



INFRASTRUCTURE AND
TRANSPORT MINISTERS



National
Road Safety
Strategy

National Road Safety Strategy 2021–30



© Commonwealth of Australia 2021
ISBN 978-1-922521-09-1
December 2021 / INFRASTRUCTURE 4358

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Foreword

Setting the direction for the next decade

Improving safety on our roads is critically important for Australia. To achieve the change we need, we must look at road safety over the next decade in a new way. As Ministers, we refuse to accept that deaths and serious injuries are an inevitable price of mobility. We have agreed to reach towards Vision Zero by 2050.

Over the past 10 years under the National Road Safety Strategy 2011–20, aligned with the United Nations Decade of Action for Road Safety, governments together have achieved many improvements in road infrastructure, improved approaches to enforcement of speed limits and other road rules, stronger graduated licensing schemes for new drivers, vehicle safety improvements such as Electronic Stability Control, and other areas. A key achievement was establishing improved road safety as one of the key objectives of co-funded investment, through the new National Partnership Agreement on Land Transport Infrastructure Projects. We now need to ensure that we measure and track that improvement.

Against strong population growth, we have seen a reduction in annual deaths of 22.5 per cent over the decade to the end of 2020. The previous strategy set targets to reduce the numbers of both deaths and serious injuries by at least 30 per cent. Although there has been a downward trend, we have not met the fatality target. The number of people hospitalised after road crashes has increased.

Australian governments at all levels are working together with our communities to change the road transport system to prevent deaths and serious injuries. The 2018 Inquiry into the National Road Safety Strategy 2011–20 found we had a good, evidence-based action plan, but were failing to fully implement it. Building on the Inquiry and lessons learnt from the past, we know that stronger accountability is required, accompanied by clear performance measures.

With this Strategy we formally recognise the need to build institutional capacity to manage for results and we are establishing stronger governance, transparency and accountability by all levels of government, and adopting a social model approach to deliver road safety actions, mapping out a path to foster a road safety culture across Australian society.

Over the next decade from 2021 to 2030, this Strategy represents our commitment to deliver significant reductions in road trauma, putting Australia on a path to achieve Vision Zero by 2050.

Our targets are to reduce the annual number of fatalities by at least 50 per cent (an estimated reduction in the fatality rate per capita of 55 per cent) by 2030 and to reduce the annual number of serious injuries by at least 30 per cent (an estimated reduction in the serious injury rate per capita of 38 per cent) by 2030.

This Strategy continues our commitment to the Safe System approach and to strengthening all elements of our road transport system through improvements under 3 key themes: Safe roads, Safe vehicles and Safe road use. Speed management is embedded within all 3 themes.

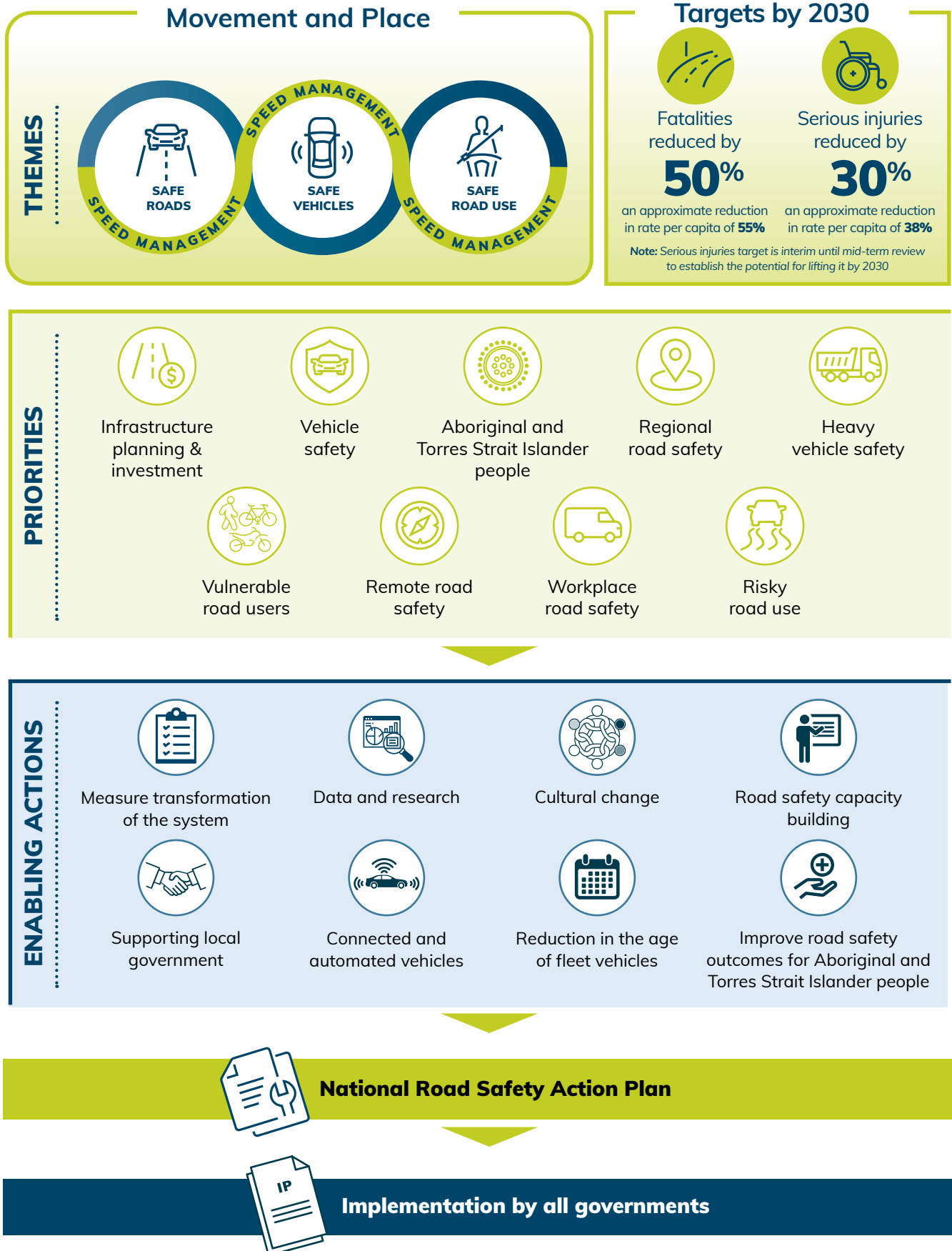
The Strategy will be supported by a National Road Safety Action Plan, prioritising those national actions that will contribute most strongly to reducing deaths and serious injuries, and setting in place comprehensive performance management arrangements including safety performance indicators that will show the extent of transformation of the road transport system.

Work has commenced in the National Road Safety Data Hub. It has delivered an initial set of outputs and will have the capability to track performance against the safety performance indicators as new national data becomes available. It will also support the development of new policy measures as transport trends change due to future disruptions and factors outside of our control.

We welcome the United Nations' decision to declare a second Decade of Action on Road Safety. We see great opportunities to prevent road trauma, improve productivity and efficiency with our future focused towards Vision Zero, positively influencing road safety outcomes for Australia and other countries in our region.

Infrastructure and Transport Ministers

Strategy at a glance



Taking on lessons from the previous reviews to ensure implementation

- Clear governance arrangements
- Evidence-based policy and programs
- Transparency and accountability – regular reviews and reporting
- Oversight by Australian Parliament Joint Select Committee on Road Safety and Office of Road Safety
- Published dashboards showing rate of change
- Performance framework – outcome indicators and safety performance indicators regularly assessed and published
- Investment tied to improved road safety outcomes
- Future focused research and development

Where we want to be

- As a community we no longer accept a transport system that results in deaths and serious injuries to road users
- Over 10 years, we expect a significantly reduced burden on our economy and society from road crashes in terms of deaths; life-changing injuries; demands on the health sector; and trauma for families, first responders and communities, including mental health impacts
- We will have safe, sustainable transport options for all ages and abilities, including the most vulnerable in our communities

Key changes by 2030

These are some of the key changes we expect to see over the next 10 years.

- The social model has been widely adopted to influence prioritisation of road safety in a wide range of organisations
- The rate of transformation to a safe road-transport system has been accelerated, supported by data and evidence
- Nationally, a significant increase of total road transport infrastructure funding is directed to targeted road safety improvement
- Strong partnerships are established and working to reduce the over representation of Aboriginal and Torres Strait Islander people in road trauma
- There has been significant growth in road safety management capacity leading to stronger decision-making in:
 - government agencies – infrastructure, transport, planning, health, justice
 - ‘system designer’ organisations – consultancies, educational institutions, employers, transporters, community organisations
- Road safety is a key objective of local government road network management practices and the majority of councils have network safety plans
- There is evidence of cultural change in the community, with greater understanding of the Safe System approach and greater acceptance of road safety solutions
- At least 25 per cent of the light vehicle fleet is 5-star Australasian New Car Assessment Program (ANCAP) rated with a date stamp 6-years-old at maximum, and the average age of the light vehicle fleet is under 9 years
- Safe System investigations of fatal and serious injury crashes are routine for all fatal crashes and at least 10 per cent of serious injury crashes

Demonstrating **zero** can be achieved

As part of the commitment to the **2050 Vision Zero target**, we will demonstrate success by targeting zero deaths and serious injuries by 2030

**Zero deaths of children
7-years and under**



**Zero deaths
in city CBD
areas**

**Zero deaths on all
national highways and on
high-speed roads covering
80% of travel across the
network**



Top national safety performance indicators

Safety performance indicators provide an understanding of performance against the National Road Safety Strategy 2021-30 (the Strategy), whether intervention measures are effective, and whether it has set the right directions.

The primary measures of success are overall reductions in road trauma. However, these are lag indicators – we find out after the fact if we were successful. Lead indicators are equally important, as they signal the priority of a measure and the focus required, as well as the safety gap that needs to be overcome to achieve a positive outcome.

This list of [top indicators](#) will be the main focus of public monitoring to provide a simpler picture of progress in key areas. Ongoing collaborative work will be needed to establish appropriate indicators, definitions and to explore data sources that will allow measurement.

Lag indicators

- Number and rate per capita of road crash fatalities
- Number and rate per capita of road crash serious injuries (measured against the national definition – admitted to hospital irrespective of length of stay)

Lead indicators

Safe roads

- Share of state and territory governments and local councils with a fit-for-purpose road safety risk assessment as an investment plan for its infrastructure
- Share of travel on all national highways and on the high speed network (≥ 80 km/h) covering 80% of travel recognised as 3-stars (or equivalent risk rating) or better
- Share of road length on designated motorcycle routes with motorcycle friendly crash barriers
- Share of high pedestrian CBD/town centre areas under Movement and Place or equivalent approaches with posted speed limits ≤ 40 km/h
- Share of roads in urban areas with a posted speed limit ≥ 50 km/h with separated cycle ways, and in urban areas outside of ABS remoteness category 'major cities'
- Share of signalised intersections with a speed limit < 70 km/h

Safe vehicles

- Share of light vehicle fleet that has an ANCAP 5-star rating within a 6-year date stamp

Safe road use

- Share of drivers and riders tested who are not over the applicable blood alcohol concentration limit or under the influence of drugs
- Share of vehicles at or below speed limit
- Share of drivers and riders observed/photographed not using a mobile phone or device
- Share of motor vehicle occupants wearing seatbelts



Why do we need action?



1,200

people die on
Australia's roads
every year

**9% OVER
2011–20
TARGET**



1,426 DEATHS
Average annual
baseline from 2008–10

1,106 DEATHS
Actual reported
for 2020

< 998 DEATHS
Strategy target not
reached by 2020

**SERIOUS
INJURIES ARE
INCREASING**



Almost

40,000

hospitalised in 2018

Increase of 3.3% per annum
from 2013

25% hospitalised had **high
threat to life injuries**



OVER **3,000**

people are recorded on the
Australian Trauma Registry every
year with **very severe injuries**



34.8%

**Reduction in rates
of death**

**AS A PROPORTION PER POPULATION,
WE ARE MAKING PROGRESS**

6.6 (2008–10 baseline) to **4.3** (2020)
deaths per 100,000 population

15.1% population increase
over the decade

MAJOR CITY



2.2 road deaths per 100,000 (2019)
142.8 serious injuries
per 100,000 (2018)

REGIONAL



10.0 road deaths per 100,000 (2019)
171.1 serious injuries
per 100,000 (2018)

REMOTE



25.1 road deaths per 100,000 (2019)
244.0 serious injuries
per 100,000 (2018)



\$30 BILLION
**ANNUAL COST TO THE
NATIONAL ECONOMY**

OVER THE LAST DECADE



12,061 people were **killed**



Approximately **375,000** people
were **seriously injured**



The overall cost of road crashes
to the Australian economy is
estimated at **\$300 billion**

Movement and Place approach

Driving and road use is a significant part of the Australian way of life and business. Australia is a large country and many of us rely on private road transport to get to work or play, and on trucks to deliver our produce and consumer goods. Equally, streets are also hubs of social exchange and activities, be it of local or city-wide significance. By recognising and supporting the role of streets as destinations, we can both reduce the need to travel and design safer roads.

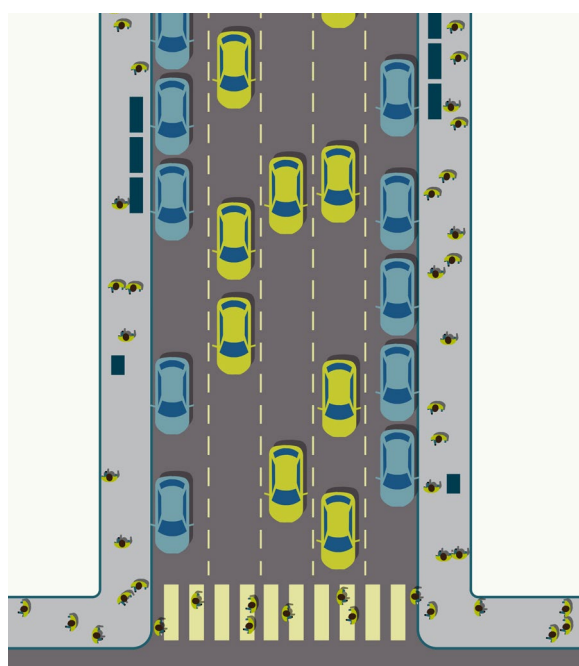
While much was achieved under the previous strategy, we are still seeing increases in serious injuries, significant costs to the economy from road crashes, and significant impacts on all road users, including disadvantaged groups.

The way we design our roads and streets determines people's quality of life, interactions and experiences. To enable reaching our goal of zero deaths and serious injuries, a shift is needed to move from a traditional road classification system to focus on people, recognising the design of streets should work to maximise safe access for people.

This approach to planning known as [Movement and Place](#) is an understanding that roads and streets serve dual functions as essential corridors for moving people and goods from A to B and important public spaces where life unfolds. Taking a Movement and Place approach supports the delivery of the [Safe System](#).

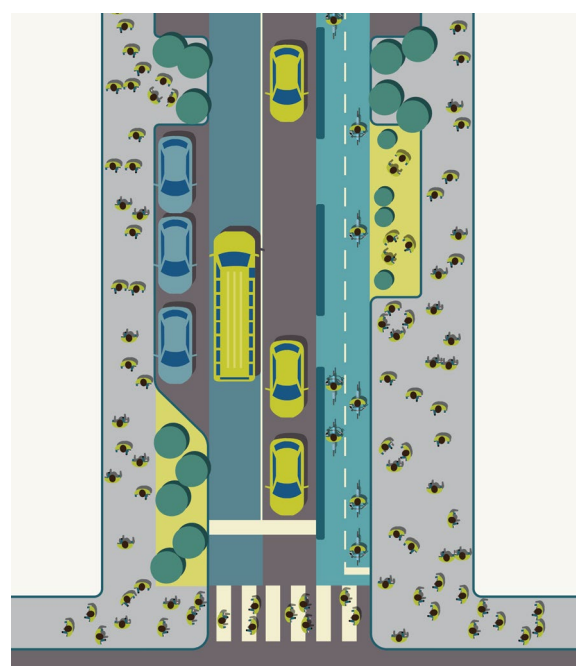
The Movement and Place approach informs road design and takes speed management into consideration to ensure reductions in road trauma in urban, regional and remote communities. Implementing the best features of 'self-explaining' roads is also important when considering treatment options in urban areas.

Car-oriented street



TOTAL CAPACITY:
12,300 PEOPLE PER HOUR

Multimodal street



TOTAL CAPACITY:
30,100 PEOPLE PER HOUR

MODAL SHIFT

Adapted from NACTO Global Street Design Guide

Understanding the relative people-moving capacity of various modes, together with their spatial needs, is key in creating a safe street. Multimodal streets support many modes and provide efficiencies by both moving and holding more people more safely.

In urban areas, the road and street environment is becoming increasingly complex. The safety context includes the ever growing diversity of mode types, with incompatible masses and speeds. Therefore, the Place aspect has a strong influence in enabling safety. It is not just the people travelling through who are affected by

traffic – residents, shopkeepers and people going about their days in a Place also stand to benefit from calmer street environments. Safety applies regardless of road and street type and must be considered in terms of likely conflicts, especially for [vulnerable road users](#). The Safe System approach requires us to expand the understanding of Movement and Place to fully recognise walking as a mode of transport. This means greater emphasis is needed for the safety of all types of pedestrian activity across the spectrum, be that walking to work or school, or other pedestrian activity not fully captured under Place.

PEOPLE PRECINCTS

High place value providing **amenity and value to communities** with low vehicle movement



LOCAL STREETS

Suburban neighbourhoods that facilitate **local community access**



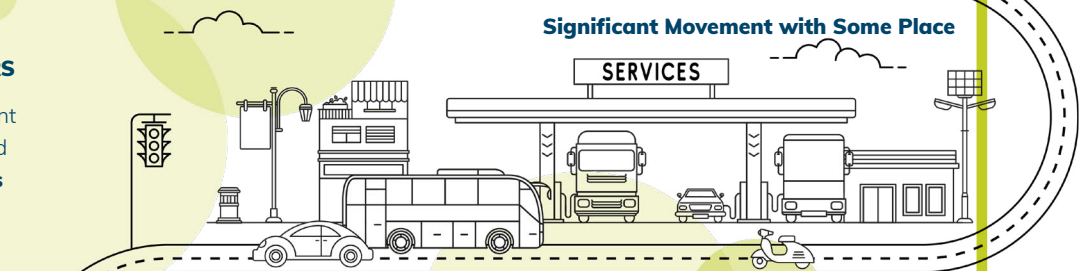
URBAN STREETS

High movement zones balanced with the demand of place in the surrounding footprint



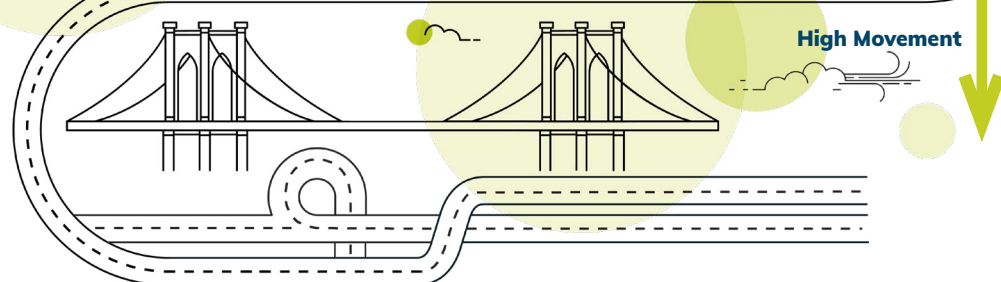
MOVEMENT CORRIDORS

Safe, reliable and efficient movement of people and goods **between regions and strategic centres**



MOTORWAYS

Significant arterials that move people and goods rapidly over long distance



Sources: Austroads, Research Report AP-R611-20 Integrating Safe System with Movement and Place for Vulnerable Road Users (2020), Austroads, Research Report AP-R560-18 Towards Safe System Infrastructure: A Compendium of Current Knowledge (2018).

What can we achieve?

This Strategy aims to prevent and reduce deaths and serious injuries from road crashes over the next 10 years, and support our long-term vision of zero by 2050.

A person is considered to be seriously injured in a road crash if they are admitted to hospital, irrespective of the length of stay.

The target of at least a 30 per cent reduction in serious injuries by 2030 is considered an interim target that will be carefully assessed as part of the mid-term review of the Strategy. Based on the evidence currently available and recent trends, a 30 per cent reduction is already ambitious, but there is a will to capitalise on progress and revisit the target in 2025 if we are successful in shifting the trend.

Achieving these targets, particularly for serious injuries, will be difficult. Driving down serious injuries from road crashes will take time and our efforts and assessment of progress will be better informed by a new national data series.

Our ultimate goal is to reduce deaths and serious injuries to zero by 2050.

In declaring a second United Nations Decade of Action for Road Safety for 2021–30, the United Nations has reaffirmed commitment to halving deaths and serious injuries by 2030.

This Strategy has adopted per capita rates to accompany the headline targets because they are a better option to show progress in the intervening decades, allowing for disruptions and variations in population growth between jurisdictions, regions, age groups and road user groups. Per capita rates also allow us to compare our progress with leading international jurisdictions, and also highlight which groups are disproportionately affected by road trauma and where things are going well.

Targets by 2030



Fatalities reduced by

50%

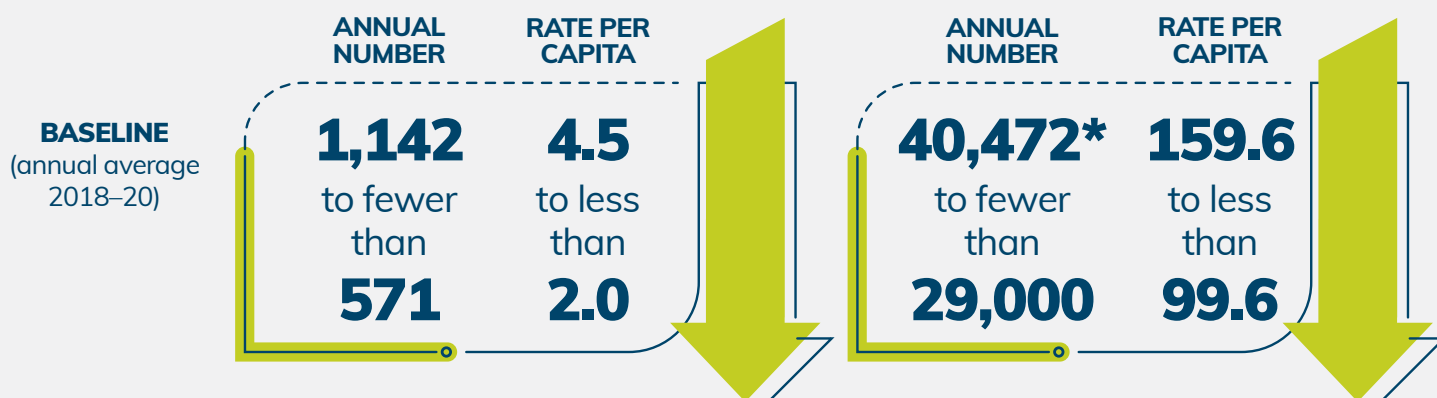
an approximate reduction in rate per capita of **55%**



Serious injuries reduced by

30%

an approximate reduction in rate per capita of **38%**



*National Road Safety Strategy baseline is 40,472 serious injuries. This is a 3-year average of hospital cases for 2017–18 and 2018–19, and estimates for 2019–20.

Long-term goal: zero fatalities by 2050 and zero serious injuries by 2050

Principles

These important principles guide this Strategy.

A long-term vision

- To achieve zero deaths and serious injuries by 2050 – a safe road-transport system in which a mistake does not cost a person's life or health

Safe System approach

- To be in step with the United Nations approach to global road safety through its Sustainable Development Goals and the second Decade of Action on Road Safety

Managing for results

- To overcome implementation failure of the past decade and take on the lessons highlighted by the 2018 Inquiry into the National Road Safety Strategy 2011-20 and the subsequent Review of National Road Safety Governance Arrangements, governments will ensure results through strengthened institutional management

Ten-year targets

- To reduce the number of deaths from road crashes by at least 50 per cent by 2030 to fewer than 571
- To reduce the number of serious injuries from road crashes by at least 30 per cent by 2030 to fewer than 29,000



Evidence-based approach

- To select national priority actions on the basis of evidence and effectiveness, enabled by a national data hub
-

Clear governance arrangements

- To be clear on who is responsible for actions
-

Transparency

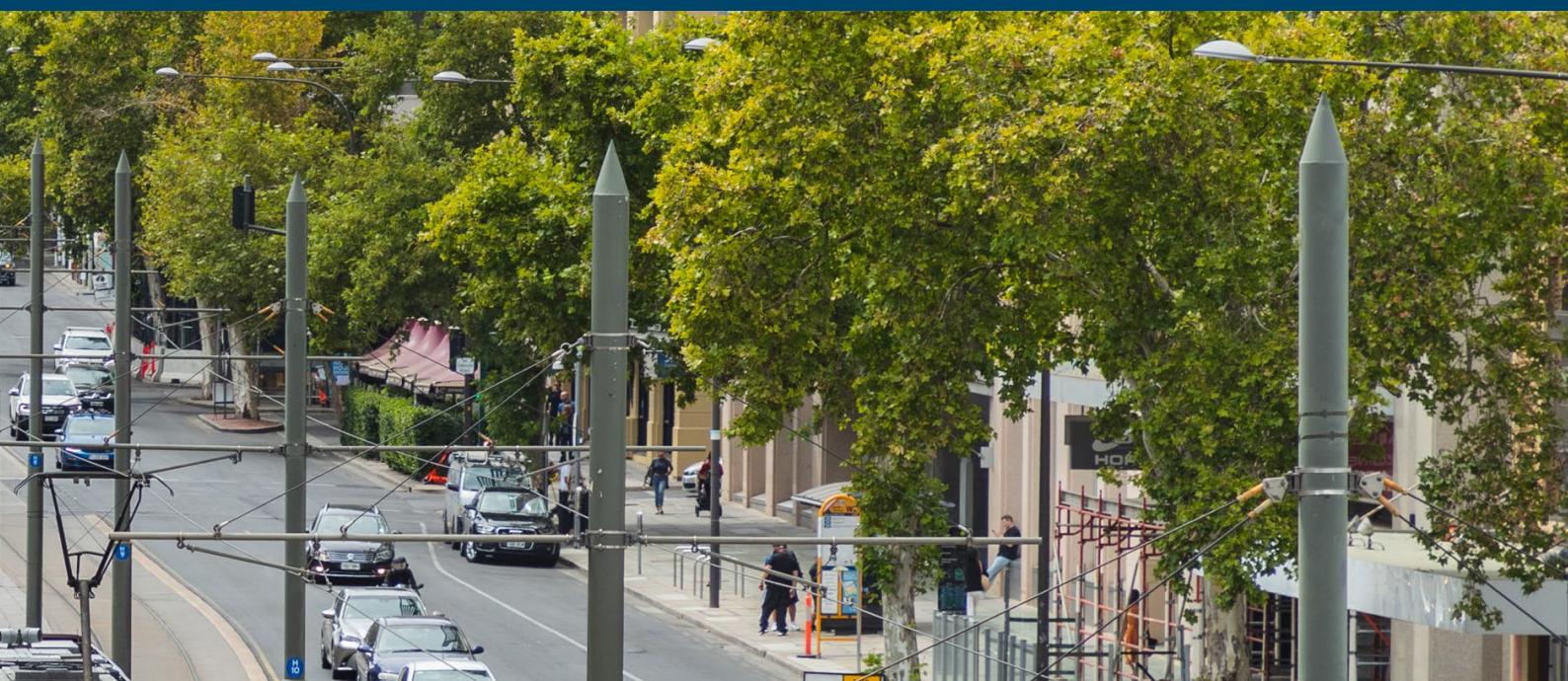
- To regularly publish progress on implementation, targets and safety performance indicators, enabled by a national data hub
-

Strong accountability mechanisms

- To provide oversight through the Office of Road Safety, establishment of a National Road Safety Data Hub (Data Hub) and support for a Joint Standing Committee on Road Safety to monitor progress under the Strategy and Action Plan
-

Broad and shared responsibility

- To continually reach out beyond the transport sector to find new partners to achieve change
-



Social model approach to road safety

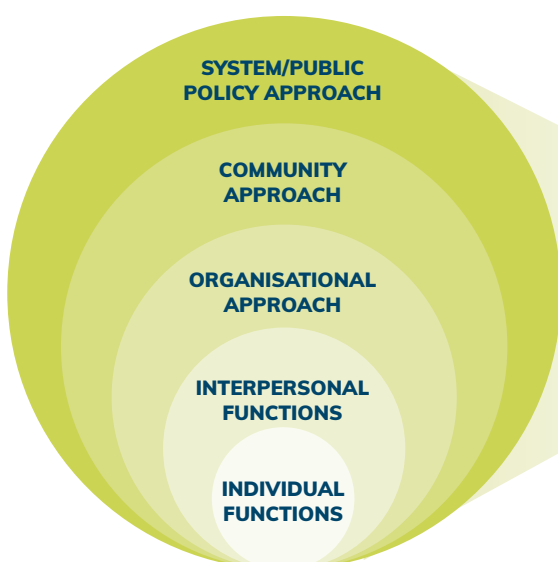
RESULTS FOCUS

- PREVENTING FATAL AND SERIOUS INJURIES
- STRENGTHENING INSTITUTIONAL MANAGEMENT FUNCTIONS
- MOVEMENT AND PLACE INTEGRATING SPEED MANAGEMENT

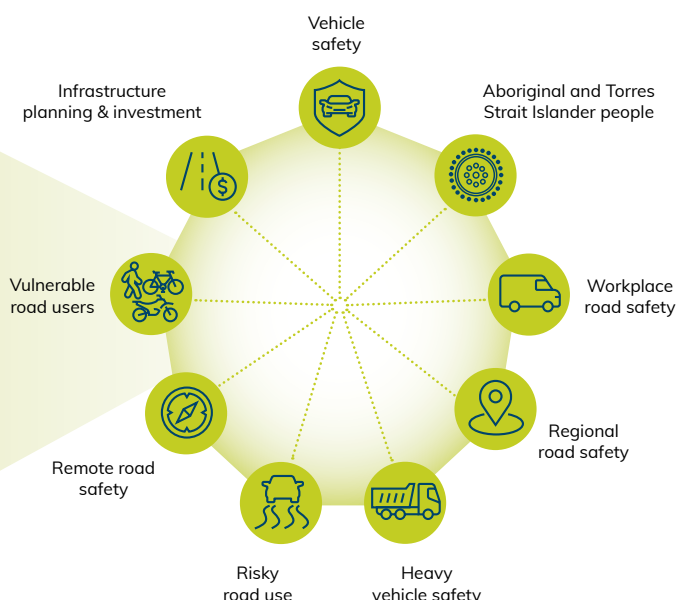
THEMES



SOCIAL MODEL



PRIORITIES



System/public policy approach: gearing policy settings, laws, regulation and investment through all levels of government to prevent road death and injury

Community approach: addressing issues from a grass-roots level to facilitate a positive road safety culture

Organisational approach: developing policies and systems to ensure safe road travel and travel-free meeting options

Interpersonal functions: delivering/driving a road safety focus and prevention of injury through effective and influential leadership

Individual functions: working with individuals to find approaches that resonate with individuals taking responsibility for their own road safety

USING THE SOCIAL MODEL TO MAKE THE DIFFERENCE

What will we do?

As highlighted in the 2004 World Report on Road Traffic Injury Prevention, it is critical to build institutional capacity to manage for results. Under this Strategy, governments have adopted a road safety management system, emphasising the necessary institutional management functions for optimal implementation and transformation of the system.

Improving road safety requires a whole-of-system view, with an understanding of how different elements interact. Each of the 3 main themes for this Strategy has a role to play in addressing each of the priorities, and often they are connected in multiple ways. Key actions are listed against each of the priorities. However, in many cases actions will address issues under multiple priority areas.

Following the 2018 *Inquiry into the effectiveness of the National Road Safety Strategy 2011–2020*, [Australian governments have responded to the key findings](#), adopting:

- a long-term goal of zero deaths and serious injuries from road crashes by 2050
- a focused set of key priorities for action
- a series of safety performance indicators focused on how harm can be eliminated from the system
- better targeted road safety investment backed up by better data and analysis
- better whole-of-government coordination across portfolios.

Across Australia different solutions are needed to support improved safety outcomes in our road systems, which vary widely.

To help position Australia to reach Vision Zero by 2050 we need cultural change. To meet this challenge, all tiers of government will work together to deliver effective policy and programs.

Different solutions are needed

Australia has long adopted the [Safe System approach](#) to road safety, and this Strategy continues following this internationally recognised approach. In this Strategy the focus is on 3 main themes – Safe roads, Safe vehicles and Safe road use.

Speed management is critical

Supported by the [Movement and Place approach](#), speed management is important – it will underpin all of the themes and be part of addressing the priority areas for this Strategy.

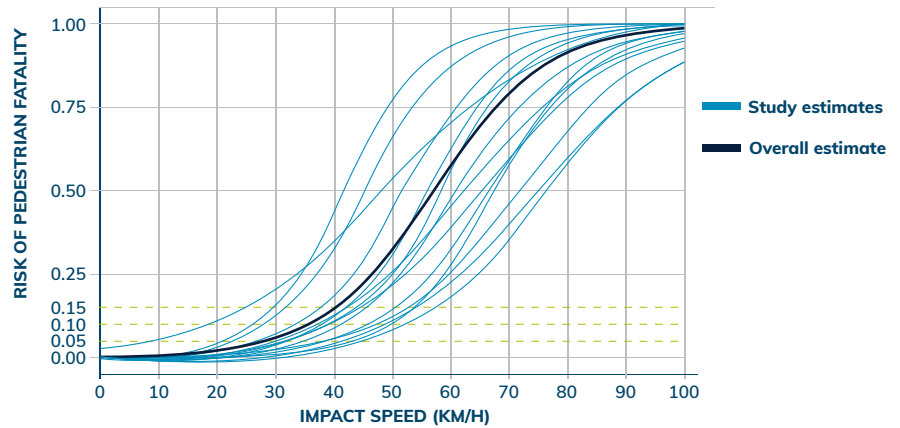
Speed management is a critical factor in managing the physical forces to which human bodies are subjected in any crash. The risk of death or injury increases markedly and at different speeds depending on the type of collision. Recent research shows the relationship between risk of injuries, fatalities and speed. Graphs 1 and 2 show the risk of fatalities for pedestrians, and the risk of serious injury while travelling in a vehicle. It is vitally important that we increase acceptance of the need to reduce speed limits to improve road safety outcomes for all Australians.

This Strategy is based on the [Safe System approach](#), which requires a holistic view and considers how all elements of the road transport system work together to prevent death and serious injury.

The previous strategy presented 4 cornerstone areas (also referred to as pillars). While the Safe System approach emphasises interconnections between the different parts of the system and interventions, there has still been a tendency to sometimes treat problems in separate 'silos'. This Strategy aims to integrate the Safe System cornerstones and show the Safe System holistically, with the system providing layers of protection.



Graph 1 – Pedestrian fatality risk by impact speed

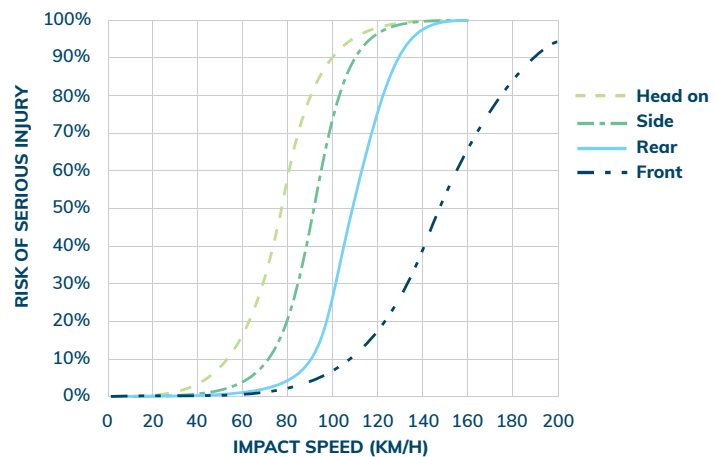


Multiple research projects have demonstrated that the risk of fatality for pedestrians involved in a vehicle crash increases with higher speeds.

Data analysis by Hussain et al (Graph 1) indicates that the risk of fatality is expected to reach 5 per cent in the event of a vehicle crash where the speed at impact is 30 km/h, and increases significantly as the speed at impact increases, growing to 13 per cent at 40 km/h and 29 per cent at 50 km/h. Other projects found this risk reaches 50 per cent at 59 km/h, 75 per cent at 69 km/h and 90 per cent at 80 km/h.

Source: Hussain et al., *The relationship between impact speed and the probability of pedestrian fatality during a vehicle–pedestrian crash: A systematic review and meta analysis* (2019).

Graph 2 – Comparison of impact speed risk curves



Impact speed has a significant correlation to the risk of serious injury across different crash types, with head-on impacts carrying more risk at lower speeds. Graph 2 illustrates how different crash types carry more risk of serious injury even at lower speeds.

The risk of serious injury reaches one per cent at 28 km/h for head-on impacts, 51 km/h for side impacts, 64 km/h for front impacts, and 67 km/h for rear impacts in light vehicle crashes, showing the importance of prioritising the prevention of head-on crashes. At higher speeds, the different crash types maintain these profiles, with head-on impacts rising to an increased likelihood of serious injury of 50 per cent at 76 km/h, where side impacts carry the same risk of serious injury at 90 km/h, rear impacts at 108 km/h, and front impacts that occur at 148 km/h.

Source: Doecke S.D et al., *Impact speed and the risk of serious injury in vehicle crashes* (2020).

Nine priorities towards Vision Zero

Roads, roadsides, travel speeds and vehicles should be designed to avoid crashes or reduce their impact so they do not result in death or serious injuries, but much of the system is not built this way. Solutions are continually being developed and refined to improve our legacy road network and to build new roads that are safe. Given the size of the task, we must prioritise changes that will achieve the greatest reductions in trauma.

[Nine priority areas](#) were identified through a process that included analysis of the available data on road crash deaths and serious injuries, and taking into account expert views on how best to respond to the greatest road safety challenges over the next decade. The priorities were refined after discussion with a wide range of stakeholders. While some key actions addressing each of the priority areas are summarised here, under the [Safe System approach](#) many actions will work across multiple priority areas. A National Road Safety Action Plan will provide more detail on the national priority actions set out for the first 5 years of the Strategy and each jurisdiction will also deliver actions against these priorities.



Infrastructure planning and investment

Governments will focus on designing a Safe System that is future focused.

Even relatively low speeds can kill or seriously injure unless the vehicle, road, and roadside environment are designed to take account of the physical vulnerability of all road users. In urban areas there are many serious injuries to vehicle occupants and vulnerable road users that can be prevented. The [Movement and Place approach](#) informs [infrastructure planning](#) to manage the risk of conflict.

Action summary

- Deliver measurable improvements in safety through infrastructure funding at all government levels and support local governments to embed and deliver road safety into their business as usual
- Deliver systematic safety improvements on a road corridor basis against baseline assessment network safety plans, which scope safety gaps across the network
- Manage speeds where there are conflicts between vehicles and road users and where infrastructure and roadside hazards are likely, to avoid crashes resulting in death or serious injury



Regional road safety

Governments at all levels will plan and implement network-wide safety improvements.

The Remoteness Areas used by the Australian Bureau of Statistics (ABS) divide Australia into 5 categories of remoteness on the basis of a measure of relative access to services. Around 55 per cent of road crash deaths are in regional areas (ABS Inner and Outer Regional Areas) – with the majority of people killed on these roads from [regional areas](#).

The majority of these deaths result from lane departure crashes – run-off-road and head-on crashes.

Action summary

- Develop network safety plans, to prioritise road safety treatments that will have the most impact
- Implement staged Safe System treatments for roads with higher traffic volumes, including median and roadside flexible safety barriers
- Implement staged risk-reduction treatments for roads with moderate to high traffic volumes, including audio-tactile line markings (rumble strips), median treatments, targeted stretches of barrier treatment, shoulder widening and sealing, intersection treatments, and protection on curves and from roadside hazards
- Reduce speed limits for some roads, particularly undivided roads and where infrastructure improvements may not reach the whole network within the life of the Strategy
- Develop a Regulation Impact Statement on reducing the open road default speed limit



Remote road safety

Better transport options and assistance.

Based on the rate of deaths per 100,000 people, the risk to an individual of being killed on a [road in a remote area](#) (ABS Remote and Very Remote Australia) is 11 times the risk of living in a major city. Of the 1,136 people killed in 2018, 116 were in remote areas of Australia. There is a greater proportion of unsealed roads and other lower quality roads with lower traffic volumes and relatively high speed limits in remote areas.

Action summary

- Implement Safe System treatments on roads with higher volumes of traffic and comprehensive risk reduction on roads with moderate volumes, in line with network safety plans and priorities
- Develop a Regulation Impact Statement on reducing the default speed limit for unsealed roads across both remote and regional areas
- Explore options to address the sustainability of community transport for remote communities
- Improve access to driver licensing programs and other transport assistance



Vehicle safety

Pursue technological improvements and uptake of safer vehicles.

By accepting responsibility for road safety, vehicle manufacturers have vastly increased road safety outcomes for vehicle occupants, building crash protection into their vehicles. Vehicle technology developments and safety systems are now increasingly focused on crash avoidance, such as lane keeping support, adaptive cruise control and blind spot detection. Recently introduced Australian Design Rules (ADRs), including pole side impact protection, motorcycle anti-lock braking systems and heavy vehicle electronic stability control, are collectively estimated to save almost 850 lives over the next 15 years. New [vehicle safety](#) systems will continue to reduce serious injuries to vehicle occupants and prevent fatal and serious injuries to vulnerable road users in urban areas.

Over the longer term, connected and automated vehicles and cooperative intelligent transport systems have the potential to substantially improve road safety outcomes through avoided deaths and injuries due to human error.

Action summary

- Prioritise and adopt proven technological improvements for all vehicle types through new ADRs as quickly as possible, e.g. systems assisting drivers to stay in their lane, and systems that provide warnings when drivers are drowsy or distracted
- Support the quick adoption of vehicle safety regulation by investing in United Nations new regulations working groups
- Conduct research into the effectiveness of new technologies to address the most significant areas of road trauma and the most effective way to reduce the age of the vehicle fleet so an increasing proportion of road users have the advantage of modern vehicle safety features
- Encourage and promote the voluntary uptake of vehicle safety technologies ahead of regulation, including through ongoing support of ANCAP and through fleet purchasing policies to ensure vehicles are the safest available
- Implement a national approach to the regulation of vehicles with automated driving systems, to facilitate the safe deployment of these vehicles on Australian roads
- Prepare the road network for connected and automated vehicle developments, including supporting infrastructure and technologies to enable advanced safety services



Heavy vehicle safety

Support safe movement of freight and passengers and reduce harm to all road users.

Around 18 per cent of all road crash deaths involve a [heavy vehicle](#). Buses represent only a very small proportion of these deaths.

While heavy vehicles crash less often than other vehicles, these crashes are more likely to result in a death or serious injury. Regardless of fault, the greater mass of these vehicles contributes a considerable amount of kinetic energy to a crash, with the other vehicle or vulnerable road user in the collision often enduring the worst of the impact.

Action summary

- Regulate for and promote heavy vehicle safety technologies
- Strengthen national heavy vehicle operational regulation
- Provide community and novice driver education about sharing the roads safely with heavy vehicles
- Promote and reduce barriers to the uptake of safe new heavy vehicles
- Protect all road users from conflicts with construction vehicles through state/territory government construction contract requirements such as requiring inclusion of safety technologies
- Consider the scope for Safe System investigations of fatal and serious-injury heavy vehicle crashes
- Support fatigue management through investment in heavy vehicle rest stops



Workplace road safety

Enable safety culture in organisations to take responsibility for vehicles and roads as a workplace.

In 2018, there were 144 fatalities reported as a result of injuries sustained in the course of work-related road transport activity. In total 44 of these (31 per cent) were the result of vehicle collisions and a further 45 were related to vehicles in other ways, for example, falling from vehicles or being injured while loading vehicles, meaning that a total of 89 fatalities (or 62 per cent of all work fatalities) were related to vehicles.

Action summary

- Ensure organisations are aware of their work health and safety (WHS) responsibilities in relation to [vehicles and the road as a workplace](#), the right of workers to a safe workplace, and organisations have the information they need to support decision-making
- Establish an appropriate framework to support organisations to take responsibility for road and the right of workers to a safe workplace, and for organisations to have the information they need to support decision-making
- Support implementation of Austroads' *Vehicles as a Workplace: Work Health & Safety Guide*



Aboriginal and Torres Strait Islander people

Address the over representation of Aboriginal and Torres Strait Islander people in road trauma.

Aboriginal and Torres Strait Islander people [bear a higher burden of road trauma](#) – Australian Institute of Health and Welfare data shows Aboriginal and Torres Strait Islander people are nearly 3 times more likely to die in road crashes than other Australians.

There is a growing evidence base supporting community-led programs as the most successful approach for health improvement. Child seat restraint programs, alternative community-based transport, targeted approaches and human-centred design have led to improved road safety outcomes.

Action summary

- Establish partnerships with Aboriginal and Torres Strait Islander communities and organisations in order to develop place-based and community-led strategies to address road safety. These partnerships will incorporate the strong partnership elements under Priority Reform One of the National Agreement on Closing the Gap
- Work with Aboriginal and Torres Strait Islander communities and organisations to meet shared goals through the Closing the Gap Priority Reforms



Vulnerable road users

Provide safe access for all road users.

Roads are shared by many types of road users. Pedestrians and riders of bikes, scooters and motorcycles have minimal physical protection, making them more vulnerable in the event of a crash. Some people are [vulnerable road users](#) while at work – such as road workers, traffic controllers, and delivery riders and some are more vulnerable due to age or other factors – such as children, inexperienced drivers/riders and older road users. The probability of death or serious injury for unprotected road users like pedestrians and riders in a crash increases exponentially with increasing vehicle speed. There is an estimated 10 per cent probability of being killed if struck at 30 km/h, but this rises to over 90 per cent at 50 km/h, the default speed limit in built-up areas. In urban areas, almost one-third of all road crash deaths are pedestrians. The system needs to be designed and retrofitted to minimise the chances of unprotected road users coming into conflict with vehicles.

Action summary

- Implement [Movement and Place approaches](#) across the road network to support best practice speed management and tailored Safe System road treatments to provide safe road environments for pedestrians and cyclists
- Promote sustainable and integrated transport alternatives to private vehicle use
- Develop a national guide for best practice and consistent speed limit setting to prevent fatal and serious injuries to vulnerable road users including consideration of reviewing the default speed in built-up areas
- Implement infrastructure treatments for the protection of all vulnerable road users
- Strengthen graduated licensing arrangements for novice motorcycle riders
- Promote consumer information about the benefits of protective clothing and helmets for vulnerable road users
- Adopt best practice coordinated [enforcement](#) and education on key behavioural issues including minimum passing distance, speed limits and drug and alcohol laws



Risky road use

Increase community understanding of risky road use and address through education and enforcement.

[Risky road use](#) includes actions that are explicitly illegal, including speeding, drink or drug driving, illegal mobile phone use, not wearing a seatbelt or helmet, running a red light, unlicensed driving, and 'hoon' driving. Other high-risk behaviours include driving at inappropriate speeds for conditions, driving while fatigued, distracted or inattentive, overcrowding vehicles and walking near or on roads after drinking alcohol or taking illegal drugs.

At times these behaviours can be unintentional and unconscious actions that are normalised, and can apply to us all – the average driver and the person with a good driving record. The challenge is to shift the culture to re-evaluate what is felt to be acceptable.

Road use also needs to be seen in a broader context, as the way people live their lives affects their use of the roads. Under the social model, this Strategy recognises that other preventative health work, for example focusing on mental and physical health, will also impact road safety.

A focus on reducing high-risk behaviour is needed as part of a Safe System approach, as are improvements to the road transport system to address largely compliant road users making unintentional mistakes resulting in crashes.

Action summary

- Increase community understanding of what risky behaviours are, and how much they can increase road trauma
- Apply best practice coordinated [enforcement](#), education, new technology and road treatments
- Implement the National Driver Distraction Roadmap
- Work towards the notion of 'self-explaining' roads – intuitively leads road users into compliance
- Develop a national framework for the introduction of lower tolerances for driving impaired
- Establish national guidelines to support the introduction of Intelligent Speed Assist into the vehicle fleet
- Develop and implement an education program for court officials within the justice system to better understand the harms that lead to road trauma





Enabling actions

Several broad enabling actions will need to be delivered across the life of the Strategy.

Measure transformation of the system

This Strategy adopts an enhanced governance framework and performance management and reporting system. A key element is the focus on [safety performance indicators](#), closely tied to a National Road Safety Action Plan to indicate the extent to which we have transformed the road transport system to be safer overall. This action is vital to ensure we are implementing the measures that will make a difference and can adjust plans in response to changes in priority and emerging issues based on results and evidence.

Data and research

Better national data and monitoring of road safety across the whole system will be key to the success of this Strategy. Currently we have reasonably good national data on crashes resulting in fatalities, but there are many other areas where there is scope for better data collection and coordination, evaluation of interventions and wider sharing of best practice. There are known gaps, such as in work-related driving, but improved data and identification of new sources will also shed light on previously unknown system issues.

Under this Strategy there will be a focus on identifying proactive data sources that can highlight risk in the system, to support a greater emphasis on proactive road safety risk reduction over the next decade and reduced reliance on reactive sources of data, which are still important. There are also other vehicle-related safety issues such as low-speed runovers of children, and suicide, that are separate to road trauma data collections, but it is intended over the life of the Strategy to develop sufficient data sets to build a national picture to support their prevention.

Regarding serious injury data, progress is being made to bring together a national picture of serious injuries from road crashes by late 2021. With a national dataset we will be able to better target the types of interventions needed to prevent the most serious injuries and measure the effectiveness of those treatments. We will work with data custodians across sectors to create a framework to support a timely ongoing data series. Security and

privacy, along with the optimisation of releases and permission flows, require a robust framework to ensure all concerns are addressed and result in the regular release of national serious injury data.

Although this Strategy has been developed with the benefit of individual states' and territories' knowledge about serious injury crashes and trends, once we have a national picture, there will be a need to review and potentially adjust the priorities and actions.

The Data Hub will function as the mechanism for collecting and analysing road safety data at a national level. Initiatives around the Data Hub aim to:

- support decision-making using current and accurate data
- enable data-driven discovery to allow the detection of patterns in data that may be available through disconnected and multiple sources of data located on disparate platforms
- enable tracking of relevant safety performance indicators
- provide an opportunity to share open datasets and operate as a source of national data for researchers and data specialists to extract insights while striking a balance with relevant privacy and data sharing legislation.

Research is vital to progress the development of new approaches, and to pilot and trial real-world new concepts, test the limits to innovation and develop best practice and exemplar models and guidelines. While there are existing national bodies to support such research, there are also opportunities to leverage off the strengths of tertiary institutions and continue to build and strengthen partnerships with industry and particular cohorts of the community. A National Road Safety Action Plan will prioritise a targeted research program that will change with time as new issues emerge and the implementation of new programs is adopted. Research will also support best practice Safe System investigation processes, with a view to increasing the level of understanding of crash prevention treatments needed across the system.

Cultural change

We have experienced successful cultural change in road safety in the past. Measures that at first seemed extreme, over time became normalised. For most people, wearing motorcycle helmets and seatbelts is now automatic, though this was not always the case. Mainstream attitudes to drinking and driving have changed markedly over time, with changes in the law supported by strong education and enforcement campaigns, in particular the introduction of random breath testing.

There remain many opportunities to improve understanding and attitudes to road safety issues, including the challenges of different vehicle types sharing the roads safely, risky road use behaviours, changing the paradigm for novice drivers' first car purchase, and increasing consumer-driven demand for reducing risk across the road network as a system.

There are many community and industry organisations and groups already contributing to a safety culture in Australia, including through the National Road Safety Partnership Program as well as local, community-led responses to road safety issues. The [social model](#) approach to road safety recognises the importance of these contributions and seeks to expand upon current efforts across a greater number of layers of influence across society.

A key challenge for embedding a [Safe System approach](#) is speed management. Community attitude surveys show a level of understanding of how speed relates to risk on the roads and good general support for speed [enforcement](#). However, many also think speed enforcement – particularly speed cameras is as much about revenue-raising as safety, and do not appreciate how crash risks compound with even small increases in speed. Continuing work to change the culture on speed is an immediate priority, but also one that will take time to reach its full potential.

Australia has large road networks, and any infrastructure treatments proposed may not be able to be applied to all roads within the life of this Strategy. Speed limit reviews are a key element of the comprehensive network-wide safety planning approach over the decade, especially to support vulnerable road users.

Through the social model we will work over the decade and beyond to increase the range of organisations and sectors where road safety becomes a key part of the way they operate. There are so many parties who can influence trauma outcomes, and the social model approach means being open to constantly exploring and

finding different levers for change, and expanding the understanding of the Safe System across the community.

While the largest changes will be achieved through the adoption of public policy – often called systemic change – the aim is for road safety to also be at the core of every club, business and organisation to influence individuals and achieve cultural change. For example, a starting point could be to work with a high-profile sporting club to establish a strong road safety policy across all of its operations and be a champion for cultural change.

Some of the first steps governments will take to enable the social model approach will be to broaden engagement across portfolios to find opportunities to work together and to influence other strategies, such as the National Injury Prevention Strategy 2021–2030.

For some of the priorities, enabling action is needed first, particularly to work out how to address complex problems and develop future actions.

Road safety capacity building

Although the Safe System approach has been the basis of the National Road Safety Strategy for well over a decade, recent reviews have identified the critical need for Safe System principles to be more strongly embedded across a broader range of government agencies at all levels and particularly across the planning and transport sectors. This requires efforts to build capacity and capability not just in government agencies but all system designers and operators, including engineers, planners, lawmakers, enforcement agencies, post-trauma crash care workers and others.

Key elements of this work will include:

- establish formal arrangements for knowledge sharing, including consideration of performance indicators for knowledge transfer
- make best practice training widely available in organisations and tertiary institutions and incorporate Safe System education in training for engineers, planners and others
- deliver fit-for-purpose training for decision makers across all levels of government to understand how to manage for results.



Supporting local government

A large part of the road network is under local government control. There is a need to build and retain road safety engineering capability, secure stronger engagement between state and territory governments and their local government cohorts, and work towards embedding road safety as a key reporting requirement for the sector. A review of each state/territory's requirements for local governments is required in order to establish the clear link of responsibility for the design, safety and maintenance of each local government controlled road network.

An initial enabling action will be for each local council to undertake a road safety risk assessment – such as a road network safety plan. The framework for these reviews, provided by Austroads, is an accessible, low-cost method, outlined in the Network Design for Road Safety User Guide. This method does not require specialised skills or training, and support is available from Austroads and state and territory governments. Network safety plans will give councils the information they need to prioritise infrastructure investment over the life of the Strategy – within their available resources to improve road safety outcomes and manage network safety gaps across their road assets.

Improve road safety outcomes for Aboriginal and Torres Strait Islander people

Early work shows we need to have better insight from Aboriginal and Torres Strait Islander people to understand the complex interaction of social, cultural, safety and justice issues more fully before we can proceed with solution-oriented initiatives to address road safety.

The Australian Government will lead work, in close consultation across its portfolios and with state, territory and local governments, to build an understanding of the authorising environments and the interaction of government policies aimed at closing the gap for Aboriginal and Torres Strait Islander people.



Reduction in age of the fleet

Many Australians drive vehicles over 10 years old. These older vehicles often lack newer safety features, are more likely to be involved in fatal and serious injury crashes, and provide less protection for the occupants and others involved. ANCAP reported in 2017 that vehicles built before 2000 made up 20 per cent of the fleet but featured in 33 per cent of fatal crashes.

Newer vehicles built between 2011 and 2016 made up 31 per cent of the fleet, yet were involved in only 13 per cent of fatal crashes.

The Australian heavy vehicle fleet also includes many older vehicles. The benefits of safer vehicle design and safety technologies for new vehicles are only realised to the extent that these vehicles enter the fleet and replace older, less safe vehicles.

We did not see any reductions in the age of the vehicle fleets under the previous strategy. This is an area where research and development is needed to underpin policy development to achieve an uptake and increase the saturation of safety features available across the national fleet. The aim is to cease any consumer-driven demand to import any star rated vehicles that do not meet the voluntary 5-star ANCAP standard.

Connected and automated vehicles

During the decade to 2030, there will be further pilots of connected and automated vehicles. While almost all new passenger vehicles will, by 2030, likely contain advanced safety features such as Lane Keep Assist and adaptive cruise control, mass-deployment of highly-automated vehicles on public road networks is expected to come later.¹

Australian governments are continuing to work together to realise the safety and productivity benefits that adoption and take-up of connected and automated vehicle technologies can offer. This includes work to ready Australia for the commercial deployment of automated vehicles through developing technology and standards, putting in place fit-for-purpose regulation, and monitoring the safety performance of these vehicles as they are implemented. This includes gaining stronger evidence to understand the risks associated with their use on Australian roads, as well as the potential benefits the adoption of these technologies can deliver, such as expected reductions in road crashes due to human error.

Many states and territories have undertaken – and continue to undertake – trials of connected and automated vehicles, to understand the potential benefits and develop public acceptance. Work is also underway to develop a national framework for the safe deployments of automated vehicles.

¹ Austroads, Research Report AP-R623-20 *Future Vehicles 2030* (2020).

How we will do it

What is different about this Strategy?

Following on from the findings of the 2018 Inquiry into the National Road Safety Strategy 2011-20 and the [2019 Review of National Road Safety Governance Arrangements](#), this Strategy adopts a strengthened institutional management function to focus on an enhanced governance framework and performance management and reporting system. This will ensure all parties to the Strategy are accountable for implementing it, including through establishing clear rigorous safety performance measures.

The key criticism of the previous strategy and action plans was implementation failure. A key lesson learned is that stronger accountability is required. For this Strategy there will be clear oversight from the Australian Parliament and the Office of Road Safety, in addition to each agency reporting against its own measures of delivery.

Australia has long had a strong evidence-based approach to road safety. Improved [performance monitoring](#) will allow closer analysis of what is working and for corrections to be made as soon as possible. In particular, the progress of this Strategy will be closely monitored through a priority set of safety performance indicators. These provide an understanding of the extent to which the work being undertaken is transforming the system – not just roads but all elements of the Safe System – showing whether intervention measures are effective, and whether the Strategy has set the right directions.

During the life of the Strategy the Data Hub will guide evidence-based national policy and decision-making, focusing on the implementation of Safe System treatments to progress to a safer network, where the roads are more forgiving of human error. It will also support developing a better understanding of future scenarios, especially in relation to changing trends in transport based on possible disruptions.

This Strategy remains firmly based on the international best practice [Safe System approach](#).

With this Strategy, we are adopting the [social model](#) approach to road safety, reaching beyond the traditional transport sector to achieve cultural change. This will require ongoing engagement across diverse sectors, to identify fruitful areas for collaboration and novel and creative ways to improve safety.

Embedding the social model approach will take time and will build over the life of this Strategy.

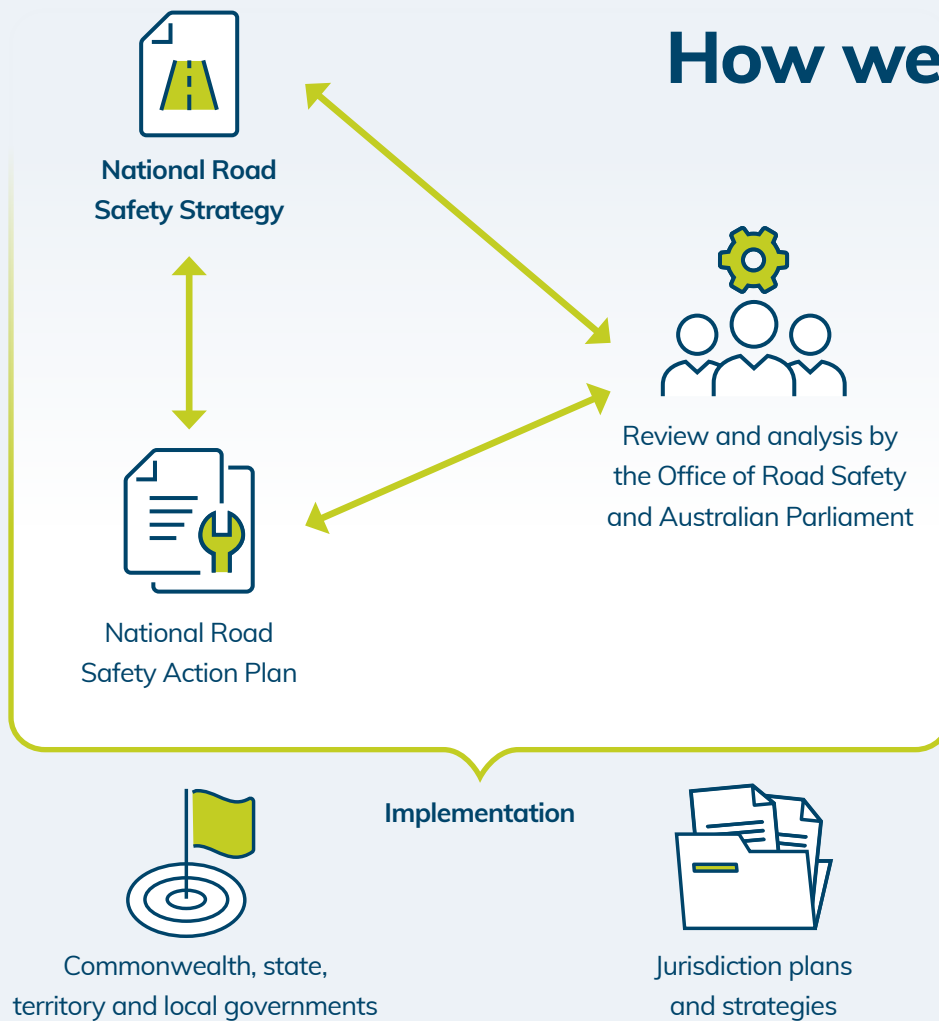
We will explore with diverse sectors and the broader community how we can all influence road safety outcomes.

This will be through community clubs, workplaces, organisations, and government agencies.

There is not a single correct approach. Although we know the greatest gains are through systematic change and public policy, we will also tap into the community approach as we need a greater application of niche solutions, the need to build change management into acceptance of those solutions and take into account the length of time it takes to achieve change.

The Strategy will only be successful if all tiers of government, industry and community organisations take action. We need to see change and acceptance adopted outside of, and in addition to, traditional government road agencies. Our partners and the broader community need to be part of the changing culture to accept road safety solutions.

How we will work



National Road Safety Action Plan

The 9 priority areas will be supported by a 5-year Action Plan, with agreed national actions underpinned by safety performance indicators.

Supporting the 3 themes and the 9 priorities of this Strategy is an enhanced governance framework and performance management and reporting system. This will ensure we are implementing the measures that will make a difference and can adjust plans in response to changes in priority and emerging issues.



Accountability

This is a Strategy owned by Infrastructure and Transport Ministers, representing all jurisdictions together with the Australian Local Government Association representing the local government sector.

Each jurisdiction is accountable for the delivery of the national actions in the Action Plan. The Infrastructure and Transport Senior Officials' Committee is accountable for monitoring the implementation of agreed actions and managing the process for adjustments in actions where the evidence points to a need for change.

The Office of Road Safety, in the Australian Government Department of Infrastructure, Transport, Regional Development and Communications is coordinating work with states and territories and the Australian Local Government Association on the implementation of the Strategy, including progress reporting on the fatality and serious injury reduction outcome targets under the Strategy and action plans.

Review and analysis by the Australian Parliament and the Office of Road Safety will be a key feature, taking into account the successes achieved by 2025 to revisit targets and changing modes of transport trends and use, to provide an annual report to Infrastructure and Transport Ministers.

Reporting on implementation

We will monitor progress towards several types of measures:

- the headline trauma reduction targets
- a series of outcome indicators showing progress in reducing key crash types and reducing trauma in particular road user groups
- safety performance indicators focusing on the system of the future we want to see, including transformation and incremental improvements of the system.

The Data Hub will focus on how effective infrastructure investment and other countermeasures are in delivering reductions in deaths and serious injuries. It will also help us to understand the national picture of what needs to be focused on, especially in areas where insight is currently limited.

The Data Hub will develop a centralised data management facility, enhancing the capability to analyse data at a national level and enabling measurement of national safety performance indicators. This need to develop evidence-based outputs from a central data facility will support timely decision-making and help align with good governance around accountability and transparency.

The Office of Road Safety, together with states and territories, will report annually on the progress of priorities outlined in this Strategy and Action Plan.

Keeping the Strategy relevant

We will conduct a mid-term review of the Strategy and redirect or refine the priorities to make sure the focus is where it needs to be.

The first Action Plan is for a 5-year term. This will allow funding commitments to be made towards concrete and deliverable actions with safety performance indicators. It will be important to keep all our national road safety efforts aligned with changes to the environment and technologies, and the specific priorities in each state and territory strategy and action plan, while remaining alert to emerging issues.



Roles and responsibilities

All levels of government in Australia have responsibilities for road safety, both within the transport sector and more broadly in other sectors that influence safety outcomes.

Infrastructure and Transport Ministers, together with the Australian Local Government Association, have oversight of this Strategy.

- Within each government, cabinet ministers are responsible for reaching across portfolios so that governments take a holistic approach to achieving better road safety outcomes.
- Infrastructure and Transport Ministers have oversight of a number of other important related national initiatives:
 - the National Policy Framework for Land Transport Technology and National Land Transport Technology Action Plan 2020-2023
 - the National Freight and Supply Chain Strategy and associated National Action Plan
 - the National Freight Data Hub
 - the National Remote and Regional Transport Strategy
 - the National Rail Level Crossing Committee.

All tiers of government to work together to deliver a national approach to road safety for all road users.

The Australian Government regulates safety standards for new vehicles and allocates infrastructure resources across the national highway and local road networks.

- The Office of Road Safety coordinates road safety efforts at a national level and acts as a catalyst for cultural change in road safety across Australia. The Office of Road Safety implements and manages a range of road safety projects and programs to address the road safety priorities identified in this Strategy, working closely with all levels of government and industry, Austroads, the National Transport Commission, the National Heavy Vehicle Regulator, and the Australia New Zealand Policing Advisory Agency. It has responsibility for the Data Hub and [monitoring and reporting](#) on progress and implementation of the Strategy. The Office of Road Safety engages regularly with stakeholders, industry and community organisations and works across Australian Government agencies to achieve a whole-of-government approach.
- Australian Government road infrastructure investments including planning, design and construction, are guided by the objective of a land transport network that is safer and more secure for users, by having regard for Safe System principles and treatments and aligned to this Strategy.
- The Australian Government also has a role investing in targeted road safety programs, including the Road Safety Program (infrastructure), Road Safety Innovation Fund, the Road Safety Awareness and Enablers Fund, and ANCAP.
- The Australian Government regulates safety standards for new vehicles through ADRs, harmonising those with international vehicle regulations where possible, and gives consideration to the adoption of international vehicle regulations of the United Nations World Forum for Harmonization of Vehicle Regulations. The Australian Government also participates in the United Nations Global Forum for Road Traffic Safety, which has responsibility for initiating and pursuing actions aimed at reinforcing and improving road safety.
- The Australian Government has a national coordination role in relation to the health system. This Strategy is aligned with the National Injury Prevention Strategy 2021–2030, which seeks to reduce the rate and severity of injury within Australia, including from road crashes.
- The Australian Government also has a key role in supporting research, pilots and trials.



State and territory governments invest in and operate the road networks.

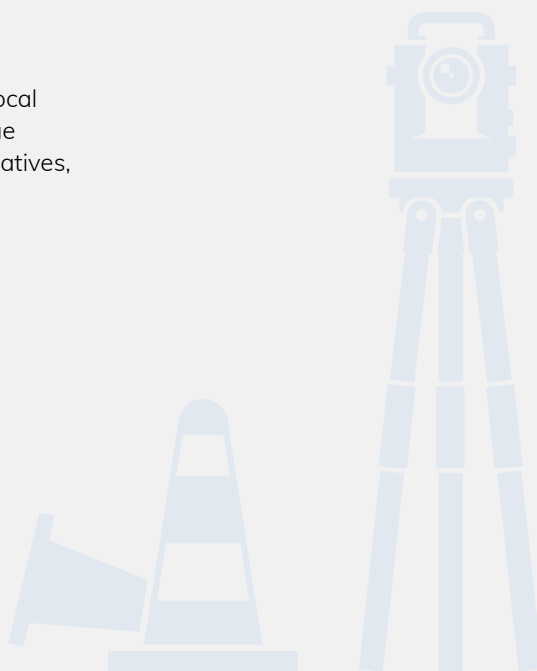
- State and territory government road infrastructure investments, including planning, design and construction, are guided by an objective – a land transport network that is safer and more secure for users, by having regard for Safe System principles and treatments and aligned to this Strategy.
- State and territory governments are responsible for funding, planning, designing and operating safe road networks, including speed management which incorporates setting safe and appropriate speed limits and ensuring they are complied with. They are responsible for implementing the guidelines set by Austroads, and maintenance of their road networks.
- State and territory governments manage vehicle registration and driver licensing systems, set the road rules, and are responsible for police enforcement and compliance.
- State and territory governments also regulate WHS in their jurisdictions and have responsibilities in the health sector for public hospitals and emergency services.
- State and territory governments are responsible for supporting research, pilots and trials.

Local governments are responsible for funding, planning, designing and operating the road networks and footpaths in their local areas.

- Local governments engage closely with their communities on the use and design of roads and public spaces.
- Local governments also develop planning and local law regulations for local areas – such as local area speed limits and path-use rules and pursue community health and wellbeing programs/initiatives, linked to state and national initiatives.

National bodies supported collectively by governments also have responsibilities for road safety.

- The National Transport Commission leads national transport reform in support of Australian governments to improve safety, productivity, environmental outcomes and regulatory efficiency, for example the Australian Road Rules model legislation.
- Austroads is responsible for conducting research and providing advice, information, tools and services to assist in delivery of safe, efficient and reliable mobility. These include national guidelines for the design, building and maintenance of road networks. Austroads also provides national services that help transport agencies to operate seamlessly across state borders and bring national efficiencies to their operations.
- The Australia New Zealand Policing Advisory Agency is responsible for providing advice on current and emerging policing priorities and cross-jurisdictional coordination, for example through co-chairing the National Drug Driving Working Group.
- The National Heavy Vehicle Regulator is Australia's independent regulator for all vehicles over 4.5 tonnes gross vehicle mass, delivering a comprehensive range of services under a consistent regulatory framework.
- Safe Work Australia develops national policy relating to WHS.



Acronyms

ABS	Australian Bureau of Statistics
ADRs	Australian Design Rules
ANCAP	Australasian New Car Assessment Program
CBD	Central Business District
NACTO	National Association of City Transportation Officials
PDF	Portable Document Format
WHS	Work Health and Safety



**National Road
Safety Strategy**
2021–30

Further information
www.roadsafety.gov.au