Overview

A variety of lead agency models can be effective in road safety management and countries must create a lead agency appropriate to their own circumstances. Successful practice underscores the need for the agency to be a governmental body and for its leadership role to be accepted and fully supported by the rest of government to ensure the development of appropriate funding and capacity.

The lead agency may take the form of a designated, stand-alone entity with a coordinating committee or cabinet representing partner government agencies. It may also be part of a larger transport organization or be part of a Premier’s department. The agency might undertake much of the work itself or it might delegate aspects of work to other organizations, including provincial and local governments, research institutes or professional associations.

Examples of four different types of governmental lead agency structures in several good practice jurisdictions are presented in this Annex. These jurisdictions have been active in road safety over a long period of time and exemplify effective delivery of all seven institutional management functions summarized in section 3.1.1 of the main report and detailed in Annex 2. They illustrate how governmental lead agencies and their coordination arrangements can vary to achieve desired results. In some cases the main institutional arrangements have evolved gradually over many years. In others they are relatively recent. All agencies presented have complex organizational structures and processes and many partners and stakeholders.

The different forms of lead agency arrangements are outlined with the aim of showing how their structures and processes reflect their contribution to institutional management functions and their relationships with other partners and stakeholders. For each lead agency type a summary of the lead agency delivery of management functions is presented, using material from the case studies presented in Annex 4. The aggregate structure for governmental road safety arrangements is outlined, together with the role assumed by the lead agency and its relationship with governmental delivery partners. A summary of the related organizational structures and processes is then provided to illustrate the nature of the institutional capacity required to carry out the lead agency role in practice. In using the information in this Annex it should be noted that structures and management processes of particular organizations develop over a period of time and are, typically, in the process of continual change. Therefore, the Annex can only provide snapshots of organizations at a particular stage of their evolution. Wherever possible dates have been assigned to good practice examples and a brief note is provided of major subsequent developments.

Two important conclusions from good practice are drawn with regard to lead agency forms and related structures and processes. First, no one lead organizational arrangement is prescribed as being best, given the diversity of country conditions which road safety managers have to meet. However, a central road safety office with adequate human, technical and financial resources is essential. Second, effective coordination arrangements are subordinate to the leadership role. Without adequate funding, technical resources and an authoritative lead agency support, coordinating the shared responsibility for achieving road safety results has little chance of success.
Introduction
As outlined in Annex 2, the lead agency plays a key role in all of the seven institutional management functions identified as underpinning the road safety management system (see section 3.1.1 in the main report for a summary of these). The lead agency takes responsibility for what it is solely accountable for as well as prompting, encouraging and assisting activities on the part of other key road safety partners and stakeholders. Effective delivery of the lead agency role to achieve desired results requires supporting organizational structures and processes.

The World Report on Road Traffic Injury Prevention\(^1\) observes that a variety of lead agency models can be effective in road safety and that each country must create a lead agency appropriate to its own circumstances. The agency might take the form of a designated, stand-alone entity with a coordinating committee or cabinet representing partner government agencies. It might also be part of a larger transport organization or be part of the Premier’s department. The agency might undertake much of the work itself or it might delegate tasks to other organizations, including provincial and local governments, research institutes or professional associations.

Successful practice underscores the need for the agency to be a governmental body and for its leadership role to be accepted and fully supported by the rest of government to ensure the development of appropriate funding and capacity. A review of road safety management in thirteen countries concluded that the main factor influencing the success or otherwise of different organizational arrangements was adequate human and financial resources.\(^2\)

Coordination of multi-sectoral activities is a complex task and is closely related to the leadership function. In some low and middle-income countries, national road safety councils have been established as coordinating bodies with a leadership function, but without a lead road safety agency to support them. Without adequate funding, technical resources and an authoritative lead agency in support, this coordinating model has little chance of success.

This Annex builds on the descriptions presented in Annex 2 and drawing on material from Annex 4 examines the overarching organizational structures and processes which allow the lead agency to carry out its role effectively. Examples of four different types of governmental lead agency forms in several good practice jurisdictions are presented, from New Zealand, Great Britain, the Netherlands, Sweden, and the Australian States of Victoria and Western Australia. These good practice jurisdictions demonstrate a mix of organizational approaches at the national and state levels with differing road safety performance and differing strengths or levels of sophistication in their delivery of the identified institutional management functions. In some examples the relationships between these functions and organizational structures and processes are more transparent than in others and it remains a challenge to provide comparable information for each example presented.

The different forms of lead agency arrangements are examined to see how their structures and processes reflect their contribution to institutional management functions and relationships with other partners and stakeholders. A summary of the lead agency delivery of management functions is presented. The aggregate structure for governmental road safety arrangements is outlined, together with the role assumed by the lead agency and its relationship with governmental delivery partners. A summary of the related organizational structures and processes is then provided to illustrate the nature of the institutional capacity required to carry out the lead agency role in practice. Further information on the functions, structures and processes of each of these good practice countries is provided in the detailed case studies in Annex 4.

The main lead agency types in good practice countries
Four broad types of governmental lead agency structures are evident in good practice jurisdictions. Examples of these are presented in Table 1 and organizational structures and processes in a selection of them are then examined in more detail.

Table 1: Different forms of governmental lead agency for road safety in selected countries, 2004

<table>
<thead>
<tr>
<th>Stand-alone lead agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Land Transport Safety Authority, New Zealand,</td>
</tr>
<tr>
<td>• National Highway Traffic Administration, USA</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Transport Ministry as lead department</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Department for Transport, Great Britain</td>
</tr>
<tr>
<td>• Ministry of Transport, Public Works and Water Management, the Netherlands</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Road authority as lead agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Swedish Road Administration, Sweden</td>
</tr>
<tr>
<td>• VicRoads, State of Victoria, Australia</td>
</tr>
<tr>
<td>• New South Wales Traffic Authority, State of New South Wales, Australia</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Stand-alone lead agency in Head of State’s Department</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Office of Road Safety, State of Western Australia, Australia</td>
</tr>
</tbody>
</table>
The stand-alone lead agency

Examples of stand-alone lead agencies are limited, but as noted in the World Report assigning responsibility for results to a stand-alone agency is likely to increase the priority given to road safety. However, experience shows that strong political support and actions from other partner agencies are essential to bring about sustained and substantial improvements in road safety performance, as illustrated in the example from New Zealand.

Land Transport Safety Authority, New Zealand3,4,5,6,7,8,9

The Land Transport Safety Authority (LTSA) was set up as a stand-alone agency in 1993 and was responsible for the implementation of road safety in New Zealand for over a decade.

The Land Transport Act 1998 set out LTSA’s principal objective to ‘undertake activities that promote safety in land transport at reasonable cost,’ where reasonable cost was defined as the benefits of any safety activity promoted exceeding their cost. The LTSA’s role and activities were mandated in annual performance agreements with the Minister of Transport.1

A summary of the institutional management functions carried out by the LTSA is presented in Box 1. A more detailed review is presented in the in-depth case study in Annex 4.

The aggregate structure of the LTSA located in the broader context of other agencies to which it provided strategic direction is set out in Figure 1.

With more than 90% of direct road safety funding in New Zealand being allocated to its key partners in the road controlling authorities and the police, the organizational priority of the LTSA from the outset was focused on ensuring the effectiveness and efficiency of its partnerships with these agencies. The LTSA provided administrative and technical support to the National Road Safety Committee (NRSC) and its working groups which comprised the main road safety governmental partners, as well as working with other partners and stakeholders throughout the country.

The LTSA’s organizational structure is outlined in Figure 2. It employed 656 staff as at 30th June 2004, of which 451 (68%) were employees in the Operations Division, 33 in the Strategy Division (5%), 52 in the Policy Division (8%), 26 in Communications and Education Division (4%), and 39 in Information Systems and Technology (6%).

The Strategy Division conducted the target-setting work and provided road safety research, statistics, performance monitoring and economic analysis, which aimed to ensure that safety interventions achieved improvements in road trauma levels. It provided strategic direction for road safety and managed the New Zealand Road Safety Program (or Safety (Administration) Program) which funded police and community road safety outputs. It also managed the national Crash Analysis System, directed the national research effort and provided the secretariat support to the National Road Safety Committee, the National Road Safety Working Group, the National Road Safety Advisory Group and the Industry Consultative Committee.

The Policy Division carried out policy analysis, research and development for road safety interventions such as the development of standards and rules relating to the design and operation of the road network and the conditions of entry and exit for vehicles, operators and users.

The Operations Division promoted compliance with standards and rules by means of community education, enforcement (including auditing of LTSA agents) and performance assessment. The Vehicle Certification Unit conducted audits of motor vehicle certification agents and commercial license transport operators in each region to ensure vehicle compliance standards were maintained. It also carried out investigations of heavy vehicle crashes where mechanical defects had been identified. Many activities were contracted out to companies and individuals. The Regional Offices monitored and reviewed performance on local networks, coordinated interventions with local road safety partners and managed vehicle and operator compliance. The Transport Registry Centre facilitated the entry and exit from the land transport system and managed the collection of user charges and Accident Compensation Corporation levies.

1 In late 2004 the LTSA merged with the national transport funding organization to become Land Transport New Zealand which was set up to deliver a new integrated transport policy and to address the multiple goals of sustainable development. These institutional arrangements have since undergone further reforms, and this case study is confined to the role and activities of the LTSA.
**Box 1: Summary of LTSA delivery of institutional management functions, New Zealand**

*Results focus:* The Land Transport Safety Authority (LTSA) was the lead agency for road safety in New Zealand from 1993 to the end of 2004. The LTSA had the main responsibility for managing the country results focus and ensuring that system-wide interventions were agreed and implemented by the responsible authorities across government and wider society. It established a framework for assessing safety performance and the potential for achievable results in the medium term and led the development and delivery of national safety strategies and the work program agreed by the National Road Safety Committee (NSRC), the high-level coordinating body. The latest strategy includes targets for final and intermediate outcomes as well as institutional outputs. The LTSA’s responsibility for the achievement of national targets was underpinned by a performance agreement with the Minister of Transport. It also established Memoranda of Understanding with its partners to guide the road safety effort and funded key police enforcement outputs to achieve results and underscore accountability for their delivery.

*Coordination:* The LTSA established and managed multi-sectoral coordination to engage all major partners and stakeholders in a decision making hierarchy of committees and chaired and provided the secretariat of the NRSC and supporting committees. It established road safety partnerships with each of the other six governmental members of the NRSC to deliver agreed targets. The LTSA built tools and programs for use by regional and local authorities and developed and supported community programs and partnerships at the local level.

*Legislation:* The LTSA established in-house capacity in its Policy Division to set, ensure compliance with and monitor road safety standards for vehicles, roads and people, as well as to provide policy advice. It established a small in-house rules team to work with the Ministry of Transport in developing and consolidating major primary legislation. The LTSA used the coordination hierarchy to find legislative slots for road safety and for consultation on proposals for legislative change.

*Funding and resource allocation:* The LTSA ensured a dedicated funding source for road safety from the National Road Fund and managed the New Zealand Road Safety Program to largely finance road safety outputs from NZ Police and also finance some aspects of the LTSA program of education, promotion and strategy development. The LTSA provided in-house capacity in its safety economics section to evaluate safety costs and benefits, estimate program funding needs and prepare related business cases. It periodically reviewed the value of preventing road traffic deaths and serious injuries to sustain a strong business case for expenditure on road safety. The LTSA also provided advice on grants management and managed the Road Safety Trust.

*Promotion:* The LTSA promoted the shared responsibility for delivery of the road safety strategy and its Ministers played a key role in launching and promoting the strategy. It coordinated multi-sectoral promotion and contracted out targeted road safety advertising in support of the major themes of the safety strategy. The LTSA provided in-house lead agency capacity for promotion through its Communications and Education Division, supported and promoted the Australasian New Car Assessment Programme (ANCAP) and developed community road safety programs to promote the national strategy at the local level.

*Monitoring and evaluation:* Monitoring and evaluation of the road safety strategy was LTSA’s responsibility in association with the NRSC. The LTSA established surveys and databases to identify and monitor final and intermediate outcomes and outputs against targets and established and published the socio-economic costs of road traffic injuries on an annual basis. It managed the vehicle and driver registries, developed and maintained the Crash Analysis System and participated in the ANCAP safety rating program to assist monitoring of vehicle fleet safety. The LTSA reviewed the progress of the national road safety strategy in-house on a quarterly basis and funded an independent review of its performance in 2004.

*Research and development and knowledge transfer:* The LTSA’s coordination role for road safety research was established in legislation. It built in-house capacity to manage its research strategy and program and supported external research focused on supporting the safety strategy, including demonstration projects. The LTSA secured funding for road safety research and knowledge transfer in its own budget and supported attendance of its staff at international road safety meetings, seminars, workshops and study tours to good practice countries. It also developed and disseminated good practice guidelines on road safety.
**Figure 1:** Aggregate structure of the Land Transport Safety Authority (LTSA) in New Zealand (1993–2004)

Privatized Agencies
- Vehicle Testing New Zealand Ltd.
- Vehicle Inspection New Zealand Ltd.

**Land Transport Safety Authority (LTSA)**
Lead agency for road safety

- 7 Regional Offices
- Transport Registry
- Vehicle Certification Unit

National Road Safety Committee (NRSC) and working groups

**Figure 2:** Organizational structure of the Land Transport Safety Authority (LTSA) in New Zealand (1993–2004)

- Board of 5 governmentally appointed members
- Director of Land Transport Safety

Ministry of Transport—Policy and Ministerial advice

Transfund—Roads funding

Transit—State Highway authority

Local Government New Zealand—Local highway authorities

New Zealand Police—Traffic regulation enforcement, crash reporting

Accident Compensation Corporation—Third party insurer

- Strategy
- Policy
- Operations
- Corporate Services
- Communications and Education
- Information Systems & Technology

Transport Registry Centre

Vehicle Certification Unit

Regional Offices
The Corporate Services Division provided information services, human resources, financial contract and facilities management, and reprographic and legal support for core LTSA activities. It also undertook the organization’s corporate planning, including annual business planning and budgeting activities.

The Communications and Education Division provided the communication and information support for core activities. It also became engaged in education to encourage compliance with standards and rules and managed the road safety advertising program.

The Information Systems and Technology Division provided the tools and support for systems and technology which delivered the LTSA services. It managed the provision of information, data and systems that allowed staff and agents to carry out their work effectively.

The organizational structure of LTSA and the structure of the related coordination and decision-making hierarchy set out in Figure 3 provided for the delivery of all seven institutional management functions at country level, under LTSA’s leadership and direction.

The LTSA chaired the NRSC and provided a dedicated secretariat to support it and three other management committees, the National Road Safety Working Group, the National Road Safety Advisory Group and the Industry Consultative Group, and it established road safety partnerships with each of the member agencies of the NRSC to achieve agreed targets.

National Road Safety Committee (NRSC). Chaired by the LTSA to 2004, the NRSC brings together the Chief Executives of the main government partners of the Road Safety to 2010 strategy and is the Minister of Transport’s highest-level road safety advisory group. Its role is in communicating, coordinating and agreeing top level strategy between agencies on road safety issues and over-sighting progress towards the achievement of national targets. Operational matters are managed by the National Road Safety Working Group and the Road Safety Program Review Group. The terms of reference for the NRSC and the agreement reached on the way in which the members work together in matters related to road safety are set out in a Memorandum of Understanding. Meetings are held quarterly and a planning workshop is held annually. A Ministerial debriefing is held after each NSRC meeting. Following an inde-
dependent review of road safety in New Zealand, the Departments of Health, Justice and Labour Departments joined this coordinating body as Associate Members.

**National Road Safety Working Group (NRSWG).** Chaired by the LTSA to 2004, the National Road Safety Working Group (NRSWG) reports to the NSRC, and leads on operational matters. It comprises senior representatives of the NRSC organizations and is responsible for detailed policy preparation and coordination between the member organizations, the preparation of quarterly NRSC meetings and the setting up of working groups on specific issues.

**National Road Safety Advisory Group (NRSAG).** Chaired by the LTSA to 2004, the NRSAG provides a forum for a wide range of agencies involved in road safety to express their views on road safety issues and to provide a base from which joint projects can be initiated. In 2004 it comprised 19 members predominantly from the public sector including the Accident Compensation Corporation (ACC), the Alcohol Advisory Council of New Zealand, the Crime Prevention Unit of the Ministry of Justice, Local Government New Zealand, the Ministries of Health, Justice, Pacific Island Affairs, Transport and Youth Affairs, the New Zealand School Trustees Association, the New Zealand Automobile Association (AA), the New Zealand Police, Transit New Zealand, Transfund New Zealand, Te Puni Kokiri, Road Safety Coordinators Association, Road Safety Coordinators, the Energy, Efficiency and Conservation Authority and Cycle Support NZ.

**New Zealand Road Safety Programme Management Review Group (NZRSP).** This group works to improve the efficiency and effectiveness of the New Zealand Road Safety Programme and comprises the LTSA, New Zealand Police and the Ministry of Transport.

**The Industry Consultative Group (ICG).** This group was established by the LTSA to create a forum for the land transport industry to liaise with the LTSA. It provides a strategic overview of commercial vehicle safety issues in the land transport sector, operates in an advisory capacity and reports to the National Road Safety Council Working Group. Its membership comprises: the New Zealand Automobile Association (AA), the Bus and Coach Association, the Contractors Federation, Federated Farmers, the Imported Motor Vehicles Dealers Association, Local Government New Zealand, the Motor Industry Association, the Motor Trade Association, the Motor Vehicle Dealers Institute, the Owner Carriers Association of New Zealand, the New Zealand Road Transport Forum and the Taxi Federation.
The lead Transport Ministry
The typical form of lead agency in European countries is a well-established road safety department within the government transport ministry. While there are similarities to the stand-alone lead agency previously discussed there are also major differences. These can be seen in greater decentralized responsibilities for some agencies (e.g., in traffic policing) the lack of a decision-making coordination body outside of the Cabinet, the structures and processes for coordination and consultation, and in funding mechanisms.

Examples from Great Britain and The Netherlands are presented.

Example A
Roads and Vehicles and Standards Directorate, Department for Transport, Great Britain
The Department for Transport’s (DfT) Roads and Vehicles and Standards Directorate is the lead agency for road safety in Great Britain.

Road safety is a shared responsibility at governmental level between the European Union (which has had key responsibilities in areas such as vehicle safety and driver licensing standards) and national and local government. Several agencies which carry out driver and vehicle licensing, testing and vehicle certification also come under the umbrella of the Department, as does the agency responsible for national roads. The DfT commits to Public Service Agreement targets for road casualty reduction which are the national road safety strategy targets and it works with a wide range of partners to achieve them. Road safety engineering and police enforcement activities are highly decentralized.

A summary of the institutional management functions carried out by the DfT is presented in Box 2. A more detailed review is presented in the in-depth case study in Annex 4.

The aggregate and organizational structures of the lead agency for road safety in Great Britain in 2005 are set out in Figures 4 and 5. Great Britain does not have a national coordination and decision-making body outside Cabinet. It works with bilateral and trilateral agreements with other government partners and a national consultative Road Safety Advisory Panel comprising a broad range of governmental and non-governmental partners and stakeholders. A range of DfT agencies are engaged in aspects of road safety management—Highways Agency, Vehicle Certification Agency, Vehicle Inspection Agency, Driver and Vehicle Licensing Agency, Driving Standards Agency, and Vehicle and Operator Services Agency (see Figure 4).²

Over 80 staff are actively engaged in road safety work in the Lead Directorate of the DfT (see Figure 5).

Road Safety Strategy manages the country focus on results. In 2005 this unit focused on the development and monitoring of strategies and targets, aided by external expert advisory groups—the Safety Targets and Accident Reduction Steering Group and, later, the Road Safety Advisory Panel set up and managed by the Department. It is also focused on vulnerable road user safety including motorcycling, local authority liaison, demonstration projects and research. External advisory groups have been established for the annual road and vehicle safety research program.

Driver Safety worked on policy and promotion associated with vehicle speed, impairment, driver training and testing, seatbelts, mobile phones, fatigue, work-related road safety and other driver-related issues.

Transport Technology and Standards (TTS) is responsible for setting and ensuring compliance with national vehicle policies and construction standards to reduce the likelihood of road crashes and lessen their impact, working closely with the EU, the United Nations Economic Commission for Europe and many UK bodies. TTS manages a wide-ranging research program into existing and promising technology, particularly the improvement of vehicle dynamic safety standards and the analysis of costs, benefits and effectiveness.

Traffic Management is responsible for policy on traffic regulation and management, street works regulations traffic signs, cycling and walking.

²An inter-governmental Road Safety Delivery Board was established in 2008 to encourage and monitor strategy implementation and progress towards targets. Its Terms of Reference states that it is not a decision-making body for policy or strategy.
Box 2: Summary of DfT delivery of institutional management functions, Great Britain

**Results focus:** The Department for Transport’s (DfT) Roads and Vehicles and Standards Directorate is the lead organization for road safety in Great Britain. The DfT is responsible for managing the country results focus and ensuring that system-wide interventions are agreed and implemented by the responsible authorities. It has established a results management framework for appraising performance and identifying what can be achieved in the medium term. The DfT leads the development and delivery of national safety strategies and the current strategy includes targets for final outcomes to 2010. DfT accountability for targets is underpinned by an annual performance agreement. It has established Memoranda of Understanding and local agreements with its partners to implement the safety strategy.

**Coordination:** There is no national coordinating decision-making body outside the Cabinet. The DfT establishes bilateral and trilateral agreements with other government partners (e.g., police, Home Office, Department of Health and the Health and Safety Commission) to implement interventions. It encourages the local adoption of national targets, requires annual progress reports and encourages local multi-sectoral partnerships. It sets up and consults with an inter-governmental Road Safety Delivery Board and a Road Safety Advisory Panel of partners and stakeholders (including the NGO and business sector) which monitor progress towards targets. The DfT engages with Parliamentary Committees and groups. European Union safety coordination is pursued within the European’s Commission’s High Level Group on Road Safety and other committees.

**Legislation:** The DfT has established in-house capacity to set, ensure compliance with, and monitor safety standards for vehicles, roads, and people, some of which are agreed at EU level, and to provide related policy advice. Inspection and compliance are carried out by DfT agencies and the police. The DfT establishes small in-house rules teams of policy and legal experts to develop and consolidate major legislation and carries out impact assessments and consults widely on draft proposals. It uses a variety of means to find parliamentary slots, when necessary, for safety legislation.

**Funding and resource allocation:** The DfT ensures sustainable annual safety funding from general tax revenues which it distributes to its agencies through annual agreements and local transport plans. Other funding sources include a cost-recovery system for safety cameras, small grants and private sector funding for promotion, projects and non-governmental organization activities. The DfT has used ring-fenced funding to encourage local safety activities and carries out annual in-house reviews of the value of preventing road deaths and serious injuries to allow a strong business case to be made for road safety expenditure. It provides in-house lead agency capacity to evaluate safety costs and benefits, estimate program funding needs and prepare related business cases.

**Promotion:** Road safety in Great Britain is not driven by a long-term vision and the DfT promotes the shared responsibility for delivery of the road safety strategy as well as specific strategic themes nationally and locally under the umbrella of the THINK! campaign. The Prime Minister and DfT Ministers played a key role in launching and promoting the strategy. The DfT contracts out targeted road safety advertising and monitoring in support of the major themes of the national road safety strategy. It played a major role in establishing safety rating programs which promote various aspects of the strategy and it supports community partnerships at local level to achieve results.

**Monitoring and evaluation:** The DfT monitors the safety strategy assisted by external research organizations, the Road Safety Advisory Panel and the Road Safety Delivery Board which was established in 2008. Reviews are carried out and published every three years. The DfT has set up databases to identify and monitor final outcomes against targets and carries out surveys of travel patterns, vehicle use and intermediate outcomes. It has statistical units and committees which manage the national crash data system and carries out linkage studies of health and police data to establish under-reporting. DfT agencies manage computerized vehicle and driver registries. The DfT played a major role in establishing the European New Car Assessment Programme to assist monitoring of vehicle fleet safety. Its Highway Agency is a member of the European Road Assessment Programme which monitors aspects of road network quality. The DfT supports in-depth study of crashes to monitor vehicle safety performance. It also monitors local authority safety performance indicators.

**Research and development and knowledge transfer:** The DfT has established in-house capacity to manage its research program and coordinates and funds external research in support of the safety strategy. It secures funding for research and knowledge transfer in its own budget and has engaged other funding partners in major research. The DfT has an annual safety research program and external advisory bodies assist in identifying priorities. It supports staff attendance at international road safety meetings, workshops and field visits, and it develops and disseminates good practice guidelines and funds demonstration projects to encourage local casualty reduction activities.
Example B

Ministry of Transport, Public Works and Water Management, The Netherlands

The Ministry of Transport, Public Works and Water Management is the lead agency for road safety in the Netherlands. Road safety is highly decentralized in the Netherlands and is a shared responsibility between the European Union (which has had key responsibilities in areas such as vehicle safety and driver licensing) and national, regional and local governments.

Traffic safety is one of five areas of responsibility of the Ministry which employs 13,000 people, has four Directorates, ten regional Departments, several specialist services and other support units. The Roads and Traffic Safety Department (RTSD) was set up in 1970 and sits within the Directorate for Passenger Transport. In 2005 RTSD compiled 24 staff members including an international coordinator. There is also a small section in the Directorate General for Freight Transport which deals with road safety in relation to freight transport (including small transport vans and addressing issues such as safety culture in transport companies). The RTSD takes the leadership role.
Box 3: Summary of MoT delivery of institutional management functions, The Netherlands

Results focus: The Ministry of Transport, Public Works and Water Management (MoT) is the lead agency for road safety in the Netherlands. The MoT’s Roads and Traffic Safety Department (RTSD) has the central responsibility for the development and coordination of road safety targets at national level. It manages the country results focus and ensures that system-wide interventions are agreed and implemented to achieve related targets by the responsible authorities across government and wider society. The MoT has established capacity for appraising performance and identifying what could be achieved in the medium term. It pursues the long-term vision of Sustainable Safety (adopted in legislation) and has established road safety outcome targets in its Mobility Policy Document (2005) as well as regional road safety outcome targets. It has also signed up to European targets to reduce deaths by 50% in EU (by 2010) and ECMT (now ITF) countries (2012), and has established contractual agreements with its partners to achieve results.

Coordination: Outside Cabinet there is no national multi-sectoral governmental body set up specifically to take decisions on road safety. The MoT provides in-house capacity for coordination and consultation and has set up contractual delivery partnerships with several stakeholders to cement delivery of aspects of the national road safety strategy. The MoT established, managed and funded a system of multi-sectoral consultation at the national level to engage all key players with governmental responsibilities in road safety as well as other key players in achieving road safety results. It engages with parliament, the non-governmental and business sectors in road safety activity. It also engages actively in international coordination.

Legislation: The MoT has established in-house capacity to set and update vehicle, roads and road user rules and standards, some of which are agreed at EU level, with inspection and compliance carried out by departmental agencies and the police. It establishes small in-house rules teams engaging policy and legal experts in developing and consolidating major primary legislation. The MoT consults widely on proposals for legislative change at an early stage.

Funding and resource allocation: The MoT ensures a sustainable annual funding source for road safety from general tax revenues. Until 2005 it specifically allocated resources to the Regional Road Safety Agencies (in addition to their own sources of funding sources) via a road safety fund of around €20 million. The MoT periodically reviews the value of preventing road traffic deaths and serious injuries to allow a strong business case to be made for expenditure on road safety. It provides in-house capacity to evaluate safety costs and benefits, estimate program funding needs and prepare related business cases.

Promotion: The MoT promotes the shared responsibility for road safety called for by the Sustainable Safety strategy which lead agency ministers and parliamentarians played a key role in launching and promoting. The MoT coordinates multi-sectoral promotion and contracts out targeted road safety publicity in support of major road safety interventions. It helped set up and supports the European New Car Assessment Programme which promotes vehicle safety. It also promotes and encourages the achievement of road safety results to regional and local levels of government.

Monitoring and evaluation: The MoT has ensured a comprehensive framework for the monitoring and evaluation of road safety outcomes which is delivered by its agencies and assisted by a wide range of organizations. It publishes road safety results annually and reports these to parliament. Its research arm—the AVV (now DVS)—manages crash injury databases, collects and publishes road safety data, together with the Central Bureau of Statistics (comprising final and intermediate outcome data) and it carries out periodic monitoring of road safety targets. MoT agencies manage the vehicle and driver registries. The MoT establishes and publishes the socio-economic cost of road traffic injuries periodically. It also participates in the European New Car Assessment Programme to assist monitoring of vehicle fleet safety.

Research and development and knowledge transfer: The MoT has established both in-house capacity and external capacity for research and development and knowledge transfer aimed at achieving road safety results. It secures funding for road safety research and knowledge transfer in its own budget. The MoT supports attendance of its staff at international road safety meetings for professional development, and supports and disseminates good practice guidelines on road safety and demonstration projects to assist regional and local activities.

A summary of the institutional management functions carried out by the MoT is presented in Box 3. A more detailed review is presented in the in-depth case study in Annex 4.

The aggregate and organizational structures of the lead agency for road safety in the Netherlands, as well as its national and regional coordination and consultation structures, are set out in Figures 6–8.

The OVV (Organization for road safety consultation) was set up in 1992 and was broadened subsequently to become the OPV (Organization for passenger transport) with
Ministry of Transport, Public Works and Water Management

Roads and Traffic Safety Department within the Directorate-General for Passenger Transport has the main responsibility for road safety management.

Other departments with road safety responsibilities within the Ministry include:

- Directorate-General of Publics and Water Management—national road authority
- Directorate-General for Freight Transport—freight safety
- Directorate-General of Public Works and Water Management and 10 regional Departments—Policy implementation
- Transport and Water Management Inspectorate—Compliance with legislation
- AVV Transport Research Centre*
- Central Bureau for Driving Licences
- Central Office for Road Traffic—vehicle registry

Consultation and coordination bodies

OVV Organization for road safety consultation (until 2004)
High Level Group on Road Safety—European Union
European Conference of Ministers of Transport—43 European countries

* In 2008, AVV merged with another governmental research group to form the DVS Centre for Transport and Navigation in the Department of Traffic and Shipping, Ministry of Transport, Public Works and Water Management

Figure 7: Organizational structure of the Road and Traffic Safety Department in Ministry of Transport, Public Works and Management, The Netherlands (2005)
consultation on road safety as one component. The coor-
dination body (past and present) brings together all key
partners and stakeholders, including the private sector. Its
statutory role is as a platform for mandatory national con-
versation on the intended policies of the Minister of Tr ans-
port in relation to organizational matters and transport
and traffic-safety related subjects that are primarily the re-
sponsibility of other Ministries. The 19 regions are re-
quired by law to subscribe to national targets and have in-
corporated road safety into their organizations. In 2005, it
was agreed that the regions were to be autonomous in de-
cisions about how to reach targets.

Until 2004–05 each of the 19 provinces had a Provincial
Safety Board (ROV) in which all parties involved in traffic
safety coordinated their individual activities at provincial
and municipal level. A legal requirement provided for
these bodies to be subsidized by central government.
Each province provided the secretariats of the ROV and
encouraged activity by municipal authorities. The Boards
comprised representatives from regional and local au-
thorities, the Ministry of Transport region and the police
and Ministry of Justice.
The road authority as lead agency

A third lead agency model is the road authority, where powers for day to day road safety management have been delegated by a government Ministry.

Examples from Sweden and Australia are presented.

Example A

Swedish Road Administration\textsuperscript{14,15,16,17}

While the Ministry of Industry, Employment and Communications has legal responsibility for road safety in Sweden, the Swedish Road Administration (SRA) is the national authority assigned the overall sectoral responsibility for the entire road transport system, and the SRA is the lead agency for road safety management.

Road safety in Sweden is a shared responsibility at the governmental level between the European Union (which has had key responsibilities in areas such as vehicle safety and driver licensing) and national and local governments. Road safety is pursued within a total transport context characterized by the demand for integrated service delivery that meets the multiple goals of sustainable development.

A summary of the institutional management functions carried out by the SRA is presented in Box 4.\textsuperscript{3} A more detailed review is presented in the in-depth case study in Annex 4.

The aggregate and organizational structures of the lead agency for road safety in Sweden, as well as its coordination structure, are set out in Figures 9–11.

Since road safety is integrated into road transport policy, Swedish organization is complex. The overall responsibility for road safety rests within the Journeys by Citizens Department which is one of two main horizontal Departments of the Swedish Road Administration. A Traffic Safety Director who has the central controlling function for all road safety work is a key member of the Director-General’s senior management team. Road safety expertise is located mainly within the Society and Traffic Department of the Administration. The operational activity is mostly conducted by the seven regional offices.

SRA’s road safety responsibilities are set out in a 1998 policy statement (see Box 5).

The Cabinet supported by the Ministry of Industry, Employment and Communications and SRA is at the top of the national decision-making hierarchy.

Three organizational entities deal with the coordination of interventions, each having their own small secretariat situated within the SRA. These are:

- the SRA’s Director General’s Advisory Council on Road Safety which is a high level group of 7 governmental and non-governmental partners and stakeholders which meets twice a year. It was set up as an advisory group to the Director-General with members invited on an individual basis;

- the National Coordination Assembly (NCA) has eight members (Ministry of Enterprise, Energy and Communications, Swedish Association of Local Authorities and Regions, National Society for Road Safety, National Police Board, Swedish Work Environment Authority, FolkSam, Toyota Sweden AB, Swedish Road Administration). It brings together 15–20 people and meets 6 times a year. The aim is ‘to share knowledge and coordinate the activities of key players with the intention of making Vision Zero a reality.’ A NCA steering group acts as a reference group for proposals for the new interim target;

- the National Road Safety Assembly (started in 2002 at the instruction of the Ministry of Industry, Employment and Communications) brings together a very broad group of partners and stakeholders (about 40 members with road user and transport industry stakeholders being prominent) at national (three meetings a year) and regional levels. The Assembly works in specific areas—speed, drinking and driving, seat belt use, children and young people in traffic and two-wheeled motor vehicle crashes—and reports over 3000 individual activities.

There is also coordination with European partners as Sweden is a member of the European Union and UN ECE which determine international vehicle safety standards. At EU level, the SRA, as an agent of the Ministry, contributes to the European Commission’s High Level Working Group on Road Safety and its sub-groups and the Motor Vehicles
Box 4: Summary of SRA delivery of institutional management functions, Sweden

Results focus: The Swedish Road Administration (SRA) is the accountable lead agency for road safety in Sweden. It has the main responsibility in Sweden for managing the country results focus, reviewing performance, proposing goals and targets and carrying out interventions in the road network. The SRA developed and leads Vision Zero and is responsible for the achievement of national targets underpinned by a performance agreement with the Ministry of Industry, Employment and Communications.

Coordination: The SRA established, chairs, manages and provides a dedicated in-house secretariat for each of the three consultative bodies which engage governmental partners in road safety as well as other key stakeholders in addressing Vision Zero and national targets. These bodies aim to share knowledge, discuss interventions and stimulate stakeholder contributions rather than act as decision-making bodies at the national level. The SRA also ensures that there is vertical coordination between governmental bodies and funds tools for use by regional and local authorities, as well as specific road safety outputs. In recent years it has expanded its external partnership capacity to deliver the challenging Vision Zero concept and has developed effective road safety partnerships individually and through its consultation bodies with a wide range of professional, research, non-governmental, user and industry groups. It seeks to ensure stakeholder accountability through its OLA process which involves the use of Declarations of Intent.

Legislation: The SRA has established a comprehensive legislative framework which has evolved over the years. It proposes vehicle, roads and road user rules and standards, some of which are identified and agreed at EU level, with inspection and compliance carried out by departmental agencies and the police. The SRA has established in-house capacity to propose, ensure compliance with and monitor road safety standards for vehicles, roads and people as well as to provide policy advice. It establishes Commissions of Enquiry when developing and consolidating major primary legislation.

Funding and resource allocation: The SRA ensures sustainable annual funding for road safety from general tax revenues which it allocates to its agencies through annual agreements and transport plans in support of Vision Zero interventions. It has used ring-fenced funding on a regional basis to encourage local road safety engineering activity and Vision Zero demonstration projects as well as directly funding some police outputs to achieve results.

Procedures are established for cost-benefit analysis to identify priorities for infrastructure road safety spending. However, estimates of the value of preventing death and serious injury are not made annually, nor is cost-benefit or cost-effectiveness analysis used widely in resource allocation for safety work in the public sector.

Promotion: The SRA promotes the shared responsibility for road safety called for by the Vision Zero strategy. Ministers and Parliamentarians played a key role in launching and promoting Vision Zero. The SRA coordinates multi-sectoral promotion and contracts out the dissemination of targeted road safety information which recently has been directed more to organizational partners and stakeholders than the general public. It helped to set up, chairs and supports the European New Car Assessment Programme which promotes vehicle safety. The SRA also promotes the need to achieve road safety results to local and regional levels of government.

Monitoring and evaluation: Sweden has a long tradition in the monitoring and evaluation of road safety. This is carried out comprehensively by the lead agency (at national and regional levels), the Swedish Institute for Transport and Communications Analysis (SIKA), the Road Traffic Inspectorate (since 2003), research organizations, the municipalities and independent national and international experts. The SRA and its partners have established databases to identify and monitor final and intermediate outcomes against targets and the results are published annually. Safety rating programs are used to monitor aspects of vehicle fleet and road network safety respectively. The SRA established the Road Traffic Inspectorate to help monitor road safety performance and the effectiveness of partner and stakeholder activity. In 2007–8 the SRA commissioned and published an independent road safety management capacity review using the World Bank’s assessment framework.

Research and development and knowledge transfer: Sweden has a long and internationally recognized tradition in road safety research which has had a major impact on policy and results. The SRA has ensured secured funding and capacity for road safety research and knowledge transfer. It supports attendance of its personnel at international road safety meetings, seminars, workshops and field visits. The SRA and its partners have developed and disseminated good practice guidelines on road safety. The SRA also funds Vision Zero demonstration projects.

Working Group which work on the EU road safety policies. The SRA was also a founding partner of the European New Car Assessment Programme (Euro NCAP) and the European Road Assessment Programme (EuroRAP) which provide consumer information and safety rating to road users in Europe.
Figure 9: Aggregate structure of the lead agency for road safety in Sweden (2005)

Swedish Road Administration (SRA)
- Lead Directorate responsible for road safety management
- Director of Traffic Safety
- Journeys by Citizens Department
- Society and Traffic Department
- 7 Regional Offices
- Road Traffic Inspectorate is a Division of SRA but independent of the rest of the SRA organization.
- Fee-financed traffic registry and driving test centres.
- Roadside vehicle and driver checks are contracted out to police and vehicle inspectors

Inter-governmental coordination
- National Coordination Assembly—national
- National Road Safety Assembly—national
- High Level Group on Road Safety—European Union
- European Conference of Ministers of Transport—43 European countries

Figure 10: Organizational structure and processes of the Society and Traffic Department of the Swedish Road Administration (2006)
Figure 11: Multi-sectoral coordination arrangements for road safety in Sweden (2008)

Ministry of Industry, Employment and Communications

Swedish Road Administration
SRA’s Director General’s Advisory Council on Road Safety

National Road Safety Assembly
Broad range of stakeholders
Also regional and local assemblies
Chaired by SRA with an SRA secretariat

National Coordination Assembly (NCA)
Ministry of Enterprise, Energy and Communications
Swedish Association of Local Authorities and Regions
National Society for Road Safety
National Police Board
Swedish Work Environment Authority
Folksam
Toyota Sweden AB
Swedish Road Administration

European coordination
European Union—High-Level Group on Road Safety and sub-groups, Motor Vehicle Working Group
UN ECE Working groups (e.g., WP 29 on vehicle standards)
Euro NCAP and EuroRAP
ECMT (now ITF)

Box 5: Role and responsibilities of the SRA for road safety—1998 Policy Statement

• ‘The Swedish Road Administration has been commissioned with the overall responsibility for road safety within the road transport system. Every head of division is responsible for the effect his/her area of responsibility has on road safety. Road safety endeavors shall be conducted as an integral part of other operations.
• In its capacity as the central administrative agency responsible for the entire road transport system, the Swedish Road Administration has been commissioned with the overall responsibility for road safety within the road transport system and shall monitor and actively promote developments within this area. This also means an obligation to endeavour to improve the transport system as a whole as required by road safety considerations.
• In its capacity as road manager the Swedish Road Administration is responsible for road safety on the state road network. Included in this responsibility is that the construction and maintenance works contracted by the Swedish National Road Administration shall be subjected to stringent environmental demands and that the Administration shall encourage contractors to develop production methods that are adapted to road safety.
• As an organization the Swedish Road Administration is responsible for road safety in all internal activities. Our dominant position as a road authority offers us a great potential for being able to promote road safety considerations in technological developments relevant to our sphere of operations.
• The Director-General is ultimately responsible to the Board of Directors for ensuring that road safety is taken into consideration within all areas of operation at the Swedish Road Administration.
• Every head of division is to ensure that road safety is taken into consideration within his/her area of responsibility. He/she shall also endeavour to ensure that fellow colleagues increase their awareness and knowledge about the impact of their own activities and that of the entire road transport system on road safety. It is also incumbent on him/her to set the style and through his/her leadership strive to increase road safety awareness. This obligation also includes ensuring adherence to this policy.
• Every employee at the Swedish Road Administration shall be familiar with the road safety policy and work according to its intentions.
• All employees are expected to set a good example through respecting traffic rules and otherwise exhibiting good conduct in traffic, both during and outside working hours.
• The Traffic Safety Director’s department monitors the work conducted on road safety within the entire organization and throughout the road transport system as a whole.’

**Example B**

**VicRoad**

VicRoads (the Victoria Road Corporation) is the lead agency for road safety in the State of Victoria, Australia. VicRoads was formed in 1989 during a period of corporatization of government services. Road safety is one of its four core businesses and VicRoads has responsibility for leading the preparation and delivery of the State road safety program, and final outcome targets. Its Chief Executive has road crash death and injury as a formal criterion in the performance-driven employment remuneration package.

A summary of the institutional management functions carried out by VicRoads is presented in Box 6. A more detailed review is presented in the in-depth case study in Annex 4.

**Box 6: Summary of VicRoads delivery of institutional management functions, Victoria**

**Results focus:** VicRoads (the Victoria Road Corporation) is the lead agency for road safety in the State of Victoria. It leads the management of the state’s focus on achieving road safety results and works to ensure that system-wide interventions are agreed and implemented by the responsible authorities across government and wider society. VicRoads works with a Safe System approach adopted by government. It has established a results management framework for appraising performance and identifying what could be achieved in the medium term, and leads the development and delivery of safety strategies and action plans agreed within its high level coordinating body. This strategy includes interim targets for deaths and serious injuries as well as institutional outputs for policing activity. VicRoads’ responsibility for the achievement of state road safety targets is underpinned by a performance agreement with the Minister of Transport. It is also annually accountable for a range of outputs associated with the safe planning, construction, and operation of state roads. Accountability is established by the main governmental partners who, at the highest level, sign up to a published strategy with quantitative targets. VicRoads has established appropriate in-house capacity for road safety strategy development and its coordination.

**Coordination:** VicRoads manages a system of multi-sectoral coordination to engage all key players with governmental responsibilities in road safety as well as other key players in the state road safety strategy. It has established strong delivery partnerships for the strategy and key interventions with Victoria Police, the Transport Accident Commission (the government insurance organization) and the Department of Justice. VicRoads provides in-house capacity for the secretariat of the coordination hierarchy and its committees. It establishes tools and programs for use by regional and local authorities and develops and supports community programs and partnerships (Saferoads) at the local level. VicRoads engages actively with the Parliamentary Road Safety Committee and the research, business and non-governmental sectors.

**Legislation:** VicRoads has built in-house capacity to help set, ensure compliance with, and monitor road safety standards for vehicles, roads and people, as well as to provide policy advice. Its road safety department plays a major role in developing and consolidating primary road safety legislation. VicRoads provides a Business Impact Assessment for legislative proposals to Cabinet, and Regulatory Impact Statements (published for comment) are required for new regulations. It also uses its coordination hierarchy to find legislative slots for road safety and for consultation on proposals for legislative change.

**Funding and resource allocation:** The principal sources of funding for road safety in Victoria are state government funding, some national government funding, and revenues raised from the compulsory state injury reduction insurance scheme administered by the TAC and from speed and red light cameras. A road safety levy was originally set at 3% of the injury insurance premium and the current level is 10%. VicRoads reviews periodically the value of preventing road traffic deaths and serious injuries to allow a strong business case to be made for expenditure on road safety. It provides in-house lead agency capacity to evaluate safety costs and benefits, estimate program funding needs and prepare related business cases.

**Monitoring and evaluation:** Monitoring of the road safety strategy is VicRoads responsibility and performance reviews are discussed within the coordination hierarchy. VicRoads and other governmental partners have established roads authority, insurance and health sector databases to identify and monitor final and intermediate outcomes and outputs against targets. VicRoads establishes and publishes the socio-economic cost of road traffic injuries on a periodic basis. It manages the vehicle and driver registries, carries out travel surveys and participates in the Australasian New Car Assessment Programme to assist the monitoring of vehicle fleet safety. VicRoads reports annually on road safety performance to parliament.

**Research and development and knowledge transfer:** VicRoads has ensured the establishment of a comprehensive state-wide capacity for road safety research and knowledge transfer and, with its partners, assigns annual budgets for road safety external research. It ensures in-house capacity for road safety research management. VicRoads and its partners align research provision to strategy needs. VicRoads makes provision for training and professional exchange programs. It also supports the production and dissemination of good practice guidelines, as well as demonstration projects. VicRoads plays a role in international development responses and runs an international road safety training course.
VicRoads works closely in a tri-partite partnership with the Transport Accident Commission, Victoria Police (Department of Justice), who play a major role and whose Ministers have also signed up to the national road safety strategy.

The aggregate and organizational structures of the lead agency for road safety in Victoria, as well as its coordination structure, are set out in Figures 12–14.

VicRoads has a dedicated road safety department with 55 staff. The department comprises a broad range of policy units covering the safety of different elements of the road traffic system (see Figure 13). The size of the strategy and programs unit reflects the substantial program development role of VicRoads as well as its multi-sectoral coordination role.
The organizational structure of VicRoads and the related coordination and decision-making hierarchy set out in Figure 14 provided for the delivery of all seven institutional management functions, under VicRoads leadership and direction.

The Ministerial Road Safety Council was established in 1999 and comprises the Minister for Transport, Minister for Police and Emergency Services and the Minister for the Transport Accident Commission. The Council meets four times each year and ensures the achievement of a coordinated approach to road safety in Victoria. It has provided a powerful voice in Cabinet for the pursuit of road safety policies and has been critical in achieving support across government for funding of new initiatives as well as legislation. The Chair of that group rotates at each meeting. The group has signed off on the five year Arrive Alive! road safety strategy 2002–2007.

The Road Safety Executive Group comprises the chief executive officers and senior road safety representatives of these organizations which report to, support and receive direction from the Ministerial Road Safety Council. The Group determines strategic directions, monitors and reports progress to the government through the Ministerial Road Safety Council. The Group meets approximately four times each year and the chair rotates between agencies.

The Road Safety Management Group with representation from senior road safety officers from the four key partners and the Departments of Education and Training...
and Human Services meets monthly and the chair is rotated. There are many specialist groups engaged with the Road Safety Management Group including Education, Local Government and Community Road Safety Councils. There is a link to national road safety activity through a national forum which meets twice yearly. With VicRoads as the key focal point, the group coordinates implementation of the road safety strategy, develops and implements programs and interventions to give effect to the strategy, reviews identified programs, identifies and actions research priorities, maintains links with the National Road Safety Strategy, promotes a coordinated state-wide program of activities, supports development and implementation of educational initiatives including the Traffic Safety Education Action Plan.

The Road Safety Reference Group meets quarterly and is chaired by the VicRoads General Manager of Road Safety. It comprises a broad range of partners and stakeholders, including road user, road transport industry and medical organizations. The Group develops action and research proposals, sets up issue-based action groups to tackle major concerns and coordinates the activities of its members.

Local government, road transport and Community Road Safety Councils are also represented in the hierarchy.
Lead agency situated within the Premier’s Department

The fourth lead agency model described in this Annex is that of a central road safety bureau within the Premier’s Department.

The Office of Road Safety, State of Western Australia

A snapshot of the lead agency organization for road safety in the State of Western Australia is provided for 2006.

The Office of Road Safety (ORS) forms part of the Department of the Premier and Cabinet (the Head of State’s Department) and is the lead agency for road safety policy and strategy development, coordination, communication (including mass media), monitoring and reporting on progress. This is an unusual lead agency structure comprising a small dedicated coordinating agency hosted by a parent agency that does not have core responsibility for primary service delivery in any road safety or transport related function. It serves, in effect, as a relatively independent executive arm of the National Road Safety Council—the main advisory body.

The Office of Road Safety (ORS) has a Treasury funded central budget of $1.1m which covers staffing costs. On behalf of the Road Safety Council and Government, the ORS is responsible for financial management of the Road Trauma Trust Fund (RTTF) which includes grants to various agencies for road safety activity. Out of a total of about $2.4m in 2005/06 in the RTTF, the ORS was responsible for managing a total of about $12m including: about $300,000 for core operations (travel, office costs etc), about $7m for mass media communication work (e.g., speeding, drink driving, seatbelt and fatigue campaigns etc), about $1m for research into road safety issues and about $4m for specific road safety projects including monitoring of progress.

A summary of the institutional management functions carried out by the ORS is presented in Box 7. A more detailed review is presented in the in-depth case study in Annex 4.

The aggregate and organizational structures of the lead agency for road safety in Western Australia, as well as its coordination structures are set out in Figures 15–17.

The main multi-sectoral coordinating bodies are the Ministerial Council on Road Safety and the Road Safety Council with the Office of Road Safety providing the executive arm.

The Road Safety Council of Western Australia was established in 1997, to advise government on programs and initiatives for reducing the level of road trauma in Western Australia. Chaired by an Independent Chairman, the Road Safety Council comprises representatives from the range of governmental agencies with responsibilities for road safety as well as a motoring organization. The principal functions of the Council are results management and implementation arrangements. Interventions or policy outputs are carried out by the Council’s members.

The Council’s functions set out in the Road Safety Council Act 2002 are:

(a) identify measures to improve the safety of roads in the State and to reduce the deaths of people, the injuries to people, and the damage to property, resulting from incidents occurring on roads in the State;
(b) recommend to relevant bodies and persons the action that should be taken to implement those measures;
(c) coordinate the implementation of those measures by relevant bodies and persons;
(d) evaluate and monitor the effectiveness of those measures;
(e) evaluate and monitor the safety of roads in the State; and
(f) recommend to the Minister how money standing to the credit of the Account should be spent to implement those measures and to facilitate the performance of the Council’s functions.
Box 7: Summary of ORS delivery of institutional management functions, Western Australia

Results focus: The Office of Road Safety (ORS) is the lead agency for road safety in Western Australia and is responsible within government for leading, developing, coordinating, promoting and monitoring the state road safety strategy, program and targets. The ORS ensures that background papers on road safety performance are presented and discussed in the coordination body to inform new activity. The ORS has studied and proposed a far-reaching road safety vision for the elimination of death and serious injury for the longer term which has been adopted by government and parliament. It commissioned the modelling of future road safety improvements by experts and proposed a new strategy and targets the road safety partnership. The ORS uses Memoranda of Understanding to underline agreement reached on how members work together in matters related to road safety.

Coordination: The ORS manages and supports the coordination activities of the Road Safety Council throughout the state, and related road safety task forces, and provides administrative support to the Ministerial Council for Road Safety. It creates road safety partnerships with key stakeholders in pursuit of strategy objectives and ensures that parliament, the business and non-governmental sectors are engaged in road safety strategy development and coordination. The ORS also supports the development of partnerships and community programs at the local level.

Legislation: The ORS reviews legislative needs for the strategy in consultation with its partners in the coordination body. It plays a key role in developing and consulting the road safety partnership and public on proposals for major primary road safety legislation and uses its coordination hierarchy to find legislative slots for road safety and for consultation on proposals for legislative change. The ORS establishes in-house capacity to provide policy advice.

Funding and resource allocation: The ORS manages the funding of road safety programs and recommends disbursement of the Road Trauma Trust Fund which transparently allocates road safety resources. It also facilitates evaluation of project cost-effectiveness and project prioritization.

Promotion: The ORS promotes and facilitates a shared approach to road safety across all government agencies, local government and other partners and stakeholders. It widely promotes the State Road Safety Strategy and the Annual Priorities Program. The ORS manages public relations activities, media, campaigns and mass media initiatives, community engagement, agenda setting initiatives, partnership programs and other promotional campaigns at the state level. It also promotes local efforts in support of the state road safety strategy.

Monitoring and evaluation: The ORS has lead responsibility for the monitoring of the road safety strategy and is accountable for this in an annual performance agreement. It ensures that data systems are established to identify and monitor final and intermediate outcomes and outputs, and coordinates the maintenance of an integrated data and information network to facilitate road safety research, development, management and reporting. The ORS publicises monitored outcomes and provides safety data to the Road Safety Council for review and discussion. It is also a member of the Australasian New Car Assessment Programme which monitors vehicle fleet safety research.

Research and development and knowledge transfer: The ORS coordinates the funding of road safety research, development and demonstration projects in support of its strategy Arriving Alive and helps to develop state capacity for external research. It encourages and contributes to the development and dissemination of good practice guidelines on road safety. The ORS also plays an active role in technical guidance for highway authorities on a range of road safety issues as well jointly producing guidance (e.g., with professional associations such as Austroads and ARRB, and with research organizations).
Figure 15: Aggregate structure of the Office of Road Safety (2006)

**Office of Road Safety:**
- **Ministerial Council on Road Safety:**
  - Minister for Police & Emergency Services; Justice; Community Safety (Chair)
  - Minister for Planning and Infrastructure
  - Minister for Local Government
  - Minister for Department of Education & Training
  - Minister for Health

- **Road Safety Council:**
  - Peak legislated independent advisory body providing evidence based recommendations to government

- **Road Safety Council Senior Officers’ Group**

**Office of Road Safety:**
- Independent Chairman: Chair and Media spokesperson

**WA Police:**
- Traffic regulation enforcement, crash investigation, reporting

**Main Roads WA:**
- State highway and main roads authority

**Dept. for Planning and Infrastructure:**
- Driver and vehicle licensing, integrated transport and land use

**WA Local Gov’t. Association:**
- Local roads authorities and local community education

**Insurance Commission of WA:**
- Government compulsory third party insurer for personal injury

**Royal Automobile Club of WA:**
- Representing WA road using community

**Department of Health:**
- Health services data

**Department of Education and Training:**
- School and technical education

**Key functions:**
- Lead agency for road safety policy and strategy development, coordination, communication (including mass media), monitoring and reporting on progress

**Advisory Groups**
- Safer Road User Behavior
- Safer Speeds
- Safer Roads
- Safer Vehicles
- Data Management
IMPLEMENTING THE RECOMMENDATIONS OF THE WORLD REPORT ON ROAD TRAFFIC INJURY PREVENTION

Figure 16: Organizational and reporting structure of the Office of Road Safety, Western Australia (2006)

- **Executive Director**
  - Reports as a member of Corporate Executive to the Director General of the Premier’s Department on administrative matters (e.g., staffing, accommodation, purchasing policies etc).
  - On all road safety policy and strategy matters the Executive Director reports directly to the Minister for Community Safety.

- **Business Coordination Branch Manager**
  - Principal Financial Officer
  - Finance and Administration Officer
  - Business Coordinator
  - Customer Service Coordinator

- **Policy and Strategy Branch Director**
  - Principal Policy Officers (2)
  - Senior Research Officer
  - Knowledge Management Policy Officer
  - Senior Project Officer
  - Project Officer

- **Community Education and Communications Branch Director**
  - Event and Project Consultant
  - Consultant Relationship Management
  - Media Consultant
  - Project Manager Advertising
  - Project Manager Strategy

- **Administration Assistant**

Figure 17: Multi-sectoral coordination in Western Australia (2006)

- **Ministerial Council on Road Safety**
  - Ministers for Community Safety; Health; Education and Training; Local Government and Regional Development; and Planning and Infrastructure

- **Road Safety Council of Western Australia**
  - Independent Chairman
  - WA Police Service
  - Department of Health
  - Office of Road Safety
  - Main Roads WA
  - Department of Education and Training
  - Insurance Commission of WA
  - Local Government
  - Department for Planning and Infrastructure
  - Royal Automobile Club of Western Australia

- **Road Safety Council Sector Officers’ Support Group**
  - Bringing together officers of all organizations involved in the Road Safety Council

- **Office of Road Safety**
  - Lead road safety agency and executive arm of the Road Safety Council

- **Road Safety Council, advisory groups**
Summary
This Annex describes a variety of overarching organizational structures and processes which allow the lead agency to carry out its role effectively.

Good practice examples are presented from countries that have been active in road safety over a long period of time and which have developed a role in the delivery of all seven institutional management functions. These provide examples from Europe and Australasia of the stand-alone lead agency, the transport ministry as lead agency, the roads authority as lead agency, and the stand-alone lead agency in the Head of State’s Department.

The examples illustrate how governmental lead agencies and their related coordination arrangements can vary in form and structure to achieve results. In some cases the main institutional arrangements have evolved gradually over many years. In others they are relatively recent. All agencies involve complex organizational structures and processes and many players.

Successful practice underscores the need for the agency to be an accountable governmental body and for its leadership role to be accepted and fully supported by the rest of government, to ensure the development of appropriate capacity and funding. Without an authoritative lead agency and adequate funding and technical resources, the shared responsibility for achieving road safety results has little chance of success.

References