New South Wales

IPWEA

INSTITUTE OF PUBLIC WORKS
ENGINEERING AUSTRALASIA

A GUIDE TO DEVELOPING COUNCIL ROAD SAFETY STRATEGIC PLANS

THIRD EDITION

About this Guide

A *Guide to Developing Council Road Safety Strategic Plans* was researched and written by Liz de Rome, LdeR Consulting, for the IPWEA. This is the third edition to be published with the first edition published in 1998 and the second in 2006.

Disclaimer

The views expressed here are those of the author and do not necessarily represent the views of the IPWEA.

Acknowledgements

We would like to thank the many council Road Safety Officers, Engineers and other council staff who contributed their time and shared their expertise in developing council road safety strategic plans.

It is by learning from the experience of pioneers in road safety planning in councils that we have been able to develop this Guide to assist other councils in the preparation of road safety strategic plans.

We would also like to thank the members of the Local Government Road Safety Program Management and Steering Committees past and present, Transport for NSW and all the local council staff who contributed their ideas for the production of each successive edition of this book.

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About this Guide

A *Guide to Developing Council Road Safety Strategic Plans* has been designed to assist local councils to develop road safety strategic plans and integrate them into the Local Government Integrated Planning and Reporting Framework.

The Guide is based on 'best practice' methodology developed through systematic investigation, consultation and feedback on the experiences of a number of NSW councils. These councils represented a range of large and small, rural and urban local government areas (LGAs) that had developed and implemented road safety strategic plans.

This is the third edition of this Guide which has been revised in the context of changing circumstances including the introduction of the NSW Government legislation for integrated planning and reporting for local government (NSW Division of Local Government and Planning 2013a).

INTRODUCTION

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The national and international road safety context

Road traffic injuries are an increasing public health issue, nationally and internationally. The World Health Organization (WHO) has identified road traffic injuries as a global public health crisis requiring urgent action by all levels of government including local government (WHO 2015).

The World Health Organistion 2018 Global Road Safety Report on Road Safety noted that whilst the proportion of fatalities relative to the world's population has stabilized in recent years, the numbers of fatalities continue to grow (WHO 2018). At this rate, the Sustainable Development Goals (SDG) target to halve road traffic deaths by 2020 will not be met (UN 2015).

As a direct result, governments around the world are urged to scale up their road safety efforts in order to meet their commitments under the Sustainable Development Agenda 2030 (UN 2015).

National Road Safety Strategy 2011–2020

Australia's National Road Safety Strategy (NRSS) provides a framework for prioritising the road safety activities of federal, state/territory and local governments. It aims to reduce the annual number of road crash fatalities and serious injuries by at least 30% by the end of 2020 (ATC 2011).

The Strategy sets out a range of high-level directions and interventions to drive national road safety performance to the end of 2020. They are focused on the main areas where there is evidence that sustained, coordinated effort can lead to substantial gains. They also include measures which may not see immediate results but which will lead to long-term improvement.

The implementation of the NRSS is carried out through National Action Plans. The current National Road Safety Action Plan 2018–2020 (Action Plan) details priority national actions to be taken by governments over the final three years of the NRSS from 2018 to 2020 (TIC 2018).

The role of local government is key to the effective implementation of the NRSS and related Action Plans, with local roads comprising around 85% of the Australian road network and accounting for up to 50% of all serious casualty crashes each year (ATC 2011).

National Road Safety Strategy Inquiry

In 2018, the inquiry into the National Road Safety Strategy, identified collaborative partnerships with local government as a priority required to improve road safety outcomes. The Inquiry Report confirmed that federal, state/territory and local governments play a key role in the implementation of road safety actions and, in order to achieve strategic results, all three levels of government must work together sharing the same vision and accountability framework (Wolley *et al* 2018).

The Inquiry made specific recommendations to address this issue namely:

Recommendation 6 – *Undertake a National Road Safety Governance Review by March 2019*, and

Recommendation 10 – *Make road safety a genuine part of business as usual within Commonwealth, state, territory and local government*.

These recommendations further strengthen the need for road safety planning to be integrated with local government strategic planning and management frameworks.

NSW Road Safety Context

Future Transport 2056

In NSW, the Future Transport 2056 sets the NSW Government's vision for integrated solutions to deliver movement and place outcomes for local communities into the future (Transport for NSW 2016). Livable communities promote safety, social inclusion and the health and wellbeing of the people who live in them.

The Future Transport 2056 commits to working with local councils and communities on integrated transport and land use planning and investigate the potential to develop long term precinct plans for all strategically important centres and places. The plans will focus on balancing the transport movement needs of the community with high quality urban design that support community safety and place-making outcomes.

The Movement and Place Framework underpins Future Transport 2056 and aims to allocate road space in a way that improves the liveability of places. This framework is an integrated land use and transport planning tool that sets customer focused outcomes and delivers wider benefits for the health and wellbeing of the community. Figure 1.1 outlines the framework which may be considered in the development of a Road Safety Strategic Plan.

The Movement and Place Framework

Fast movement Less space ← → **Slow movement More space**

Motorways | Movement Corridors | Vibrant Streets | Local Streets | Places for People

MOTORWAYS are strategically significant roads that move people and goods rapidly over long distances.

MOVEMENT CORRIDORS provide safe, reliable and efficient movement of people and goods between regions and strategic centres.

VIBRANT STREETS have a high demand for movement as well as place with a need to balance different demands within available road space.

LOCAL STREETS are part of the fabric of the suburban neighbourhoods where we live our lives and facilitate local community access.

PLACES FOR PEOPLE are streets with high demand for activities and lower levels of vehicle movement. They create places people enjoy, attract visitors, and are places communities value.
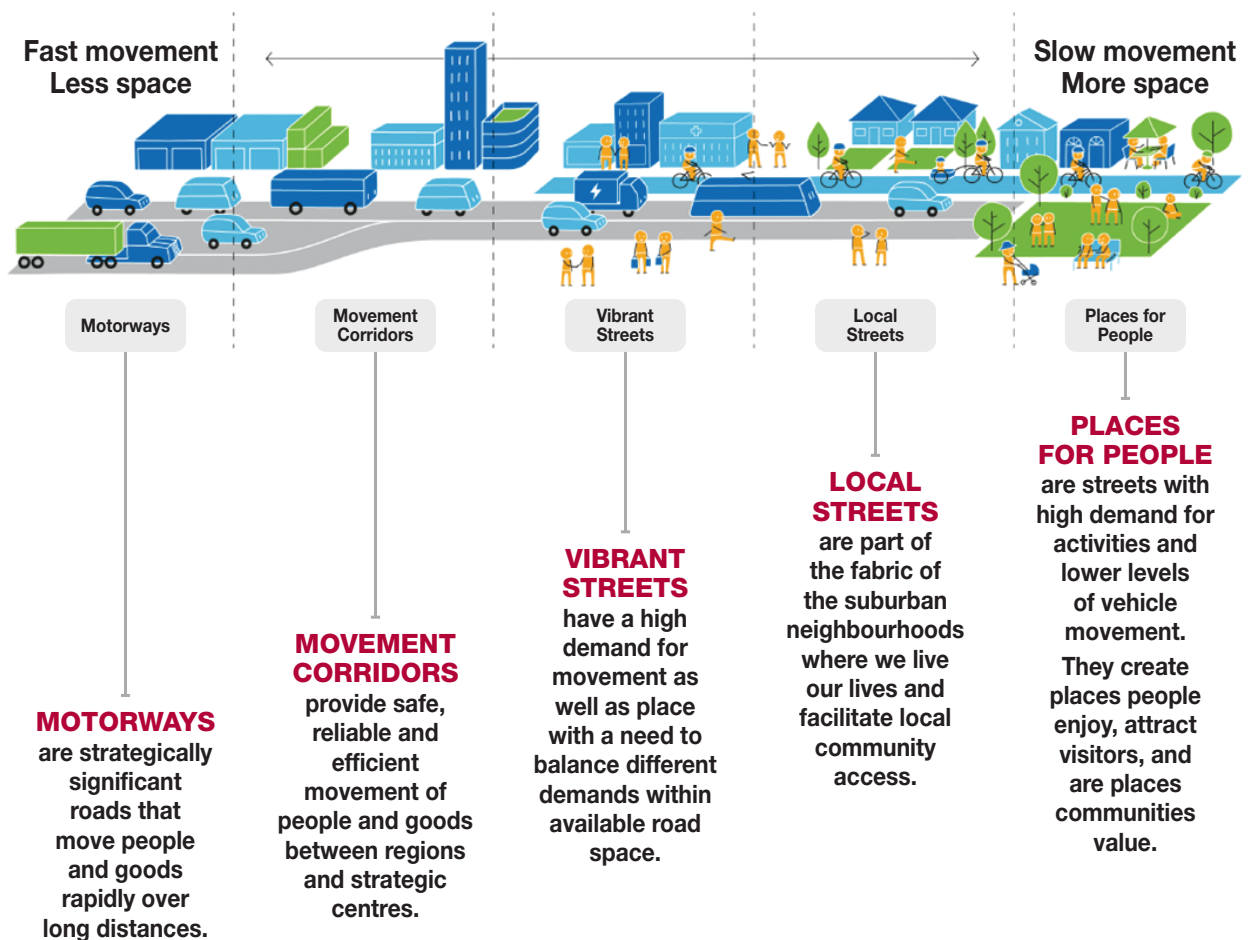
Figure 1.1: The movement and place framework from the Future Transport 2056

The Future Transport 2056 will be delivered through a series of supporting plans, one of which is the NSW Road Safety Plan. The Future Transport 2056 commits to achieve Zero fatal and serious injuries on NSW roads by 2056.

NSW Road Safety Plan 2021

The NSW Government released the Road Safety Plan 2021 (RSP 2021) in February 2018, which is one of a suite of supporting plans under Future Transport 2056. It prioritizes key actions to be implemented over the next five years to reduce deaths and serious injuries on NSW roads and works towards achieving the target of reducing fatalities by 30 per cent by 2021 (from 2008-2010 levels).

Effective delivery of the RSP 2021 relies on strong partnerships between NSW Government agencies, local and state road authorities, education providers, business and industry, vehicle manufacturers, community organizations and road safety advocates.

Specific actions in the RSP 2021 relating local government and the community include:

- Develop a Towards Zero community partnership with local government, institutions and business to improve local road safety across NSW.
- Partner with local councils, community groups and industry to support grassroots Towards Zero initiatives.
- Increase education and training on the Safe System approach and road safety requirements for state and local road authorities who are responsible for day-to-day management and maintenance of roads.
- Continue to deliver and refine the Local Government Road Safety Program – delivering road safety in local communities across the state through local council road safety officers
- Continue to deliver and refine Community Road Safety Grants – exploring how communities can further encourage grassroots action.

Safe System approach

All Australian states and territories have adopted the internationally recognised Safe System approach to improve road safety and reduce fatalities and serious injuries (OECD 2008). The aim is to achieve 30 per cent reduction in road fatalities by 2021 (from 2008-2010 levels) with an aspirational target of zero fatalities and serious injuries by 2056.

The Safe System approach is a holistic and proven approach that acknowledges:

- The human body has physical limits to withstanding the impact of a crash.

- People sometimes make mistakes – but this shouldn't cost anyone their life.

- Roads, roadsides, travel speeds and vehicles need to be designed to help avoid a crash or reduce the impact of a crash if it happens.

- Road safety is a shared responsibility. We all need to make decisions with safety in mind, from the design of our roads and vehicles, investments, laws and education, to each road user acting safely every day.

Safe System principles focus attention on four key elements: the design and management of safe road infrastructure, safe vehicles, safe travel speeds, and safe road user behaviours (See Figure 1.2). The safe system is based on evidence that road trauma outcomes are largely determined by the interaction of these key elements (OECD 2008).

Figure 1.2: The Safe System Approach[1]

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[1] Source: Transport for NSW, Centre for Road Safety, Road Safety Plan 2021, 2018

- **Safe Roads.** Roads need the design features that allow people to move around safely, including protection from run off road and head on crashes, as well as the separation of vulnerable road users.

- **Safe Speeds.** Roads need to be designed with speeds that are safe.

- **Safe Vehicles.** Innovation in vehicle technology, design and equipment can help avoid a crash or reduce the impact if a crash occurs.

- **Safe People.** We need to have the knowledge, skills, attitudes and information to make safe choices on our roads.

A multi-faceted approach is required to address all the pillars of the Safe System including:

- Law enforcement and behavioural interventions to encourage safe behaviour and compliance and to manage non-compliance of the road rules.

- Understanding crashes and risks through data analysis, research and evaluation.

- Managing access to the road through licensing, training and education of drivers and riders.

- Providing appropriate vehicle regulation and management as well as vehicle registration, and supporting actions to bring safety features and technologies to fleets.

- Providing education and information to the community through public education campaigns.

- Effective coordination and communication through stakeholder engagement.

- Ensuring safe road infrastructure, treatments and highway management for all types of road transport modes and road users.

- Scoping new innovations and technologies.

- Building road safety capacity, management and performance assessment to support transformative safe system changes to provide safe mobility.[2]

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[2]   NSW Government Submission to Staysafe Inquiry into heavy vehicle safety and use of technology to improve road safety, Centre for Road Safety, 2018

Local Government planning context

Local Government Integrated Planning and Reporting Framework

The Integrated Planning and Reporting Framework (IPRF) was introduced under the Local Government Act in 2009. Under this framework every Council must develop a ten-year Community Strategic Plan, along with supporting four-year Delivery Programs and annual Operational Plans. Figure 1.3 illustrates where a Councils Road Safety Strategic Plan fits into the planning framework (Division of Local Government 2013).

Based on the Integrated Planning and Reporting Framework (IPRF)

Figure 1.3: Road Safety Strategic Plans within the Integrated Planning and Reporting Framework

The IPRF recognises that most communities share similar aspirations: a safe, healthy and pleasant place to live, a sustainable environment, and opportunities for social interaction, opportunities for education and employment, and reliable infrastructure. It also recognises that council plans and policies should not exist in isolation - that they are inter-connected. This framework allows NSW councils to draw their various plans together, understand how they interact and get the maximum leverage from their efforts by planning holistically and sustainably for the future.

Council Road Safety Strategic Plans should link council and community activities in the achievement of road safety objectives within the broader framework of the council's Community Strategic Plan. This also brings the Council Road Safety Strategic Plan in line with the planning and reporting cycle required by the NSW Office of Local Government.

The development and implementation of integrated local road safety planning is crucial to achieving the road safety outcomes required under the Road Safety Plan 2021 and the broader community safety and place making objectives of Future Transport 2056.

Councils as Roads Authorities

Councils as road authorities have the full range of responsibilities in relation to public roads as required of all road authorities. This is specified under Section 7 of The NSW Roads Act 1993.

Councils also have a duty of care under the Civil Liberties Act 2002 to take precautions against any risk of harm. Together with TfNSW, Councils owe a duty of care to all road users by maintaining the highest safety standard that is practical for the road network under its care. Best practice is to implement the most cost-effective treatments that are feasible to address safety issues.

Overview of the current role of Local Government in Road Safety

Local Government Road Safety Program

The NSW Road Safety Plan 2021 recognises the critical role local Councils play in reducing road trauma and includes a commitment to continue delivering and refining the Local Government Road Safety Program (LGRSP).

The NSW Local Government Road Safety Program provides funding and support to encourage local councils to give higher priority to road safety in their planning and services to the community. The emphasis is on finding the optimal balance between engineering, behavioural and enforcement solutions to reduce the likelihood of deaths and injuries from road trauma in their local communities.

Councils in the NSW program support state-wide road safety initiatives and deliver road safety initiatives to improve road safety for their local residents. Participating Councils develop a three-year action plan outlining all the programs, projects and activities they will deliver to address local road safety issues. Local projects are developed to target problems identified by councils through crash data, Police information, council staff, community groups, businesses, schools and other road safety advocates.

Transport for NSW (TfNSW) work in partnership with participating Councils to part-fund Road Safety Officer (RSO) positions and contribute funding to LGRSP projects targeting road safety issues at a local level.

LGRSP guidelines exist to help RSOs develop road safety action plans based on a Safe System approach and deliver key road safety initiatives.

Safer Roads Program

Other areas of council will also be involved in delivering specific road safety initiatives (e.g. speed zone reviews or treatments), including Traffic Engineers, Transport Planners and Infrastructure areas.

In support of the RSP 2021, as part of the 2018 Budget, the NSW Government committed a total investment of $1.9 billion over the next five years (from 2018/19 to 2022/23) towards reducing deaths and serious injuries on NSW roads. The funding priorities under the RSP 2021include:

- $640 million to save lives on country roads through infrastructure safety upgrades
- $250 million for enhanced enforcement, including 50 additional highway patrol officers in regional areas, roadside alcohol testing and a doubling of mobile drug testing.
- $180 million to increase liveability and safety in urban communities through infrastructure safety upgrades for pedestrians, cyclists and other road users.

Funding for councils is available through the Safer Roads Program.

Community Road Safety

TfNSW also funds the Community Road Safety Grants Program which provides grants to allow community groups across NSW the opportunity to deliver local safety projects. Locally run projects will help increase road safety awareness and support safer road use. Community grants will create opportunities that:

- Allow community organisations to develop road safety projects in their local areas in partnership with other local groups
- Encourage safer road user behaviour and reduce road trauma
- Contribute to achieving targets in the NSW RSP 2021 for reducing deaths and serious injuries on our roads.

Why do we need strategic planning?

Strategic planning is a systematic approach to determining objectives and optimising the use of resources to achieve outcomes. The process involves analysing the operating environment and working with key stakeholders to identify issues, clarify priorities and develop strategies for addressing them.

This includes for example analysis of crash data and other relevant data, research on road safety risk factors, implementation and evaluation of interventions for reducing road trauma.

Local councils are uniquely placed to provide a focus for coordinating road safety initiatives at the local community level. Council Road Safety Strategic Plans provides a framework for Councils to form partnerships with other local stakeholders who have similar road safety objectives. Such strategic partnerships enhance the reach of all partners through more effective use of resources and opportunities.

In every community there is a range of stakeholders, each with a different role and potential to make a contribution to improving road safety.

The strategic planning process is a means of working with these stakeholders to determine the role each can play in reducing the trauma on our roads.

Council Road Safety Strategic Plans:

- Provide a framework and direction for the council, enabling it to work systematically to improve road safety at the local level
- Provide a means of focusing the activities of different divisions of council on common road safety goals
- Provide a focus for the activities of the community and other stakeholders
- Enable long-term and short-term objectives to be balanced in terms of priorities and resources
- Position councils to take advantage of federal and state road and road safety funding programs.

- integrate the activities of different divisions of the council in the achievement of road safety objectives
- develop corporate and community awareness, ownership and participation in improving local road safety
- align the road safety goals and targets with RSP 2021.

The benefits of having a Council Road Safety Strategic Plan include:

- reducing trauma and associated costs for the council and the local community
- setting clear road safety goals for the council and the community
- promoting community involvement and ownership of road safety issues
- positioning the council to take greater advantage of federal and state road safety funding programs
- promoting consideration of road safety when priorities are determined for local roadworks
- prioritising road safety when new building and streetscape developments are proposed
- establishing an information base for cohesive, long-term planning for the development of the local road network and services
- improving community relations for the council through closer contact, increased publicity and better understanding of community concerns.

Objectives and benefits of developing Council Road Safety Strategic Plans

The objectives of developing a Council Road Safety Strategic Plan include:

- link council and community activities in the achievement of road safety objectives within the broader framework of the council's Community Strategic Plan and related delivery and operational plans
- contribute to ensuring safer road users, safer roads, safer speeds and safer vehicles & equipment
- provide road safety direction for the council, community and other interested groups and organisations
- establish road safety as a priority within council in the planning and management of transport and land use

Development of the Council Road Safety Strategic Plan

The development of a Council Road Safety Strategic Plan is an opportunity to form partnerships with other stakeholders who have similar road safety objectives. Such strategic partnerships enhance the reach of all partners through more effective use of resources and opportunities.

Objectives: a statement of what is to be achieved, such as an observable change (e.g. increased use of alternative and safer transport modes).

Strategies: a general statement of direction or process for achieving the objectives (e.g. amend council environmental planning instruments to include measures that will increase public transport usage).

A strategic plan may also include:

1. a statement of vision or mission
2. information about the background or scope of the issues to be addressed by the plan
3. a description of the internal and external operating environment (economic, geographical, political, etc.)
4. an account of how the plan links strategically to other plans, under the council's Community Strategic plan and other regional or state plans (Transport for NSW 2018).

Who should develop the Road Safety Strategic Plan?

Development of the Plan is not the task of just one person, but a collaborative effort from all relevant areas across Council. Road Safety should be part of many roles across Council, including, but not limited to: Traffic Engineering, Planning, Environment, and Public Safety. All of these parties should be closely involved in the development and implementation of the Plan.

While development of the Road Safety Strategic Plan is a joint task, someone must take primary responsibility. Throughout the Guide we refer to that person as the project manager.

This could be key individuals across Council with planning and road safety role/responsibilities across the Safe System pillars, e.g. Road Safety Officer, Traffic Engineer, strategic planning and Infrastructure Services/Works Manager.

What strategic issues should be addressed in a Council Road Safety Strategic Plan?

Council Road Safety Strategic Plans need to take account of the range of factors contributing to road trauma, including the road environment and the behaviour and vehicles of road users. The following seven strategic issue areas provide a useful framework for planning road safety at the local government level.

A Council Road Safety Strategic Plan may include strategies devised to address:

1. Road user behaviour
2. Corporate and community involvements
3. Road environment including infrastructure and speeds
4. Land use planning and management
5. Transport planning
6. Vehicles and equipment
7. Strategy coordination and communications.

A Council Road Safety Strategic Plan also involves statements of commitment to:

1. the principles of road safety made by the council, preferably by the mayor
2. accountability for road safety on the part of specific management areas
3. timeframes
4. procedures for monitoring, reviewing and reporting
5. the production of four-yearly Delivery Programs and annual operational plans.

Implementation of the Council Road Safety Strategic Plans

As mentioned above, the implementation of a Council Road Safety Strategic Plan over its ten-year span is managed through the development of four yearly Delivery Programs and funded on an annual basis under Operational Plans.

Operational plans are short-term (annual) plans which provide the detailed steps (actions) for individual projects in the implementation of strategies. It may be necessary to develop a number of separate or parallel actions involving different stakeholders, in order to implement an individual strategy. Operational plans are sometimes known as action plans or work plans.

Table 1.1: Contents of an operational plan

Operational plans contain…	Which means…
Actions	How? e.g. Identify opportunities to use previously unused routes, such as disused railway lines for cycle paths or tram systems.
Timeframes and target dates	When? e.g. By the end of this financial year.
Responsibility	Who? e.g. Manager, Town Planning Division.

A Council Operational Plan should also contain:

1. the assignment of responsibilities to specific management areas
2. the commitment of budgets and other resources
3. performance measures
4. procedures for monitoring, reviewing and reporting.

Road map for developing a Council Road Safety Strategic Plan

The road map on pages 12-13 illustrates the key activities for developing a Council Road Safety Strategic Plan and integrating it into council's mainstream management processes.

The map gives an example of a direct route to the development of a Road Safety Strategic Plan however this particular route will not suit every council. This Guide will also assist project managers to determine alternative approaches that will be effective for their own councils and communities. The road map is followed by some key information about the objectives and basic principles of the Road Safety Strategic Plan.

Section 2 is designed to help the project manager devise the project development strategy, taking account of levels of support and awareness of road safety issues in his or her own council and community. (Note: A checklist of items to consider when planning the project strategy is included in Appendix 1). Section 2 also provides information for use in presentations to raise awareness and support for the strategic planning process.

Subsequent sections provide details on the processes and decisions involved in identifying issues, stakeholder consultation, strategy development and production.

Section 7 is for those who are revising and updating an existing road safety strategic plan.

The case studies inserted throughout the Guide are based on real examples and illustrate the approaches taken by different council project managers to some of the problems they encountered in the development of their road safety strategic plan.

The appendices contain a number of resources, including the planning checklist, ideas for how each different area of a council can make a contribution to road safety and guidelines on how to engage a consultant to assist with the process.

1 WORK OUT PROJECT STRATEGY

Identify allies, establish management structure, select development process, identify resource requirements, work out a budget and timeline.

2 IDENTIFY KEY ISSUES

Using crash and injury data, identify key issues in consultation with Steering Committee, Manager, relevant council staff and external stakeholders.

CONGRATULATIONS!

You did it.
Your Road Safety Strategic Plan has been completed.

FINISH

8 IMPLEMENTATION AND EVALUATION

Develop Action Plan for the Road Safety Strategic Plan, to be incorporated into the Council's Management Plan.

7 COMPLETION AND ENDORSEMENT

Place on public exhibition for comment by the general community. Submit to council for endorsement.

3

OBTAIN COUNCIL SUPPORT

Communicate information about key issues and the benefits of a Road Safety Strategic Plan to council and senior managers for their endorsement and commitment to supporting it.

4

CONSULTATION

A. EXTERNAL STAKEHOLDERS
Identify external stakeholders and invite them to be involved in consultations.

B. COUNCIL MANAGERS
Request each division to nominate a representative to review the road safety implications of its current work practices and policies, and to identify opportunities for change.

Developing a Road Safety Strategic Plan

This sequence of 8 steps is recommended as the most direct route for developing a Road Safety Strategic Plan that will be integrated into mainstream management processes.

5

DEVELOP THE PLAN

Determine priorities and objectives, develop strategies, and agree on responsibilities at workshops attended by council managers and external stakeholders.

6

CIRCULATE FOR COMMENT

Circulate draft plan for comment by all stakeholders. Refine and negotiate strategies and their implementation with the responsible council managers. Identify links with other relevant council, regional and state plans.

GETTING STARTED

GETTING STARTED

The development of any strategic plan can seem to be a little daunting at first, but it is just a project that needs to be managed like any other project. Getting started essentially involves working out a project strategy, obtaining Council support and making sure you understand how your Road Safety Strategic Plan will fit into your Council's Community Strategic Plan.

No single approach will suit every council, but there are common issues to be resolved and distinct stages within which activities may take place.

It helps to have your project strategy written down as a formal plan to specify the process and to identify who is to be involved at each stage of the process. This includes responsibility for the development of content, as well as the management of the process. The process includes the planning, consultation, review and approval of draft documents in addition to establishing procedures for subsequent implementation, monitoring and reporting.

1. Do some background preparation work, including reading the Council's Strategic documents and relevant Road Safety documents

2. Understand how the Road Safety Strategic Plan will fit into the Council's Planning framework, what are the reporting instruments

3. Work out project strategy. What will work best for this Council?

4. Review background information (e.g. Council's Community Strategic Plan, relevant road safety resources)

5. List information and documents required, e.g. crash data, demographics, Community Strategic Plan, social plan, local environment plan, local and regional economic development forecasts, etc.

6. List stakeholders both internal and external to Council who need to be involved — include those who may not currently recognise the relevance of road safety to their work

7. Decide who should be consulted

8. Determine a management structure

9. Develop a project communications strategy

10. Identify road safety supporters within the councils and work together to obtain Council support and build momentum.

STEP 1 Background preparation

Prepare yourself by becoming familiar with the general areas of road safety strategic planning. Attend training programs on planning, read this Guide and look at other councils' Road Safety Strategic Plans. Look at other types of strategic plans produced by your own Council as well as by other agencies.

It is also essential that you understand the planning and reporting processes of your own Council to ensure that your strategic plan is aligned with the overall planning process, and the Council's Community Strategic Plan.

Many Councils have a Strategic Planner on staff but if not, there will be a person who coordinates the preparation of other plans such as the Community Strategic Plan, the Social Plan or the State of the Environment Plan. You will need to work closely with this person.

How your plan fits within the Council's Community Strategic Plan

The Community Strategic Plan identifies the main priorities and aspirations for the future of the local government area under four headings: social, environmental, economic and civic leadership. It must project over a minimum of

ten years, be reviewed every four years when it is rolled forward to continually represent a ten-year horizon. This means the review can be coordinated in time with the Council's electoral cycle but the overall CSP is retained with longer term objectives.

The Delivery Program provides the details of the principal activities to be undertaken by the Council over a four-year period, to implement strategies established by the CSP. The Council's annual Operational plan must be adopted by Council before 30 June each year for expenditure in the coming financial year. This means that any initiatives requiring funding that are not incorporated into the planning process will not be funded for at least another 12 months (NSW Division of Local Government and Planning 2013b).

A Council's Community Strategic plan is the basis for all major budget planning and policy decisions. Although some new initiatives in a Road Safety Strategic Plan may come within the scope of day-to-day management, any requiring additional budget will have to be considered against other priorities when the annual budget is determined.

In order to ensure your Road Safety Strategic Plan will be integrated into the Community Strategic plan, it may be necessary to demonstrate how the plan is consistent with the Council's strategic intent and its operations. The plan needs to be 'tested' against organizational goals, the support of the organizational structure and the list of services to be provided by Council. Under the planning and reporting guidelines for NSW local government (NSW Division of Local Government and Planning 2013a) the essential 'tests' are as follows:

1. Is the activity a core service or product?

2. Does the Council have distinct expertise in delivering that service?

3. Does the Council have a competitive advantage which will benefit the community in providing that service?

4. Where the activity is non-core, should the Council still engage in that activity and under what conditions?

5. Where the activity is core, is it contestable, and will alternative service providers offer competitive or better value to residents?

The extent to which road safety meets these tests should be explained from the beginning of the planning process in order to gain Council support for the strategic plan.

The implementation process

The implementation of a Community Strategic Plan is set out in stages through the four-year Delivery programs and annual Operational Plans. This provides the mechanism which will realise the strategic plan and provides the supporting detail to the strategic component. It is a management tool which describes revenue and expenditure issues and commitments over a three-year period. In order for a Road Safety Strategic Plan to be fully implemented, it must be incorporated as a part of the delivery program of the Community Strategic Plan.

The format required for plans to fit within the delivery process may vary with different councils. The components may be a key direction, principal activity or program area, with each specifying its own objectives and strategies:

The following steps will help to ensure your plan fits into the Community Strategic Planning process.

1. Identify links with strategic vision — where does road safety fit?

2. Coordinate your development process with the development of the operational component of the Community Strategic Plan. Aim to have your draft plan available by March and no later than May

3. Include a quarterly review process of implementation. This is both an incentive and an assurance of accountability, as it will be timed for the General Manager's report on the Community Strategic Plan

4. Require an annual report on the implementation of the Road Safety Strategic Plan

5. Once the Road Safety Strategic Plan is integrated in the Community Strategic Plan, monitoring its implementation becomes a part of the ongoing monitoring by management.

Review useful tools for managing road safety

Firstly, make sure you review the previously mentioned National Road Safety Strategy, Future Transport Strategy and NSW Road Safety Plan 2021, to provide context and understanding for your Plan. There are also a range of tools available that can help you in the development your Road Safety Strategic Plan.

Safe System in Local Government

The Austroads report "Safe System Roads for Local Government" provides information about Safe System principles and application of the Safe System approach on local roads (AustRoads 2016). It also includes the Safe Systems Hierarchy of Controls risk assessment framework, which aims to help practitioners understand the relative effectiveness of different treatment options to reduce risk and assist in the decision-making process for selecting one risk treatment over another, taking into account various constraints, e.g. cost (AustRoads 2016).

Road Safety Engineering Toolkit

The Road Safety Engineering Toolkit (RSET) website is a reference tool for road engineering practitioners in state and local governments. It outlines best-practice, low cost, high return road environment measures to achieve a reduction in road trauma (Austroads 2015).

Safer Roads Program Workshops and Funding

Safer Roads Program workshops are held annually to inform councils about funding opportunities for road safety infrastructure through the NSW Safer Roads Program. They occur every year and are targeted to every council across the state. For more information, contact your local TfNSW office.

STEP 2 Work out a project strategy

Remember that a Road Safety Strategic Plan is a way of finding the optimal approach for a council to reduce road crash injuries in the local area. In order to determine the most effective project strategy, a number of decisions have to be made.

What do you need to know? What types of crashes occur? Where, why and who is involved? What are the key crash risks in the local area? This is the data that will be needed. (See Section 3 for more detail.)

Who should be involved? Who is — either directly or indirectly — in a position to change the road environment, the vehicles or the behaviour of the road users who are involved in these crashes? Consider those both internal and external to Council. These are your key stakeholders and should be involved in the development of the plan. Consultation with the general community is not appropriate at this level of strategic planning. (See Section 4 for more detail.)

How will they be involved? The project strategy should also determine the process by which different stakeholders will be involved in the development of the plan. (See Section 5 for more detail.)

How will the plan be implemented and monitored? Most importantly, you need to consider how the plan will be adopted and implemented by Council. (See Section 5 for more detail.)

What sort of publication is appropriate? You will also need to consider how the plan will be documented and published. (Section 6 covers these points). Each of these stages is discussed in detail in this Guide. In addition, the Road Safety Strategic Plan Checklist (see Appendix 1) has been devised to provide a framework for decisions when planning the scope and sequence of the project.

Identify allies and assets

Make a list of the allies and assets you might have within the Council and the community.

Firstly, who are your stakeholders? A stakeholder is any person or organisation which has an interest in your plan or the outcomes of your plan. Try to include everyone who will be affected, either in terms of impact on their own work or as a recipient of services or products.

Internal stakeholders

Almost every area of Council can contribute to road safety – from how they manage their own staff transport uses (e.g. meals on wheels, garbage collection), to community services (e.g. library outreach or school visits), to planning and development (e.g. safe road design for new housing developments). Use the Council's organisational chart to identify the key individuals and sections within the Council who should be involved in the development of the strategic plan. A useful exercise is to try to find a road safety link to every role within Council. In addition to identifying those managers most likely to be supportive, it will also help you to illustrate the relevance of road safety across all sections of the Council. (See Figure 2.1 and Appendix 2.)

Also think about the Safe Systems approach to road safety, and who could help deliver solutions within each of the four pillars. See Table 2.1 on page 18 for examples, with further detail provided in Appendix 3. These stakeholders will need to have considerable involvement in the development and delivery of the plan, so it is important to work closely with them at each stage of development.

Figure 2.1: An example Council organisational chart

Table 2.1: Examples of key Council stakeholders across the Safe Systems pillars

Safe Systems Pillar	Safer People	Safer Speeds	Safer Vehicles	Safer Roads
Delivery aid examples	Develop/deliver programs and campaigns to encourage safer behaviours, and work with the community	Ensure application and compliance of safe speeds	Develop safe driving and safe fleet policies, including purchasing of safe vehicles	Ensure safe development and design of road infrastructure, and undertake safety reviews, prioritise upgrades
Examples of key stakeholders	• Road Safety Officer • Youth Officer • Multicultural & Aboriginal Community Workers • Aged Services Development Officer • Rangers	• Road Safety Officer • Traffic Engineer • Strategic Planners?	• Road Safety Officer • Risk and Insurance Officer • Fleet Manager • Human Resources Manager • Infrastructure Manager	• Road Safety Officer • Traffic Engineer • Director Engineering • Infrastructure Services/Works Manager • Planning & Assessment

External stakeholders

Draw up a list of the people and organisations from outside the Council who may have an interest in the plan. Where possible, indicate any established lines of communication with the Council. For example, the Police and TfNSW will attend the Local Traffic Committee; Police Youth Liaison may already work with the Council's Youth Services Officer; and representatives of the Area Health Service are likely to be a member of the Council's Access Committee; local schools may also work with the Council. Note, external stakeholders are important sources of advice and ideas about the road safety issues and solutions. However, they should not be expected to undertake responsibility for the implementation of what is to be the Councils Road Safety Strategic Plan.

Stakeholder analysis

How much do you know about the individuals and general organisational climate in terms of road safety awareness and commitment? Some people will be natural allies (e.g. the Traffic Engineer, Police, TfNSW). There may be others whom you believe could make an important contribution, but who do not currently recognise road safety as a part of their role or priorities. These people may include the Risk Manager, Strategic Planner, Parks and Gardens Manager and Occupational Health and Safety Manager. It is up to you to explore the road safety links to their roles and convince them of the relevance and benefits of their involvement. Your working assumption should be that every area of council service will have some activities with road safety implications.

More information about stakeholder engagement can be found in Section 4 – Consultation.

Establish a management structure for the project

The most effective management structure for a project will vary according to the structure and culture of the Council concerned. The objective is to identify the most effective mechanisms for communication between all stakeholders, and for the efficient progression through Council's approval processes.

The classic structure involves a project steering committee supported by working parties and consulting with reference groups. In some cases, however, a

special-purpose steering committee is not feasible, and the project manager may instead work though an existing committee, such as the Local Traffic Committee. The relative involvement of working parties and reference groups will also vary according to the specific Council.

The following section describes the functions of each of these bodies and describes how they may contribute to different aspects of the project.
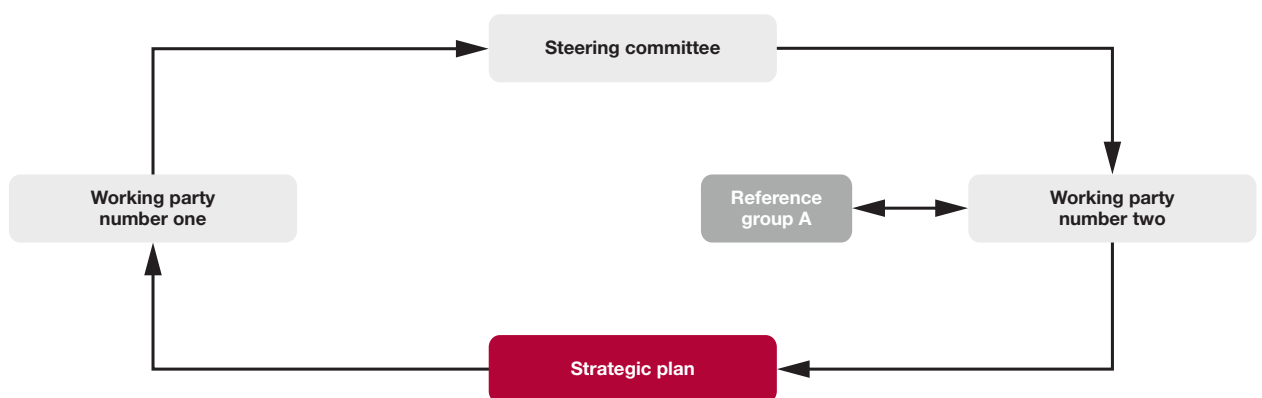

Figure 2.2: Illustration of the relationship between a steering committee, working party and reference groups

Steering committee

A steering committee is a body established to set the direction and assure support and resources for a project. A steering committee can fast-track the approval process, provide access to people and information, and give political support and credibility to the project.

Steering committee membership should be limited to decision-makers who have a vested interest in the success of the project. In order to entice such senior people to accept membership, their roles should be explicit, and the time commitment limited. It should be made clear that they are not expected to undertake any work beyond attending meetings to guide the process. Where necessary, members of a steering committee should delegate their own representatives to a working party, although in some cases they may themselves form a subgroup to operate as a working party.

Working party

A working party is a group appointed to carry out a particular task. Members of a working party are selected because of their specialist knowledge, hands-on ability and availability. They may be expected to be closely involved in the actual work of a project, including selecting consultants, constructing questionnaires, writing strategies and coordinating production. On large projects, it is often useful to have different working parties to handle different aspects of a single project, however this is unlikely to be necessary for the development of a Council Road Safety Strategic Plan. The working party for most such plans will be the Council's Road Safety Officer, the Traffic Engineer and an external consultant.

Reference group

A reference group generally includes representatives of particular interest groups whose sanction is desired. Products, ideas and policies are referred for comment to a reference group. It is generally not necessary to hold meetings of reference groups: the members are consulted individually to enable them to refer to their own constituents before responding. It is important to make sure the reference group members understand the status of their comments — a reference group is not vested with any right of veto or power to require change. Its comments will be referred to the steering committee for consideration.

It will also frequently be possible to call on the specialist knowledge of other established committees with similar objectives (e.g. the Council's Local Traffic Committee, Area Health Service Injury Prevention Committee).

Such committees may agree to have road safety included on their agendas, or even to form a subgroup or subcommittee with responsibility for liaison on the road safety strategic plan. At the very least they should be kept regularly informed of your progress and invited to give input at appropriate times.

Work out what additional assistance you may need

The development and production of a Road Safety Strategic Plan involves a range of quite specialised skills and experience. Many councils engage a consultant with expertise in road safety strategic planning. Even under the guidance of a consultant, however, it is important that the staff be closely involved in the development process. The aim is to develop staff awareness and ensure council-wide ownership of the road safety strategic plan. Specialist assistance may be available within your Council in relation to:

- strategic planning, and reporting system
- accessing community and other stakeholder networks
- identifying Council management data such as insurance claims, traffic studies other Council plans and research reports
- the analysis of data, production of graphs, desktop publishing and printing.

If such planning assistance is not available within your Council, you may need to allocate some of your budget for external contractors. Consultants or contractors may be engaged to conduct many of the stages of the development and production of a road safety strategic plan, but it is important to retain ownership of the process within the Council. The tasks most commonly contracted out include:

- research, including assistance with the analysis of data and production of graphs
- stakeholder consultations
- strategy development
- facilitating stakeholder planning workshops
- production (including graphics, desktop publishing and printing).

A discussion on how to brief and engage consultants is included in Appendix 4.

Local Traffic Committee as steering committee

Situation:

In a small rural Council, the Local Traffic Committee recognised the need for a strategic approach to enable Council to deal with the increasing demands on a small rate-paying base.

Solution:

The Local Traffic Committee acted as the steering committee for the Road Safety Strategic Plan and was able to fast-track some of the decisions. Its endorsement of the project also ensured a level of credibility for the activities of the project manager, both within Council and amongst the external stakeholders. Under the direction of the Traffic Committee, the project manager researched the issues, including crash statistics, road safety issues, and future population and economic trends. A reference group was established in order to involve sections of the community (e.g. service providers, business) in setting road safety priorities.

A subgroup of the Traffic Committee, together with additional key stakeholders — representing Council Environmental and Strategic Planning, the Risk Manager and Community Health — formed a project working party. This group spent a day developing the strategic plan, which included setting priorities and objectives, and devising strategies. The draft was circulated for comment internally, placed on public exhibition and subsequently approved by Council.

Develop a project communication strategy

Your consultation process will be most effective if you ensure your stakeholders are well-informed about what you are doing and how they may be involved

Key stakeholders will be better able to contribute to your plan if they understand the process and their roll and are engaged at the outset. They will need to play an active role in development of the plan and be consulted regularly (See Section 4 of this Guide). For other stakeholders, being kept informed about the stages and progress of the project may be all that is required This may simply require an announcement and perhaps progress reports in the staff newsletter and/or local paper describing the planning process and objectives.

Work out a budget and project timeline

Estimate the cost of each stage of the project in advance. This will ensure you will be able to proceed. Essentially, there will be two types of activities: those covered by the Council's own resources and those that use external contractors or suppliers.

External contractors may range from a consultant to undertake the whole consultation and development process, through to the designer and printer who produce the final professional-looking document.

When you develop your project strategy, it is also important that you assign timeframes to each stage of the process. This will enable you to set deadlines and to integrate your other work commitments. It will also enable you to work around any important events in the Council's calendar that might affect your progress (e.g. Council elections, management restructures or even significant individuals taking leave). Discuss the proposed timeline with your supervisor so that regular meetings can be planned.

Councils surveyed for the first edition of this Guide took an average of 12 to 15 months for the development of their strategic plans. The average time spent by the project manager was four months' actual work time spread over the development period.

This suggests that the project manager should allocate at least one third of his or her time over a year for the development of a road safety strategic plan. If the project is contracted to an external consultant, it is still essential that the project manager be closely involved and should allocate at least two to three weeks total time. This is to allow for briefing the consultant, reading and responding to their reports, attending planning sessions and managing the internal communications for the development and endorsement of the plan.

Release of crash data

It is beneficial to review data on both crash risk and crash history (see crash data sources on p28). Data on crashes reported to the Police and from hospital admissions and emergency presentations are compiled by the NSW Centre for Road Safety for each Local Government Area, TfNSW Region and the State.

The data available includes all crashes involving moving vehicles that took place on public roads where at least one person was killed or injured or at least one vehicle was towed away. The compilation process takes approximately nine months to finalise a year, however preliminary data is released in quarterly instalments with around six months lag. The data for Councils is available in a range of formats including: CSV files for incorporation into other Council applications such as road risk assessments and blackspot monitoring, a series of pre-formed MS Excel tables, and an online application that provides access to a wide range of crash factors and allows users to explore the features of crashes over the past ten years, allowing comparisons between LGAs, TfNSW Regions and the State. See Section 3 for further details on accessing and analysing crash data.

Allow thinking time

A quality product needs time so that people can think through issues and incorporate new ideas or ways of thinking into their own work. Time is also needed for ideas to develop and for cultural change to take place.

Do not expect people to place your priorities ahead of their own. Factor in time to allow people to respond to your requests and for stakeholder consultation. Provide substantial advance warning of dates for meetings and workshops.

Allow for delays in obtaining approval from the Council and/or from senior managers. Council meetings often run over time and matters for discussion may be held over to the next meeting. This may delay your plans for up to a month.

Make sure you are aware of the procedures involved in management decisions and approval processes. Speak to those most frequently involved in these procedures and find out whether there are any strategies to improve the passage of materials through the in-house approval processes. Strategies may be as simple as ensuring that your material includes a cover sheet with a clear statement of what is required, and an explanation of your timeframe with a deadline for their response.

Planning deadlines

A Road Safety Strategic Plan is the means by which road safety is integrated into the mainstream business of a council. The integration process is essentially the responsibility of the senior manager who has championed the development of the plan. However, the integration process may be enhanced or hindered by the format of the road safety strategic plan, which determines how readily it can be incorporated into the Council's own management processes.

Ensure that you are familiar with the structure and content of your Council's ten-year Community Strategic plan, Delivery Program, Operational Plan and budget allocation process. Talk to the Council's Strategic Planner about the timeframes to ensure that the Road Safety Strategic Plan will be ready in time to be considered for inclusion. Ask them about the planning process, including monitoring, reporting requirements and deadlines. This will help you to coordinate the development of the Road Safety Strategic Plan to ensure it can be incorporated into the Council's Community Strategic plan and integrated into the overall planning and budgeting process.

Obtain Council support

Commitment needed from all sections of Council

A Council Road Safety Strategic Plan is a statement of commitment to road safety by a Council. A major priority in the development of such a plan is to encourage the involvement of all sections of Council. This is to ensure that responsibility for road safety is not isolated within the Traffic section. Involvement in, and ownership of, the plan by senior management and elected officials is therefore fundamental, although not always easy to achieve.

A Council Road Safety Strategic Plan should be promoted as a whole-of-council plan and not be limited to the activities of the Traffic section or Road Safety Officer. While it will include strategies for developing community ownership and participation in road safety, and for coordinating road safety activities with external stakeholders, the final responsibility must rest with the Council.

This should be recognised as being a part of the Community Strategic Plan and a public document for accountability purposes. It is quite appropriately the result of community consultation, but while the plan may be devised in consultation with external stakeholders and the community, it has to be driven and implemented by the Council. This approach does not exclude strategies for implementation in cooperation with external stakeholders, but it does mean that the responsibility for implementation should not be assigned to those external agencies.

Council or Community plan?

It is strongly recommended that Road Safety Strategic Plans should be identified as Council rather than community documents, so that Council's responsibilities are clear. This does not suggest that a plan should not include joint initiatives with the community, just that the document should identify the area of council that is responsible for such initiatives under the Community Strategic Plan.

This is particularly important in councils where the culture has not yet embraced road safety. In these councils, road safety may be seen as something 'the Road Safety Officer does with the community, funded by the TfNSW. The representation of the plan as a community document may provide a means for such councils to disown responsibility for road safety.

The emphasis on community-based road safety strategic plans may also result in councils, without Road Safety Officer positions, concluding that they have neither the need nor the resources to develop a Road Safety Strategic Plan.

Gain support for the plan

It is essential that you are able to operate within an environment that is as supportive as possible. A communication strategy is a systematic approach to creating a supportive environment for the planning process.

This may mean that you begin by lobbying key individuals to ensure that they understand and support what you are doing. You may choose to make a presentation to the full Council, the Traffic Committee or to a meeting of senior managers.

In some councils, project managers have held forums or seminars to which all the key stakeholders, including Police, local MPs, Councillors and senior management were invited. Road safety experts were invited as guest speakers. In other councils, the strategy has been to create support externally, with a media campaign promoting the benefits of a road safety strategic plan.

Essentially, the objective is to ensure that the key people understand why the Council needs a Road Safety Strategic Plan — in order to reduce the human and economic costs of road trauma and that they commit to playing their role in the development and implementation of the plan.

The groundwork may involve:

- lobbying key individuals
- giving presentations to the Council, the Local Traffic Committee and/or senior managers
- providing information at other meetings with stakeholders
- writing articles about the road safety planning process for the staff newsletter
- writing articles about the road safety planning process in the mayor's column or through media releases in the local paper
- providing information to the community through other community/media opportunities.

At the individual council level, the gradual acceptance of the road safety agenda can often be negotiated by showing how such changes can also serve other interests or may even involve relatively minor changes to the way work is done. For some it will be in the way they deliver their own services (e.g. road maintenance, fleet management, Meals on Wheels, waste collection). For others it will be by incorporating road safety considerations into their products (e.g. the development planning and assessment process, or by encouraging community ownership of road safety through the standards for events management and community use of Council premises).

Raising awareness of road safety issues

Situation:
The appointment of a Road Safety Officer marked the Council's first involvement in road safety planning and management. It soon became apparent, however, that other managers did not see a role for road safety in their own work.

Solution:
To give the Road Safety Strategic Plan a solid base, the project manager decided to place major focus on raising awareness of road safety issues in both the Council and the wider community.

A half-day seminar for Council staff and Councillors was held to introduce them to the basic concepts involved in road safety planning, and to gain their support. Guest speakers from the TfNSW and IPWEA opened the seminar. This was followed by a small-group activity in which participants were asked to examine a case study of a crash. The aim was to raise awareness of the range of factors relevant to council operations.

The seminar was a marked success and established a profile for the project manager within the Council. The project manager subsequently found managers more interested and willing to discuss the road safety implications of their own work areas.

Secure Council commitment

Before proceeding with a road safety strategic planning project, it is desirable that Council commitment should include:

1. commitment gained through the Local Traffic Committee or by direct presentation to a full Council meeting

2. the designation of a key person (project manager) to take responsibility for driving the plan

3. writing responsibility for the development of the plan into the performance indicators of key managers

4. establishing procedures to overcome the effects of possible changes to staff and/or elected representatives

5. setting up a project steering committee, with representation from the relevant Council divisions and stakeholders in the community.

Lack of Council support

Road block:
A project manager found a lack of support for the Road Safety Strategic Plan within the Council.

Solution:
The project manager invited a wide range of stakeholders and community representatives to attend a road safety planning workshop. The level of community interest was sufficient to persuade two Council managers and a Councillor to also attend.

The workshop provided sufficient information for the project manager to write a first draft of a plan in consultation with the Traffic Engineer. This draft was circulated for comment by other managers and all workshop participants. The majority of strategies involved action only by the project manager or Traffic section, sometimes in conjunction with external stakeholders. There was little comment, and the plan was approved and subsequently endorsed by the Council. While the plan focused on the Traffic section, some of its strategies did specify working with other areas of Council to consider the changes identified. This provided a mechanism for open discussion within the Council and was seen as a first step in a long process of change.

Regional and multi-council road safety strategic plans

In some regional locations, Councils may consider developing a joint plan for implementation. A joint Road Safety Strategic Plan between Councils may work well for community education projects and particularly for externally funded projects in partnerships with other service providers such as the TfNSW or Police. However, a joint plan is likely to be less effective at achieving real change in other areas of Council, such as land use planning or corporate services.

The road safety strategic planning process is about gaining the commitment and ownership of road safety by key managers across Council. It involves asking each manager to consider what opportunities exist within their operational area for making an impact on road safety.

This is often highly specific to the internal management practices of individual councils. Even in situations where similar changes are recommended to more than one council, the timing and process of implementation will still be determined by the individual council in consideration of the competing priorities for that operational area.

Implementation will depend on whether the plan is adopted by Council, which in turn enables it to be incorporated into the Community Strategic Plan and included in budget provisions. It is likely to be more difficult to obtain agreement between councils on what are often essentially internal management practices.

There are still cost savings and synergies to be gained by councils within a region planning and working together. The strategic planning process can be undertaken in parallel, particularly in relation to consultation with external stakeholders, such as Police, whose service area includes each council.

Perhaps the optimal approach would be for each council to have its own strategic plan under the umbrella of a regional plan. The regional plan would provide a framework for joint strategies to be undertaken in cooperation, and the development and sharing of resources (e.g. agreed road safety criteria for development plans). The process must be anchored in the internal management practices of each council, however, and responsibility for implementation must reside with the individual councils.

CHECKLIST

☐ *Have you completed your background reading?*

☐ *Have you identified all possible stakeholders, prior to deciding who should be involved in the planning process?*

☐ *Does your project plan ensure you will be able to use the most current crash data for the LGA released by the TfNSW?*

☐ *Does your project timeline fit in with the Council's Community Strategic Plan timeframes?*

☐ *Have you worked out a project management structure that will ensure the most effective planning process for your Council?*

☐ *Have you identified what resources you have and what additional assistance you will require?*

☐ *Have you devised a project communication strategy to ensure that all stakeholders are appropriately informed about the planning project?*

☐ *Do you have the support and commitment of senior management?*

☐ *Do you have the support and commitment of the Councillors?*

IDENTIFYING ROAD SAFETY ISSUES

IDENTIFYING ROAD SAFETY ISSUES

A Road Safety Strategic Plan is about finding the optimal approach for a council to reduce road crash injuries in the local government area (LGA).

The first step is to identify the types of crashes: for example, where and why do they occur? Who is involved?

This information can be drawn from the analysis of crash and injury data provided by the road authorities, which is based on Police crash reports.

Analysis of crash risk, not just crash history, is also important to identify. This is a proactive measure to improve the safety of specific locations without relying on a history of crashes. Tools such as the Infrastructure Risk Rating web tool can assist with this (see page 28)

Other information is also necessary to place this data in context. The major sources of this information and its usage are discussed in the following section.

STEP 1 Finding useful sources of information

The most useful sources of information are road authorities, Police, Council, the Health services and the Australian Bureau of Statistics.

NSW Centre for Road Safety crash data

The NSW Centre for Road Safety collates crash and injury casualty data using the CrashLink Data Capture System. This system combines and links data from a number of sources including the crashes reported to Police from the Police Computerised Operational Policing System (COPS), NSW Ministry of Health data including all recorded deaths and all patients admitted to or treated at NSW public and private hospitals, and all cases managed by the State Insurance Regulatory Authority (SIRA). CrashLink does not include crashes that are not reported to the Police, or do not involve a person being killed or injured or at least one vehicle being towed away for insurance purposes only.

Quarterly updates of the data are provided to each council on the crashes that have occurred within the LGA. A selection of formatted cross tabulation tables are provided showing the key factors associated with the types of crashes, types of controllers and the types of casualties involved. Authorised council officers can also download the latest data in csv (comma separated values) files, for more detailed statistical analysis using council's own software programs.

Councils also have online access to an online visualisation tool restricted form of the CrashLink database for greater in-depth analysis of crashes in their area. This data is de-identified and some sensitive information has been removed, to allow councils to research the crashes occurring in the LGA without infringing the privacy of the individuals involved in crashes. The data can be interrogated using the Centre for Road Safety's online interactive crash statistics site (Transport for NSW 2018).

This online tool is designed to allow comparisons between LGAs, their local region and/or the State as a whole. The application also includes a plotting function which allows maps to be generated to show the distribution of crashes by road user groups, potentially identifying differences in crash risk locations for different road users.

For further information or access to this system please contact the Centre for Road Safety.
Email: roadsafety@transport.nsw.gov.au

Police crash reports

In NSW, crashes are required by law to be reported to Police if the following apply (NSW Centre for Road Safety 2016). The crash occurred on a road open to the public and:

- involved at least one moving road vehicle and
- involved at least one person being killed or injured, or
- a vehicle involved in the crash was towed away or
- the drivers/riders involved in the crash did not exchange particulars.

Motorists involved in tow-away only collisions can organise their own tow and leave the area if no one is injured, all parties have exchanged contact details and no one is under the influence of drugs or alcohol. However, the crash must later be reported to the Police Assistance Line on 131 444. Drivers no longer need to report minor collisions where no vehicles needed to be towed away and no one was injured.

Information-Sharing

Local Police may be able to provide other information that will enhance understanding of the road safety risks in an area. Examples include data on the number of road safety-related offences, such as non-use of seatbelts, speeding or drink driving. In the case of drink driving offences, Police also record the last place at which the driver was drinking. Such information may be of value in developing countermeasures such as targeting particular licensed premises for responsible service of alcohol. Police may also alert council to newly identified crash risk locations due to changes in traffic usage or volume, or road design or maintenance issues.

While Police have access to current local crash and enforcement data, they do not have access to the crash summaries provided to councils by the Centre for Road Safety. Mutually beneficial information-sharing agreements can be established between councils and the local Police under the road safety strategic plan.

Infrastructure Risk Rating web tool

The Infrastructure Risk Rating (IRR) is a simple road assessment tool and reporting system designed to assess road safety risk at a network level, primarily as an input to the speed limit setting process (Austroads 2019). The tool is available at **www.irrtool.com**.

Council in-house sources

A range of data sources is available from within the council. These sources may include the Traffic Committee, community complaints, traffic counts and studies, road safety audits and council crash and insurance claim records. There are also other council reports and plans, including the Community Strategic plan, social plan, and bicycle, pedestrian and access plans which should also be consulted as a part of the Road Safety Strategic Plan development process. Useful information may be obtained from the plans, from those responsible for their development, and from associated research or progress reports. Some examples follow.

Traffic Counts and Studies

Traffic counts can provide a context for the analysis of crash rates. If there has been an increased incidence of crashes on a particular route, it is worth reviewing traffic counts to understand whether the increase is relative to the change in traffic volume or to some other factors.

Road Safety Audits

Road safety audits are another useful resource for identifying crash sites but also for developing procedures to prevent the creation of similar crash risks through inappropriate design or maintenance practices.

Fleet Crash Costs

Most insurance companies will provide their policy holders with reports on their claims records. Relevant information may include the number and cost of crashes involving the council's fleet as well as civil liability claims against council infrastructure. They may include details of the costs and number of claims where the insured was 'at fault' as well as a breakdown of the types of incidents. This type of information can be very useful in persuading a council to undertake a safe fleet policy. For example, one council reduced its insurance premiums by 45% following a change in work practices that lowered the incidence of crashes involving council waste-collection vehicles.

Public Liability Claims

Records of other insurance claims by road users against the council may also be a useful source of evidence to support the benefits of corrective and preventative road management and planning.

Community Surveys

As part of the development of other Council Plans, surveys with the community may have taken place. This information may provide some insights into the desires of the community from a safety perspective.

If no surveys already exist, you may like to conduct a short survey with the community about road safety. This may include questions centred around their use of different transport modes, their travel habits, and their wants and needs within the local area to live and travel safely (e.g. more cycle paths, lower speed limits, a pedestrian crossing in the main shopping area).

Engineering compliance won't always account for human behaviour.

Anecdotal evidence is useful and may lead to a further investigation of factors leading up to a crash but an evidence base needs to be gathered before making decisions.

Situation:
The crash data indicated a high crash area on a winding section of road. Crash mapping revealed that most of the crashes were on a single curve. Initial investigation found nothing to distinguish the geometry of that curve from any others in that section of road. Speed did not appear to be a factor, so realignment to straighten the whole section was considered as a potential but costly option.

Solution:
During further on-site investigation the engineer noticed that his mobile phone pinged as he entered the problem curve. He realised that the road before the curve was out of mobile coverage range, which cleared as he reached problem curve on the crest of the hill.

It seemed possible that some drivers may have been distracted, by their phone notification tone, possibly looking at their device as they entered the curve.

Outcome:
Warning signage may be a more effective and cheaper solution.

NSW Health

Local hospitals and health services can be a source of useful data. For example, emergency presentations and hospital admission data may provide more accurate records of the number and location of bicycle and motorcycle crashes than Police data, as these types of crashes are frequently not reported to Police.

Many health services also provide injury reduction programs which may involve road safety factors such as drug and alcohol abuse or youth suicides in single-vehicle crashes. Their data and insights could be a valuable contribution to a council road safety program.

Australian Bureau of Statistics

Statistics on the local population can be obtained from the Australian Bureau of Statistics (ABS) census reports. Population data can be used to help identify target groups for the strategic plan as well as special interest or special needs groups for community consultations. The ABS provides Basic Community Profiles and Working Population Profiles based on LGA boundaries.

The **Basic Community Profiles** help to identify the composition of the LGA's resident community in terms of age, gender, ethnic/cultural background and language spoken at home. They also include information on the number of vehicles per household and the form of transport used to travel to work.

Working Population Profiles give similar information but about the people who work rather than live in the LGA. This is particularly useful for areas with a low residential population but high working population who commute into the area each day.

Much of this information will also be available from within the Council's Community Services Division.

The value of the demographic data is that it provides a population baseline against which you can check your crash incidence data. In addition to checking the proportion of local and out of area drivers who crash within the LGA, it is also important to look at Region and State data to track whether and where Council's own resident are involved in crashes. Road user behaviour programs may be best directed by the residential Council, even though residents may be crashing out of the local area. The CRS online visualisation tool provides a view of the LGA of residence for drivers who crash in a particular LGA.

Table 3.1: Some definitions used in casualty crash descriptions

Term	Definition
Casualty	Any person killed or injured as a result of crash.
Controller	A person occupying the controlling position of a road vehicle including cyclists, drivers and motorcyclists.
Crash	Any apparently unpremeditated event reported to the Police and resulting in death, injury or property damage attributable to the movement of a road vehicle on a road.
Driver	A controller of a motor vehicle other than a motorcycle.
Fatality	Any person who dies within 30 days of a crash as a result of injuries received in that crash.
Fatal crash	A crash in which there is at least one fatality.
Footpath	That part of the road which is ordinarily reserved for pedestrian movement as a matter of right or custom.
Motor vehicle	Any road vehicle which is mechanically or electrically powered but not operated on rails.
Motorcycle	Any mechanically or electrically propelled two or three-wheeled machine with or without side-car. Includes solo motorcycle, motorcycle with sidecar, motor scooter, mini-bike, three-wheeled special mobility vehicle and moped (motorised 'pedal cycle').
Motorcyclist	Motorcycle rider, person in the controlling position of a motorcycle.
Non-casualty crash	A crash for which at least one vehicle is towed away, but no person was killed or injured.
Pedal cyclist	Includes pedal cycle riders and pedal cycle passengers. Rider of human-powered vehicle (HPV) with one, two or more wheels.
Pedestrian	Any person who is not in, on, boarding, entering, alighting or falling from a road vehicle at the time of the crash.
Pedestrian conveyance	Any device, ordinarily operated on the footpath, by which a pedestrian may move, or by which a pedestrian may move another pedestrian or goods. Includes non-motorised scooter, pedal car, skateboard, roller skates, in line skates, toy tricycle, unicycle, push cart, sled, trolley, non-motorised go cart, billycart, pram, wheelbarrow, hand barrow, non-motorised wheelchair or any other toy device used as a means of mobility.
Road	The area devoted to public travel within a surveyed road reserve. Includes a footpath and cycle path inside the road reserve and a median strip or traffic island.
Serious injury crash	A non-fatal crash in which at least one person is seriously injured.
Seriously injured	Any person admitted to hospital due to an injury sustained on a public road.

* In road safety practice, the term 'crash' is generally used in preference to 'accident' because the latter implies that such incidents are unavoidable, whereas the objective of road safety programs is to encourage road users to take responsibility for their actions.

CASE STUDY 3.2

Using a range of data sources

Situation:

The crash data analysis showed that 34 per cent of casualties in a regional city were aged 17–25 years. The figures were checked against the population profile for the city which revealed that this age group only accounted for 12 per cent of the local population. Some internal stakeholders were relatively complacent and argued that young people always have a higher crash risk, that it was up to the Police and there was nothing a council could do about it.

Solution:

The project manager compared the data with another similar regional city with an established road safety plan. The data revealed that while the second city had a similar casualty rate (33 per cent), their youth population was much higher (17 per cent). The conclusion was that the first city did have a youth road safety problem that was not typical of similar cities and should be made a priority.

STEP 2 Select the relevant information

The range of data that is available can seem overwhelming. Selecting what is most relevant and useful can be difficult. It helps to take a systematic approach so that there is a logical progression and reason for each item of data included in the analysis.

There may sometimes be conflict between the evidence of crash statistics and community perceptions of road safety issues. It helps to think in terms of how information will be used. When considering how to use some data, ask yourself how this information will impact on the development of the road safety strategic plan.

Table 3.2: Selecting relevant information

Question	Example	Comment
1. Is this data useful in raising awareness or convincing people of the extent of the problem and of the need for a road safety strategic plan?	Data comparing casualty rates with those in comparable populations in other LGA, the Region or State.	This type of data may be used in preliminary consultations, seminars or forums to engage council and other stakeholder support.
2. Does it assist in the identification of issues and priorities?	Data comparing casualty rates between segments of the local population.	This type of data may be used in workshops and negotiations with stakeholders to develop strategies and make decisions and commitments. Some may be included in the final document.
3. Does it provide the community context or a rationale for the strategy once it has been developed?	Data on the factors associated with local crashes.	This type of data may be in the final document, as it will be used to develop the details of projects and identify target groups for the implementation of the road safety strategic plan.

STEP 3 Analyse the crash data[3]

There are two essential questions to use in analysing the relevant data.

1. What are the road safety problems or risks in this LGA?
2. How do the crash rates here compare with other similar LGAs, the administrative Region and the State as a whole?

Overview of road user groups and associated factors

Start with an overview of road user groups and the factors involved in crashes over the past five years. Develop a profile of the total number and types of crashes and casualties over the past five years.

Note: Crash data can be confusing and it is important to remember whether you are talking about the number of

crashes, the number of casualties or the number of drivers (or riders). This is because the total number of crashes will be different from the number of involved vehicle controllers and casualties — a crash involves one or more vehicles and mostly, each of these vehicles has a controller. Each crash may result in no casualties, one casualty or many casualties. Table 3.3 is an example of an Excel worksheet. This example shows the actual numbers of crashes and casualties in a regional urban local government area (LGA).

Questions:

a. Is the number of crashes and casualties increasing or decreasing each year?
b. Is the proportion of crashes that result in fatal or serious casualties increasing or decreasing?

Table 3.3: Worksheet of crashes and casualties in the LGA from 2012-2016

Crashes	2012 (n)	2013 (n)	2014 (n)	2015 (n)	2016 (n)	TOTAL (n)
Fatal	3	6	2	5	10	26
Serious injury	107	121	119	104	117	568
Moderate injury	276	228	229	176	160	1,069
Minor/Other injury	161	147	123	121	104	656
Non-casualty	541	547	425	254	187	1,954
Total	**1088**	**1049**	**898**	**660**	**578**	**4273**
Casualties						
Fatality	3	6	2	5	10	26
Seriously injured	110	137	128	113	129	617
Moderately injured	356	289	280	220	208	1,353
Minor/Other injured	225	203	176	160	140	904
Total	**694**	**635**	**586**	**498**	**487**	**2900**

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[3] The data used in this section is drawn from the NSW Crashlink database to illustrate the ways data can be interrogated to identify local issues.

It is apparent that the numbers of fatal and serious injury crashes have increased between 2012 and 2016. To determine whether this is due to the occurring crashes becoming more serious or just more crashes overall, it is necessary to calculate each type of crash severity as a proportion (%) of all reported crashes. The results in Figure 3.1 below illustrate the proportions of crashes by severity each year. It shows that the proportions of crashes resulting in fatal or serious injury have also increased. The numbers, when supported by the proportions, confirm that there has been an increase in road trauma in this LGA.

However, it is also important to note that the total number of reported crashes has decreased substantially from 1,088 in 2012 to 578 in 2016. This may not be due to a reduction in the number of crashes occurring but to fewer crashes being reported. As noted earlier, since 2014, motorists in NSW are no longer required to call Police to attend non-casualty crashes but must subsequently report all crashes where any vehicle was required to be towed. A review of the numbers and proportions of non-casualty crashes reported, may account for the overall reduction in crashes reported for the LGA.
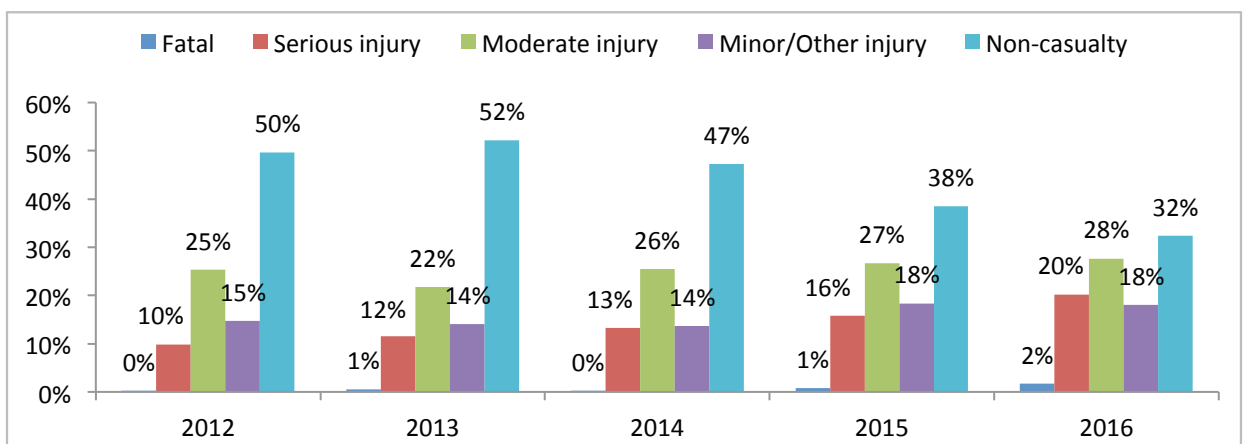
Figure 3.1: Proportions of crashes by injury severity in the LGA by year

Questions *(continued)*

NEXT, LOOK AT THE CASUALTIES.

a. Who are the casualties?

b. What road user groups did they belong to?

c. What were their ages and gender?

In the Table 3.4 on page 34 there has been a 30% reduction in the number of road casualties in that LGA across all categories of road user. The greatest benefits have been to drivers (35%), cyclists (24%), passengers (20%) and pedestrians (19%). In terms of age groups, the greatest improvement has been for young people aged 17-20 years, for whom there has been a substantial reduction of 61% in their casualty numbers from 97 in 2012 down to 38 in 2016. Comparison with those figures for the Region and the State may confirm whether this is part of a wider trend or something specific to the LGA.

It is often also worth looking at the age breakdown of a particular road user group. In Table 3.5 we have included a breakdown of the ages of the pedal cyclist and pedestrian casualties, because this information may determine the types of countermeasures that may be appropriate.

Table 3.4: Worksheet on number of casualties by road user group, age, gender and age of drivers

Class of road user	2012	2013	2014	2015	2016	Total (n)	Total %	Change 2012-16
Motor vehicle driver	475	410	383	328	308	1904	66%	-35%
Motor vehicle passenger	82	80	77	73	66	378	13%	-20%
Motorcyclist	53	57	59	43	47	259	9%	-11%
Pedal cyclist	37	49	35	32	28	181	6%	-24%
Pedestrian	47	39	32	22	38	178	6%	-19%
Total	**694**	**635**	**586**	**498**	**487**	**2900**	**100%**	**-30%**
Age group of casualties								
0-4	5	3	2	3	3	16	1%	-40%
5-16	31	18	29	22	21	121	4%	-32%
17-20	97	72	71	39	38	317	11%	-61%
21-25	106	83	80	58	72	399	14%	-32%
26-29	50	54	41	41	38	224	8%	-24%
30-39	108	107	108	92	87	502	17%	-19%
40-49	99	85	86	88	70	428	15%	-29%
50-59	94	83	66	68	68	379	13%	-28%
60-69	45	53	42	34	42	216	7%	-7%
70+	40	52	44	40	37	213	7%	-8%
Unknown	19	25	17	13	11	85	3%	-42%
Total	**694**	**635**	**586**	**498**	**487**	**2900**	**100%**	**-30%**
Gender of casualties								
Male	331	343	281	253	242	1450	50%	27%
Female	358	282	302	243	243	1428	49%	32%
Unknown	5	10	3	2	2	22	1%	60%
Total	**694**	**635**	**586**	**498**	**487**	**2900**	**100%**	**30%**

Looking at table 3.5, we can see that adults aged over 40 years represent over half of all cycle casualties and may be considered a primary age group for targeted cycling safety initiatives.

In addition, there has been an increasing number of child cyclists (0-16 year) injured since 2012 while the numbers are relatively small, it would be worth exploring the trend across the whole region and or in comparable LGAs. Pedestrian casualties amongst children (0-16) have declined, unlike those for middle aged adults (26-39, 40-59).

Table 3.5: Worksheet on number of casualties by road user group, age, gender and age of drivers

Age of cyclist casualties	2012 (n)	2013 (n)	2014 (n)	2015 (n)	2016 (n)	Total (n)	Average 2012-16 (%)
0-16	0	2	4	3	5	14	8%
17-25	5	8	4	2	3	22	12%
26-39	11	14	4	9	9	47	26%
40-59	16	21	16	13	10	76	43%
60+	5	3	6	3	2	19	11%
Unknown	0	1	0	1	0	2	100%
Total	**37**	**49**	**34**	**31**	**29**	**180**	**8%**
Age of pedestrian casualties							
0-16	15	6	6	3	6	36	21%
17-25	7	5	8	2	5	27	16%
26-39	6	9	3	7	10	35	20%
40-59	11	5	5	5	14	40	23%
60+	7	11	9	4	3	34	20%
Total	**46**	**36**	**31**	**21**	**38**	**172**	**100%**

Finally, look at the vehicle controllers — the riders and drivers involved in the crashes. Who are the drivers/riders? What are their ages and gender? Are they local residents?

The residence of drivers is very useful information, as it indicates the extent to which you can target local residents or find strategies for reaching non-resident drivers. Non-residents may be commuters who work in your area, neighbours from adjacent LGAs who are relatively easily reached compared to other such as tourists or long distance drivers passing through. Determining priorities and strategies based on such information can ensure they are well targeted to the audience.

The data that is distributed quarterly by CRS includes a table of motor vehicle controllers by LGA residence. By summing the numbers of controllers from neighbouring LGAs you can build a table similar to Table 3.6 on page 36. It is apparent from this table that the almost half of the drivers and riders who crashed in the LGA were also local residents and that the vast majority of non-residents, were neighbours from other LGAs within the same Region.

Table 3.6: Worksheet on number of controllers (drivers/riders) by address and age

	2012 (n)	2013 (n)	2014 (n)	2015 (n)	2016 (n)	Total (n)
Drivers/riders involved in crashes	2061	1947	1635	1167	1043	7853
Controller age group						
0-16	5	2	5	3	4	19
17-25	640	582	464	257	247	2,190
26-39	517	491	413	312	263	1,996
40-59	553	507	464	326	267	2,117
60+	260	255	214	140	157	1,026
Total	**1,975**	**1,837**	**1,560**	**1,038**	**938**	**7,348**
Controller residence	**%**	**%**	**%**	**%**	**%**	**%**
Same LGA	48	48	50	47	46	48
Rest of region	43	43	41	42	42	42
Rest of NSW	4	6	5	5	4	5
Inter-state or overseas	2	1	1	2	2	1
Unknown	3	3	3	5	7	4
Total	**100**	**100**	**100**	**100**	**100**	**100**

Analysing this range of data gives you a general picture of what has been happening. Now you need to find out more about the factors and circumstances associated with each crash. For example:

1. Were there any known contributing factors? (e.g. speeding, alcohol, fatigue)

2. What vehicles are involved? (e.g. cars, motorcycles, light truck, heavy vehicles)

3. What types of crashes occur? What are the most common RUM (Road User Movement) codes?[4]

4. Where did they crash? What was the speed zone? What was the road environment? Maps showing the distribution of crash locations are particularly useful for identifying crash clusters. Crash maps can be generated in the CRS online visualisation tool or from the data files provided to Councils using your own mapping system.

5. What proportion of crashes involved only a single vehicle compared to multi-vehicle crashes?

6. What types of vehicles are involved in single-vehicle crashes? Were there any road environment hazards noted by the Police?

Map the locations of crashes using the crash coordinates. This may identify crash clusters that are not apparent when just looking at numbers or road names. Create maps separately for each type of road user and investigate the environment whenever a cluster appears.

Road environment hazards are more commonly known factors in motorcycle and pedal cycle crashes. Lighting conditions and traffic controls may be more commonly factors in pedestrian crashes.

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[4] Note: The Road User Movement codes (RUM) are a series of standardised diagrams that illustrate the most common layouts of vehicles at the first impact in crashes. The codes use arrows to represent vehicles and use a darker arrow to designate the 'key" vehicle, which is the vehicle considered to have played the major role in the crash. The key vehicle is sometimes used as a proxy for the vehicle 'at fault' in a crash, however, while that is a reasonable working assumption in investigating trends in road user errors, it is not necessarily correct. For example, in a crash where Vehicle A goes through a red light colliding with Vehicle B who was turning right on a green arrow. Vehicle B is the key vehicle because they crossed the path of Vehicle A. The legality of the vehicles' movement is not relevant in describing their relative positions in the crash.

Compare with other populations

How does the crash profile for the LGA compare with other relevant populations? The next step is to compare all your results to other comparable populations. These may be:

The wider TfNSW Region. This is most appropriate where the range of driving conditions within the LGA, are mirrored across the wider region.

Other LGAs. If the local road environment has some particular features that distinguish it from the surrounding region, it may be more useful to use other LGAs or a group of LGAs with similar environments. This is most likely to be relevant for inner-city or outer urban councils or rural cities. It may also be important for LGAs that have seasonal fluctuations in traffic volumes and crashes due to factors such as the climate or tourism.

The State. The crash data for the State tends not to be a good basis for comparison, particularly for outer urban or rural LGAs, because it is skewed by the high proportion of crashes that occur within the major metropolitan areas. Comparison with the State as a whole is most useful in tracking and comparing changing trends over time. For example, the incidence of alcohol-related crashes has decreased substantially across the State, but there are still some local areas where drink driving remains relatively common.

In order to compare the data for different populations, it is necessary to convert your numbers to percentages. Percentages allow comparison of the relative proportions of something occurring within populations of different sizes. This will enable you to highlight any differences in the patterns of crashes and casualties and will help to identify the road safety issues in your area.

What to look for when analysing crash statistics

Look for differences in the proportion of casualties by road user groups, type of crash and behavioural factors in your LGA when compared to other populations.

For example, from the data in Table 3.7, it is apparent that pedestrians (6%) and pedal cyclists (6%) are overrepresented in the casualties when compared to the data for the region (4%, 3%) and pedal cyclists are higher than across the state (4%). This suggests that the road safety needs of those two groups may be considered a priority. However, at the local government level, crash numbers are usually relatively small, so differences from one year to another may be attributable to chance and should not be viewed as significant.

Further investigation may help you to decide whether this is due to a chance variation or an emerging trend.

Look at the pattern over the past five years. Is there is evidence of a consistent change in direction? As noted earlier from this data set, there have been reductions in the numbers of casualties in all road user classes since 2012 in this LGA (See previous Table 3.4). In addition, the LGA is a regional city surrounded by rural areas. The lower proportions of pedestrian and cyclist casualties may reflect lower rates of usage in the wider region. In such circumstances it is worth comparing casualty data with the non-urban LGAs in your Region as with other comparable regional cities in other Regions.

The question here is to decide whether this is an indicator of a significant change in the road environment of the LGA that can be addressed by a targeted program.

Table 3.7: Proportion of casualties by road user class in the LGA, Region and State 2012-2016

Class of road user	LGA (%)	Region (%)	State (%)
Motor vehicle driver	66	65	64
Motor vehicle passenger	13	16	16
Motorcyclist	9	11	10
Pedal cyclist	6	3	4
Pedestrian	6	4	6
Total	**100**	**100**	**100**

Analysing statistics

Situation:

A council in a rural area identified a trend towards an increasing proportion of elderly driver casualties. Further analysis revealed that a relatively high proportion of the crashes were single-vehicle roll-overs on rural roads.

Solution:

Discussion with the local Community Health and Aged Services Coordinator revealed that the LGA had an increasing number of residents who were retiring from the city. Their fitness to drive was affected by age but further compromised by their lack of experience of driving on rural roads. The nature of the problem was confirmed in discussion with local Police. Programs were put in place to encourage these drivers to assess their own fitness to drive and adopt strategies to reduce their exposure to risk. Community services were also developed to cater for this growing segment of the local population. These included the expansion of the community bus route to cover a wider area of the rural community and working with local retailers to establish a delivery service for their customers. Discussions with the Traffic Engineer within Council also resulted in a recommendation to install more roadside barriers along the rural roads with the highest volumes of traffic and greatest number of these types of crash.

Compare the data trends

The following table (3.8) shows a decline in the proportion of LGA crash casualties reported as using occupant restraints (seatbelts/child restraints). As crash numbers in an LGA are likely to be relatively small, the data for the Region and State should be considered in order to clarify whether this part of a wider trend or a local issue which requires further investigation.

Comparison with the Region and State, does not show a similar decline in usage, indicating a possible local problem that may be addressed by local initiatives. Seatbelt usage should be identified as a priority for the Council and a strategy to address it included in the road safety strategic plan.

Table 3.8: Proportion of casualties wearing occupant restraints in the LGA, Region and State 2012-2016

All vehicle occupants LGA	2012 (n)	2013 (n)	2014 (n)	2015 (n)	2016 (n)
Restraint worn	87%	88%	89%	83%	83%
Restraint fitted – but not worn	2%	1%	2%	4%	5%
Unknown	11%	11%	9%	13%	12%
Region					
Restraint worn	87%	88%	86%	87%	87%
Restraint fitted - not worn	2%	2%	3%	2%	3%
Unknown	11%	10%	11%	11%	10%
State					
Restraint worn	89%	90%	88%	88%	88%
Restraint fitted - not worn	2%	1%	2%	2%	2%
Unknown	9%	9%	10%	10%	10%

Further investigation, illustrated in Figure 3.2, confirms an overall trend of decreasing rates of restraint usage amongst car occupants, but also identifies greater reductions in restraint usage by light truck passengers and heavy truck drivers.
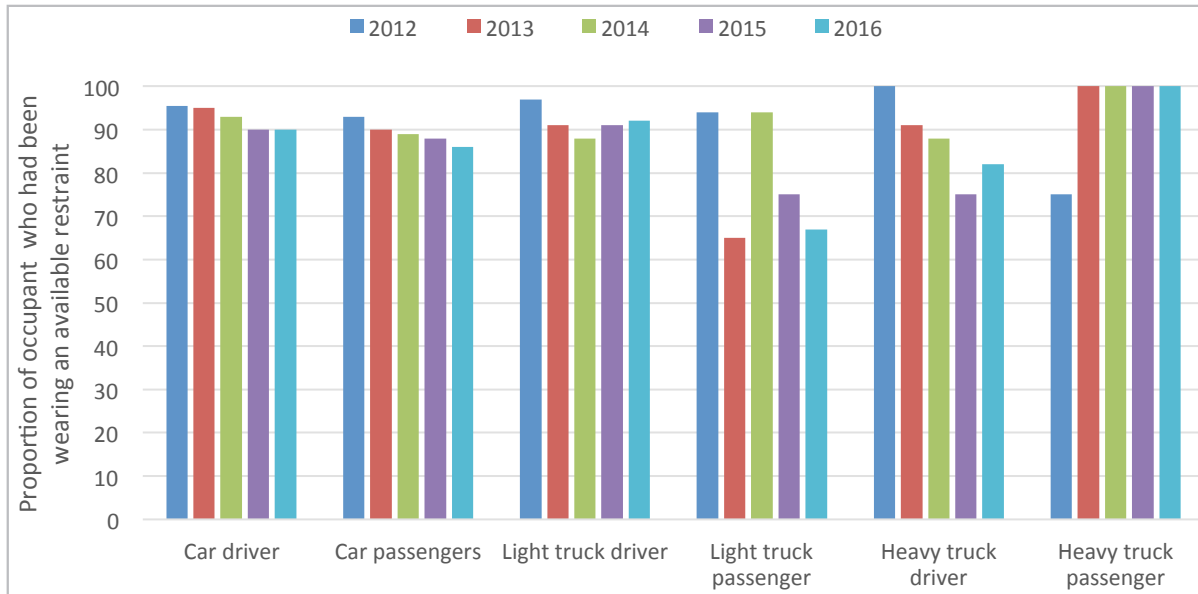

Figure 3.2: Proportion of driver and passenger occupants who wore a restraint by type of vehicle in the LGA, 2012-2016

Further analysis to identify the types of road users involved in these crashes will be useful when you get to the point of implementing the strategy. For example, you may find that these light truck crashes predominantly involve young males driving utilities. Such a group would require quite a different communications strategy to local farmers driving heavy vehicles. The apparent difference between the rates of seat belt usage for truck drivers and their passengers also requires further investigation as it may vary by type of vehicle such as between private and commercial vehicles. In situations, where passengers are less likely to have been restrained, a campaign reinforcing the responsibilities and liabilities for drivers may assist those whose passengers refuse to wear their seatbelt.

The value of detailed data analysis is that it enables you to identify differences in the local crash patterns. Any consistent differences in trends or patterns may represent an opportunity for effective action. It means there is something different happening in your LGA which may be able to be remedied if the appropriate educational, engineering or enforcement strategies can be identified. Further investigation is required.

STEP 4 Represent the statistical information effectively

As illustrated earlier (see Table 3.8 and Figure 3.2), it is easier to understand a pattern when it is illustrated in a graph than in tables with numbers. Remember to include the numbers or percentages within graphs, rather than expecting people to calculate the differences visually. Develop a design style using consistent colour or pattern themes for your graphs to make their interpretation easier for readers.

Different styles of graph serve different functions. The type of graph needs to be appropriate for the data it is presenting and the intended interpretation.

Appendix 2 also provides a guide to the appropriate applications for a range of commonly used graph formats.

Pie Charts

A pie chart can be used to show the relative components of a single issue or factor but are not generally a good way of representing the proportions of different categories unless the difference is extreme. Below we illustrate the distribution of casualties by age group. Note how difficult it would be to tell the difference between the age groups 17-25, 26-39 and 40-59 without the labels. See Figure 3.3.
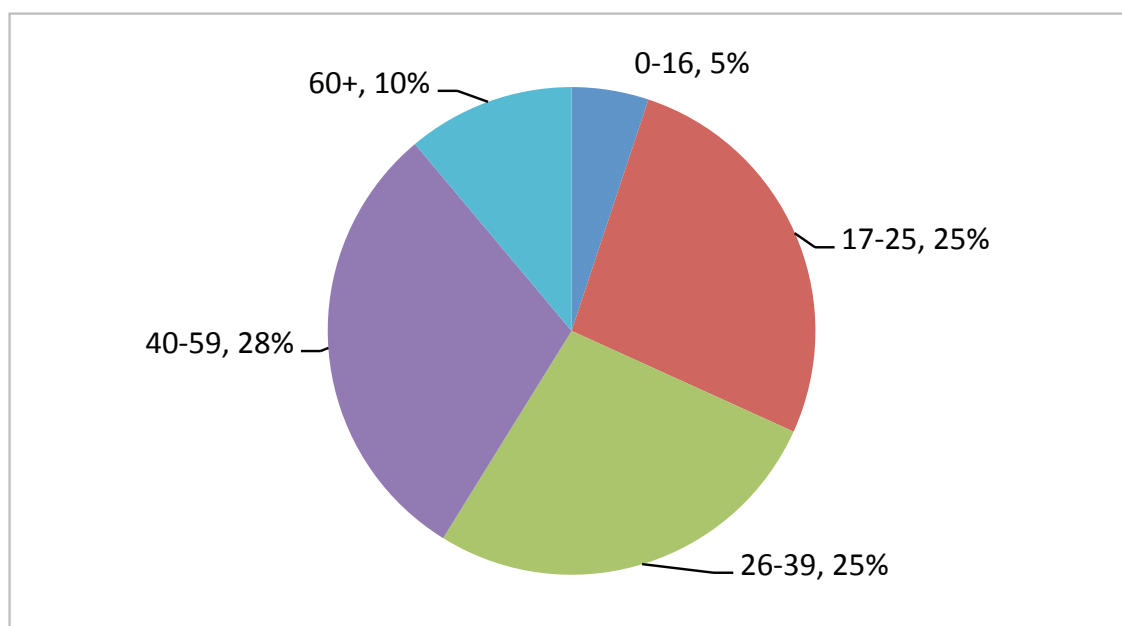

Figure 3.3: Distribution of casualties by age group

Column or Bar Graphs

Column or bar graphs are useful for illustrating a comparison between two or more groups or factors. For example, in Figure 3.4 it is apparent that the pattern of incidence of driver, pedal cyclist and pedestrian casualties in the LGA is higher than in the surrounding Region.

This may be because the LGA is a central urban hub within a rural area. However it is necessary to trace back over the past, say, five years to see whether the pattern represents a consistent trend or an exception arising from an isolated incident. It may also be merely a function of the variation within a small sample.
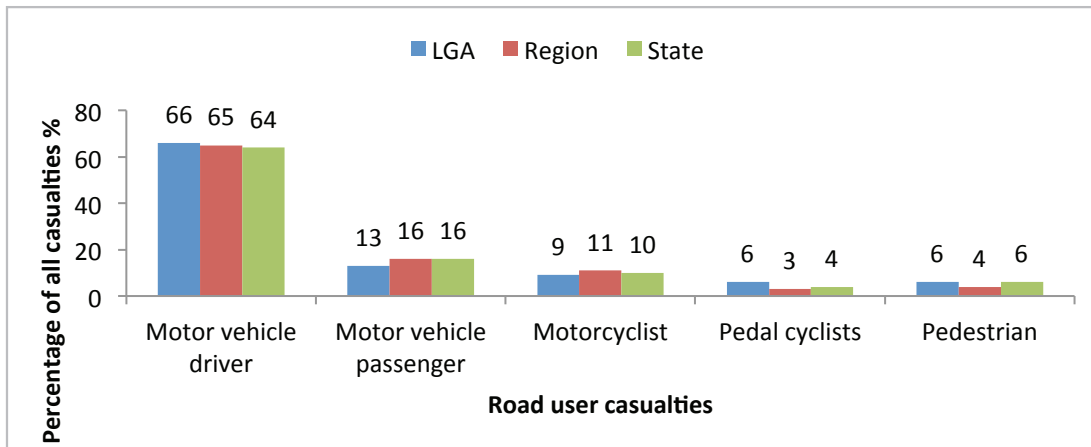

Figure 3.4: The proportions of each road user group in the LGA, Region and State

Line Graphs

Line or column graphs are the appropriate format for illustrating trends over time, with time represented on the horizontal axis. For example, Figure 3.5 illustrates the

previously mentioned increasing trend amongst occupant casualties in the LGA not wearing seatbelts. The line graph provides the first indication of a need to conduct further analysis to identify the specific road user groups for a targeted seat belt usage campaign.
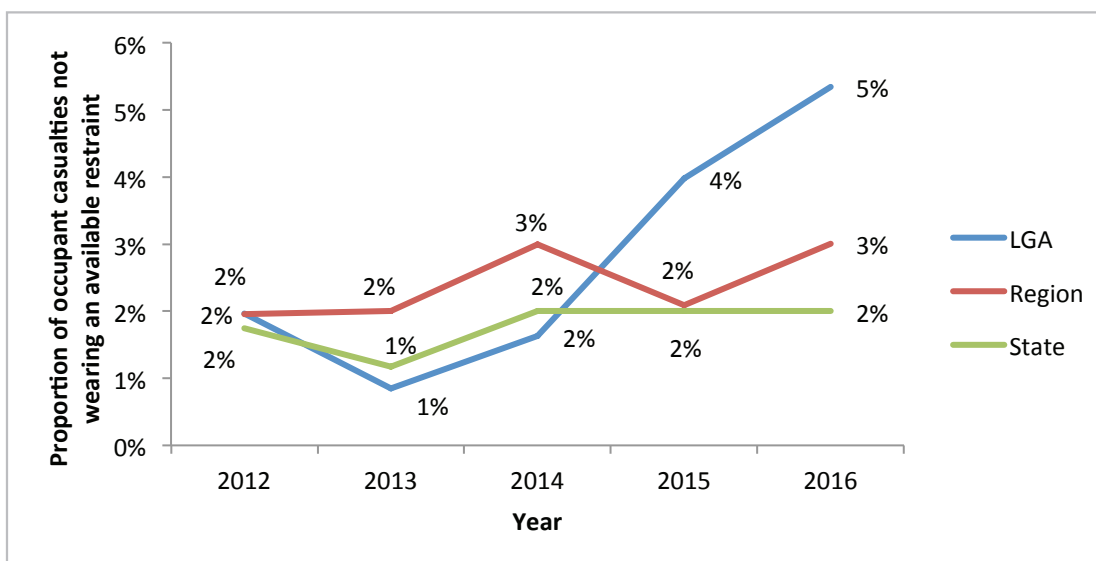

Figure 3.5: Proportion of occupant casualties not wearing an available restraint

STEP 5 Communicate the issues to Council

You now need to communicate the information you have gathered about key issues and the benefits of a Road Safety Strategic Plan to Council and senior managers for their endorsement and commitment to support. This should be done before consulting more broadly on the issues and potential solutions to address them with wider stakeholders (see section 4 – consultation).

This is another point at which your project communication strategy may come into play (see Section 2, 'Develop a project communication strategy'). The key stakeholders within council should be fully engaged when identifying the key issues and be able to assist with communicating the issues to senior managers.

CHECKLIST

- [ ] *Have you compared the pattern of crashes and casualties in the LGA to other comparable LGAs, the wider region and the state?*

- [ ] *Have you determined whether any differences in patterns could be due to local behaviour or road environment features?*

- [ ] *Have you completed the relevant crash risk analysis and kept a record of the process you undertook to analyse the data?*

- [ ] *Has your analysis of the data been checked by another person with statistical expertise?*

- [ ] *Have you prepared a data report that includes all tables with raw numbers and percentages as a backup reference for reports, presentations and the final plan?*

- [ ] *Do all your graphs provide the numbers or percentages for each category?*

- [ ] *Do all your graph titles adequately describe their contents?*

- [ ] *Have you used a consistent coloured or patterned theme to ensure readers can readily understand your graphs?*

CONSULTATION

CONSULTATION

Consultation is a process of seeking the expertise, ideas and knowledge of other people in the development of a policy, product, decision or communication requirements.

All government services have a responsibility to be accountable and to meet community needs in setting priorities and allocating resources. This requires involving the community in decisions that affect their daily lives or local environment. It also involves informing the community about government priorities, expenditure and programs.

Consultation improves relationships by enhancing understanding, credibility and trust. It is the most effective means of establishing and maintaining productive relationships amongst stakeholders.

Community consultation is also good management practice because it enables effective planning and decision-making and reduces the risk and cost of unanticipated negative consequences of decisions.

However, consultation can be expensive and time-consuming, and it is important to be clear about your expectations and those of the participants. It is not necessarily appropriate for all stakeholders to have the same level of involvement in the decision-making process.

STEP 1 Understand the role of consultation for Council Road Safety Strategic Plans

There will always be a range of views on the issues, priorities and most appropriate strategies to address road safety within a community. The purpose of the consultation stage is to find a way of bringing these different perspectives together in the best interests of the community.

A useful way of approaching this is to consider how the road safety 'needs' of the community are determined from different perspectives.

Determining road safety needs

The crash data you have analysed in the previous stage is used to determine **relative needs**. This is defined by statistical indicators, usually in the form of comparisons between populations. As described in Section 3, crash and casualty statistics for the local area are compared to state averages and trends to provide this perspective on incidence and priorities. If the incidence of a particular type of crash is higher in the local community than elsewhere, this indicates a relative need to address that form of crash as a priority.

However, within the community there are road safety professionals with local knowledge. Local experts include Police, road authorities (TfNSW, Council managers) and health and education professionals. When consulted, these people are able to interpret and enhance the picture presented by the crash data. They may confirm the priorities suggested by the data or, by adding local intelligence, identify other priorities for action based on **expert-defined needs**.

The local community will also have their own **felt needs** and views on the road safety priorities. While the public may not be road safety experts they can still make a contribution to identifying road safety issues and priorities and are an important stakeholder to consider the views of when developing the Council Road Safety Strategic Plan. They travel around the local area regularly and may provide an additional perspective on safety priorities. See Case study 3.1 and Step 4, on the following pages, to help understand the community's role in the process.

Involving the community

Road block:

A group of residents have been lobbying the Council to replace a roundabout with a set of traffic lights as a part of the Council Road Safety Strategic Plan. Analysis of traffic volumes and crash incidence confirmed that the roundabout was an appropriate traffic management facility for the site.

Solution:

The Traffic Engineer and Road Safety Officer met with the residents to share this information and explain the relative crash risk and benefits of roundabouts compared to controlled intersections. The meeting was reported by the local paper and a more detailed article on the topic was subsequently published in the Council's residents' newsletter. A strategy to include a community communications process when new traffic facilities were decided was then included in the Council Road Safety Strategic Plan.

Incorporating a range of perspectives

The consultation stage in the development of a Council Road Safety Strategic Plan involves bringing together these different perspectives so that the 'felt' needs of the community are informed by the professional knowledge of experts and, where possible, tested against the data. By acknowledging the validity of all points of view, an outcome that satisfies all parties is more likely to be achieved.

It is the responsibility of the Council to ensure that sufficient information and time are allowed for consumers to make their decisions based on the available evidence. The provision of information and the opportunity to comment on decisions is likely to be more productive than randomised surveys of the community.

Using local media to provide information about the road safety issues and priorities being considered may be all that is required to achieve the consent of the local community.

Consultation often involves a developmental process. Over time, consultation can become a more equal relationship as all stakeholders learn more about the issues and the options.

Step 4, later in this section, discusses the level of involvement appropriate to each type of stakeholder.

Consultation roles and expectations

Effective consultation is not just a matter of who is involved, but also how they are involved and for what purpose. A great deal of ill will can be generated when there are misunderstandings about the nature of a consultation. Do not waste people's time if the outcomes are a foregone conclusion. Be mindful that community representatives are often volunteers giving up their own time, unpaid, to assist you in doing your job.

Before you undertake any consultation, ask yourself these questions.

1. What is the purpose of the consultation?
2. What is the scope of the consultation? What are the limitations?
3. What decisions have already been made? Why have they been made prior to consultation?
4. What impact will the stakeholders' input have? What is their role? Are they expected to:
   A. Identify issues?
   B. Identify solutions?
   C. Comment on proposals?
   D. Make decisions?
   E. Approve, endorse or sanction decisions?

STEP 2 Understand the different levels of consultation

People often assume that consultation always involves participative decision-making. However, consultation may include a range of activities, from simply keeping people informed through to actively involving them in decisions. Different groups will have different interests and roles in the process. The appropriate level will vary according to the circumstances and required outcomes of the consultation.

Consultation may be considered as operating at four different levels.

Information-Giving

One part of consultation is providing information about what you are doing. For some stakeholders, being kept informed is all that is required. It allows them to initiate contact if they wish to comment, object or be more closely involved in some way. Group communication methods (e.g. websites, social media, newsletters) are useful vehicles for this part of the process.

Information-Seeking

Consultation generally involves a research and data collection component. Information-seeking therefore refers to research methods where the communication flow is one-way. This may include surveys, questionnaires or focus groups, but its essence is that the scope of the consultation is defined in advance and does not provide an opportunity to raise other issues. It is an efficient means of obtaining information, provided you are asking the right questions.

Information-Sharing

Consultation that involves information-sharing is more dynamic. This is interactive two-way communication and is more able to accommodate qualitative information. It generally requires personal contact such as in-depth interviews or group activities such as focus groups, workshops or consultative committees. This level of consultation allows for the exchange of ideas and encourages the discussion of options and strategies. The scope and agenda for the consultation is more flexible and open to input from stakeholders.

Shared Decision-Making

The final level of consultation involves the equal participation of key interested parties in the decision-making process. Typically this is achieved though membership of steering committees or attendance at planning workshops.

Table 4.1 Some examples of the different levels of consultation

Consultation type	Information-giving	Information-seeking	Information-sharing	Shared decision-making
Advisory Committee			✔	
Community consultative committee			✔	
Community group meetings			✔	
Complaints resolution	✔		✔	
Discussion papers	✔			
Focus groups		✔	✔	
Mass media	✔			
Meetings with key individuals			✔	
Networking			✔	
Polling/surveys		✔		
Presentations to community groups	✔			
Promotions/campaigns	✔			
Public displays	✔			
Public forums			✔	
Public meetings			✔	
Publications (pamphlets, newsletters, etc.)	✔			
Reference groups			✔	
Research		✔		
Responses to inquiries	✔			
Seminar/workshops			✔	✔
Site inspections		✔		
Submissions		✔		
Telephone hotlines		✔		
Working parties				✔

STEP 3 Identify the road safety stakeholders

Who are the road safety stakeholders?

There are generally six groups of stakeholders with an interest in local road safety issues. Each of these groups should be consulted at some stage of the process, but you will need to determine the appropriate level of involvement in strategic planning for each of them. Broadly, the road safety stakeholder groups are as follows.

1. **Council.** Council staff and the elected representatives are the group who should be most closely involved at all stages in the development of a Council Road Safety Strategic Plan. You should have already engaged with key council stakeholders at the project outset. A table providing examples of the potential contribution to road safety for each operational area is provided in Appendix 3. Senior council managers should also be consulted, as well as members of the Council's Road Safety Advisory Committee, if one exists.

2. **Road safety agencies.** There are a number of organisations with a direct responsibility or interest in road safety. In NSW, the key road safety partners at the local level include the Ambulance Service, the Area Health Service, the Police and Transport for NSW including CRS.

Other organisations such as the IPWEA and the NRMA are involved through the provision of their Local Government Road Safety programs and other activities, but do not normally become directly involved in specific local projects.

3. **Service providers.** These include all those organisations whose services have some associated road safety implications or responsibilities. They include chambers of commerce; road safety education consultants, driving schools; hotels; the media; public transport providers; retirement villages; schools; services clubs; sport, recreation and entertainment venues; and other businesses.

These groups may be informed about the strategic planning process but would not normally be involved in identifying priorities or developing strategies. Their expertise and time can be more efficiently utilised at the action level when the specifics of implementing strategies are devised.

In some cases you may find you need to access the expertise of one of these organisations to develop strategies. Usually, however, the strategic plan will simply include a strategy to address the issue and note that Council will work with the relevant organisation.

4. **Road user groups.** Local community groups with an identified focus on road safety issues can provide a very valuable contribution to the planning process. As a general principle they should be involved in both the identification of issues and development of countermeasure strategies.

In some cases, individuals may be overly concerned with a single issue and unable to adapt to the broader perspectives required of strategic planning. It is generally a matter of trying to manage their concerns, however it is also worth remembering that, as volunteers, they do have limited time to devote to this subject and may be more effectively involved in specific projects later at the action plan stage.

There are a few locally established community road safety groups in NSW, most of which have a primary focus such as on young drivers (e.g. Rotary), fatigue (e.g. Driver Reviver) or motorcycle safety (Survive the Ride). Most councils will already have established links with these groups.

There are also a number of organisations which represent the interests of particular road user groups (e.g. Australian Trucking Association, Bicycle NSW, Motorcycle Council of NSW, NRMA, the Pedestrian Council of Australia). These organisations may be able to provide information on the needs of their constituents or links to local contacts.

Other local community organisations that do not have a primary focus on road safety may still be useful and able to provide a point of access for focus groups, surveys or meetings with these groups (e.g. Parents & Citizens Associations, driving schools, youth activity centres, senior citizens' centres).

In general, these groups would be involved later, during the development and implementation of specific projects, rather than at the strategic planning stage.

5. **Special-needs groups.** Groups such as young children, the elderly, people with a disability, non-English-speaking people and Aboriginal or Torres Strait Islander people often have special road safety needs. Council community development workers normally have well-established links with these groups and their representative organisations.

The planning process should be devised to ensure the needs of these groups are addressed. This may be effectively achieved through the Council's community development staff working with the relevant organisations. They may also provide a point of access for focus groups, surveys or meetings with these groups (e.g. schools, senior citizens' clubs, neighbourhood centres, bowling clubs, ethnic and Aboriginal community organisations).

Council community workers and other service providers may be very knowledgeable about the needs and issues of their particular client group, but you should be aware that those clients may not wish such workers to represent their interests. The general principle is that people have the right to decide how their interests should best be represented. This is where the 'information-giving' aspect is so important — people should be made aware of the process and their right to participate.

6. **The general community.** The community should be kept informed about road safety issues and new initiatives through Council communications and local media. This enables individuals to choose a higher level of involvement if they have a particular interest.

Who are the key stakeholders to be consulted?

A Council Road Safety Strategic Plan is a management tool that will be implemented by the Council. From the six groups listed above, the key stakeholders to be consulted are those who are directly or indirectly able to make a contribution to the road safety strategic plan's development or implementation. They should include:

- Council's elected representatives
- Council directors and managers
- Members of Council's Road Safety Advisory Committee

- Government agencies (e.g. TfNSW, Police and Area Health Service)
- Representatives of local road user groups (e.g. Community road safety groups, cyclist and motorcyclist groups, etc.).

These groups should effectively represent the most useful perspectives on local road safety issues for the strategic level of planning.

STEP 4 Consult the key stakeholders

How much should you consult?

The most appropriate form of consultations will vary in any project. It is important to consider what is in the best interests of the community.

Universal
In some instances it is necessary to give every individual concerned an opportunity for input into a decision (e.g. residents in a street targeted for traffic changes).

Representational
People are often willing to have their interests represented by others — either individual representatives or an advocacy organisation. The difficulty for the Council is in identifying the appropriate representatives. A selected sample of residents may not be representative of the views of broad sections of the community.

Table 4.2 The range of methods used for different levels of consultation in the development of a strategic plan

Consultation method	Information-giving	Information-seeking	Information-sharing	Shared decision-making
Mass and media release	✔			
Newsletter (in-house and community)	✔			
E-circular	✔			
Telephone survey		✔		
Print questionnaire		✔		
Focus group		✔		
Interview		✔	✔	
Consultative committees (consumer representatives)			✔	
Advisory committees (experts)			✔	
Planning meeting			✔	✔
Steering committee			✔	✔

Conducting stakeholder interviews

The recommended method of consultation with the key stakeholders is through information-sharing in one-to-one interviews. It is through the interview process that we identify the key road safety issues and strategies for addressing them.

The aim of the interviews with key external road safety stakeholders is to gain their perspectives on the key road safety issues and to generate ideas on how they could be addressed through coordinated approaches with the Council.

The aim of the interviews with Council managers and Councillors is also to identify road safety issues and consider what opportunities exist within their operational areas for making a further impact on road safety. For some, it will be in the way they deliver their own services (e.g. roadworks, fleet management, waste collection), while for others it will be by incorporating road safety considerations into their products (e.g. in the development planning and assessment process, or by encouraging community ownership of road safety in the conditions to be met for hiring Council premises).

Figure 4.1 provides an example of areas across a Council that could have a direct contribution to road safety. Appendix 3 provides ideas for the types of initiatives that might be appropriate for some of these areas. Key stakeholders from these areas should have been engaged at the outset (see Section 2 – Getting Started) and have had involvement already. However, it will still be important to consult formally with them at this stage. They may also lead some of the interviews, and you can work with them to bring the results together.

Figure 4.1 Example of a whole-of-Council consultation for a road safety strategic plan

Interviews provide an opportunity for individuals to clarify their own understanding and expectations of the Road Safety Strategic Plan. The interviewer may also use the opportunity to describe strategies implemented by other councils and invite comment on their relevance to the local operational context.

The outcomes of the interview process should be:

- Lists of issues
- Ideas for how these issues should be addressed
- Information on strategies that are already in place.

This material forms the basis for discussion and debate at the stakeholders' planning workshop (see Section 5).

CASE STUDY 4.2

The importance of consultation

Situation:
Data analysis indicated that the incidence of crashes on a particular rural road had declined significantly in recent years.

Solution:
It was only in the interview with the local SES manager that the reason for the apparent improvement was understood. The road led to a popular camping place on the edge of the local dam. In the past a number of serious crashes had involved campers drink driving between the camping ground and the nearest liquor outlet. The SES manager suggested that the only reason the data showed an apparent improvement was that the water level was very low due to the drought, which meant that no one was camping out at the dam. A strategy was included in the strategic plan to address the issue of drink driving at the dam once the drought broke.

Interview strategies

1. Plan the timing of your interviews to avoid clashing with high work demand periods (e.g. Annual reports, Council meetings) or periods when people may be otherwise unavailable (e.g. school holidays, conferences)

2. Make appointments well in advance to ensure interviewees are available and have sufficient time to prepare. Send a letter or email confirming the date, time, venue, anticipated duration and purpose of the interview. Don't forget to send a thank you letter after the interviews

3. Avoid interruptions and distractions by using an interview room rather than meeting with people in their own workspaces

4. Try not to interview more than five managers in a single day. If you are tired you will not be able to give them your full attention and may lose the opportunity to establish an ongoing working relationship

5. Do not think of the meeting as simply an information-gathering exercise: it is the first step in your negotiations to increase the role of road safety in their operations. Be prepared

6. Make sure you understand the nature of the interviewee's role and responsibilities before the interview. Gather examples of road safety initiatives that are used by managers in their position in other councils

7. Have some relevant data available which you can use to increase the interviewee's knowledge of crash risks relevant to their area. For example, data on youth crash involvement may be of value in discussion with the Council's youth development or community development managers

8. It may be helpful to have an organisational chart at the interview. This may be used to illustrate relationships between operational units that provide opportunities for road safety initiatives between stakeholders

9. Prepare a list of questions. Think about what you want to ask the stakeholders before conducting the interview to get the most out of it, including specific questions relevant to the different stakeholder roles

10. Take notes. It is generally more time-effective to make notes during an interview than to rely on recording for subsequent transcription. Recordings are most useful as a backup to clarify your notes

11. Interviews should cover what is already being done in addition to exploring what else could be done. It is important to understand and acknowledge what is already being done before focusing on what else should be done.

In some instances, rather than devising new strategies, it may be that existing practices can be enhanced through cooperation between stakeholders. It is always useful to emphasise that you are not simply suggesting that people take on new tasks, but rather that they explore different ways of doing things.

Interview questions

An interview schedule may cover the following broad questions:

1. What do you see as the major road safety issues in this area? Why these issues?

2. How does your section (or organisation) currently impact on road safety?

3. Describe your existing policies and practices.

4. What else could the Council and your section/organisation do to further improve road safety in this area?

5. What would you like to see other areas do?

Try to cover each road safety issue from the perspective of one or more of the seven local government key road safety strategic issue areas, which are:

A. Road user behaviour

B. Community involvement

C. Road environment

D. Land use planning and management

E. Transport planning

F. Vehicles and equipment

G. Strategy coordination and communications.

For example, in a discussion of safety around schools, the discussion could explore a range of ideas including: What parents and teachers could do, possible changes to the road or school parking areas, school bus services, and enforcement options.

Many councils use consultants for this aspect of the planning process, enabling them to draw on the consultant's extensive experience of road safety initiatives by other councils. There may also be an advantage in bringing in an 'expert', particularly for dealing with senior managers if the project manager is a relatively junior person in the Council hierarchy. See Appendix 4 for information on how to engage and brief a consultant.

Building working relationships within the Council

Road block:

In an urban Council in a rapidly developing area, a newly appointed project manager decided that a series of meetings with managers would be the most effective way of understanding the operational culture and politics of the organisation. However, the meetings proved difficult to arrange and the manager of Planning was particularly unsupportive of any moves to involve his staff.

It became apparent that the business structure of the Council discouraged initiatives that were not directly related to each individual section's responsibilities. The property boom in the area had substantially increased the workload for the Planning division and this explained the manager's lack of support for road safety initiatives.

Solution:

Armed with this knowledge, the project manager modified the project strategy to minimise the time demands made on other sections. This involved arranging individual meetings at the managers' convenience, and ensuring managers were well briefed by letter or email prior to the meetings. The meetings enabled the project manager to identify strategies that could reduce the individuals' workload while reaping road safety benefits. The project manager established a working relationship with each section, and over time was able to engage them in developing further ideas and strategies for a Road Safety Strategic Plan. In this way a draft strategic plan was produced, distributed for comment to all those involved and, after some modifications, approved by Council.

Community consultations

Initial consultation to develop the framework and content of the plan should involve the experts: that is, the Council staff and external stakeholders, including local road user groups. Their role should include identifying issues and priorities and developing strategies to address them.

At this stage the general community should be kept informed about the process. Consultations with the wider community should be deferred until this framework has been developed and can be put on public display. In this way community input can be used as a reality check for the framework and to identify, test or refine the strategies and actions for addressing the issues. This means that rather than involving the community in the development of the broad strategies in the Road Safety Strategic Plan, they should be involved in the subsequent development of specific projects to implement those strategies.

The benefits of community consultation include insight into:

1. local issues and priorities which may otherwise be obscured by data collection procedures/analysis
2. local issues and priorities which may otherwise be obscured by regional or state priorities
3. community perceptions and awareness of road safety issues
4. community road safety attitudes and values.

As well as:

- improved community awareness of road safety issues
- increased community ownership of road safety issues and solutions
- increased awareness of the Council's role in road safety
- leverage for action within Council as a result of the consultations.

Involving the community

Road block:

A group of residents were lobbying their Council to seal a gravel road that ran past their properties. However, Council had determined that the sealing works could not be funded from within the Council budget and would require funds from other government sources.

Solution:

Although the residents' focus was on a single issue, the project manager invited a representative of the group to take part in the consultations for the Road Safety Strategic Plan. As a result the plan included a strategy to review the process by which road upgrade programs were prioritised and include criteria based on crash data and road safety audits. The experience also enabled the residents to gain a wider perspective on the road safety issues and priorities for the LGA as a whole.

Community consultation as a strategic option

Sometimes there are circumstances in which more extensive community consultation is appropriate or necessary. This typically occurs when there is insufficient support within Council for road safety initiatives (see Case study 3.5). However, the most appropriate method is to ensure support is obtained from Council senior managers, without the need to consult with the community.

Using community consultation to increase Council support

Road block:

In a large city council in an urban area, it was evident that the project manager's priority for the development of a Road Safety Strategic Plan was not shared by other sections of Council. On a number of occasions, items put up for approval at meetings were held over for successive meetings.

Solution:

The project manager undertook a program of targeted community consultation. Having identified the major road safety issues based on crash statistics and in consultation with the Traffic Engineer, the RTA and local Police, the project manager worked through community-based service providers to reach the key groups identified. These included a number of different cultural groups, youth and elderly people. The process involved attending meetings and functions and conducting focus groups and structured surveys. Interpreters from the local community health centre translated the questionnaires for the non-English-speaking groups where necessary.

The consultations did not identify any new issues but were useful in identifying areas for community education programs. The level of community interest and concern was, however, significant, and had an impact on the Council, causing it to reassess its priorities in relation to road safety.

Consolidating the results of the consultation

Following the interviews you will have a lot of information about the perceived and known road safety issues, what stakeholders are currently doing to address them and what else they feel can be done. To help guide the stakeholder workshop to develop the plan (see Step 2 in Section 5), it will be useful to collate this information. List out the current issues, current countermeasures and potential future strategies, each under the seven local government key strategic issue headings. This can be reviewed and discussed at the workshop.

CHECKLIST

☐ *Do you have a list of all internal and external stakeholders?*

☐ *Have you determined the level at which each stakeholder should be consulted?*

☐ *Do you have a communication strategy for those who are only to be kept informed?*

☐ *Have you planned your interview program to ensure it is a productive exchange for both parties?*

☐ *Have you sent written confirmation of the time, day and purpose of each interview?*

☐ *Are you well briefed on the nature of each interviewee's role and on potential opportunities for them to make a further contribution to road safety?*

☐ *Have you sent a written thank you note to all interviewees?*

☐ *Have you listed the current issues, countermeasures, and potential future strategies raised from the consultation, ready for the stakeholder workshop?*

DEVELOPING THE PLAN

DEVELOPING THE PLAN

The development stage is the core of the whole project because it is during this stage that the objectives of the plan are determined and strategies are negotiated with key stakeholders. However, the groundwork for an effective development stage is laid down at the outset of the project (see Section 2).

So far in the process you have completed the following stages.

1. Worked out your project strategy: identified allies, established a management structure, selected a development process, identified resource requirements, and worked out a budget and timeline.

2. Identified key issues: used crash and injury data to identify key issues in consultation with Steering Committee, managers, relevant Council staff and external stakeholders; communicated these issues to Council and senior managers for their endorsement.

3. Undertaken consultations: interviewed Council managers and Councillors to identify road safety issues and consider what opportunities exist within their operational area for making a further impact on road safety; interviewed external stakeholders to identify road safety issues and opportunities for their intervention and cooperation with the Council, and to seek their views on road safety priorities and how they can work with Council to address them;

Now it is time to present your findings to your key stakeholders at a workshop where they can work together to develop a draft plan. The steps on the following pages will help you to do this.

STEP 1 Integrate the Road Safety Strategic Plan into the Council's Community Strategic plan

The integration of road safety into the Council's Community Strategic Plan is essential for it to be included for funding in the four year Delivery Plan and annual Operational Plans. This process will be handled by those responsible for preparing and updating the strategic plan. Talk to the person responsible about their requirements for making the format of the Road Safety Strategic Plan suitable for their process. At the most basic level this may mean simply ensuring that the format of the plan is compatible with the key directions of the Strategic Plan. However, the actions in the Road Safety Strategic Plan should have a clear link to the areas within the Council's Community Strategic Plan. There should be other council-wide plans or reporting procedures (e.g. State Of The Environment Report) that will provide a useful model for you to follow.

The Road Safety Strategic Plan should document the road safety issues affecting the LGA to provide a basis and justification for their implementation. The Council's planning process can then address the issues identified in the Road Safety Strategic Plan and, where funding is available, specify projects within the Development Program and Operational plan to address the identified road safety issues. Bear this in mind when conducting the stakeholder workshop (step 2) to ensure the actions identified can align with the Community Strategic Plan, and consider which are the priorities for the first year to include in the Operational plan.

See Section 2, 'How your plan fits within the Council's planning process', for more information.

STEP 2 Conduct a stakeholders' workshop

The objective of a stakeholders' workshop is to provide an opportunity for all those who will be involved in implementing the plan to work together to set priorities and objectives and to agree on strategies and responsibilities. The outcome will essentially be your draft Road Safety Strategic Plan. Other stakeholders who will be less directly involved in the implementation may also be involved in the workshop.

Participants at the workshop should include the key stakeholders within Council who have been involved in

development of the plan, as well as all those who took part in the interviews and other forms of consultation (e.g. members of the Steering Committee). They could also include additional people with a specific interest or operational experience relevant to the strategies being considered. For example, a number of people may need to be involved to determine a strategy that effectively incorporates road safety criteria into the development assessment process.

The number of people who should attend a stakeholders' planning workshop will vary according to the size of the Council and type of community. Strategic planning workshops will work best if numbers are restricted to those most likely to be involved in the implementation of the strategies and those who are in a position to make decisions. The interview process typically generates a wide range of ideas, all of which have to be considered and, if accepted, refined at the workshop. Less than 15 may be too few people to review and revise all the strategies that are presented for consideration. More than 30 people may become too unwieldy to allow for meaningful discussion and debate.

However, a group of any size can be accommodated by appropriate processes and a skilled facilitator. Essentially the objective is for the groups to consider whether/ how each section of the Council, working with external partners, can make an increased contribution to road safety in the local area. This has to be considered in the context of competing priorities and responsibilities under the Community Strategic Plan.

The workshop process

A typical workshop will take at least four hours. It is best to schedule a morning workshop and provide a light lunch so that there is some flexibility regarding the completion of the workshop if necessary. Preparation for a workshop should include all the information and resources necessary for participants to make decisions. The type of information will include:

- The results of the analysis of local crash statistics that demonstrate key local road safety issues and which can be used to justify priorities

- Other information on road safety issues from the perspectives of local service providers (e.g. Health, police, schools and council management); this will include the issues raised by stakeholders during the interviews

- Lists of strategies based on the stakeholder consultations; these should be sorted into separate lists under the seven local government key strategic issue headings

- Examples of other council's road safety strategic plans as a source of inspiration and ideas.

This material forms the basis of the Road Safety Strategic Plan. Details of existing road safety programs should also be included (as ongoing practices or works in progress) in order to provide a complete picture of the Council's approach to road safety. Table 5.1 offers a possible approach to conducting a stakeholders' workshop.

Table 5.1 Workshop program

Agenda	Process
Crash and casualty profile for the LGA	**Presentation** on crash incidence, risk and road safety issues in the LGA. The first part of the workshop should ensure participants are up to date with the types of road crashes that occur within the LGA in order to determine the priority road safety issues to be addressed in the plan.
Issues, priorities and objectives	Participants work in small groups to determine **priorities and objectives** for the Road Safety Strategic Plan. It is helpful to provide a draft set of priorities and objectives for the group to work on. This can be based on the results of the consultation. People find it easier to respond to a draft than to start with a blank sheet of paper. The outcome should be an agreed list of priorities and objectives for the Road Safety Strategic Plan.
Strategy development	Participants work in small groups to review the **current and proposed strategies** identified during the interview stage. These should be sorted under each of the seven key road safety strategic areas and provided as handouts. The group process should allow each individual the opportunity for input into each strategic area. This means that sufficient time should be provided for groups to comment on each other's decisions.

Agenda	Process
Strategy development *cont.*	The operational unit of the Council that will be accountable for the implementation of each strategy should be documented. Strategies should always be expressed in terms of the Council's role even if that involves working with external stakeholders.
	The outcome should be a series of lists of strategies to address the agreed priorities and meet the objectives of the plan.
	Provide copies of the Council's Community Strategic Plan so participants can refer to this and consider how the proposed road safety strategies link to this.
Prioritisation	Collate all the strategies and as a group try to prioritise them based on the road safety risk addressed, and expected time to implement. This will guide implementation of the plan, and identify actions for inclusion in the one year Operational Plan.

Circulate the outcomes to participants for comment

At the conclusion of the workshop, write up the outcomes of the groups' decisions. The document should include the road safety issues (crash and casualty profile for the LGA), the priorities and objectives, and proposed strategies under each of the seven key road safety strategic areas.

This document should be then be circulated to all stakeholders for refinement and endorsement. Once feedback has been received, make any necessary refinements to the document. This document is essentially your Road Safety Strategic Plan.

CHECKLIST

- [ ] *Send copies of the agreed priorities, objectives and strategies from the workshop to each person who has been involved in either the interviews or workshop, including anyone who was invited but unable to attend.*

- [ ] *Copies should also go to anyone who has not been involved in the consultation process but has now been assigned responsibility for the implementation of a strategy.*

- [ ] *Include a covering letter thanking people for their involvement to date, and requesting that they review the proposed contents of the strategic plan.*

- [ ] *Set a deadline for their response and ask them to advise you if that date is not convenient and they would like an extension.*

- [ ] *On the day of the deadline, email anyone who has not yet responded and ask whether they need more time or do not wish to comment as they are happy with the contents of the plan.*

- [ ] *Offer to meet with any managers who have been assigned responsibility for the implementation of specific strategies. This is most important if the manager was not personally involved in the workshop and in some cases this may require negotiating a modification or even deletion of a strategy.*

- [ ] *Be prepared to negotiate and discuss ways of assisting managers to obtain the resources they need to implement their assigned strategies. This may involve ensuring the project is listed in the next update of the Community Strategic Plan and/or included in the budget estimates for the directorate. In some cases it may involve exploring opportunities to find funding through a project grants program or by working together with other areas of the Council or even with other councils.*

Alternative approaches

The sequence of activities outlined in this section assumes a level of support and a time commitment from senior managers and external stakeholders that may not be available in all councils. In such councils an alternative strategy should be devised to use the identified allies and assets (see Section 2) and build on their strengths (see the Alternative routes, opposite).

The integration of road safety issues into Council operations involves a cultural change which will take time. Every council will be at a different stage of readiness to accept the concept of Road Safety Strategic Planning.

For example, the sequence of activities in this Guide suggests that consultation followed by a group planning session or workshop is likely to produce more effective strategies that are tailored to the operations of the relevant section. However, this may not be perceived as time-efficient by the relevant manager. Other options include the following.

Individual meetings. Arrange individual meetings with key people at which you canvas various ideas for strategies. Once they are engaged to this extent, you may be successful in asking them to delegate a more junior person to attend the workshop.

Workshop input. Invite key stakeholders to attend the workshop without any prior meetings or interviews. They may not have been involved in the initial drafting of strategies at the consultation stage, but at least they can be involved in determining objectives and refining and negotiating the strategies. The success of this approach will depend on the quality of the information and ideas provided at the workshop.

Devise first, then consult. Devise strategies in a draft plan for subsequent negotiation. While it is preferable to devise strategies in consultation with those responsible for their implementation, it is also possible to work the other way around. Sometimes busy people prefer to respond to ideas after someone else has worked out some of the details. Again, this puts more of a burden on the project manager to understand how different sections of the council operate and deliver their services.

Work externally. If there is insufficient support from within Council, it may be necessary to place more focus externally by working with road safety stakeholders, and community organisations.

Get internal managers involved. Sometimes the only option will be to develop a Road Safety Strategic Plan with minimal input from internal managers. Such a plan cannot create commitments on the part of those managers, but may include strategies to involve them in the development of new policies and procedures. This may not be the ideal approach, but it will be a first step on the way to achieving integration of road safety into council-wide management.

Remember that the 'ideal' process is effective only when it is possible. There are many other ways of reaching the same end. The case studies inserted throughout this Guide also illustrate the different approaches taken by project managers to problems they encountered in the development of a Road Safety Strategic Plan.
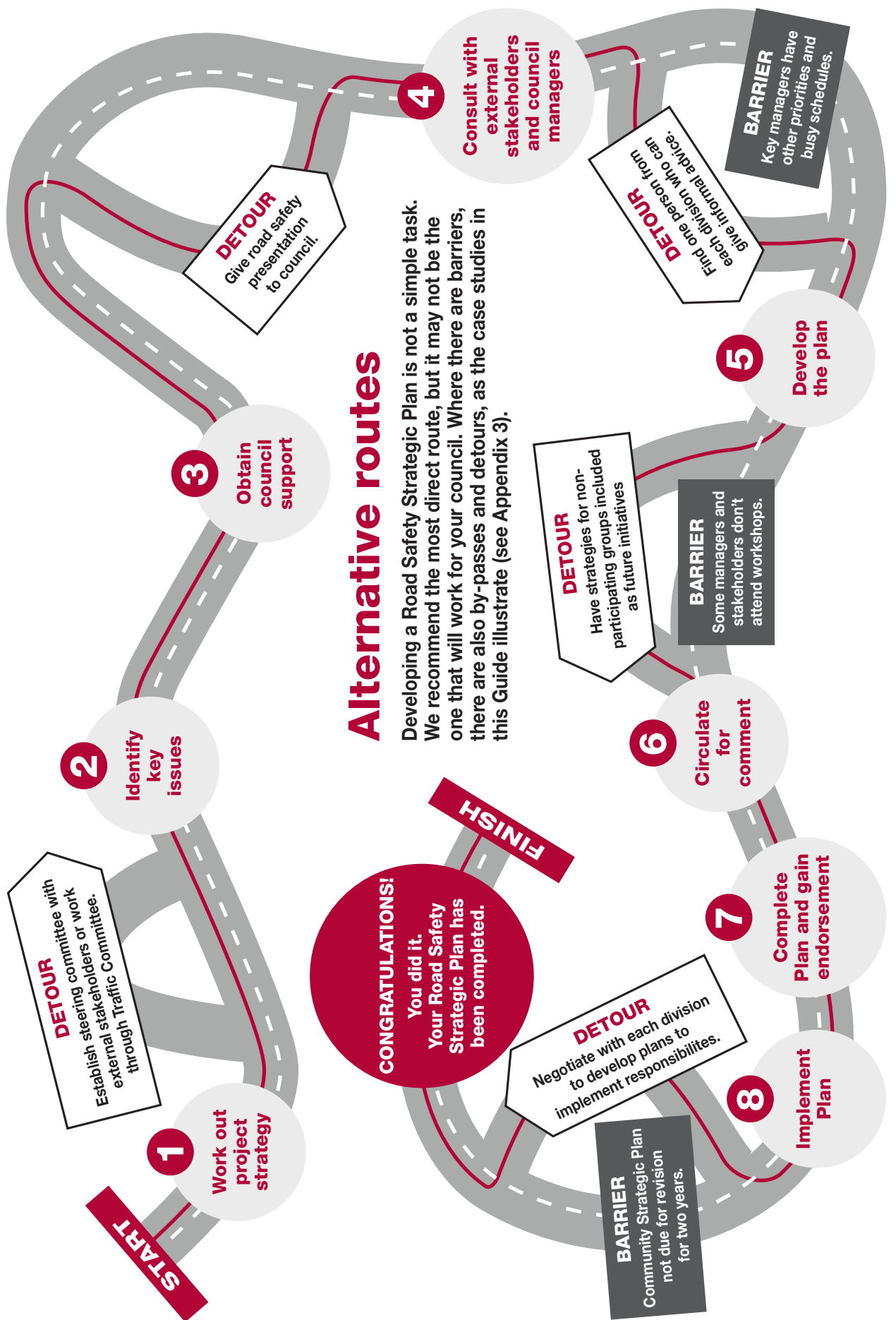
Alternative routes

Developing a Road Safety Strategic Plan is not a simple task. We recommend the most direct route, but it may not be the one that will work for your council. Where there are barriers, there are also by-passes and detours, as the case studies in this Guide illustrate (see Appendix 3).

START

1 Work out project strategy

DETOUR Establish steering committee with work external stakeholders or through Traffic Committee.

2 Identify key issues

3 Obtain council support

DETOUR Give road safety presentation to council.

4 Consult with external stakeholders and council managers

BARRIER Key managers have other priorities and busy schedules.

DETOUR Find one person from each division who can give informal advice.

5 Develop the plan

DETOUR Have strategies for non-participating groups included as future initiatives

BARRIER Some managers and stakeholders don't attend workshops.

6 Circulate for comment

7 Complete Plan and gain endorsement

8 Implement Plan

DETOUR Negotiate with each division to develop plans to implement responsibilites.

BARRIER Community Strategic Plan not due for revision for two years.

FINISH

CONGRATULATIONS! You did it. Your Road Safety Strategic Plan has been completed.

Figure 5.1 Make use of additional strategies to support the Road Safety Strategic Plan

It is important to include processes for implementation, monitoring and reporting within the draft plan. The 'champion' you identified earlier should be able to help drive the initial development and implementation process of your Road Safety Strategic Plan. However, to ensure that the implementation of the Road Safety Strategic Plan continues to be given an appropriate level of priority in the longer term, the following strategies may also help.

1   **Remember to design the Road Safety Strategic Plan to suit the Community Strategic Planning process**

    Ensure the actions within the Road Safety Plan have clear links to the Community Strategic Plan. Provide the Strategic Planning Unit with the Road Safety Strategic Plan, including a list of which strategies are to be implemented by each division. This way, the unit will ask about them when they are seeking information for the latest update of the Community Strategic Plan.

2   **Include a requirement for an annual report to the Council**

    Within the plan include a requirement for the senior manager (your road safety champion) to make an annual report to Council on the implementation progress and achievements of the Road Safety Strategic Plan.

3   **Hold managers accountable**

    Provide individual lists of strategies to each nominated responsible manager in a text-based (e.g. Microsoft Word) format for incorporation into their own annual action plans to ensure the action is progressed. Request regular updates on the progress of each strategy so you are aware of its progress, as well a more detailed update for the annual report to Council.

4   **Set up ways to monitor your work**

    Evaluation of the plan should be built into the design. When developing the plan think about how you may want to monitor progress and evaluate key elements (see step 2 in Section 7 for more information). This will provide information on emerging issues, enable continuous improvement in delivery over time, and make it easier to collect the bits of information you need for any later evaluation activities.

5   **Establish a communications program**

    Keeping Councillors and staff up to date with the progress of the Road Safety Strategic Plan will maintain a high profile for road safety as a function of Council. Update them on local road safety issues and the implementation of the Road Safety Strategic Plan through management presentations, the traffic committee, and the staff and residents' newsletters.

6   **Inform all new staff and managers about the Road Safety Strategic Plan**

    Establish a practice of informing new staff on the issues of road safety in the LGA and the Council's Road Safety Strategic Plan, to ensure they contribute to the implementation of any relevant actions in the plan. Arrange meetings with new managers to alert them to the Road Safety Strategic Plan, particularly where they are responsible for the implementation of strategies, and ensure they are aware of their reporting requirements.

CHECKLIST

- [ ] *Have you made provision to ensure the Road Safety Strategic Plan will be incorporated in the Community Strategic Plan?*
- [ ] *Have you allowed sufficient advance notice of the stakeholders' workshop to ensure all key participants are able to attend?*
- [ ] *Have copies of the draft plan from the workshop been circulated to all participants and those who were unable to attend, and to any others who have been assigned responsibility for the implementation of strategies?*
- [ ] *Are processes for its implementation, monitoring and reporting embedded in the draft plan?*

CASE STUDY 5.1

Lack of Council support

Road block:

In one council, the project manager had difficulty establishing a Road Safety Strategic Plan steering committee. There was a general view that road safety was a traffic issue and not the responsibility of other sections.

Solution:

The project manager devised a project strategy that focused on external stakeholders and the community. The strategy involved a community education campaign about road safety issues, based on crash statistics and the benefits of having a Road Safety Strategic Plan. This included a column in the local newspaper, which provided monthly progress and activity reports. The campaign successfully created a level of awareness in the community about the Council's role in road safety. The project manager built on this awareness by conducting a telephone survey of a sample of residents to identify their road safety concerns and priorities. The external orientation of the consultations provided a level of credibility for the project which would have been difficult to achieve working internally.

PRODUCTION AND COMPLETION

PRODUCTION AND COMPLETION

Once you have circulated the outline or draft of your Road Safety Strategic Plan to all relevant stakeholders, received their feedback and incorporated any changes, you are now ready to produce the final document.

In order to be effective, a strategic plan needs to be designed and presented in a way that is accessible to its primary audience. The primary audience for a Road Safety Strategic Plan would generally be the key stakeholders — that is, those people who are expected to use it and integrate it into the planning of their own activities.

The document should be available publicly in the interests of accountability and community relations but does not need to be widely distributed in the community. It may be appropriate to produce a shortened version summarising key points and raising issues for community action.

Designing an effective document

The Road Safety Strategic Plan should be designed as a working document. It should be designed to be accessible, and complementary to divisional work plans and the Council's Community Strategic Plan.

Look at the other plans, strategies and working documents that form the basis of Council operations. How are they used? Ask key people to recommend examples that they feel work well.

What is it about the recommended documents that people like? Is there something about the layout that makes them easier to use than other documents? The following areas should help you to identify the features of documents that have proved effective in your Council. More detail is provided in Appendix 5.

Writing the Road Safety Strategic Plan

Looking at other Council publications may give you some ideas about how to design your plan. There may be an established format for your Council's plans. Even so, there are a number of decisions you will need to make regarding the production of the document. These include design, layout, editing, illustrations, desktop publishing, cover artwork and printing. Some of these services may be

provided in-house, others you will need to contract out. It is often more cost-effective to contract specialist work out than to spend long hours trying to do it yourself.

Suggested table of contents, outlining a structure for a Road Safety Strategic Plan, is on the next page.

Writing, layout and design

The layout of the document should be inviting. You want people to be drawn into reading it. Headings and illustrations are the most obvious way of attracting such attention. Headings give the reader a road map to follow. When set out in the table of contents, the headings should give an overview of the whole document.

Do not assume that people will read the plan from cover to cover. Rather than reading it all in detail, many will go straight to the crash data and then to the strategies to see how they relate to their own interests and responsibilities. The layout of the 'Strategies' section is therefore particularly crucial. More detail is provided in Appendix 5.

Presentation for approval

The most efficient approach to publication is to ensure that content is approved prior to desktop publishing and printing. Some Councils may require a document to be completed to print-ready stage before final approval will be given. The print-ready document may then be released on public exhibition for comment. Note that this can be

an expensive process if changes are required and the document has been desktop published by contractors. More detail about publishing the document is in Appendix 5.

SAMPLE TABLE OF CONTENTS

Printing and distribution

Once the final layout has been delivered by the desktop publisher, it is essential to have the document proofread before being sent to print. It is also wise to have the contents checked by your senior manager to ensure there are no unexpected problems once the document has been printed. Most councils will have an established process for checking documents for approval to print.

To help hold operational managers within council accountable for delivery of their part of the Plan, you may also like to provide them with a separate list of strategies they are responsible for delivering, along with the whole plan.

How many copies should you print?

Once approved, you are ready to print your Plan. The minimum you will need is one copy for each Councillor, director and key external stakeholder (Police, TfNSW, etc.) and a copy for yourself. Electronic (PDF) copies can be made available to all other stakeholders.

CHECKLIST

- [ ] *Have all the strategies been agreed to by those named as responsible for their implementation?*
- [ ] *Has the document been proofread by an independent reader who has not been involved in writing it?*
- [ ] *Are all the graphics and photographs numbered and captioned?*
- [ ] *Do the photographs show people doing the right thing on the roads (e.g. wearing seatbelts, crossing safely, wearing helmets)?*
- [ ] *Do you have copyright permission to use the photographs?*
- [ ] *Do all graphs have legends to explain their contents?*
- [ ] *Are the heading styles consistent, in terms of font style and size, and the use of bold and capitals?*
- [ ] *Have the spelling and grammar been checked?*
- [ ] *Has the spelling of all proper names (people, organisations and places) been checked?*
- [ ] *Are page numbers correct?*
- [ ] *Does the glossary include all technical terms?*
- [ ] *Are all acronyms explained?*
- [ ] *Has the content of the plan been approved?*

REVISING/UPDATING AN EXISTING ROAD SAFETY STRATEGIC PLAN

REVISING/UPDATING AN EXISTING ROAD SAFETY STRATEGIC PLAN

The first Road Safety Strategic Plan is probably the hardest work, not because there are more tasks to complete, but because you are treading new ground and having to establish relationships as the basis for the planning process.

The actual process the second time around is very similar, with the exception that you are now working from a benchmark and have a basis for comparison.

STEP 1 Analyse the current data

An analysis of crash data should be undertaken, comparing the current period with the period immediately before the previous plan was implemented.

It is always interesting and worthwhile to examine trends on a year-by-year basis. It is unwise, however, to have high expectations of significant changes in crash incidence at the local level due to the vagaries of chance when dealing with relatively small numbers.

If you do identify an improvement in crash incidence, this should be reported as a part of the background to the new plan — but be cautious about claiming responsibility for any change.

STEP 2 Evaluate the existing Road Safety Strategic Plan

Evaluation can be defined as an objective process to judge the merit of an initiative, by comparing information on selected criteria according to a set standard. Evaluations also often aim to understand why something works or doesn't work, and under which circumstances.

Evaluation is one of a number of activities that could be undertaken to assess performance in some way. The nature and scope of these activities varies according to circumstance. They can be described as follows:

- Program reviews – these typically have a narrower more operational scope than evaluation and are focused on questions of efficiency.

- Performance monitoring (such as reporting on Key Performance Indicators) – this has a relatively narrow focus. It aims to flag emerging issues on an ongoing basis and addresses questions of effectiveness and efficiency in a limited way.

- Benefit Realisation – this is a method to assist in the management of the whole life cycle of programs and projects. A good Benefit Realisation process can facilitate an evaluation as it requires program owners to articulate "benefits" (outcomes) up front and to consider how the benefits will be measured over time.

There are a number of questions to be asked when evaluating a strategic plan. Hopefully the Council's previous Road Safety Strategic Plan will have included implementation and monitoring strategies, including an annual progress report to Council. A study of these annual reports should provide a comprehensive understanding of what has and has not happened.

The evaluation process can also be incorporated into the development process for the next plan. The most simple and straightforward way is simply to ask the relevant responsible managers a series of questions as a part of the interview process for the next plan.

1. How many of the strategies were actually implemented?

2. How many are completed and how many are in process?

3. Where strategies have been implemented, what are the outcomes? Did the strategy achieve the intended outcomes or is it likely to achieve them in the foreseeable future? (See Table 6.1.)

4. If the strategy has not been implemented or if something has gone wrong with the implementation, what happened? What went wrong? How can you learn from this experience? What should you do next?

Note that more detailed assessment may be warranted depending on the circumstances, and there are many types of evaluation that could be undertaken. Typical types of evaluation are:

- Outcomes evaluation – evaluation that focuses on the changes caused by an initiative. Changes may relate to behaviours, attitudes, events or circumstances
- Process evaluation – evaluation that focuses on the content, implementation and activities. It assesses the extent to which the initiative has been designed and implemented effectively
- Monitoring – regular reporting of key metrics relating to process or outcomes.

Whatever the evaluation activity, where possible they should be:

- built into strategy design up front
- methodologically rigorous, with appropriate scale and design
- conducted with the right mix of expertise and independence
- timely to support and influence decision-making
- transparent and open to scrutiny.

Write a summary report to include in the new plan. This can be as simple as inserting an additional column into the 'Strategies' section of the original plan and noting outcomes.

Table 7.1 A coding system for evaluating the implementation of strategies

Outcomes	Example
Achieved (benefits demonstrable)	Twenty per cent reduction in the number of pedal cycle casualties who were not wearing a helmet.
Maturing investments (benefits on track)	Increasing number of children and parents attending Cycle Week events.
Longer term gains (benefits anticipated)	Council approved the development of a cycle track upgrade that will provide access to safe off-road cycling in the LGA.

STEP 3 Develop the strategy

The strategy development process for the revised plan is similar to the initial process, but again the discussion takes place in the context of what has been achieved to date.

In some cases, strategies that have been implemented will be removed from the updated plan, but often the revised plan will include a modified version of the original strategy.

For example, if the first plan included a strategy to develop a policy on responsible service of alcohol at events held on Council premises, the revised plan may include a strategy such as 'To continue to implement the policy on responsible service of alcohol'.

CASE STUDY 7.1

Internal communications

Road block:
The review of the previous strategic plan found that none of the strategies assigned to the planning department had been implemented. Further investigation revealed that the Director of Planning had left the Council shortly after the first plan had been finalised. His replacement had stayed for less than one year and had also moved on. The current director had not been aware of the existence of the plan.

Solution:
It was resolved to include reference to the Road Safety Strategic Plan in a general information session on the Council's planning systems as a part of induction for all new staff.

In addition, if regular progress reports are not received by any area responsible for implementing strategies, the project manager will follow up with that area to identify the reasons and resolve.

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APPENDIX

APPENDIX 1

Checklist for the development of a road safety strategic plan

SECTION 2: GETTING STARTED

- [ ] *Identify allies and assets*
- [ ] *Establish a management structure*
- [ ] *Workout the additional assistance you will need*
- [ ] *Devise a development process*
- [ ] *Work out a budget and timeline*
- [ ] *Understand your Councils planning and reporting process*
- [ ] *Obtain Council support*

SECTION 3: IDENTIFYING THE ISSUES

The following table (Appendix 1.1) indicates the sources of information and how they contribute to the planning process including levels of involvement in the development and approval process.

Table Appendix 1.1

Sources	Actions involve	Issues	Priorities	Objectives	Strategies	Responsibilities	Actions
Council	Traffic Committee data	✔					
	Traffic studies	✔					
	Crash insurance records	✔					
	Public liability claims	✔					
	Community Strategic Plan	✔					
	Social Plan	✔					
	Pedestrian, Pedal cycle plans	✔					
	Risk management plans	✔					
	Other plans and reports	✔					
Road Authority	LGA, Region and State crash data	✔					
	Traffic counts	✔					
	Black spot reports	✔					
Police	Enforcement counts	✔					
	Property only crash counts	✔					
	Licensed premises/alcohol accord	✔					
	Other intelligence on crash sites and road user behaviour trends	✔					

Sources	Actions involve	Issues	Priorities	Objectives	Strategies	Responsibilities	Actions
Area Health Service	Road crash injury hospital admissions,	✔					
	Drug and alcohol abuse prevention programs	✔					
	Strategic/management plans	✔					
Australian Bureau of Statistics	LGA demographics Journey to work data	✔					
Road safety partners	Community Health Service	✔	✔	✔	✔		✔
	Police	✔	✔	✔	✔	✔	✔
	Road Authority	✔	✔	✔	✔	✔	✔
	Council managers	✔	✔	✔	✔	✔	✔
	Elected representatives	✔	✔	✔	✔		✔
Road user groups	Pedestrians	✔		✔	✔		✔
	Cyclists	✔		✔	✔		✔
	Motorcyclists	✔		✔	✔		✔
	Private vehicle drivers	✔		✔	✔		✔
	Professional drivers	✔		✔	✔		✔
	Heavy vehicle drivers	✔		✔	✔		✔
Special needs groups	Children	✔		✔	✔		✔
	Elderly	✔		✔	✔		✔
	People with disabilities	✔		✔	✔		✔
	Culturally and linguistically diverse groups	✔		✔	✔		✔
	Aboriginal or Torres Strait Islander peoples	✔		✔	✔		✔
Service providers	Ambulance	✔	✔				
	Driving schools	✔	✔				
	Public transport	✔	✔				
	Age services	✔	✔				
	Service clubs	✔	✔				
	Schools	✔	✔				
	Local media	✔	✔				
	Sport and recreation venues	✔	✔				
Community	Residents	✔					
	Local businesses	✔					

SECTION 5: DEVELOPING THE DRAFT PLAN
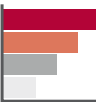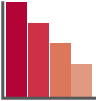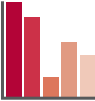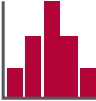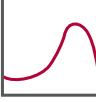
- [ ] *Agree on priorities*
- [ ] *Determine objectives*
- [ ] *Develop strategies*
- [ ] *Agree on responsibilities*
- [ ] *Devise implementation and monitoring mechanisms*

SECTION 6: PRODUCTION AND COMPLETION

- [ ] *Write the final draft*
- [ ] *Editing*
- [ ] *Graphic design*
- [ ] *Proof reading*
- [ ] *Pre-print draft submitted for feedback and final comment*
- [ ] *Printing*
- [ ] *Public exhibition*
- [ ] *Responsibilities for the implementation identified in the Community Strategic Plan and Delivery Program*
- [ ] *Relevant strategies incorporated into the annual Operational Plans for each division of Council.*

APPENDIX 2

Commonly used graph forms and their most appropriate applications

	Component	Item	Time series	Frequency	Correlation
Pie					
Bar					
Column					
Curve					
Dot					
Step					
Surface					

APPENDIX 3

A cross-council approach to road safety

The strategic planning process involves each relevant area of the council making a contribution to improving road safety. In some cases it will be through relatively minor changes to how council divisions deliver their existing services; in other cases it will involve them undertaking a new role within their sphere of influence.

The following is intended as a guide to suggest some of the key council officers that should be involved in the development and implementation of the Road Safety Strategic Plan for each of the seven key road safety strategic areas, and what contribution they can make. However every council is different and this is not intended to be either definitive or exhaustive.

1. Safer people

Council officer	What contribution can they make?
Road Safety Officer	Work with TfNSW to address the state road safety priorities of speeding, drink driving, fatigue and the use of seatbelts/helmets. Work with adjacent local councils on shared road safety issues and priorities. Develop education campaigns to address locally identified driver behavioural issues. Provide community communications/media support for Police road safety and enforcement programs in the LGA. Explore options to improve safety around schools through behavioural programs and encouraging alternate travel and transport choices. Coordinate and support programs for new drivers and learner supervisors. Promote and encourage the use of pedal cycle helmets, cycle ways and safe cycling behaviour.
Director Engineering – Infrastructure/ Works Manager	Develop appropriate standard operating procedures and safe work systems to ensure infrastructure works are delivered safely for the benefit of the community and workers.
Human Resources	Develop and implement a Workforce Strategy that delivers a sustainable skilled workforce to effectively manage the transport network inclusive of: • suitably qualified and experienced professional Engineer(s) • suitably qualified and experienced Technical staff • suitably qualified and experienced Road Safety Officer • provision of training of key technical staff in Road Safety Audit • provision of training of key technical staff in Road Safety Strategic Planning • suitably qualified and experienced Operational Staff and Supervisors to deliver and/or oversight delivery and maintenance of transport infrastructure, inclusive of specific training in road safety (at an Operational level).
Youth Officer/ Multicultural & Aboriginal Community Workers	Work with the Road Safety Officer to develop culturally appropriate road safety campaigns to address high-risk behaviour by young people. Ensure all council road safety programs are delivered to the key culturally distinct communities in the area.

Council officer	What contribution can they make?
Aged Services Development Officer	Work with the Road Safety Officer and other aged service providers to develop programs to address seniors' road-using risks, including pedestrian behaviour, fitness to drive and use of mobility vehicles.
Rangers	Work with schools, the community and Police to improve pedestrian safety by addressing unsafe pedestrian behaviour, parking practices and road environment hazards (e.g. at construction sites).

2. Community involvement

Council officer	What contribution can they make?
Customer Service Manager	Incorporate responsibility for road safety as a condition of hire of council halls and facilities (e.g. responsible service of alcohol, measures to encourage use of alternative transport such as taxis and community buses). Encourage community reporting of road hazards through customer service lines.
Road Safety Officer	Develop communications strategy to raise community awareness and understanding of the crash incidence and risk factors in the LGA. Work with local organisations including service clubs, sports clubs and associations, schools, youth services, ethnic community organisations and businesses to promote road safety. Support local liquor accords. Develop and implement community road safety education programs. Provide road safety advice to Council stakeholders in relation to the investigation, planning, programming, financial management and reporting of transport management and infrastructure work.
Public Relations Officer	Include road safety information and messages in council publications and communication opportunities (e.g. newsletters, local media, rates notices, flyers, the council's website and messages on council's telephones when on hold).
Multicultural Development Officer	Involve community leaders and the community media in road safety projects and activities to increase awareness and understanding of road safety.
Traffic Engineer	Include community information/consultation strategies in all major upgrade works. Promote community understanding of the road safety benefits of specific road works.

3. Safer roads

Council officer	What contribution can they make?
Traffic Engineer	Routinely analyse crash data to identify crash locations, trends and possible solutions. Undertake proactive road safety reviews of the local and regional road network. Pursue grant funding to address road crash sites and routes. Use road safety considerations (e.g. crash data and road safety audits) to identify and prioritise road safety upgrades and the installation of facilities. Integrate asset management, road safety audit actions and crash data into the GIS mapping system to enable proactive planning for roads and traffic management. Use road safety audit criteria to check the design of plans for all major road works. Comply with standards for meeting the special needs of pedestrians, cyclists, motorcyclists and people with disabilities.
Director Engineering Infrastructure Services/ Works Manager	Develop and implement appropriate road and pathways risk management policies and code of practise for maintenance management of the transport network. Develop and deliver capital renewal programs (e.g. resealing, gravel re-sheeting, other) to sustain the transport network. Develop and deliver capital upgrade programs to provide a safe, reliable and efficient transport network within the budget available. Develop and implement appropriate quality control systems to ensure all capital and maintenance works are delivered to a high quality and industry standard.
Design Engineer/ Technical Services team	Undertake a safety by design review of engineering designs, for road users and to ensure the safety maintenance and construction personnel. Utilise road crash information, road safety audits/reviews to inform design solutions in brownfield situations. Develop designs to comply with appropriate technical standards of all transport infrastructure (including roads, pathways, public transport and traffic facilities).
Customer Service Manager	Encourage community reporting of traffic and road maintenance issues by working with Technical Services to provide a rapid response and feedback service on outcomes.
Open Space & Recreation Coordinator	Develop and implement a bike plan (on-road and off-road). Review the road safety of open space and recreation facilities such as parking areas, shared zones, driveways and exits.
Planning & Assessment	Review signage policy to maintain drivers' line of sight and reduce driver distraction by signage unrelated to traffic management, safety and direction.
Road Safety Officer	Promote understanding of road safety issues in terms of human behaviour and perception amongst staff with responsibility for the road environment. Provide advice on the potential road user behavioural impacts of proposed road upgrade and new facilities plans.
Parks and Gardens Manager	Establish guidelines and a maintenance program for street plantings to ensure that vegetation does not impede drivers' sight lines.

4. Land use and transport planning

Council officer	What contribution can they make?
Strategic Planners	Ensure long-term local environment plans include a sustainable road hierarchy to ensure the impact of land use does not compromise the safety and amenity of the existing road network.
	Ensure local environment plans give priority to the inclusion of alternative transport infrastructure in commercial developments (e.g. disabled access, bus shelters, pedal cycle and motorcycle parking, and storage facilities).
	Incorporate road safety measures into planning and development controls.
	Incorporate the bike plan into the planning controls for the LGA by requiring major commercial and industrial developments to make provision for cycle paths and facilities such as secure bike parking and showers.
Town Planners	Plan land-use taking account of integrated transport needs and road safety.
	Apply appropriate conditions of consent to development applications to ensure developers provide infrastructure to address road safety.
Planning & Assessment	Monitor new developments to ensure compliance with the DA conditions in relation to road safety issues.
	Review current parking requirements in conjunction with any review of the DCP to identify road safety issues.
Asset/Infrastructure Planning Engineer	Undertake integrated transport studies for roads, parking, pathways and public transport on a network basis aligned with future land-use planning appropriate to the Council's context and needs.
	Integrate road safety and traffic/transport planning into transport asset management and long term financial plans.
	Review the road safety impact of other related council plans such as the pedestrian access mobility plan, open space plan and bike plan.
Development Engineers	Develop appropriate subdivision guidelines with an emphasis on road safety in the early planning through to the operational and maintenance phases.
	Validate designs submitted by developers to ensure compliance with appropriate technical standards for all transport infrastructure (including roads, pathways, public transport and traffic facilities).
	Undertake a safety by design review of engineering designs for developments/subdivisions, for users and maintenance/construction personnel.
	Refer larger developments to the Local/Regional (Development) Traffic Committee prior to giving planning consent.

Council officer	What contribution can they make?
Transport Planner	Review the accessibility plan to ensure it provides housing for older people on established transport routes.
	Review options for the provision of community bus services.
	Support the review and redevelopment of the transport interchange to provide more parking and coordinated bus services.
	Develop and implement a policy for transport to encourage the use of public transport and non-motorised transport modes, taking into consideration youth, mobility impediments, etc.
	Continue negotiations with public transport providers to improve the capacity, access and amenity of public transport services, including the provision of disabled access to railway stations.
	Investigate a heavy vehicle parking strategy to provide parking and facilities away from residential areas.
Elected officials	Allocate sufficient funds to meet the Office of Local Government's Fit for Future ratios for transport infrastructure (Maintenance Ratio > 1.0, Renewal Ratio > 1.0)
	Lobby to ensure affordable health care and other services are available within the LGA (to reduce the need for the elderly and people with a disability to drive to other centres).
	Lobby state government to improve public transport.
	Lobby for the improvement of taxi services.

5. Safer vehicles and equipment

Council officer	What contribution can they make?
Risk and Insurance Officer	Include road safety as an area to be included in the council risk management plan.
	Develop a risk management system to investigate all crashes involving council vehicles. Follow up with action and preventative measures, including sanctions for drivers with multiple crashes.
	Include compliance to the requirements of the safe fleet policy as a condition of contracts for all contractors.
Fleet Manager	Establish a Plant and Motor Vehicle Accident Prevention Committee.
	Set up a system in which new drivers/operators pass an orientation evaluation by an accredited person before being allowed to operate council vehicles and/or offered permanent employment. Tests should be repeated at regular intervals (e.g. annually, following accidents or as required).
	Implement a safe vehicle policy, including guidelines on safety features as criteria for vehicle procurement, maintenance fault reporting programs, safe driving programs, and the provision of street directories and first aid kits in all council vehicles.
Human Resources Manager	Include risk management in job descriptions for anyone with responsibility for vehicles.
	Incorporate driver fatigue restrictions in the OH&S policy to prevent council staff from driving and working for more than12 hours at a stretch.
	Provide supervisors with support to promote and implement the 'no alcohol on the job' policy.
	Develop a safe driving policy to restrict the use of mobile phones while driving in any council vehicle.
Road Safety Officer	Develop a media campaign to promote awareness of the council's safe fleet policy and to encourage its adoption by other fleet and vehicle owners in the LGA.
	Establish a database of key fleet owners in the LGA to target and encourage safe fleet operations.
	Work with adjacent councils, Police and the RTA to provide road safety education programs for heavy vehicle drivers and fleet owners in the LGA and wider region.
Infrastructure Manager	Develop a policy to limit the council's heavy fleet driving through shopping centres when en route to other destinations.
	Ensure council vehicles/plant and equipment have road safety promotional information displayed.

6. Policy coordination and communications

Council officer	What contribution can they make?
Corporate Planner	Incorporate road safety planning and actions into the Integrated Planning and Reporting documents for each Council.
Engineering Director	Champion the adoption of the Road Safety Strategic Plan under the council's management plan and allocate sufficient resources for its implementation.
	Accept responsibility for the implementation of the Road Safety Strategic Plan and report on progress annually to council and external stakeholders.
	Strengthen links between the Safety by Design Committee and the Traffic Committee.
	Provide specialist road safety assessment training for selected staff(e.g. road safety audit training for engineering and planning staff).
Community Services Manager	Incorporate road safety as an issue and indicator in the social plan.
Customer Service	Display road safety promotional information in public areas of council properties.
Road Safety Officer	Develop strategic road safety initiatives in collaboration with Council officers, the Community and key agencies.
	Develop and implement community road safety education programs.
	Provide road safety advice to Council stakeholders in relation to the investigation, planning, programming, financial management and reporting of transport management and infrastructure work.
	Provide regular updates on local crash and injury data and information on road safety developments and innovations to council personnel and external stakeholders.
	Develop road safety information sessions for staff in key areas of council (e.g. planners, community development, outdoor staff).
	Work with Police on joint enforcement/road user behaviour programs.
Media Liaison	Promote local community media coverage of road safety programs.
Traffic Engineer	Work with Police to establish a protocol for Police to notify the council about all serious crashes and potential road hazards.
Infrastructure Manager	Make road safety promotional information available for use in/on council's vehicles, plant and equipment.

APPENDIX 4

Engaging consultants

What makes a good project brief?

A project brief provides you with a firm basis for the selection of a contractor. For many organisations, the project proposal submitted by potential contractors is the sole basis for selection, and the brief therefore needs to incorporate the checks and balances of an interview.

A good brief should produce proposals that give the selection committee a reasonable basis for comparison between contractors. It should provide contractors with sufficient information to establish a framework and scope for the project while leaving enough space for them to demonstrate their own expertise.

There should be a balance in the type and amount of information provided. If you give too much detail or are too prescriptive about the methodology required, your contractors' proposals will simply repeat back what you told them. This gives you no basis for comparison between proposals except reputation and price, neither of which is a sufficient basis for selection.

It is generally better to describe your objectives and the context of the work but do not specify methodology. The primary test for selection is for the contractor to demonstrate their expertise and capacity to do the work by describing how they would go about achieving your objectives.

Points you should cover in the project brief

The following outlines the points you need to cover in your project brief.

1   Title of project

2   Background on the project. (e.g. 'The XXX Council is seeking the services of a consultant to prepare a Road Safety Strategic Plan for the XXX Local Government Area for the period 2007—20010 ...')

3   Objectives

4   Key tasks

5   Audience of final report. (e.g. internal or external)

6   Timeframes. e.g. Deadline for submission of proposal, milestones for progress and completion, etc.(e.g. 'Proposals should be submitted by close of business on 30 January 2007 ...')

7   The areas you would like covered in the consultant's project proposal may include:

    a.   a detailed project plan for the process to be undertaken for research, consultation and development stages of the project

    b.   details of the information and resources required to be provided by the council

    c.   a description of milestones and deliverables for each stage

    d.   timeframes and work hours for each stage

    e.   costs, with GST itemised separately for each stage

    f.   references and evidence of the consultant's prior relevant experience

    g.   details of company registration and insurance.

8   Terms and conditions, stipulating that the consultant must:

    h.   complete contracted tasks within the agreed timeframe

    i.   provide one hard copy of each report

    j.   provide one hard copy and one electronic copy of the final product in Microsoft Word

    k.   submit an invoice at the satisfactory completion of each stage to enable payment to be made.

Evaluating a project proposal

Prepare a checklist of what you are looking for in a project proposal. Do not distribute this to the contractors, but use it as a basis for assessing their proposals.

A checklist may include the following:

☐ **Initial research** — e.g. existing documentation, data analysis, etc. What does the consultant think would be relevant information? You should not have to tell them. If they don't know, you don't want to employ them.

☐ **Consultation** — who do they think should be consulted? Why? How should they be consulted? Their approach to consultation will tell you a lot about their understanding of the demands of the project.

☐ **Development** — what is their proposed methodology? What is the timeframe? Does this seem realistic to you? Do they appear to understand the decision-making and approval process in local government?

☐ **Completion** — at what stage is the finished product delivered? Will they provide hard copy, or an electronic copy of a Word document, a print-ready document, or a printed publication? Have they discussed who is responsible for illustrations such as graphs and tables of statistics or photographs?

☐ **General points to consider**

- Did the contractor call to discuss the proposal with you?
- Does the proposal seem to have been developed specifically for your organisation, or does it seem to take a standard 'one size fits all' approach?
- Did the contractor break up the time and costs over different stages of the project, or is it a single item sum?
- Is there any scope for variations under the proposal?
- Looking back over the proposed project process, where does the consultant propose to spend the most time? What does this say about their priorities?
- How do their priorities match with yours?

Appointing the contractor

Before making the final appointment, check the reality. A contractor's written proposal is designed to present the most positive view of their work. You need to read what is there, but also read between the lines to see what may be missing.

1. Interview the contractor before making the final decision to appoint them. This can be a formal interview with your committee or informally with you over the telephone. Ask them details about their work on similar projects with other councils. This should give you a good idea about their working style and the depth of their experience.

2. Check references. Speak to people with whom they have worked in the past.

3. Give feedback. Once you have made your decision, contact the selected applicant and offer them the contract. Once they have accepted the contract, then you should contact all the applicants and let them know the outcome. This is a basic courtesy. Be prepared to explain your decision and to give feedback on unsuccessful applications. This ensures an open selection process and is also important for the professional development of the industry — which is in all of our interests, as consultants and clients.

4. The reason for waiting until your chosen applicant has accepted the contract is because consultants may have several tenders under consideration at the same time. If they have accepted another job, you may have to reconsider your options and make an offer to your second most preferred applicant.

APPENDIX 5

Production and completion of the Plan

Designing an effective document

Language

Is the document written in plain English? Is the document helped or hindered by the use of jargon? Will the readers be familiar with the particular jargon?

Content

Is the content directly relevant to the needs of those who will implement the plan? (Crash data and other relevant information should be provided in order to justify the priorities and strategies that have been adopted.)

Structure

Is the structure of the document logical and easy to follow? Does it make good use of headings, graphics and other signposts so that people can move around in it easily? (Most users will skim the information sections and go straight to the strategies for which they are responsible.)

Layout

Small print and dense pages can be hard to read and may discourage people from absorbing the contents of the plan. Is there sufficient use of blank space and illustrations?

Writing, layout and design

Use an editor to design the document. This may sometimes seem like a waste of time, but it is time very well-spent. A professional editor will look at the total document, including the structure, headings, layout, wording and expression. Editors will also check the spelling, grammar and punctuation, sequence and levels of headings, table of contents, references and captions. A proof reader should then be asked to check the final copy before it is printed.

There are a number of options to consider in the colour and design of your plan. Colour printing allows documents to be illustrated with photographs and is no longer a prohibitively expensive option. Full-colour digital process is relatively cheap for smaller runs of, say, 50 copies of a 32–40-page document, which is the average size of a Council Road Safety Strategic Plan. You can make further copies available as electronic (PDF) files on the Council's website.

Presentation for approval

Word processor software (e.g. Microsoft Word, WordPerfect) can be used very effectively to prepare the document for approval. However, do not attempt to create your final publication in such software if you intend to use photos. Images take a lot of computer memory, and word processing software systems are not designed to handle large numbers of graphics. There are ways around this problem.

- Prepare your draft document with spaces and a caption inserted in the appropriate spots rather than the actual photograph.
- Prepare a separate document containing the images and attach that document to your draft plan as an appendix during the draft-writing and approval stages.
- Keep a separate file of the tables from which your graphs have been derived. In most cases this will be in a spreadsheet software program such as Microsoft Excel.

This approach is also important if you wish to desktop publish the document. Desktop publishing software (Microsoft Publisher, Adobe InDesign, PageMaker, etc.) treats text and graphics separately, and it may be impossible to convert a word-processed document if it has embedded graphics. You will need to provide your desktop publisher with separate files for graphs and photographs.

Unless you are experienced, it is best to use a professional desktop publisher. If you cannot afford to pay for professional layout, keep the design simple and use the word processing software with which you are familiar. The type styles, such as text indents and levels of headings, are used as signposts to let the reader know how the different sections of text are related. Avoid using more than three or four levels of headings or other style formats, as this can become confusing.

All editing and other changes should be completed before moving on to the desktop publishing stage. Remember that desktop publishing software is different from word processor software and does not lend itself as easily to editing. This is because it is graphics- oriented or page-oriented, whereas word processing software is document-oriented. Essentially, this means that text is set in frames and does not automatically flow over on to the next page if you add or remove text. Each page may have to be adjusted. Changes can be made, but this can be very time-consuming and expensive if you are using a contract desktop publisher.

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