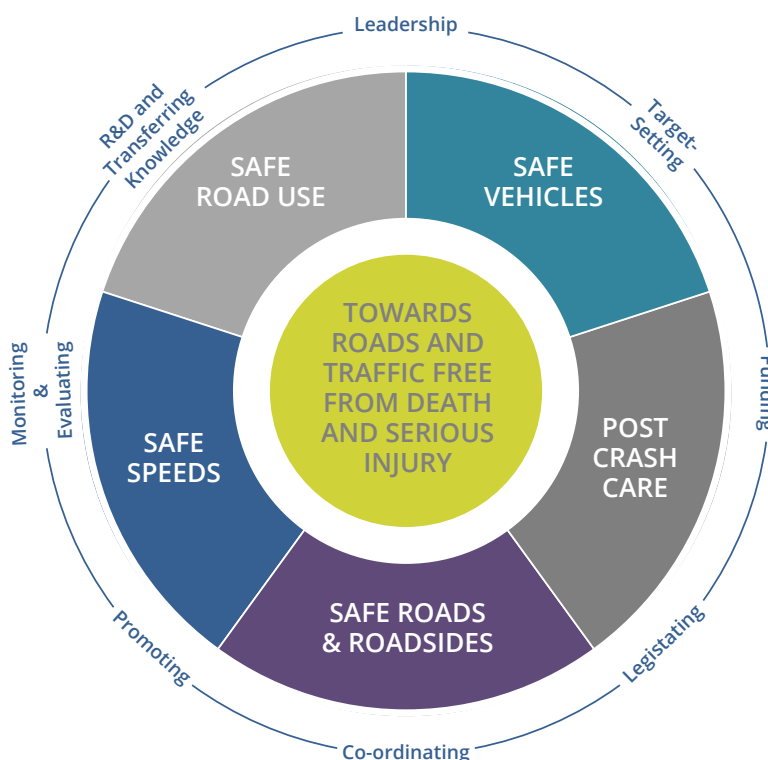
The review's methodology involved researching, collating and mapping road safety governance in Australia, assessing it against international practice and distilling this information into core themes. The review organised this information using the World Bank's institutional management functions (Figure 1) and the Safe System framework and its pillars (Figure 2).

Figure 1 Institutional management functions (World Bank 2009, 2013)



⁶ See World Bank Global Safety Facility, *Country Guidelines for the Conduct of Road Safety Management Capacity Reviews and the Specification of Lead Agency Reforms, Investment Strategies and Safe System Projects* (2009).

Figure 2 Safe System approach (Used by Loughborough University Design School/Jeanne Breen Consulting Safe System Course 2017)



The review relies on evidence from desktop research and over thirty semi-structured stakeholder discussions with road safety experts; federal, state, territory, and local government officials; the National Transport Commission (NTC); the Australian Transport Safety Bureau (ATSB); ARRB; and Austroads. Given the time available, the review did not seek further input from non-government stakeholders but analysed inquiry submissions. The full evidence base of the review may be published by the Office of Road Safety.

The final report is structured as follows. Thematic findings are presented against each of the World Bank institutional management functions, where we identify a total of 60 gaps (in a light grey box), opportunities (in a blue box), and potential functions of a new Office of Road Safety (in blue lines and blue text).

It became clear through the review that an Office of Road Safety should be established immediately. This was announced by the Australian Government in late March 2019. This report identifies potential functions to help scope the new Office of Road Safety's work.

We will provide recommendations in response to the gaps, opportunities and potential functions to TIC to consider at its first meeting in 2019 to complement this final report. Reducing deaths and serious injuries on Australia's roads is complex and improved governance will not, by itself, reduce national road trauma. However, good governance provides a foundation for governments to produce effective system-wide interventions and achieve results. The recommendations to TIC will enable these foundations to be set for the next thirty years.



Findings about road safety governance in Australia

World Bank institution management functions

In accordance with the terms of reference, the review has been structured using the World Bank institutional management functions. These are described in Appendix B. An overall map of governance of road safety in Australia is provided in Appendix C.

Results focus

System-wide ability to focus on results

The ability to focus on system-level results relies on having a clear long-term vision supported by interim goals; strong leaders; and an agile, adaptable and connected delivery network that understands the evolving risks and opportunities.

While the Safe System approach is present in federal, state, territory and local government approaches, it is not entrenched and mandated for consideration. This gap must be addressed to reduce road trauma. The status quo will not achieve the desired outcomes outlined in the Inquiry into the National Road Safety Strategy 2011–2020.

The results focus in Australia requires an improved focus on Safe System strategy and goals, and their implementation and embedding at all levels of government and in the private sector.

Leadership

TIC is the primary governance body for national leadership in Australia on transport matters, including road safety. TIC ministers are responsible for setting targets across Australia and for holding delivery agencies accountable for results achieved against those targets. Road safety falls within the TIC terms of reference and has been an ad hoc, not standing, agenda item.

The Transport and Infrastructure Senior Officials Committee (TISOC), comprised of CEO level transport agency public service officials, supports TIC by making decisions on operational matters, tracking progress and shaping the discussion on road safety in member agencies. Road safety falls within the ambit of TISOC and has also been an ad hoc, not standing, agenda item. The Austroads Road Safety Task Force and the TISOC Road Safety Working Group provide working level support and advice and are the primary drivers for progress at an operational level.

TIC and TISOC should include road safety as a standing agenda item to set the ongoing strategic direction and monitor interim progress towards reducing national road trauma and other key safety performance objectives.

The Australian Government was provided with a clear mandate in the NRSS to pursue a Safe System approach to road safety and the Vision Zero goal. The Australian Government has not translated key performance indicators and measures into the action required, nor is it clear whether decision-makers outside of those directly involved in road safety within the Australian Government understand the Safe System and vision.

As responsibility for interventions against each of the Safe System pillars is dispersed, there is no single decision-maker in federal, state, territory or local governments that compares all options available to invest in Safe System interventions across the board, and then make investment decisions based on this comparison. Strong leadership is needed to make sure that actions to address each of the Safe System pillars are complementary and their safety benefits are maximised.⁷ The lack of strong leadership means that existing decision-makers in the road safety and infrastructure investment areas of government are not bridging these gaps and acting in concert to mainstream road safety.

Several studies have demonstrated that, in the absence of a system-wide view and in a resource constrained environment, governments rely on one pillar at the expense of others. For example, an increase in road trauma is often met with responses addressing the Safe People pillar – advertising and policing for behaviour – when this may not be the most effective approach to achieve sustained trauma reduction when it's used in isolation.⁸ This is usually driven by cost; a government's need for speed of implementation; and visibility. Greater leadership and direction-setting can help to overcome these hurdles.

⁷ Ian Johnston, Carlyn Muir, and Eric Howard, *Eliminating Serious Injury and Death from Road Transport: A Crisis of Complacency* (CRC Press, 2014), 81.

⁸ Ibid, and A Varhelhi, *Road Safety Management – The Need for a Systematic Approach* (2016) 10 The Open Transportation Journal 137, 151-152.

BETTER PRACTICE – Lead agency functions according to the World Bank Global Road Safety Facility⁹

The key functions of a lead agency, in line with identified international better practice according to the World Bank, are:

- leading the development of multi-sectoral road safety strategy, programs, projects, goals and targets in full consultation with the key agencies and the wider road safety partnership
- coordinating the implementation of the road safety strategy, programmes and projects across governmental agencies via national agency coordination arrangements
- coordinating national road safety activity with cities and municipalities and across key sectors
- encouraging delivery partnerships between government agencies and engaging the professional, non-government and business sectors to help deliver the strategy
- ensuring that parliamentary committees and procedures support the coordination process
- working with partners to ensure a legislative framework meets the strategy tasks
- helping to secure sustainable sources of annual funding for road safety by working with partners to deliver sound business cases for investment
- high-level promotion of road safety strategy across government and society
- performance monitoring and evaluation based on inputs from the national crash injury database, surveys and other information and the publication of annual reports to parliament
- direction of road safety research, development and knowledge transfer.

These are the identified characteristics of lead agency functions amongst successful performers. However, while these functions are well known, there is no evidence that one lead agency structure or model is better than the next.

The Australian Government is best placed to provide greater leadership and direction setting. In particular, the Australian Government can play a greater leadership, coordination and advocacy role to reduce trauma nationally.

The new Office of Road Safety is an opportunity for the Australian Government to assume an increased leadership role by driving greater consideration of road safety issues in road infrastructure investment; ensuring that the Safe System pillars are considered equally; and making sure that decision-makers remain focused on significantly reducing trauma.

Agile, adaptable and connected delivery network

The diversity of road safety agencies and governance in Australia is illustrated in Appendix C.

The governance structures reflect the diversity of connection and collaboration on road safety and that each jurisdiction approaches road safety differently. This diversity in approach is not always in and of itself a matter for concern. Each approach is tailored to the specific needs of the jurisdiction and reflects various machinery of government changes over time.

Different governance approaches affect how Safe System principles are integrated into programs. In some jurisdictions, a single responsible authority champions integrating Safe System principles into planning and prioritisation processes, such as budget processes. Other jurisdictions, without a single responsible authority, often do not adequately integrate Safe System principles into program governance and funding.

⁹ Tony Bliss and Jeanne Breen, *GRSF Country Implementation Guidelines* (2009) Annex 3.

This means that road safety competes with, and is potentially deprioritised against, other strategic transport objectives (such as congestion reduction and productivity enhancement) and whole-of-government priorities at the project, program, portfolio and organisational level without considering the consequences for national road trauma.

All governments should consider their governance of road safety and make sure it focuses on integrating Safe System principles into transport and infrastructure programs.

The Land Transport Policy and Safety Branch, within the federal Department of Infrastructure, Transport, Cities and Regional Development, plays a valuable role in advising government on road safety; reporting on NRSS and NRSAP progress; and information sharing. This branch is not currently mandated or resourced to assume a national leadership role.

The UK, Sweden, New Zealand and Norway all have single national agencies that lead and coordinate road safety. Although these countries do not have state-level governments similar to Australia's federal system they do have regions or counties. These examples show that effective linkages between road safety teams (including those in a single national agency) and processes to decide on, fund, and implement programs are crucial.¹⁰ These linkages ensure that Safe System principles and national road trauma reduction are integrated into these processes.

Australia does not have a single national agency to provide leadership and coordinate better practice and mainstreaming of road safety interventions across the federal government and between the states, territories and local government. This may be inhibiting significant reductions in road trauma.

The newly established national Office of Road Safety (within the Department of Infrastructure, Transport, Cities and Regional Development) will: drive a more agile approach to targeting, addressing and reporting on road safety issues; coordinate delivery; help to secure sustainable funding; promote the shared responsibility for results across society; share knowledge; fund research; and target actions towards the more effective interventions that would help achieve an ambitious harm elimination agenda. This includes reviewing program and process governance to ensure the Safe System approach is embedded and would be informed by better practice functions (identified on p.10).

Long term vision, interim goals and performance framework

The World Bank guidelines indicate that a far-reaching, overarching road safety vision is important. It creates a climate where system-wide road safety interventions can be introduced to achieve better results and it helps to develop and explain the road safety strategy.¹¹ More specifically, a vision to eliminate all fatalities and serious injuries enables proactive road safety decisions, as opposed to reactive decisions in response to road deaths or injuries.

¹⁰ Tony Bliss and Jeanne Breen, *Road Safety Management Capacity Review and Safe System Projects Guidelines*, 2013, Annex 4.

¹¹ World Bank Global Safety Facility, *Country Guidelines for the Conduct of Road Safety Management Capacity Reviews and the Specification of Lead Agency Reforms, Investment Strategies and Safe System Projects* (2009)

Australia has a national strategy for road safety that has been adopted by federal, state and territory governments. The Safe System approach in the national strategy identifies the need to ultimately eliminate death and serious injury on the road. The national strategy is also supported by interim strategies, action plans and road safety targets. The primary measure of success in the current ten-year strategy is a reduction in the number of deaths and serious injuries from road crashes.

Each state and territory government has its own road safety strategy. These are broadly linked to the national strategy and include the Safe System approach. Some jurisdictions have included a Towards Zero vision which focuses on reaching zero deaths and serious injuries – a key element of the Safe System approach.

Most state and territory strategies have interim road safety targets that generally link to the NRSS targets for death and serious injury reduction. However, there is no evidence that strong and prompt remedial action or changes in approach are taken when targets are not met. By contrast, the Swedish Transport Administration, which leads Vision Zero and is responsible for achieving national trauma reduction targets and supporting key safety performance objectives, is underpinned by a performance agreement with the Ministry of Industry, Employment and Communications. This may enable remedial action.

There is a gap in all jurisdictions to ensure accountability for not meeting interim targets.

Local government approaches to developing and implementing road safety strategies differ, with some clearly referencing state and national strategies and publicly committing to actions, targets and measures. Some local governments have a far-reaching road safety vision while some do not. Many local governments do not appear to have formally adopted the overarching Vision Zero goal and Safe System approach or a results focus.

Local governments have a strong and direct link to community. They provide a strong foundation for working with the community to adopt a long-term road safety vision and local initiatives. But local governments face real challenges in balancing all of the road ownership and management components, with their asset base and funding availability.

The variable far-reaching vision of local government in Australia contrasts with Norway, where local governments adopt the national vision and plan.

CASE STUDY – Local governments and road safety visions in Norway

Norway's national long-term vision for road safety is set out under the leadership of the Norwegian Public Roads Administration through the National Plan of Action for Road Safety 2018–2021.

The national plan is a framework that has been adopted by county administrations and seven large municipalities so that they share the nation's long-term vision for road safety and implement road safety measures outlined in the national plan.

This framework allows for more consistent implementation across jurisdictions than what is currently practiced in Australia.

There is a gap in the far-reaching road safety vision of some local governments.



The next national road safety strategy should consider how to involve local government and local governments' ability to adopt a far reaching strategy.

Performance framework, evaluation and key safety performance objectives

The NRSS, NRSAP and each jurisdiction's road safety strategy and action plan represent some elements of a road safety performance management and evaluation framework. These plans set out broad strategic directions and actions to be taken. They do not include a commitment to collect, target and monitor intermediate performance, that is, the series of outcomes or objectives that must be achieved to reach the long-term goal.

There is no commitment to collect data on, target and monitor intermediate performance against long-term road safety outcomes. This gap must be closed to improve accountability for national road trauma.

There is significant ad hoc evaluation activity undertaken by government and non government. For example, the Bureau of Infrastructure, Transport and Regional Economics (BITRE) evaluated national road investment projects in 2005–07 and in 2014–16 and there are several state-level examples of evaluation. Non-government organisations include the Australian Automobile Association (AAA), which produces a quarterly road safety benchmarking report as part of the Australian Road Assessment Program (AusRAP), and Austroads, which has produced national guidelines on evaluation methods.

Australia may learn from Sweden in its creation of a performance management framework. Sweden identified 13 safety performance indicators to regularly monitor the Safe System. Each performance indicator is supported with defined interim targets.

The Swedish Transport Administration leads data collection and analysis for the annual results conference where interim targets are evaluated. The conference is attended by multiple agencies and organisations. Plans and strategies are developed using the findings from these data analyses and results communicated at the conference.

The Swedish Transport Administration leads Vision Zero and is responsible for achieving national targets, which are underpinned by a performance agreement with the Ministry of Industry, Employment and Communications.

Setting key safety performance objectives is vital to reflect the key operational conditions that underpin a Safe System approach. Further work is needed to draw lessons from the safety performance objectives set internationally, including those of the European Union.

Future data and evaluation – post-crash care targets

Post-crash care targets are embedded in international guidelines on Safe System approach implementation, including those of the International Transport Forum.¹² But crash victim recovery and rehabilitation is not considered as a pillar of Australia's Safe System framework.

By contrast, the NSW Road Safety Strategy 2012–2021¹³ aims to improve post-crash responses by the NSW Police Force and post-crash trauma care by the NSW Ministry of Health, the NSW Ambulance Service and Public Hospital Trauma Centres. Within Australia, post-crash care has been embedded as a core element of the Safe System Assessment Framework (developed by Austroads) to determine whether infrastructure projects are meeting Safe System objectives.

Post-crash response research and data can be used to improve post-crash response mechanisms. From 2018 onwards, all new cars in Europe are fitted with eCall technology which automatically connects to the nearest emergency centre in the event of a crash.¹⁴ Some European countries have emergency vehicle response time targets as part of the European Union's efforts to set post-collision response targets.¹⁵

Best practice international post-crash improvement frameworks are embedded within a national trauma management framework and include aspects such as response times and triaging. Metrics concerning the quality of post-crash care raise complex issues and require further development.

There is no consistent requirement across jurisdictions to collect post-crash data.

There is an opportunity to use post-crash care data to improve road safety.

¹² OECD ITF, above n 24.

¹³ Transport for NSW Centre for Road Safety, *NSW Road Safety Strategy 2012-2021* (2012).

¹⁴ Ibid.

¹⁵ European Transport Safety Council, *An overview of post-collision response and emergency care in the EU* (2018).

Coordination

System-wide observations on coordination

Good system-level coordination means strong harmonisation, including consistency and agreement, across each level of government (horizontal coordination) and between the three levels of government and internationally (vertical coordination). Australia's federation model of government complicates the effective coordination of road safety and needs particular overarching bodies to connect work on road safety.

CASE STUDY – Good coordination according to the World Bank Global Road Safety Facility¹⁶

According to the World Bank, the keys to good coordination are making sure that everyone focuses on achieving the desired results and that:

- interventions are coordinated across all agencies
- interventions are coordinated between national, regional, provincial and city agencies
- interventions have robust and formal delivery partnerships between agencies, industry, communities and the business sector
- parliamentary committees and procedures support the coordination process

Coordination between and within government, non-government, and private sector bodies is critical to ensure that the government considers the full body of research and knowledge in its policy-making and that Safe System concepts are incorporated into technical practice, standards and funding guidelines. Currently, Austroads Road Safety Taskforce, as a TIC body, drives operational projects across government which includes some coordination.

The Australian Government should improve road safety coordination between the federal government, non-government organisations and the private sector, and set road safety priorities and directions to achieve their desired goals and targets.

The cost of weak coordination

Transport sector decision-makers in federal, state, territory and local governments consider trade offs between safety, congestion reduction, and productivity. At the same time, road safety is often de-prioritised against other considerations. Within the federal, state and territory governments, road safety measures are not considered or incorporated into infrastructure investment at the early or design stages, nor implemented during construction but retrofitted at greater expense during a later stage or after construction. This suggests that Safe System concepts are not adequately embedded into implementation and technical practice, and that road safety teams are not connected into decisions that give full effect to road safety.

Safety will continue to be treated as an add-on or costly burden if collaboration between, and coordination of, safety and infrastructure planning teams is not improved and Safe System concepts are not embedded into areas outside of road safety.

¹⁶ Tony Bliss and Jeanne Breen, *GRSF Country Implementation Guidelines* (2009) Annex 3.

Road safety teams in the federal, state and territory governments are not well connected with infrastructure planning, design, operation, maintenance, and funding teams.

Safe System principles could be built into the initial planning, design, operation, maintenance and funding of infrastructure. This would produce cost-effective and lasting customer outcomes with safety as a pre-condition for mobility.

With better coordination, the Pacific Highway upgrade could have delivered more efficient road safety outcomes at a lower cost.

CASE STUDY – Safety in the Pacific Highway upgrade

The upgrade of the Pacific Highway to a dual carriageway road was jointly funded by the NSW and Australian governments and has been underway as a program of works since July 1996.

The program aims to create a divided road between Hexham in NSW and the Queensland border. At the end of June 2018, 530 kilometres (of the final 657 kilometres) of the Pacific Highway between Hexham and the Queensland border had been built to a four or six lane divided road configuration. The remainder of the upgrade is under construction and due for completion in 2020.

Physical separation was not integrated into the early parts of program delivery for these upgrades. Although design guidelines were prepared when the initial upgrades began, the road design and other standards changed over the long delivery period that resulted in safety rating variations along the route. The Pacific Highway's current AusRAP 'star' rating does not match a vision for zero harm.

A program of works to retrospectively address safety concerns is being considered. A wire rope safety barrier or audio tactile line markings could be installed relatively quickly, but other retrospective work like adding interchanges, is significantly more complex and could take several years at significant cost.

Source: Internal discussions and discussions with the NSW Government (2019)

Coordination between each level of government

TIC and TISOC primarily coordinate road safety between federal, state and territory governments, with briefing provided by public servants from transport portfolios. Further detail on these bodies has been included in the Leadership section (p. 1). TIC and TISOC meetings consider road safety on an ad hoc basis.

The TIC agenda does not include a regularly scheduled discussion to address nationally-set road safety goals and targets, and other road safety matters.

Coordination across jurisdictions on technical issues takes place through various forums such as the Australian Road Rules Maintenance Group (ARRMG), the Strategic Vehicle Safety and Environment Group (SVSEG) and the Infrastructure Investment Forum (IIF). For example, SVSEG advises the Australian Government on issues relating to Australian Design Rules (ADRs)¹⁷ implementation and development and

¹⁷ The Australian Design Rules are Australia's national standard for vehicle safety, anti-theft and emissions, covering issues such as occupant protection, structures, lighting, noise, engine exhaust emissions, braking and other safety features. All road vehicles that are newly manufactured or imported as new or secondhand vehicles to Australia, must comply with the ADRs

considers approaches to improving vehicle safety and environment performance. The ARRMG, SVSEG, and IIF are generally focused on their specific subject matter (e.g. SVSEG and vehicles) and do not have a general focus on road safety.

There is an opportunity to communicate the outcomes from these groups and improve our understanding of road safety developments. Improved communication would also allow cross pollination of road safety ideas and international good practice.

The Austroads Road Safety Task Force provides a forum for jurisdictions to collaborate; contribute to the development of the NRSS and NRSAP; and coordinate supporting projects through its Safe Roads, Safe Speeds, Safe Vehicles and Safe People theme groups. There is no thematic group on the post-crash care pillar. Austroads' full remit is broader than road safety and the Austroads Road Safety Task Force is not mandated to drive national strategic leadership for road safety.

There is no thematic group in the Austroads Road Safety Task Force that focuses on the post-crash care pillar for the Safe System approach.

Some non-government bodies do help in general road safety coordination. For example, Austroads, Australia New Zealand Policing Advisory Agency (ANZPAA), and road research bodies like ARRB, coordinate on specific issues. These bodies are not empowered to provide broader national leadership for road safety.

In supporting the governance review, the Road Safety Strategy Working Group (RSSWG) has helped marshal general road safety and Safe System expertise and knowledge across each jurisdiction. This group was established in response to a TIC agreement and is comprised of representatives from federal, state and territory government road safety teams, and from the Australian Local Government Association. This group has enabled views about road safety governance capability to be shared between each jurisdiction. The RSSWG has further worked to develop an implementation plan to respond to the Inquiry into the National Road Safety 2011–2020.

There is currently no Australian Government mechanism to draw together the full breadth of stakeholders in line with the agreed agenda set out in the NRSS and NRSAP.

There is an opportunity to continue drawing on road safety expertise between jurisdictions through the Road Safety Strategy Working Group.

Coordination within each level of government

There is no single group in the federal government that is responsible for coordinating general expertise across all Safe System pillars, such as policing, health, financing, transport and infrastructure, to support and progress road safety. This lack of connection across the relevant portfolios can lead to no or uneven consideration of the Safe System pillars. There is a tendency for the Australian Government to focus on safe people and aspects of safe roads (located within the Department of Infrastructure, Transport, Cities and Regional Development), and not focus on issues such as post-trauma care, safety of government fleet purchasing and speed management policing.

There is a gap in the coordination of general expertise within the federal government to support and progress road safety. This is now being addressed through an Australian Government inter-departmental committee lead by the Department of Infrastructure, Transport, Cities and Regional Development.

At a state and territory level, coordination is primarily based within transport portfolios, which all facilitate coordination through a primary coordination group. These road safety primary coordination groups draw together a range of government agencies that have influence on the system to ensure that their efforts are coordinated, consistent and proactive. These groups also enable the mainstreaming of Safe Systems into all areas of government business, beyond the usual government departments associated with road safety (e.g. transport) to other influential departments and stakeholders (e.g. health, education, employers) as road crashes happen within a context.

These groups have different memberships, with involvement from enforcement agencies, strategic oversight bodies, related portfolios like health and education, local government, the private sector, and specific bodies designed to progress road safety issues. Group membership has evolved over time and differs significantly between jurisdictions, reflecting their individual circumstances. However, differing membership does not reflect varying commitment levels, with all groups committed to reducing road fatalities and serious injuries.

This approach may benefit from a review, considering a wider array of public, private and non-government sector organisations are involved. Sweden involves a wider array of organisations in national coordination.

State and territory governments should consider broadening the membership of the group primarily responsible for road safety in their jurisdiction.

CASE STUDY – Safety in the Pacific Highway upgrade

Sweden promotes and coordinates a wider shared road safety responsibility in its strategy and Vision Zero.

Sweden brings together representatives from around 30 national organisations affected by road traffic issues in its National Assembly, where parties (including civil society and corporate entities) issue declarations of intent and devise measures to improve road safety.

The Swedish Group for National Cooperation is the main coordination group below Cabinet. It brings together the Swedish National Police Board, the National Society for Road Safety, Toyota Sweden AB, Folksam Insurance, the Swedish Work Environment Agency, the Swedish Association of Local Authorities and Regions, and the Swedish Transport Administration.

Local governments vary in their coordination of road safety. There are over 530 local governments across Australia representing diverse communities that vary in size, remoteness and geography. Some regions have established regional road groups that take a collaborative approach to road investment. These groups include decision-makers from proximate councils and representatives from the relevant state department responsible for local government as well as the relevant state department responsible for road safety. This has allowed some councils to share expertise, build capability and address road safety issues across jurisdictional boundaries.

State governments are crucial to coordinating local governments' road safety activities and partnerships. They also provide essential technical support to local governments, especially in rural and remote areas where a significant proportion of crashes occur.

There is an opportunity to improve the incentives offered to local government to form regional groups and improve road safety. Further work is required to scope the approaches and funding implications of improved incentives for local governments.

Coordination with the non-government and private sector

The private sector plays an important part in improving road safety outcomes. The private sector includes employers responsible for worker health and wellbeing and workplace health and safety; contributors to policy; fleet purchasers and vehicle resellers; contributors to positive community safety outcomes; organisations that need to ensure the safety of road workers and heavy vehicle drivers; and contractors of services. Key professional organisations, such as the Royal Australasian College of Surgeons and the Australian College of Road Safety, are strongly engaged and advocate for action to reduce national road trauma.

There is evidence that the National Road Safety Partnership Program (NRSP)¹⁸ is a positive example of private participation and involvement in road safety. The NRSP is a collaborative network that supports Australian businesses to improve road safety, both internally and for the broader community. This coordinated effort seeks to draw on best practice examples from industry and the community. The NRSP has 90 members but its scale is limited by resources.

There may be an opportunity to expand the NRSP model into more specialised private partnerships focused on insurance, health and other policy domains related to road safety.

International efforts

The representation of Australian interests in international fora is undertaken by a number of agencies and governments. The role of the Australian Government as the single lead agency representing Australia is not well established in relation to road safety.

The key areas of international engagement on road safety for the Australian Government are the Global Forum for Road Traffic Safety (Working Party 1 of the UN Economic Commission for Europe), the Harmonization of Vehicle Regulations group (Working Party 29 of the UN Economic Commission for Europe), the World Health Organisation, and groups dedicated to the development of international standards for vehicle safety.

The Department of Infrastructure, Transport, Cities and Regional Development, the lead agency in Australia for road safety, has participated in several fora and supported Ministerial participation at the 2nd Global High-Level Conference on Road Safety in Brasilia in 2015. However, there has been limited international engagement on road safety by the Australian Government in other fora.

¹⁸ The National Road Partnership Program is a collaborative network for businesses, governments and researchers to share information and good practice regarding road safety. Through formalised partnerships it auspices strategies to create a positive road safety culture and achieve road safety outcomes through non-regulatory reform. Its establishment was facilitated by the NTC in 2014 and it is currently overseen by ARRB.



Representatives from states and territories have attended international fora in the past due to this lack of engagement. These include Western Australia (in the more technical World Road Association and the more general Commonwealth Road Safety Initiative), NSW (on the UN Road Safety Collaboration) and the ACT (at the World Road Association). In addition, the Victorian Government has been cited in the two OECD reports on Safe Systems. Austroads is a member of the World Road Association and supports and leads policy and guideline development for that association. There are further links between Australian AusRAP and international iRAP programs, and Australasian New Car Assessment Program and Global New Car Assessment Program.

State governments, territory governments, and the private sector, are also involved in road safety capacity building overseas and export road safety approaches developed by Australian governments.

There is a gap in the coordination of Australia's international engagement at a national level.

There is an opportunity for the Australian Government to provide greater leadership and coordinate Australia's involvement in international fora.

Legislative and regulatory framework

System-wide observations on the legislative and regulatory framework

Australia's division of power between federal and state governments complicates the legislative and regulatory framework for road safety in Australia.

The Safe System approach is not well integrated into Australia's legislative and regulatory framework at all levels of government, and Australia's legislative and regulatory framework is not deliberately organised around the Safe System approach. However, the legislative and regulatory frameworks of all levels of government do not inhibit Safe System outcomes.

Safe System pillars and principles are not well integrated into Australia's legislative and regulatory frameworks at all government levels.

There is an opportunity to further examine legislative and regulatory frameworks, including vehicle safety standards, to include Safe System pillars and principles.

Legislative and regulatory change in Australia is time and resource intensive.

There is an opportunity for federal, state and territory governments to ensure legislative schemes remain agile; ensure road safety is not deprioritised; and to address new and emerging technologies in a way that reflects the Safe System approach and the Vision Zero goal.

This review has not considered the roles and responsibilities of different agencies involved in road safety across all levels of government within the current legislative and regulatory framework.

The roles and responsibilities of different agencies involved in road safety within current legislative and regulatory frameworks might be considered as part of further road safety management capacity reviews.

Federal legislative and regulatory framework

The scope for federal legislation in relation to road safety is determined by the federal parliament's legislative powers under the Constitution. The Commonwealth is not vested with power in relation to roads or road safety and relies on associated powers to legislate on matters related to road safety.

Three federal laws affect road safety outcomes. The first two, the *Motor Vehicle Standards Act 1989* (Cth) and the new *Road Vehicle Standards Act 2018* (Cth) to replace it from 10 December 2019, support the ADRs which regulate vehicles when they are first supplied to the Australian market. The third, the *National Land Transport Act 2014* (Cth), enables payments to be made to support road construction, maintenance and research work. This section deals with the former while the *National Land Transport Act 2014* (Cth) is covered in the Federal government funding and resource allocation section (p. 1).

Although these laws refer to improving safety outcomes, the Safe System goal and approach is not specifically referenced as occurs in better practice countries, despite it being a core component of the NRSS.

There is a gap where the Safe System goal and approach are not referenced in federal road safety laws.

A key challenge for federal, state and territory governments is to make sure that the ADRs keep pace with technological advancements to drive development of a safer vehicle fleet. Amending the ADRs to increase regulatory burden, as with all legislative amendments that will increase regulatory burden, requires a regulation impact statement to be prepared. This sets out the anticipated costs and benefits of the regulatory change to ensure that Government is satisfied the amendment will have an appreciable benefit to the community. This process can take more than 12 months in complex cases or where the benefits are contested.

The Australian Government works in close collaboration with the international vehicle safety community, states, territories, industry, and road safety stakeholders to improve the safety of the Australian vehicle fleet. It strengthens safety standards through the ADRs which are globally harmonised and draws in relevant information to expedite local regulatory impact work. Over the last 20 years, ADR development has taken three years on average. In the last 10 years, ADRs have taken less than two years to develop.¹⁹

Although ADR amendment speed is increasing, some jurisdictions and members of the road safety community are concerned that the process is slower than or may duplicate processes of other leading countries. On the other hand, mandating technology ahead of the global uptake curve may increase the price of new vehicles and slow the turnover of the Australian fleet, slowing the dispersion of new safety technology into newer cars. Another key challenge is balancing local responsiveness with global progress to ensure that Australian regulation is not unduly restrictive and does not disadvantage Australian consumers in the global market. Balancing agility and responsiveness with consumer safety obligations is crucial.

The process for legislative and regulatory changes to vehicle safety standards may be further streamlined or reformed to improve the uptake of new safety technologies in the Australian vehicle fleet and make sure they're aligned with international vehicle safety standards.

Building on this, good practice mechanisms of public procurement and government fleet purchasing policies provide further opportunities for national fast-tracking of vehicle safety technologies and faster integration of high safety rated used vehicles into the wider fleet.

There is an opportunity to be more agile and responsive to emerging technologies by streamlining and clearly communicating the process for legislative change when amending ADRs. In the medium term, there is an opportunity to consider further changes to the process to ensure that Safe System principles are integrated and it is aligned with international vehicle safety standards.²⁰

¹⁹ This represents the time from when an ADR change was agreed by ministers to be considered under the NRSS 2001–2010 or NRSS 2011–2020 and their associated action plans, until the ADR change is registered on the Federal Register of Legislation.

²⁰ Sweden has increased its range of national speed limits according to road function and geometric design which better reflects injury criteria and the protection offered by vehicle crash protection. A national review of speed limit classification in good practice Safe System implementation is desirable.

State, territory and local government legislative and regulatory frameworks

State and territory governments are responsible for regulating and enforcing a far wider range of matters than the Australian Government. For example, state and territory governments are responsible for regulating vehicle use on Australian roads and control in-service vehicle standards; driver licensing; operating registration systems to allow vehicles to use the network; and roadworthiness of in-service vehicles as well as making and enforcing rules about road user behaviour. State and territory governments have comprehensive road and traffic management legislative frameworks in place. State and territory police forces enforce these requirements.

As with the federal government, state and territory governments have an opportunity to more closely align their legislation and enforcement practices with Safe System principles. Shifting the balance towards safety, at the expense of other priorities, is necessary to drive a system-wide transformation and achieve Vision Zero.

There is a leadership opportunity to ensure state and territory laws related to road safety reference the Safe System approach.

State and territory governments' legislative and regulatory frameworks for speeds are affected by strong community expectations. This results in speed limits that may be set too high and not in accordance with Safe System principles.

There is an opportunity to improve road safety by reducing speed limits in state and territory legislative and regulatory frameworks, so that road function, design, layout and speed limits are better matched to Safe System principles.

Local governments are vital to improving road safety as they have knowledge on location-appropriate speed limits, access arrangements, and problem areas requiring specific attention. State and territory governments allocate some road safety responsibilities to local governments. These are set out in state and territory government legislative instruments. Ensuring that local governments have sufficient powers to improve road safety and responsibility for Safe System approaches is vital to make sure that local problems are resolved with local solutions.

There is a gap in our understanding of the optimal legislative and regulatory framework to support local governments to improve road safety.

Cross-jurisdiction legislative and regulatory framework

Australia also has national legislative and regulatory frameworks to improve road safety and meet other objectives.

Two key examples are the *National Heavy Vehicle Law* and the Australian Road Rules. In both cases, model law in a single jurisdiction is set and then implemented by each state and territory according to a jurisdiction's local needs. These have not been examined as part of this review.

These model laws have not been examined for governance appropriateness and may require further investigation to ensure they lead to reduced national road trauma.

Funding and resource allocation

System-wide observations on funding and resource allocation

Expenditure on retrofitting low-cost, high-return environment measures to reduce the severity and frequency of crashes on existing road infrastructure is a priority to reduce national road trauma. These measures have been identified in publications such as the Austroads Road Safety Engineering Toolkit and are already being implemented by some jurisdictions.

Expenditure on initiatives that purely target road safety matters (e.g. campaigns) is clearly identifiable and measurable. However, it is more difficult to determine and attribute the road safety components of infrastructure investment, policing or road maintenance, for example. In addition, federal, state and territory and local governments have no agreed method to capture and assess these figures. Similarly, while some details on the total amount of human resources dedicated to road safety are available, there is no agreed method to calculate this figure.

There is a gap in understanding the total Australia-wide expenditure and human resources involved with road safety at federal or other levels of government.

There is an opportunity to improve how we calculate the existing road safety funding and resource allocation outside of safety-specific funding, to determine whether the current funding and resourcing envelope is sufficient. This needs to be supported by better systems.

Across all government levels, transport infrastructure projects that are not funded specifically for safety are not required to set and quantify safety benefits as a prerequisite to accessing funding. In addition, they do not require specific Safe System treatments to be delivered. Many projects are not built to a standard that would support trauma reduction for all road users.

Projects funded through the National Partnership Agreement on Land Transport Infrastructure Projects are not assessed against Safe System principles or evaluated on their ability to reduce trauma or improve infrastructure safety ratings. This gap should be closed to reduce road trauma.

Decision-makers at all levels of government are constrained to design and fund the most effective, systemic, Safe System intervention or combination of interventions within their area of authority. This may not include considering Safe System interventions outside of their authority. System-wide or multi-sectorial partnerships or proposals enable collaboration between each level of government, and those outside government. These partnerships and proposals allow federal, state and local government decision makers to overcome restraints associated with allocating funding to Safe System aspects outside of their area of responsibility.

The Office of Road Safety will improve multi-sectoral analysis to support discussions about funding, resourcing, and work to connect road safety infrastructure and other projects.



Federal government funding and resource allocation

The Australian Government funds infrastructure projects; some programs designed to improve safety outcomes (such as the Blackspot program); and vehicle safety regulation, and contributes to the budgets of national research bodies and regulators. This review has not quantified the Australian Government's expenditure on road safety through public health or policing expenditure.

Federal funding to upgrade and maintain Australia's road network is provided through the Infrastructure Investment Program, which has delivered over 600 projects in partnership with state, territory and local governments. Safety is one driver of investment decisions, in accordance with the program objective and the National Land Transport Act 2014 (Cth), but competes with other considerations such as asset maintenance, productivity and access.

The Safe System approach is not currently referenced or included in the Infrastructure Investment Program, *National Land Transport Act 2014* (Cth), or the National Partnership Agreement on Land Transport Infrastructure Projects. The Australian Government is exploring this in the negotiation of the next National Partnership Agreement on Land Transport Infrastructure Projects.

Most road infrastructure projects in Australia are jointly funded, with the Australian Government typically funding 50 per cent of urban projects and 80 per cent of regional projects. State and territory governments deliver and control infrastructure projects and are responsible for the ongoing operation and maintenance of all assets.

The new National Partnership Agreement on Land Transport Infrastructure Projects will work towards requiring jurisdictions to demonstrate Safe System principles in project planning and design. If fully adopted, the infrastructure funding submissions should align with the network safety plans which define the infrastructure requirements needed to achieve Vision Zero by 2050.

There is an opportunity to better leverage funding through infrastructure investment to improve road safety. This could be achieved by including a requirement to deliver trauma reductions and other safety quality objectives within the infrastructure investment program guidelines.

State and territory government funding and resource allocation

States and territories spend a significant proportion of funding on road infrastructure. However, the revenue from and expenditure on road safety is difficult to calculate outside of expenditure on explicit road safety initiatives.

State and territory governments have a variety of road safety funding arrangements. Some jurisdictions hypothecate funds for road safety outside of budget allocations. For example, two jurisdictions hypothecate funds from a levy on vehicle registration and two jurisdictions hypothecate funds from the collection of speed camera or red light infringements.

Jurisdictions have also implemented specific funding channels for road safety initiatives, including community road safety grants (three jurisdictions), insurance claims/compensation (three jurisdictions), and regional road infrastructure treatments (two jurisdictions).

There is a gap in our understanding of the whole system of funding and resource allocation by state and territory governments.

Local government funding and resource allocation

Local government controls 75 per cent of the road network by distance yet accounts for only 20 per cent of the expenditure on roads. Roads owned by local government account for 50 per cent of road casualties.²¹ There is a disparity between the funding available to local government and the amount of roads that local government owns.

There is an opportunity to better align the proportion of the road network controlled by local governments and the funding local governments receive to make sure that road investment reduces national road trauma.

There are some state and territory funding initiatives that help local governments to improve road safety. For example, the NSW Local Government Road Safety Program provides up to 50 per cent of a Road Safety Officer's salary for each council and funding for local road safety projects.

There is an opportunity across jurisdictions to build on initiatives that fund local governments to improve road safety.

²¹ ALGA, *Local Government Roads and Transport Agenda* (2019).

Promotion

System-wide observations on promotion

Across Australia, the Safe System approach is promoted by state and territory governments and Austroads through workshops, conferences and research projects (funding and participation).

State and territory governments continue to see value in including promotion within their integrated strategies (e.g. coordinating education campaigns with enforcement campaigns, road rule changes and infrastructure changes).

There is no overarching national strategy to communicate and promote the Safe System approach to road safety to a national audience.

There is an opportunity for the Australian Government to promote road safety and the Safe System approach within governments and to the broader community

Promoting road safety within governments

While the road safety message, and the list of considerations to improve the safety of road networks are well known, there is no overarching strategy for communicating road safety messages across governments.

The Australian Government formed an Inter-Departmental Committee on Road Safety to progress cross-government issues and potential initiatives stemming from this review and those related to implementing recommendations from the Inquiry into the National Road Safety Strategy 2011–2020. There is no secretary or minister-level forum tasked to oversee and coordinate road safety at the federal level.

There is a gap in the promotion of road safety as a business-as-usual function within the Australian Government.

All jurisdictions face similar challenges in communicating Safe System principles: shifting government, professional and community perceptions in favour of interventions that will work, and changing the thinking and behaviour across the network to improve road safety.

There may be an opportunity for state and territory road safety promotional activities to be better supported by a federal agency. They could adopt key messaging and campaigns from other jurisdictions, learn from the lessons of each jurisdiction, and develop consistent national messaging to help achieve goals and targets.



Road safety promotion outside of Australian governments

Australia has a wide range of government and non-government bodies that promote road safety and are committed to improving it. There are strong examples of non-government organisations promoting road safety. For example, the Australasian College of Road Safety conducts workshops and supports award functions to help road safety efforts which directly or indirectly support Safe System principles.

The AAA regularly commissions research and develops in-depth analysis of issues affecting transport systems, including affordability, road safety and vehicle emissions. The National Road Safety Partnership Program has published reports that identify initiatives with respect to safe roads, safe speeds, safe users and safe vehicles.

These organisations are not nationally coordinated and do not direct their experience, resources and expertise in a single direction. Non-government organisations vary in their capacity and approach to communicating road safety as a priority and this can disperse the road safety message. While some organisations lay claim to national leadership on road safety, no one entity has the authority of all governments.

Australia can also learn from the experiences of other countries in terms of promotion, both within government and to the public. In Norway, the National Plan of Action for Road Safety 2018–2021 identifies that the Norwegian Public Roads Administration will prepare and implement the national road safety campaign to increase traffic awareness. In Sweden, the National Society for Road Safety and other organisations have operated campaigns on road safety issues. Although neither of these countries include a federation of states like Australia, these are examples of effectively aligning national advertising initiatives.

There is no forum for sharing campaign creative approaches and designs, key messages or communication approaches across jurisdictions.

Monitoring and evaluation

System-wide observations on monitoring and evaluation

A robust monitoring and evaluation program that includes interim targets and evaluation of progress is key to ensuring that governments and government agencies remain accountable for their actions and the effect of those actions on road safety outcomes.

Without data and information, parliaments, industry associations, trade unions and the general public cannot participate in an informed discussion about road safety policy and actions.

The current approach to evaluation at a national level is unclear, fragmented and not systematic.

At a national level, the primary measure of road safety is the number of deaths, with a baseline for serious injuries to be set in the 2019 calendar year.

Performance information in other areas is not clearly defined at a national level. As a result, information is currently not collected and/or collated about contributing factors that could support evaluation of the efficacy of specific interventions to help define or assess the most effective options.

A project to identify what national data is needed to support the monitoring and evaluation of key performance indicators linked to the next NRSS and all governments' strategic vision of harm elimination on Australian roads will be necessary. This will ensure that data collection is commenced early enough to establish effective baselines in each jurisdiction and nationwide.

The Office of Road Safety could work with stakeholders to address the limitations present in the current monitoring and evaluation framework through the development of the next NRSS. This will require significant and ongoing investment of time and resources from all jurisdictions, including the Australian Government, to develop a transformed approach that reflects the Safe System.

Data collection

At a national level, BITRE maintains the Australian Road Death Database, which provides basic details of road transport crash fatalities in Australia as reported by the police each month to the state and territory road safety authorities.²² The data on fatal crashes is reliable, and in a form that allows appropriate analysis. This means that facts relating to fatal crash risk can be reasonably readily identified, and appropriate interventions defined. But both statistical and in-depth data are needed to deepen the insights, which are not available from standard fatal crash risk reporting.

At a state and territory level, state and territory government, collect data relevant to evaluate road safety policies, programs and projects, though this is often not readily comparable between jurisdictions. For example, data on crashes is used to understand the contribution of roads to reductions in fatalities and serious injuries, and informs which interventions are used. But there is little evidence of cross-jurisdiction comparison.

There is no national data framework to enable work towards standardised collection and comparison.

²² BITRE, *Australian Road Deaths Database* (2019).

Serious injuries data

The need for a suitable national data series on serious injuries has been repeatedly acknowledged by the Australian Government and all jurisdictions. Specific action has been taken through the NRSAP 2015–17 to develop a national serious injury data series. The NRSS explicitly noted the need for greater attention to serious injury and set a target even though the national data was not in place.

Data on serious injuries obtained as a result of road trauma is inconsistent. This is being addressed, for example, by Transport for NSW who are linking the integration and geocoding of a number of databases. While this will provide a more holistic view of road-related serious injuries, it will not address all issues or provide a complete picture. BITRE has also developed national indicators for injury through a project managed by Austroads. The report on Stage 1 has now been published with positive results, and Stage 2 is now underway and is expected to be finalised in 2019.

Best practice comparator countries, including the UK and Sweden, collect data on serious injuries at national, regional and local levels and link police and hospital data²³ This enables serious injury interventions to more easily feed into national road safety strategy development.

Collecting data on serious injuries has enabled the European Transport Safety Council to initiate action plans across EU member nations, which specifically aim to reduce major injuries. These initiatives have been undertaken in response to persistent and unacceptably high levels of major injuries even as fatality numbers have declined over the years.

There is an opportunity to build on successes in addressing the serious injuries data gap by recording the location of road crashes that result in serious injuries.

No blame system-wide examination of road crashes

States and territories investigate road safety accidents to determine whether an offence has been committed (via policing) or to determine the cause of death (via coronial inquiries). In some cases, workplace health and safety investigators may also play a role in investigations.

In Queensland, forensic crash reports include attention to some system issues – vehicle condition and road factors for example – in addition to human factors, and are not just about determining whether an offence has been committed.

In contrast, ATSB aviation, maritime or rail investigations also include a no-blame investigation to identify systemic issues or changes to reduce the likelihood of a reoccurrence. Aviation, maritime and rail investigators have fewer incidents to investigate than road accident investigators.

A national approach to priority setting and identifying cases for investigation could be helpful, especially as autonomous vehicles enter Australia's vehicle fleet. This would complement the investigative capacity of states and territories and support decisions for policy, investment and legislation.

There is an opportunity to further consider the utility of a no-blame investigator.

²³ OECD ITF, *Reporting on Serious Road Traffic Casualties* (2011).

Research, development and knowledge transfer

System-wide observations on research and development and knowledge transfer

There are numerous researchers dedicated to road safety research in Australia. Improving how road safety research and Safe System outcomes align at all levels of government will help drive progress towards the Safe System objectives.

Information and data sharing arrangements between the various organisations involved in road safety is generally informal and their effectiveness depends on the strength of informal arrangements and links between bodies.

There is no national road safety research strategy, endorsed by all governments, that sets national research priorities or draws together the full body of road safety research underway in Australia.

A national approach to road safety research that links research projects to one another and sets out a longer term vision may improve outcomes, significantly increase efficiency and improve support to road safety policy teams.

Research by Austroads

The Austroads safety research program primarily aims to support NRSS delivery. While funding for Austroads is provided by the federal, state, territory and local governments, the Australian Government is the largest funding contributor, funding both safety and non-safety activity. In recent years, Austroads research has been focused on developing tools and processes and on addressing current network and safety issues.

While the Austroads Strategic Plan outlines the organisation's purpose, role, operating principles, programs and priorities, it does not articulate the strategy behind its research agenda. There is an opportunity for the Austroads Board to provide greater clarity in relation to its long and short-term research priorities, and measure its efforts against the Safe System pillars and objectives.

There may be an opportunity for the new federal Office of Road Safety to articulate national research priorities and how they relate to an overarching research strategy that supports progress towards Safe System objectives.

National road safety research strategy

There have been some moves to develop a national road safety research strategy. For example, in 2013 ACRS and the National Health and Medical Research Council developed the National Road Safety Research Framework as an overarching framework for research.

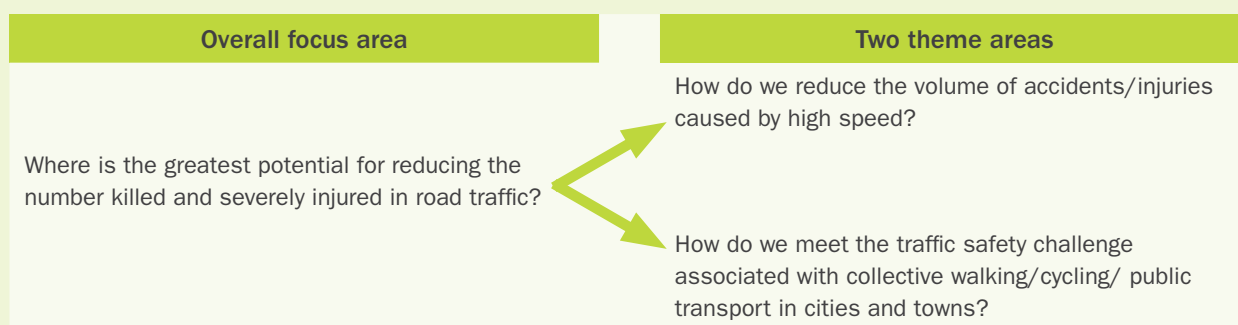
The potential role of a national research strategy includes:

- outlining dissemination and knowledge transfer plans, including formalised collaboration and knowledge transfer mechanisms
- developing a strategic research plan that sets out research priorities aligned with safety objectives
- showing leadership on demonstration trials, including identifying and supporting innovative road safety demonstration trials.

Internationally, the Norwegian Public Roads Administration has a five-year research program called Better Safety in Traffic (BEST) to guide the prioritisation of road safety measures in line with the National Transport Plan.²⁴

CASE STUDY – Norway's road safety research strategy

The Norwegian Public Roads Administration-led BEST is a five-year research program worth approximately NOK 30 million. BEST generates knowledge on which effective traffic safety measures to prioritise and implement in the National Transport Plan for 2018–27. The guiding questions of BEST are as follows:



The program identified which potential factors prevent or delay the implementation of effective measures that reduce the number killed and seriously injured in road traffic. The potential factors include structural problems, the decision-making process, network management, missing authority, political and popular resistance, and economic issues.

A range of stakeholders were consulted and engaged to develop BEST, including public, non-government and private sector organisations.

Source: Norwegian Public Roads Administration, *Better Traffic Safety (BEST)* (2018) <https://www.vegvesen.no/fag/fokusomrader/forskning+og+utvikling/pagaende-fou-program/bedre-sikkerhet-i-trafikken-best>

There is no national, state or territory research and development strategies covering the Safe System approach that set out priorities, initiatives and funding envelopes for a strategic work program.

An Office of Road Safety has the potential to bring greater coordination, collaboration, and strategic focus to road safety research development and implementation, by leading and supporting the coordination and development of a national road safety research strategy.

²⁴ European Transport Safety Council, *Ranking EU Progress on Road Safety: 10th Road Safety Performance Index Report* (2016).

Systematic knowledge transfer and data sharing

Both within jurisdictions and on a national level, there are well-respected academic research bodies undertaking road safety research work. Research functions at the federal, state and territory level appear to have been outsourced as a contestable function of government.

There is a benefit in moving towards a more open national policy on storing and publishing research more broadly. The European Union's Horizon Program makes a proportion of its research open access as a research funding requirement. Some jurisdictions appear to have strong coordinating committees set up to link evidence with policy delivery, but the effectiveness of these actions is not clear.

Australia's knowledge transfer currently takes place on a largely peer-to-peer basis. This is a key strength but more is needed. Currently, international linkages for research and development are often informal, or at a personal and individual institution level.

There are some examples of a more coordinated approach to knowledge transfer efforts. For example, the Austroads Road Safety Task Force, which does explicitly tie its research to NRSAP priorities, the recent Delivery of Safe System Infrastructure workshops and the National Drug Driving and Distraction Working Groups.

There is an opportunity to build on informal knowledge transfer networks with formal knowledge transfer mechanisms and national guidance on Safe System implementation.

Demonstration projects

The Australian Government does not appear to have wholly funded or led any road safety demonstration projects, road safety innovation forums, or workshops in the past five years to facilitate knowledge transfer,²⁵ though there are some examples of demonstration projects nationally conducted through Austroads.

Internationally, many countries support demonstration projects:

- The Sweden Transport Administration maintains a total effect catalogue which outlines the effectiveness of different interventions. For example, En Route to Vision Zero is one of the demonstration projects undertaken by the Swedish Transport Administration, where a 39km circuit of ordinary municipal streets were redesigned according to Vision Zero principles.
- In Norway, the demonstration project Road Safety Lillehammer – Towards Vision Zero had three objectives: to solve a local crash problem, to show how to reduce crashes in a region, and to be an inspiration for other parts of Norway. The project showed that realism in planning and simple objectives are important. Moreover, demonstration projects are useful to apply new countermeasures.²⁶
- The UK Department for Transport has funded large demonstration projects to encourage safety enhancement activities at a local level, such as the UK Inner City Safety Demonstration Project sponsored in 2011.

There is an opportunity for the Australian Government to fund demonstration projects or other mechanisms to facilitate knowledge transfer.

²⁵ Australian Government trials such as the Heavy Vehicle Road Reform may indirectly deliver safety outcomes. However, there are no specific safety demonstration projects.

²⁶ Institute of Transport Economics, *Evaluation of a Vision-Zero project in Lillehammer, Norway Report 4: Process evaluation* (2007).

Appendix A – Terms of Reference

Review of national road safety governance – terms of reference

Purpose

A key finding of the 2018 Inquiry into the National Road Safety Strategy (the Inquiry) was implementation failure. It identified that a lack of focus on a harm elimination agenda has led to unintentional sub-optimal results. Thus recommendation six of the Inquiry is for ‘a national road safety governance review’ to be undertaken, and to report by March 2019.

There is a strong commitment across all levels of government to reduce trauma on our roads and make them safe to travel on. Responsibility for delivery of this commitment is spread across multiple agencies within and across each tier of government. If nothing changes there are clear indications the target set out in the National Road Safety Strategy 2011-2020 will not be met. The review will examine whether Australia has the appropriate governance arrangements in place to deliver the commitments made by governments to mainstream road safety in line with the Safe System approach.

The review will use international best practice, including the World Bank’s Road Safety Management Capacity Review Guidelines, to undertake a practical review of road safety governance in Australia focusing on how our current arrangements support the strong commitments from all jurisdictions and whether the Commonwealth could do more to provide effective support to the jurisdictions. It will be guided by the importance of implementing a systemic, sustained and accountable response to govern road safety at a national level, which will strengthen the approach for implementation of a new strategy.

The review will consider only the effectiveness of institutional management functions. It will not provide advice on program implementation, delivery of interventions or results. While these are beyond the scope of a governance review, they will be considered in the context of the work of the Road Safety Strategy Working Group (RSSWG) commissioned by the Transport and Infrastructure Council, which has tasked the RSSWG to address other recommendations of the Inquiry, commencing with the development of an implementation plan.

Operation

The review will be conducted by the Department of Infrastructure, Transport, Cities and Regional Development with support from the states and territories through the RSSWG and draw on professional external expertise. It will commence Wednesday, 23 January 2019 and report to the first Transport and Infrastructure Council meeting in 2019.

It will be guided by a Transport and Infrastructure Council sub-committee of senior State and Commonwealth transport officials. An independent reference group, consisting of a small number of experts in governance and road safety at a national and international level, will also be established to undertake an independent peer review process to ensure that the Governance Review comprehensively addresses the Terms of Reference.

Reflecting the need for a road safety partnership to support agreed objectives, the review team will consult across the Commonwealth, with all levels of government in Australia, across both the transport and non-transport space in Australia and with TIC bodies (including NTC, ARRB, Austroads, TCA and NHVR). It will also consult civil society and the private sector, recognising the importance of input from the overseas and Australian road safety community.



Scope and key considerations

Assessment of existing arrangements

The review will examine existing arrangements in all jurisdictions including roles and responsibilities within and across local, state, territory and Federal government.

As recommended by the Inquiry, the review will assess these arrangements to consider their effectiveness in delivering the institutional management functions identified by best practice governance principles and methodologies such as the World Bank (results focus, co-ordination, legislation, funding and resource allocation, promotion, monitoring and evaluation, and research and development).

The review will consider who is currently involved in setting direction, making decisions and implementing actions and assessing how existing arrangements can be improved in the context of leadership, coordination and resourcing. It will focus on the effectiveness and efficiency of decision making, implementation and accountability and consider the scope for expanding or improving the role of the Commonwealth in road safety.

International comparison of road safety governance approaches

The review will consider governance arrangements in jurisdictions recognised as international leaders in road safety – including the United Kingdom, Sweden, Netherlands and Norway. It will provide advice on particular elements of these models that could be used in Australia. The review will also consider what steps are required to position Australia as a leader in delivering on the vision of zero road fatalities by 2050.

Deliverables

The review will map out the specific roles, responsibilities and accountabilities held across agencies and jurisdictions.

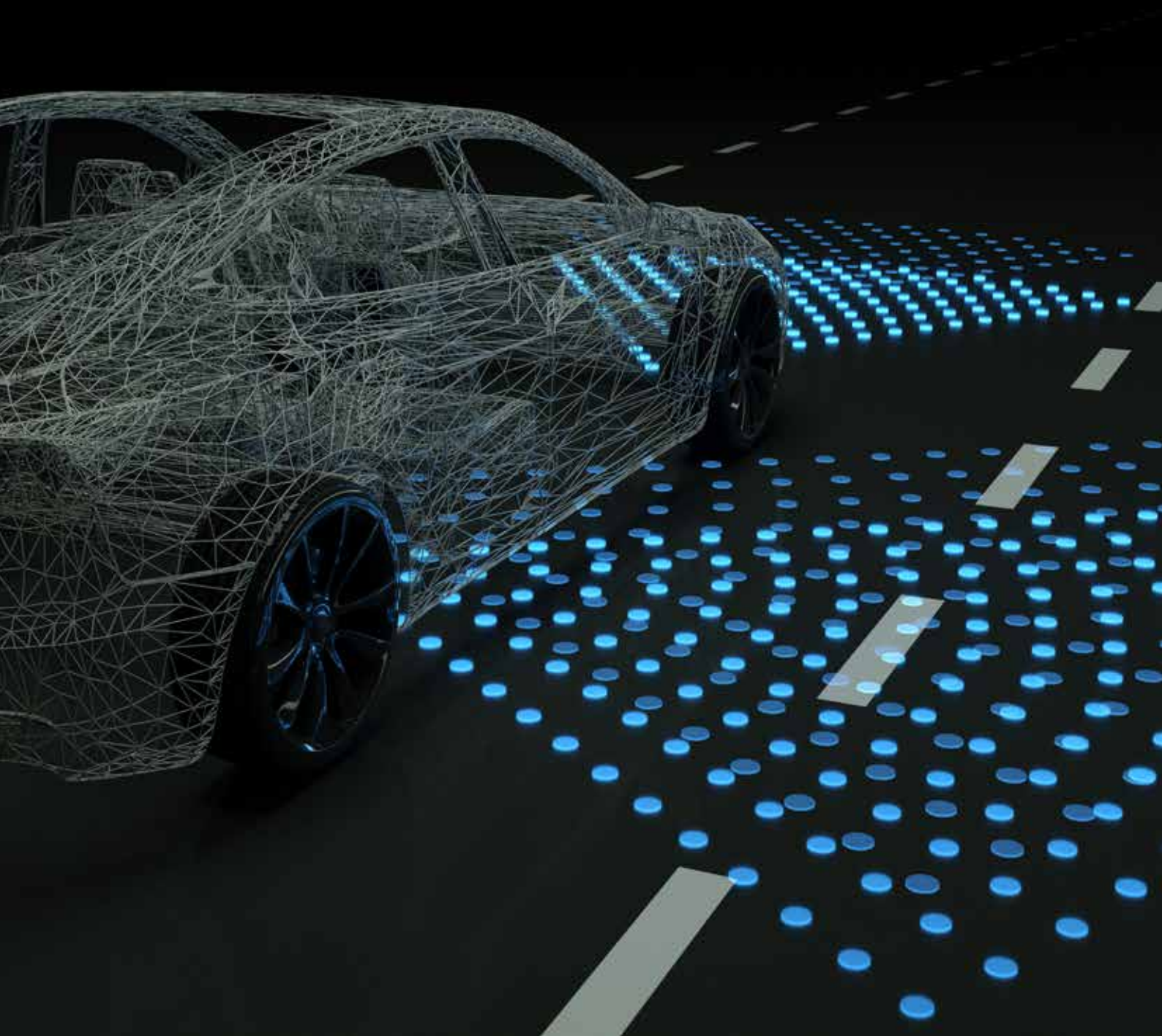
The review will identify areas where:

- greater assistance, better coordination and enhanced leadership is required to implement the Safe System approach;
- any governance or institutional capacity barriers or gaps that are impacting the successful implementation of road safety interventions;
- provide advice on improvements to coordination, assessment and the application nationwide of road safety research; and
- opportunities for national consistency in interventions and approaches that would deliver improved road safety outcomes can be leveraged.

The review will provide advice on alternative models or areas for improvement, including whether a new, single national road safety entity is required as recommended in the Inquiry. The review will also make recommendations on the changes necessary to improve Australia's road safety governance structure in order to support the effective design and delivery of interventions to deliver safe roads.

Timelines

The Review will commence Wednesday, 23 January 2019 and a draft report will be released in March 2019 to conduct an independent peer review process and ensure that the Governance Review comprehensively addresses the Terms of Reference. A final report will be presented to the Transport and Infrastructure Council at its first meeting in the first half of 2019.



Appendix B – Brief descriptions of the World Bank institutional management functions

Results focus

Results focus means setting the ambition to improve road safety and then the way to achieve this ambition. It includes leadership; goal and target setting; the level of safety to be achieved in the interim and long-term; and the framework to enable road safety interventions.

As summarised in the UK Road Safety Management Capacity Review report:

‘the aim is to provide a clear and accountable focus on results to allow for cohesion and direction of all other institutional functions and related interventions, and to prevent the efficiency and effectiveness of safety initiatives from being undermined.’

A focus on results is the overarching institutional management function. Without a results focus, all other aspects of delivery lack cohesion. According to World Bank guidelines, results focus is addressed as good practice across the following five dimensions:

- appraising current road safety performance through high-level strategic review
- adopting a far-reaching road safety vision or goal for the longer term
- analysing what could be achieved in the shorter term
- setting targets by mutual consent across the road safety partnership
- establishing mechanisms to ensure stakeholder accountability for results.

These dimensions form the basis of the following assessment of the current state of this institutional management function.

Coordination

Coordination is the orchestration and alignment of federal, state, territory and local governments; non-government; and other partner interventions as well as other institutional management functions to improve road safety and reduce fatalities and serious injuries. Aspects include coordination between government organisations at the same level of government; between different levels of government; between central and line agencies; within agencies; and between government, non-government, business and local governments, as well as parliament and civil society.

In better practice, according to the World Bank, the key coordination body or hierarchy has an agency decision-making body at its apex rather than a consultation or discussion forum.

Legislative and regulatory framework

Legislative and regulatory framework, in the context of road safety governance, is the system of legislative instruments that allocates authority, duties, responsibilities, powers and bounds of institutions involved in road safety decision-making in law. This includes defining the roles, responsibilities and accountability of government departments and agencies in legislative instruments.

This function ensures that legislative instruments for road safety are well-matched to the road safety task. Road safety legislation typically addresses land use; road, vehicle, and user safety standards; and rules and compliance with them, as well as post-crash medical care. A mixture of specialist legislative and technical expertise is needed within government to develop and consult on legislation promoting enforceable standards and rules with due consideration to cost, effectiveness, practicality and public acceptability.

Additional research on how Safe System is reflected in individual legislation in the laws of the Australian Government and each state and territory is beyond the scope of this review. This chapter is focused on identifying legislative challenges and gaps only.

Funding and resource allocation

Funding and resource allocation is the decision-making and financing of interventions and related institutional management functions on a specific, ongoing and recurring basis using a resource management framework to achieve the desired focus on results.

Funding and resource allocation seeks to ensure that road safety funding is sufficient, and that funding mechanisms are fit-for-purpose and focused on achieving road safety outcomes. A rational framework for resource allocation can only be created using evidence-based decision-making. This allows strong business cases for road safety investments based on cost-effectiveness and cost-benefit analyses.

Promotion

Promotion is the ongoing and specific communication of road safety as a core business for government and society, with messaging explaining the Safe System approach and the evidence behind interventions; promoting the shared societal responsibility for the delivery of the interventions to achieve results; and increasing demand in the community for improved safety.

Promotion is broader than road safety advertising on specific interventions for road users. It is about communicating a coherent, consistent and well-understood platform for change to a safe system amongst all stakeholders. It includes mainstreaming road safety into conversations amongst government, non-government and other partners in other policy domains and explaining the rationale underlying safe system interventions. Promotion is also about promoting the importance of road safety in general in public statements and in policy documents and the long-term and interim ambitions for better results. This means promoting road safety interventions that work, evaluations that are useful, and the evaluation and monitoring techniques that are better practice.

Monitoring and evaluation

Monitoring and evaluation is the systematic and ongoing measurement of road safety outputs and outcomes

(short, medium and long-term) and the evaluation of interventions to achieve desired results. This includes ensuring that performance information and reporting is relevant, reliable and complete and there is ongoing and periodic monitoring and evaluation of road safety goals, targets and programs to enable performance assessment and allocation of resources to the most effective responses. A range of monitoring and evaluation tools and approaches are available to help objectively assess safety interventions and approaches to adopting these interventions, including audit and capacity reviews.

Evaluations are used to understand the effect of an initiative on participants (e.g. the general public) or the cost effectiveness of an initiative, whereas performance management is about how organisational goals are achieved.

Key dimensions as outlined by World Bank guidance include:

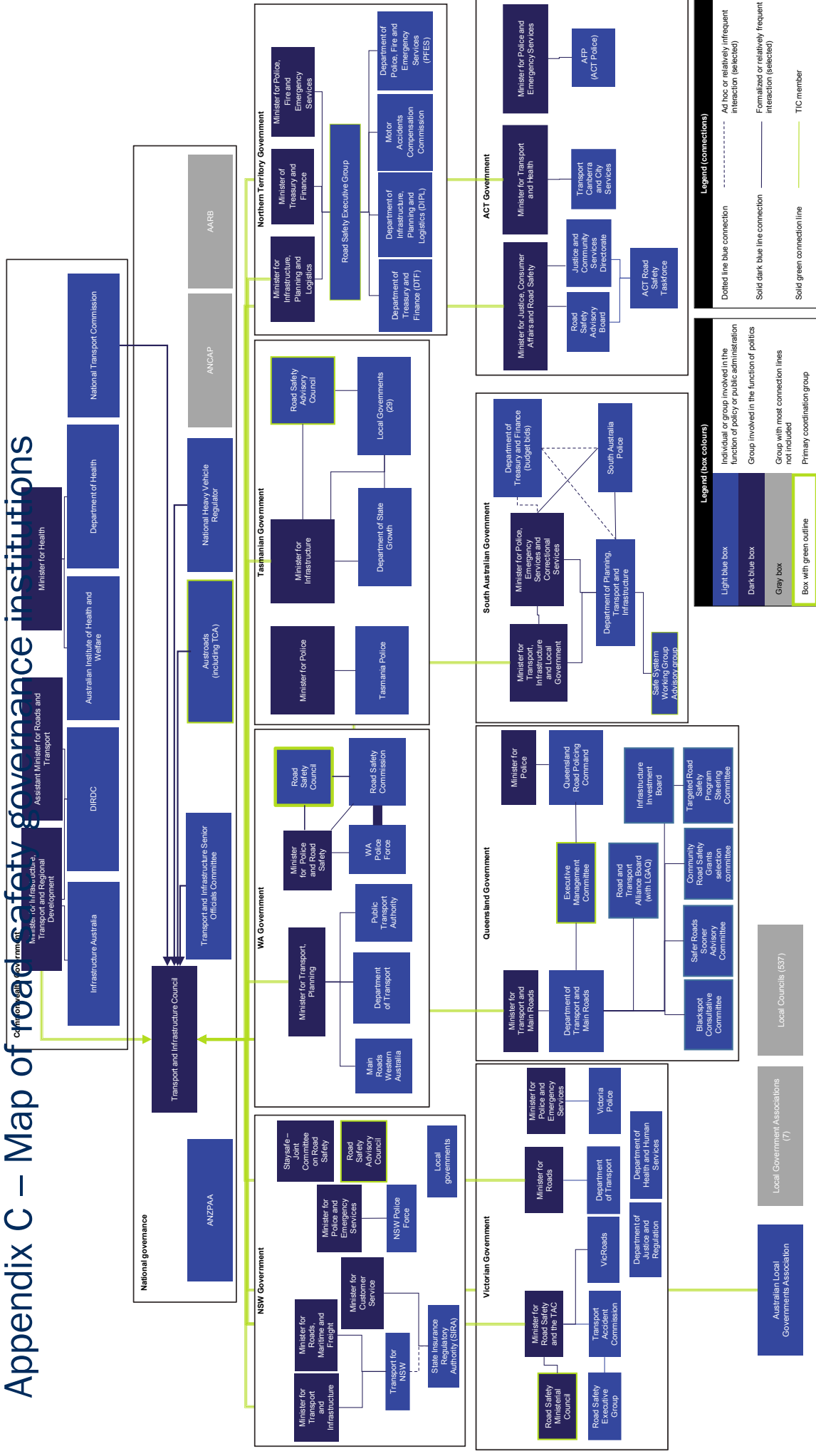
- establishing and supporting data systems to set and monitor final and intermediate outcomes and output targets
- ensuring transparent review of the national road safety strategy in terms of results, interventions and institutional management functions
- making any necessary adjustments to interventions and institutional outputs needed to achieve the desired results.

Research, development and knowledge transfer

Research, development and knowledge transfer is the deliberate and systematic development, consolidation, dispersion and application of knowledge on road safety. Better evidence-based research, development and knowledge transfer enables faster adoption of effective interventions and adaptation to new and emerging technology, and manifests itself in the recognised expertise of professionals who make decisions that affect road safety outcomes.

The World Bank sees better practice as establishing a national road safety research strategy and establishing a national road safety research advisory group as good practice.

Appendix C – Map of road safety governance institutions



* Includes only selected relationships.

* Excludes governance of roads on Australia's external territories.

* Organisations included within the 'Australian Government' box are those established by Commonwealth legislation.

