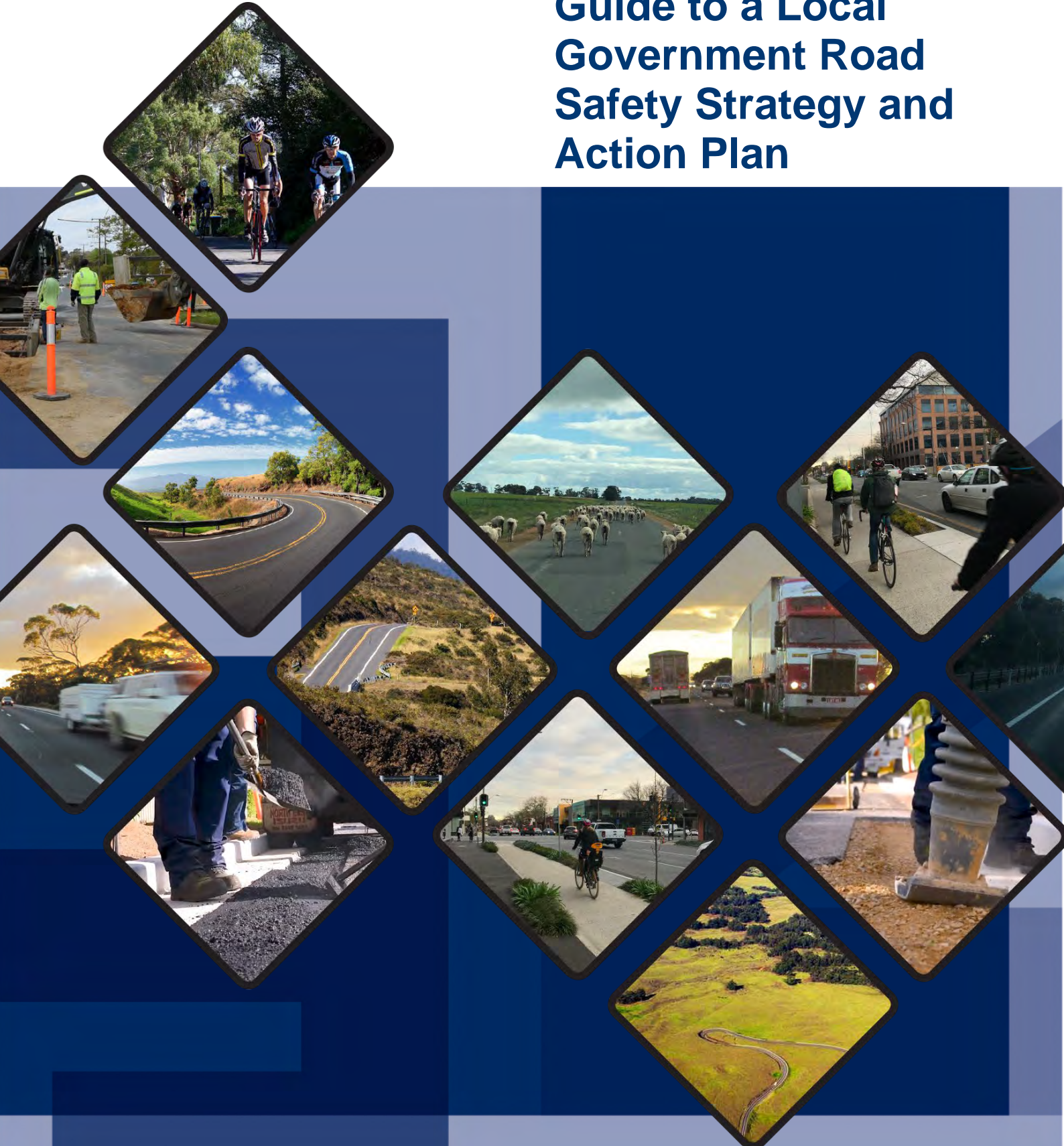


# Guide to a Local Government Road Safety Strategy and Action Plan

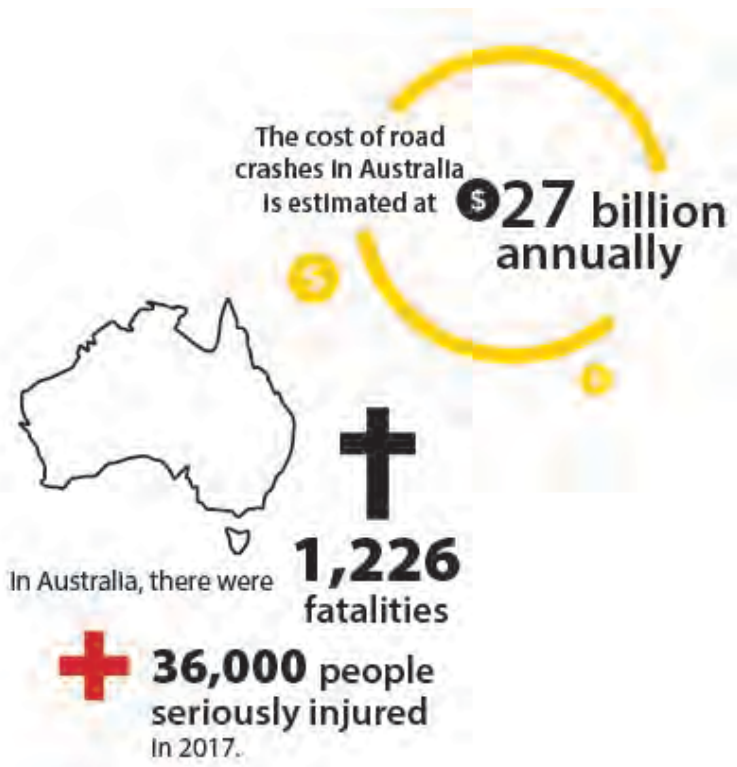


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**Note** that following endorsement of the wording by the LGA Board, the Guide will be formatted, and will include images, infographics and diagrams as appropriate.

## Local Government and Road Safety



- Road safety disproportionately affects regional councils, with 50% of road crashes on local roads, and deaths on regional roads far outnumbering deaths on metropolitan roads.
- Councils control and manage their local road systems and through this responsibility have an interest in providing a safe operating environment for road users.
- Local government has the largest relative government infrastructure task in terms of asset management, yet receive less than 4% of Australia's total taxation revenues.
- Local government is also a significant employer in South Australia, employing around 11,000 people, with opportunities to influence road safety as an employer and community leader.

Maintaining the local road system is one of local government's major tasks.

In most councils, it is the **single largest item of expenditure**

\$

Total annual expenditure on local roads by councils is estimated to be in excess of **7 billion**

- In recent years, rates of improvement have slowed: Australia's rate of improvement over the last decade was lower than most other OECD countries.
- In 2017, Australian road deaths per 100,000 of the population was 5.0. of 31 OECD countries with available data, Australia was the 16th lowest.
- Australia's road deaths were relatively high compared to some of the world's best performing countries in road safety including the UK (2.8), Sweden (2.5), Switzerland (2.7) and Norway (2.0) which all have achieved rates below 3.0 per 100,000 population.
- Nevertheless, Australia was performing better against countries like Canada (5.2), New Zealand (7.9) and the United States (11.6).

### South Australian councils manage

**76%** of the road network where  
**52%** of all casualty crashes and  
**40%** of all road deaths occur.

This results in the risk of driving on a local road being **1.5 times higher than driving on a State Government road.**



Australia has had a strong record in road safety improvements, with three key initiatives driving improvement over the last 40 years, being:



- In the 2016 statistics from 22 OECD countries Australia's road deaths per distance traveled (billion vehicle-kilometers) was 5.2 (number 13 of 22 countries). The best performing countries were Norway (3.0), Switzerland (3.2), Sweden (3.3) and the UK (3.4). Canada (5.1) also performed slightly better while Australia still performed better compared to New Zealand (7.2) and the United States (7.2).<sup>[1]</sup>
- South Australia has a fatality rate of 4.6 per 100,000 people. In South Australia, more than one person dies every week and 11 people are seriously injured on our roads with enormous social and economic impact to the State.

- The easiest way to reduce the road toll would be if everyone wore seatbelts, which could reduce fatalities by 30% (based on the previous 5 year average of 27% of drivers killed being unrestrained, and based on non-seatbelt-wearing being a factor in crashes).
- In South Australia, not wearing a seatbelt was a factor in 16% of driver and passenger fatalities in 2018 which is a significant decrease from 38% in 2017.
- In Greater Adelaide, 29% of fatal crashes were at intersections, compared to regional crashes of which 57% were single vehicle impacts.

**South Australia has 11% of Australia's local roads, and 7% of its population, but only receives 5.5% of the Identified Roads component of Commonwealth Financial Assistance Grants**



# Road safety and local government

While action on road safety is the responsibility of all spheres of government, councils have a particular role to play as road managers, employers and leaders in the community.

As road managers, councils build, maintain and regulate roads and have a responsibility to provide a safe operating environment for road users. Given that roads controlled by local government account for more than 50% of serious casualties, councils have a role in taking action to reduce road trauma.

South Australian councils manage 11 per cent (75,000km) of the nation's local road network. They receive significant funds from the Commonwealth Government through Financial Assistance Grants (untied local roads component), the 'Roads to Recovery' program, as well as competitive grant programs to address black spots, bridges renewal and heavy vehicle safety and productivity.

Road safety responsibilities also extend to local government as significant employers within their communities, particularly in regional areas. For example, councils and their contractors have a role in managing safety on the roads through use of safer vehicles and policies to model improvements in their own driving and road user behaviour.

The Statement of Expectations for the 'Roads to Recovery Program'<sup>1</sup> outlines how the Australian Government has turned its attention to how it can measure and improve road safety outcomes from the grant funding it provides to councils. As such, it is important for councils to be able to articulate their strategies and actions towards improving road safety on its network.

Local government can influence road safety in many ways:

- improving safety on roads it owns and manages;
- considering road safety in its planning decisions;
- advocating for funding, legislative changes and services to support road safety;
- supporting its community through education and leadership; and
- setting an example in protecting its employees and contractors.

It is recognised that a priority action for councils to ensure they are responsible road managers is to undertake road audits to identify and prioritise problem areas. Where deficiencies are identified, councils may consider road safety strategies and actions according to its budget and resources, to manage and repair the problem. This may involve making applications to Federal and/or State Government competitive grant programs.

For example, ensuring that their infrastructure construction and maintenance contracts give appropriate consideration to the latest innovations in road safety would support councils in meeting their responsibilities toward road safety.

## Purpose of this Guide

The Guide has been prepared by the LGASA in response to local government's concerns about road fatalities. Member councils have consistently stated that road safety is an important issue to their communities and they support LGA advocacy to achieve change.

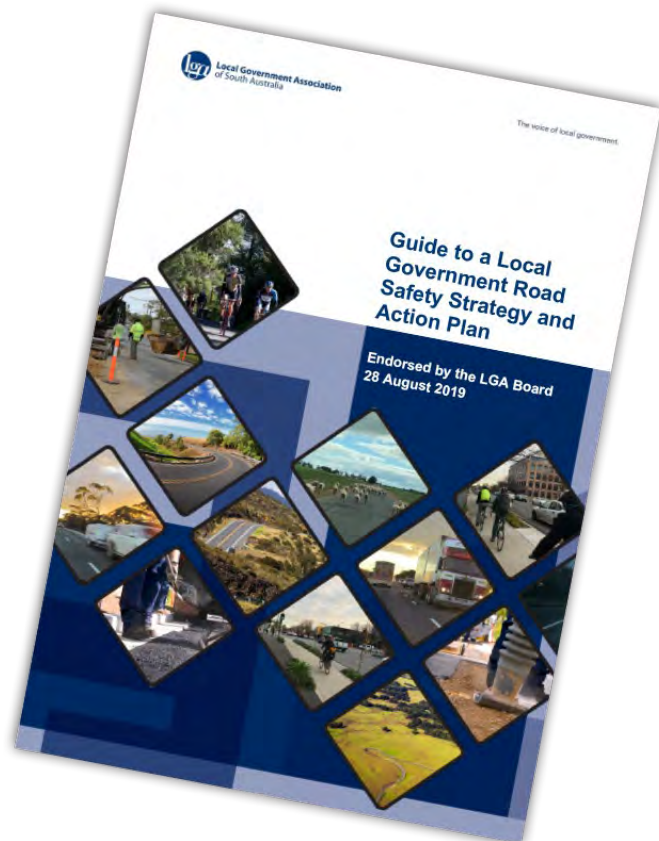
It is intended as a guide to assist councils in developing their own road safety strategy and action plan, consistent with the State and National Strategies, building on the significant research in this area and the considerable investment that councils make in road safety. Developed at the request of the LGA Board of Directors, the Guide is the result of significant stakeholder consultation and engagement with the LGA's member councils.

It is hoped that the Guide will support South Australian councils in a broader context whereby, nationwide, only around a third of councils have a road safety management strategy (Austroads 2019 p.15).

The strategies and actions proposed in this Guide are suggestions, to be considered as appropriate according to budget, resources and priorities for each council. The actions are relevant to local government and based on available evidence as those most likely to improve road safety in communities.

In addition to potential actions for councils to consider, this Guide identifies opportunities for the LGA to advocate to and partner with the State Government around their own investments in road safety.

It is anticipated that councils will consider and adopt strategies and actions which are most applicable to their communities and most likely to be implemented. This Guide does not provide councils with additional funding for implementation but is intended to guide councils in the use of its existing resources.



## Safe Systems

The Safe Systems approach forms the basis for the Guide: Safe Roads, Safe Speeds, Safe Vehicles and Safe People. Adopting this consistent approach means all levels of government are working together towards Safe System learning from and supporting one another.



The SA 'Towards Zero' Strategy has this vision, which local government is important in implementing:

**No death or serious injury on our roads is acceptable or inevitable, and the whole South Australian community must work together to address the trauma caused by everyday use of the roads – regardless of the circumstances or the people involved.**

Underlying the 'Towards Zero', 'Safe Systems' approach are these guiding principles:

- **People make mistakes** – no matter how well trained, drivers and road users make mistakes. We aim for a road system which accommodates this where possible and feasible, recognising the additional support required by regional councils.
- **People are vulnerable** – the human body can only withstand so much trauma.
- **A 'forgiving' road transport system** – the roads on which we travel, the vehicles we travel in and the speeds we travel at need to be forgiving of human error.
- **Shared responsibility** – all road users and organisations and professionals have a responsibility to design, manage and encourage safe road use. Federal, State and local government need to work together towards achieve zero road trauma.



## What can be achieved?

Local government has many ways it can contribute to the Safe Systems approach, highlighted in this Guide.

As well as a local government road network which supports a safe environment for all users towards zero road trauma, the Safe Systems approach supports increased use of public transport and active transport modes such as walking and cycling.

Using alternative modes of transport (which is easier in metropolitan areas) meets other public policy objectives such as:

- Encouraging use and improving demand for quality public transport
- Supporting safe access routes for pedestrians and cyclists
- Reducing greenhouse gas emissions and influencing climate change
- Improving the places in which we live.

A ‘towards zero’ approach will not only reduce the social and economic cost of our road toll, but also:

- Reduce the demand for health services
- Reduce the demand on the welfare system
- Reduce the impact on the justice system and incarceration levels
- Manage costs to business through insurance costs and disruption to productivity etc.

These outcomes help local government support their communities.

What is different about the Safe Systems approach?

The easiest way to understand the difference between the conventional approach to road safety and the safe systems approach is through this Austroads diagram:

*From the Austroads Research Report AP-R560-18 Towards Safe System Infrastructure: A compendium of Current Knowledge, 2018.*

	Conventional	Safe System
What is the problem?	Accidents	Fatalities and Serious Injuries
What causes the problem?	Mainly poor road user performance Speeding, drink driving, inattention, deliberate risk taking	System failures
Who is ultimately responsible?	Individual road users	System designers and operators
What is the major planning approach?	Incremental approach to reduce the problem with an associated residual crash problem	A systemic approach to build a safe road system and minimise the harm
What is the appropriate goal?	Optimum number of fatalities and serious injuries based on competing objectives	Towards the virtual elimination of death and serious injuries
What is the trade-off?	A balance between mobility and safety	Maximising safe mobility
How is the effort coordinated?	Incremental gain within individual pillars (roads / speeds / vehicles / people)	Optimise solutions across pillars (roads / speeds / vehicles / people) – pillars compensate for each other where performance is poor
What are the cultural manifestations?	Legal liability avoidance and risk aversion	Risk assessment, innovation, trials and demonstrations
Context of tools in use	Bias towards pre-existing crash history, understanding crash causes and likelihood, optimising the network for motor vehicles	Risk analysis based on network design attributes supplemented by crash data, understanding crash consequence, optimising the network for all road users and human frailty



## Safe Roads: Overview

'**Safe roads**' means more than the road system but includes the network for all users. This requires collaboration with all levels of government. This Guide proposes advocating for greater emphasis on road safety at a national level with a Cabinet Minister with responsibility over road safety and the establishment of a road safety agency to help clarify the roles of each level of government and raise the profile of road safety nationally.<sup>2</sup>

'**Safe roads**' means that road infrastructure is such that human error does not necessarily lead to devastating results. Poorly or inadequately maintained roads exacerbate the impact of human error, contributing to road fatalities and serious injuries. For example, inadequately maintained roads and bridges with inconsistent road surfaces, poorly maintained road shoulders, poor road markings or lighting all have serious safety implications.

The State Government's '*Towards Zero*' Strategy reports that investment in safe infrastructure reaps cost savings over ten times the original cost of the infrastructure, because of the cost of the injuries and fatalities avoided.

New roads do not always incorporate the latest advances in road safety research<sup>3</sup>. This is a significant way local councils can leverage improved road safety in new infrastructure developments. By having road safety as the central criterion in awarding infrastructure projects, the industry will adapt and advance with the higher standards expected.

The transport system in Australia tends to prioritise cars over other road users, yet in places such as town centres and CBDs, there are more pedestrians than cars. The transport planning system needs to acknowledge the importance of all roads users and their different needs, to ensure a safe and effective system for all.

### **Public transport:**

'**Safe roads**' supports improvements in public transport which provide road safety benefits as fewer people drive and there are fewer cars on the roads. A high quality public transport system supports a network for all users. It also provides an alternative to less confident or capable drivers, people driving under the influence of alcohol and drugs and driving old cars which are inherently less safe.

For regional communities in particular, there are few alternatives to motor vehicles, which in part contributes to higher road crash statistics in these areas.<sup>4</sup> Away from major cities, road trauma rates increase. This increase is associated with higher speed, poorer infrastructure and less enforcement, which provides opportunities to design initiatives targeting specific demographics and localities to achieve greater outcomes.

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<sup>2</sup> Inquiry into the into the National Road Safety Strategy 2011 – 2020, Commissioned by Federal Transport Minister Darren Chester, Sept 2018, [https://roadsafety.gov.au/nrss/files/NRSS\\_Inquiry\\_Final\\_Report\\_September\\_2018\\_v2.pdf](https://roadsafety.gov.au/nrss/files/NRSS_Inquiry_Final_Report_September_2018_v2.pdf)

<sup>3</sup> Inquiry into the into the National Road Safety Strategy 2011 – 2020, Commissioned by Federal Transport Minister Darren Chester, Sept 2018, [https://roadsafety.gov.au/nrss/files/NRSS\\_Inquiry\\_Final\\_Report\\_September\\_2018\\_v2.pdf](https://roadsafety.gov.au/nrss/files/NRSS_Inquiry_Final_Report_September_2018_v2.pdf)

<sup>4</sup> [https://www.dpti.sa.gov.au/\\_\\_data/assets/pdf\\_file/0005/524669/2018\\_End\\_of\\_year.pdf](https://www.dpti.sa.gov.au/__data/assets/pdf_file/0005/524669/2018_End_of_year.pdf)

**Active travel:**

'Safe roads' supports improvements to the efficiency, shade, safety and comfort of active travellers (pedestrian and cycle routes etc.), can reduce the pressure to use motor vehicles and as a result, reduce road crashes. The State Government's 'Towards Zero' Strategy advocates prioritisation of active travel over motorised vehicles in suitable locations.

Pedestrians are involved in 16% of serious casualty crashes in metropolitan Adelaide and 5% in the rest of South Australia. Environmental enhancements, together with education initiatives for all road users, are the best way to improve safety for these groups.

'Safe roads' also means safe roadsides, so that pedestrians are provided with safe walking routes. Pedestrian routes should be well-designed so they get people where they want to go, are shaded, safe, well lit, signposted and easy to walk on.

For cyclists in Adelaide, crashes are more likely to occur when bicycle and motor vehicles collide. Cycling in South Australia is increasing and Adelaide has high cyclist commuting rates. Improved cyclist networks are the best way to improve safety for this group. Shared use paths need to meet adequate widths, sightlines and be in appropriate locations to avoid collisions between pedestrians and cyclists.

These measures mean that, no matter what mode of transport they are using, people can get where they need to go in a safe and comfortable manner. The more viable alternatives to motor vehicles we have, the fewer cars on the road and the less chance of serious injury or fatality. In addition active transport options have a range of health and other benefits which repay the investment in infrastructure.

Given the expansive road network in Australia, it is a challenge to make the entire network meet all safety requirements, therefore council road safety audits are essential in order to prioritise danger and manage maintenance.

As well as pedestrians and cyclists, some user groups are over-represented in road crashes and particular actions around safe roads can improve outcomes for these groups, such as older drivers and motorcyclists.



# Safe Roads: Potential Strategies and Actions

Strategies	Actions
<b>LGASA</b>	
1. A safe road system supported by all levels of government	<p><b>Advocate</b> through the Australian LGA (ALGA) for strong national leadership in:</p> <ul style="list-style-type: none"> <li>• appointing a Cabinet Minister with specific multi-agency responsibility</li> <li>• creating a national road safety agency reporting to the Cabinet minister with road safety responsibility</li> <li>• including local government in the decision-making process</li> </ul>
2. Sufficient investment in the State's roads for a safe road system for the 21st century	<p><b>Advocate</b> together with the State Government for the Commonwealth government to invest in a safe road system</p>
	<p><b>Advocate</b> to Commonwealth and State Governments to increase funding for maintenance of major roads, develop a resource to assist councils to source and apply for grants, and consider ways in which grant application process can be supported.</p>
3. Road and roadside safety is integrated into all aspects of planning for the State's road system	<p><b>Partner</b> with the State government on behalf of the local government sector to apply safe systems principles to South Australia's road network<sup>5</sup></p>
	<p><b>Partner</b> with DPTI to make its resources (including engineers) available to local government, especially in regional areas</p>
	<p><b>Advocate</b> for the State Government to implement strategy to improve safety at level crossings and develop more frequent rest areas on regional roads</p>
4. A safe road system which includes a quality public transport network and pedestrian and cyclist routes	<p><b>Partner</b> with the State Government to support improvements in and increased use of public and active transport (which contribute to an overall safer network)</p>
	<p><b>Advocate</b> for the State government to improve public and community transport linkages with active transport (i.e. bike and bus) and keep it affordable for all users (e.g. maintain Seniors Card to support travel for older users)</p>
5. Support councils in their leadership role by providing consistent messaging for councils around safe roads.	<p><b>Provide</b> councils with consistent messaging which can be tailored to the particular messages and needs of councils</p>
<b>Councils</b>	
6. Commit to road safety by identifying key areas for improvement and apply for appropriate Commonwealth and State Government funding	<p><b>Prioritise</b> a road safety audit of the council-managed network using technology (apps) where possible</p>
	<p><b>Establish</b> a process for internal and external reporting within councils of road safety issues on the network</p>
	<p><b>Actively identify and apply</b> for suitable Commonwealth and State competitive grants programs that can support road safety including;</p> <ul style="list-style-type: none"> <li>• Black Spot Program</li> <li>• Bridges Renewal Program</li> <li>• Heavy Vehicle Safety and Productivity Program</li> <li>• State Bicycle Fund</li> <li>• Living Neighbourhoods</li> </ul>
7. Road and roadside safety is incorporated into all aspects of local road planning to create safe road	<p><b>Incorporate</b> road safety as a fundamental priority in road infrastructure tender documents<sup>6</sup> and seek advice from DPTI engineers or other road safety specialists when undertaking all road works where possible</p>

<sup>5</sup> Consistent with 'Towards Zero', SA's Road Safety Strategy

<sup>6</sup> Where possible make sure the local road network measures up to national and international standards.



Strategies	Actions
environments for motor vehicles as well as pedestrians and cyclists	<p><b>Continue to implement</b> infrastructure improvement strategies that include the latest safety treatments (e.g. roundabouts, 7 flexible (and motorcycle –safe) barriers, shoulder sealing and rumble strips) in all road and roadside upgrades</p> <p><b>Integrate</b> consideration of efficient connections, shade, passive and active safety and comfort for pedestrians and cyclists into planning new infrastructure (to support safe, convenient and responsible road use)</p> <p><b>Prioritise</b> infrastructure measures to improve the safety of cyclists</p> <p><b>Integrate</b> road safety into everything council does, such as place-making works which create more hospitable, safer environments, encourage small business, facilitate events and build social resilience through prioritising people over cars</p> <p><b>Encourage</b> voluntary measures such as ‘car-free’ Saturdays or during events and festivals to familiarise the community with the benefit of greater pedestrian access to roads</p> <p><b>Maximise</b> council’s influence over road safety by integrating road safety into all council plans such as active travel plans, development plans (e.g. how new developments access major roads), community land management plans and event plans</p>
8. Road and roadside infrastructure is invested where it will have greatest impact according to key crash types	<p><b>Apply</b> effective treatments at intersections, considering roundabouts and other intersection treatments as appropriate</p> <p><b>Implement</b> actions to support motorcyclist use such as motorcycle-safe barriers and shoulders, bike parking facilities, kerb and drain design and road surface considerations</p> <p><b>Implement</b> safety measures, such as sealing shoulders, installing audio tactile edge lines, clear zones and barriers, managing roadside trees and stobie poles</p>
9. Maximise council’s leadership role by sharing knowledge to keep the community safe	<p><b>Educate</b> the community to use alternative and safer transport routes, making them well-known and signposted especially during emergencies or busy periods</p> <p><b>Use</b> technology such as apps, Google maps, advice to car navigation systems and social media to inform the community and council staff about black spot locations, road works, changes to road conditions or speed limits, and emergency conditions</p>
10. Ensure pedestrian safety around developments generating high levels of traffic i.e. schools, hospitals, sporting facilities, and shopping centres. <sup>8</sup>	<p><b>Ensure</b> new and existing developments provide safe passenger drop- off and pick-up zones wherever appropriate</p> <p><b>Ensure</b> children are safe around schools by;</p> <ul style="list-style-type: none"> <li>• Managing parking restrictions for on-street parking around school land to improve traffic management and road safety around schools</li> <li>• Support SAPOL in enforcing school zone speed limits</li> <li>• Implement initiatives to encourage compliance with school zone speed limits</li> </ul> <p><b>Support</b> State Government initiatives around active travel, particular to schools by conducting school education campaigns and supporting local schools in ‘walk/ride to school days’ where resourced</p> <p><b>Commit</b> resources to prioritise enforcement of parking and other traffic infringements which negatively impact traffic flow and safety</p>

<sup>8</sup> Port Lincoln Council Development Plan p.82

[https://www.dpti.sa.gov.au/\\_\\_data/assets/pdf\\_file/0010/250003/Port\\_Lincoln\\_Council\\_Development\\_Plan.pdf](https://www.dpti.sa.gov.au/__data/assets/pdf_file/0010/250003/Port_Lincoln_Council_Development_Plan.pdf)

## Safe Speeds: Overview

'Safe speeds' means driving to the conditions, and a safe speed is not always the speed limit. Driver education needs to be coupled with speed determination and enforcement to encourage a safe speed approach for all drivers.

The DPTI Speed Limit Guideline and the developing Speed Management Strategy for South Australia are supported as the basis for all work which councils do in road safety. Overwhelming evidence about the impacts of reduced speeds form the basis for this Guide.

In September 2017, the former Minister for Road Safety advised that the Department for Planning, Transport and Infrastructure had identified eight roads across the state with five or more casualty crashes that were considered a low priority for infrastructure investment. These roads had their speed limits reduced from 110km/h to 100km/h as a low-cost attempt to address a broader problem.

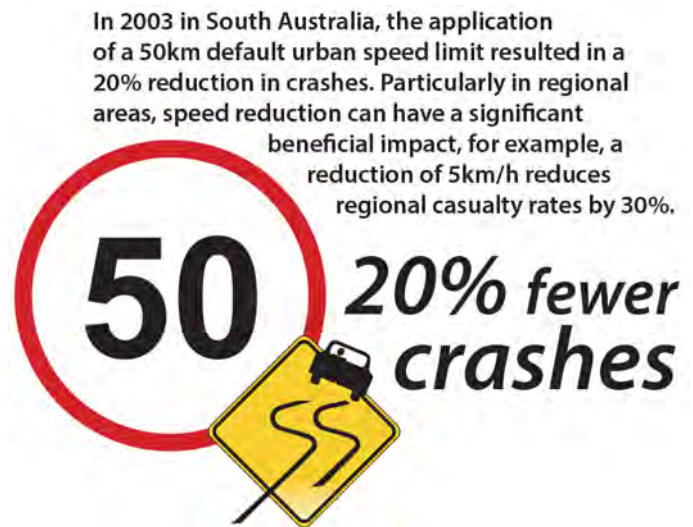
The LGA has consistently highlighted the need for increased State Government investment in road maintenance, and a move to reduce speed limits on those roads confirmed the concerns regional councils have regarding their upkeep. However, changing the speed limit is a quick fix, and does not address long-term infrastructure issues. Where roads are no longer fit-for-purpose, then they should be upgraded. As this Guide outlines, the LGA and its member councils are supportive of a holistic approach to road safety, of which speed limits are only one part. The quality of our roads is an issue for all South Australians, and the LGA will continue to advocate for an adequate level of State Government funding for road maintenance.

While speed reduction is a simple solution to reduce the number of crashes as well as the severity of crashes, effectiveness depends on enforcement and education of the public about the benefits of reduced speeds. There also needs to be regular review of speed limits in different locations to ensure the speed limit is appropriate.

Compliance rates improve when speed limits are supported and modelled by community leaders. Speed limits need to be aligned to the function, standard and use of the road with consistent application across the State to improve compliance. Speed limits on unsealed roads need to be consistently lower than for sealed roads. Compliance rates are also more likely where the speed limits are seen to align with places of high crash rates and where speed reduction is warranted.

Reducing speed limits can be supported by roundabouts (where appropriate), speed bumps, road narrowing and rumble strips.

Especially in rural areas, better notification of speed limits is also warranted, such as larger signs and use of technology, especially when speed limits have changed.



# Safe Speeds: Potential Strategies and Actions

Strategies	Actions
<b>LGASA</b>	
1. The public is educated about the impact of speed	<b>Partner</b> with the State Government to educate the public about the impact of speed, the difference a reduction in speed can make and the need to drive to the conditions
2. Support councils in their leadership role by providing consistent messaging for councils around safe speeds.	<b>Provide</b> councils with consistent messaging which can be tailored to the particular messages and needs of councils.
<b>Councils</b>	
3. Protect all road users by taking positive action in reducing speed	<b>Use</b> moveable speed detection units to raise awareness of excess speed and promote awareness of changed speed limits
	<b>Establish</b> a program to regularly review and monitor speed limits on roads which councils control (especially with new developments or changes in use)
	<b>Advocate</b> for increased traffic enforcement by SAPOL
4. The public is educated about the impact of speed	<b>Undertake</b> campaigns to educate the community about the benefits of reduced speed, and through reminders of the speed limit e.g. stickers on council rubbish bins, improved signs on regional roads
5. As significant employers and as community leaders, councils take the opportunity to model good driver behaviour	<b>Ensure</b> staff and elected members model good driver behaviour through council policies and leadership (consistent with existing OHS requirements)
	<b>Include</b> safe driving and support for safe driving enforcement in elected member induction (e.g. support use of speed cameras, seatbelts etc.)
	<b>Incorporate</b> safe driving behaviours in council recruitment practices and when engaging contractors
	<b>Implement</b> workplace safety policies, such as: <ul style="list-style-type: none"> <li>• enforcing safe driving by employees and contractors</li> <li>• enforcing zero tolerance of mobile phone use while driving by employees and contractors</li> <li>• requiring safe behaviours in employee recruitment</li> <li>• including road safety skills in induction processes</li> <li>• prioritising fleet safety records in fleet selection</li> <li>• undertaking ongoing staff driver training</li> </ul>
	<b>Work with</b> other employers to implement these safe driving practices in their communities



## 3.Safe Vehicles: Overview

'Safe vehicles' means driving vehicles which include the latest vehicle technology.

The average age of South Australian vehicles is 11 years, reflecting delayed adoption of new technologies, such as adaptive cruise control, speed limit advice (via GPS), intrusive seatbelt reminder systems, automatic emergency braking and alcohol interlocks (which can be retrofitted). Over the next 10 years, many innovations, such as stability control, will be available in 50% of vehicles.

As community leaders and significant employers, councils have an opportunity to influence fleet purchasing and to educate about the advantages of driving safer vehicles.

Some types of vehicles feature more heavily in road crashes and should be the focus of specific actions. Heavy vehicles, being heavy trucks and buses, make up only 3% of registered vehicles but account for 8% of the vehicles/kilometres travelled and are involved in 18% of all road fatalities. The State Strategy identifies that improved vehicle technology is the most likely factor to improve safety for heavy vehicle drivers. Improved road shoulders and more frequent truck rest areas also support the trucking industry.



**Similarly, as registrations of motorcyclists increase annually, they make up 22% of serious casualties but only 1% of vehicles/kilometres travelled. Motorcycle registrations grew by 56% in the years 2005-2010 and single vehicle crashes account for 425 motorcyclist deaths.**

As a growing category of motor vehicle, this group should be specifically targeted, through measures identified in the State Strategy, such as:

- encouraging use of protective clothing and daytime headlights
- use of ABS braking systems and
- improved road infrastructure.



# Safe Vehicles: Potential Strategies and Actions

Strategies	Actions
<b>LGASA</b>	
1. Drivers are educated about the benefits of safe vehicles	<b>Advocate</b> to State Government to incorporate safe vehicle purchasing practices in its fleet purchasing and as part of tender documents with all contractors
	<b>Partner</b> with the State Government to educate the community about the importance of purchasing new vehicles with higher safety ratings, wherever possible, especially for vulnerable drivers
	<b>Advocate</b> to State Government to incorporate simple vehicle maintenance in learner driver training to keep vehicles safer
2. Widespread use of modern and safe vehicles on South Australian roads	<b>Advocate</b> to State Government to instigate system of regular vehicle safety checks (replicating systems interstate)
	<b>Advocate</b> to State Government to accelerate the introduction of new vehicle technologies (using mechanisms such as offering subsidies for those vehicles most highly represented in trauma statistics)
	<b>Partner</b> with LGA Procurement to encourage safe vehicle fleet purchasing across the local government sector
	<b>Advocate</b> to the State Government to work with technology companies to develop and require apps which prevent mobile phone use while driving
3. Safety standards of all vehicles is improved, not just motor vehicles	<b>Advocate</b> to State Government for improved and effective safety standards for heavy vehicles (participate in consultation on legislative changes)
	<b>Advocate</b> to State Government for improved and effective safety standards for motorcycles
4. Support councils in their leadership role by providing consistent messaging for councils around safe vehicles.	<b>Provide</b> councils with consistent messaging which can be tailored to the particular messages and needs of councils.
<b>Councils</b>	
5. Widespread use of modern and safe vehicles on South Australian roads	<b>Publicise</b> information that is currently available about safe vehicles e.g. used and new car safety rating websites
	<b>Encourage</b> council fleet buyers to adopt safe buying practices (5 star safety-rating) (many private cars on SA's roads were originally fleet cars so they raise the standard of all vehicles and encourage use of high safety-rated vehicles for private use)
	<b>Encourage</b> the community in the purchase of safe cars for novice drivers (via social media and other outlets)
	<b>Incorporate</b> safe vehicle standards as part of all tender documents with contractors
6. As significant employers and community leaders, safe vehicle procurement is encouraged for council staff vehicles	<b>Instigate</b> safe vehicle purchasing in council procurement practices

## 4. Safe People: Overview

'Safe people' means educating drivers and changing community attitudes to minimise human error and bad behaviour.

Recognising the impact of human behaviour on road safety, actions aimed to improve road safety need to target different activities for different user groups. 'Safe people' also recognises the importance of a community approach to road safety – that councils can provide leadership and support within communities to change attitudes to road safety.

Statistics from the *SA Road Safety Action Plan 2018-19* show that certain demographics are more at risk than others, for example:

- Motorcyclists comprise only 3.6% of total vehicle registrations but account for more than 13% of fatalities and 18% of serious injuries (*SA Road Safety Action Plan 2018-19*)
- Pedestrians make up one in six serious casualties on metropolitan roads
- People over 70 comprise 12% of the population but account for 23% of fatalities on South Australian roads
- International drivers do not make up a significant category of at-risk road users but face unique challenges of driving on a different side of the road and with different road rules.

Poor behaviour of drivers and passengers is also a significant risk factor:

- drink driving - with 28% of fatally injured drivers testing over the legal blood alcohol limit
- failure to wear seatbelt - with 28% of fatally injured drivers failing to wear a seatbelt
- illegal and inappropriate speed – with 34% of fatally injured drivers exceeding the speed limit or failing to exercise good judgement in their speed
- distractions can double the chances of being involved in an accident. Recent research has shown that drivers may be diverting their attention by engaging in distractions as often as every 96 seconds while driving and about 5.9% of these cases are linked to a safety-related incident including failure to see the traffic light change, poor situation awareness, lane exclusion, swerving in lane, failure to indicate, hard braking and failure to yield to pedestrians.<sup>9</sup>

There is an increased public awareness of the dangers of mobile phone use while driving, but many car users are less aware of other distractions such as eating, drinking, reaching for objects, looking at vehicles/events outside, using audio equipment and responding to other passengers.

Work-related travel is a significant risk factor. On average, company drivers travel more than twice the annual distance of private car drivers and have about 50% more accidents. Work-related road crashes are 15% of national road deaths, and include travel to and from work whether by car, bicyclists or pedestrians.

Young people aged 16-19 make up 5% of the population but 14% of serious injuries and 13% of fatalities and on average, 31% of deaths of people aged 15-24 are due to road crashes. Licensing age, consumption of alcohol, excess speed, carriage of passengers, and driving at night are all factors which significantly increase the risks for young drivers.

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<sup>9</sup> The Australian Naturalistic Driving Study (ANDS) use advanced technologies from video cameras, acceleometers, gyroscopes, etc. to understand driver behavior, <http://www.ands.unsw.edu.au/>  
[https://towardszerotogether.sa.gov.au/Safer\\_behaviours/inattention](https://towardszerotogether.sa.gov.au/Safer_behaviours/inattention)



Older drivers for example are especially vulnerable. While research suggests they are no more likely to be involved in crashes, the impact of crashes tends to be more severe on older drivers. Older drivers tend to be cautious drivers and self-regulate by not driving at night and avoiding longer distances but benefit from improved public transport and pedestrian access so that they do not need to rely on driving alone to maintain their level of community and family engagement.

Behavioural programs have been successful in the past and need to be continued and refreshed. Such programs target driver impairment, seatbelt wearing, speeding, fatigue, driver distraction and inexperience. With high risk drivers who continue to exhibit these behaviours, measures to increase awareness of enforcement is most likely to affect safety for this group, together with ongoing education campaigns.

Increased opportunities for ongoing driver education throughout a driver's driving career are also encouraged, as road rules changes, as do a driver's capabilities. Support for parents of learner drivers could also support this age group as well as the novice drivers they are teaching.

Programs targeted at specific groups such as new drivers (learners), international drivers and ageing drivers are also important in supporting safe driving practices. Education, and regular refresher courses, are important and could include:

- regular review of training and support for novice drivers and those coming from overseas
- refresher education resources, particularly for professional drivers and those required to drive as part of their employment
- enhanced road safety education in schools, beginning at an early age, with the provision of age appropriate educational materials delivered through the use of accessible educational technology.

Local road safety committees are an effective mechanism to support local communities in managing road safety. With the benefit of local knowledge, they may have better insight into hard-to-reach groups, understand local road networks and conditions and can be used to report local hazards. They may also form an effective tool during emergencies to support councils in education campaigns around issues such as not driving through flood waters.

Emergency situations arise frequently on our roads through issues such as the movement of hazardous waste, flood waters and accidents caused by international hire of bus transport. Education and awareness is the focus of action in these instances.



# Safe People: Potential Strategies and Actions

Strategies	Actions
<b>LGASA</b>	
1. Improved knowledge about the road safety system to better prioritise actions	<p><b>Advocate</b> to State government for better record-keeping around statistics and improvements in road safety initiatives to plan strategically</p> <p><b>Advocate</b> to SA Health and SAPOL to include specific details about road safety-related services available and to record serious injury rates, location and causes</p>
2. Improved education and driving standards for specific groups	<b>Advocate</b> to State Government to continuously manage driving standards such as licensing conditions for new drivers, education initiatives for overseas and professional drivers, older and novice drivers and high risk and repeat driving offenders
3. Ensure people are adequately insured in the event of road trauma	<b>Partner</b> with LGA Mutual around insurance requirements to ensure people are adequately covered in travel to and from work, and for all modes of transport
4. Support councils in their leadership role by providing consistent messaging for councils around safe people.	<b>Provide</b> councils with consistent messaging which can be tailored to the particular messages and needs of councils.
<b>Councils</b>	
5. Safe road systems for all users	<b>Establish</b> local road safety committees to focus on road safety in local communities, raise community awareness and report on road safety deficiencies
	<b>Implement</b> improved enforcement and education campaigns that target high risk groups and behaviours
	<p><b>Use</b> social media to encourage community action at specific times, such as:</p> <ul style="list-style-type: none"> <li>car maintenance and driver safety awareness at holiday periods when many people are driving long distances</li> <li>during emergencies such as not driving through flood waters</li> </ul>
6. As significant employers and community leaders, safe road use is encouraged for council staff	<p><b>Ensure</b> council WHS policies include:</p> <ul style="list-style-type: none"> <li>requirement to undertake safe driving courses</li> <li>journey management (e.g. maximum driving period 2 hours)</li> <li>requirement for employees to consider their fitness to drive e.g. fatigue, stress, illness, ability, experience in certain conditions</li> </ul>
	<b>Ensure</b> council tender documents require contractors to have safe driving policies for their employees

## Evaluation

The Guide will be evaluated 12 months after endorsement by the LGA Board of Directors with the objective of measuring its long-term impact. An Evaluation Plan is being prepared to capture measurable outcomes such as the number of councils that have adopted a safe driving strategy. The clearest measure will be whether councils have used the Guide to prepare their own Road Safety Strategy and Action Plan, or adopted any of the measures suggested in the Guide. As any reduction in road trauma may be difficult to attribute to a particular activity, it will be most useful to survey councils about their activities.





## Appendix A

### Background to the Guide to developing a Local Government Road Safety Strategy and Action Plan

The Guide has been developed by the Local Government Association of South Australia (LGASA) in response to local government concerns about road fatalities.

At its meeting on 16 May 2018, the LGASA's South Australian Region Organisation of Councils (**SAROC**) requested the LGASA Board to endorse LGA Secretariat to work with all member councils to develop a Local Government Road Safety Strategy & Action Plan. The Strategy & Action Plan is proposed for endorsement by the LGA Board in August 2019.

Consultation on the Project has been undertaken internally and externally, with key stakeholders, that include member councils, government and non-government agencies operating in the area of road safety. At the commencement of this project, an Engagement Strategy was developed to guide the consultation process with stakeholders. This process included Circulars to councils in March and June 2019, meeting of a steering group of interested councils, a series of meetings with key stakeholders and distribution of the draft document for comment, resulting in feedback from a range of councils.

Member councils have consistently stated that road safety is an important issue to their communities and they support LGA advocacy to achieve change. Improving road infrastructure was included as one of the top 12 concerns in the LGA's *2019-2020 State Budget Submission* and the Australian Local Government Association (ALGA) has prioritised road safety in its Submission to the 2019-20 Federal Budget.<sup>10</sup>

The Guide works alongside State Government plans and strategies and aims to contribute to raising the standard of road safety in South Australia, with the objective of zero deaths and fatalities. The LGASA is committed to this objective and to supporting the State Government and councils achieve it. Development of this Guide has researched innovations internationally, nationally and in South Australia.

### International Perspective

In 2016, Australian road deaths per 100,000 of the population was 5.3. Of 31 OECD countries with available data, Australia was the 15th lowest. However, Australia's road deaths were relatively high compared to some of the world's best performing countries in road safety including the UK (2.8), Sweden (2.7), Switzerland (2.6) and Norway (2.6) which all have achieved rates below 3.0 per 100,000 population. However, Australia was performing better against countries like Canada (5.2), New Zealand (7.9) and the United States (11.6).

The best performing countries in road safety have seen a great improvement in the last 20 years, inspired by Vision Zero<sup>11</sup> which was adopted by the Swedish Parliament in 1997. As a consequence, Sweden reduced its road fatalities by 66% between 1990 and 2015. This was done by adopting a strategic system of long-term planning integrating systematic evidence, a strong institutional delivery including leadership, sustained investment and a focus on ambitious road target policy.

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<sup>10</sup> ALGA, Submission to the 2019-20 Federal Budget, <https://cdn.alga.asn.au/wp-content/uploads/ALGA-Budget-Submission-2019-20.pdf>

<sup>11</sup> (no one should be killed or seriously injured on the road)

The success was based on:

- Properly funded national road safety strategies
- Strong leadership, with the integration of all major stakeholders
- Engagement of the general population through awareness campaigns
- Commitment to continuous improvement with identified evidence based targets.

Both the National and South Australian Government road safety strategies have been inspired by the Swedish Vision Zero, with the SA Road Safety Strategy stating that:

*'No deaths or serious injury on our roads is acceptable or inevitable, and the whole South Australian Community must work together to address the trauma caused by everyday use of the roads...'*

## Australian perspective

The first national approach to road safety, the **National Road Safety Strategy 2011-2020** ('the National Strategy') is based on the **Safe Systems** approach to improving road safety, taking a holistic view of the road transport system and the interactions among roads and roadsides, travel speeds, vehicles and road users. The approach is inclusive and caters to all groups which use the road system, including drivers, motorcyclists, passengers, pedestrians, cyclists, and commercial and heavy vehicle operators.

An independent inquiry in 2018 into the effectiveness of the National Strategy, the **Inquiry into the National Road Safety Strategy 2011-2020, September 2018** ('the Inquiry'), concluded that while there has been some improvement in safety, opportunities have been missed because of the tendency to accept any improvement as 'success'. Roads are seen as 'safer', rather than 'safe'.

Some key outcomes of the Inquiry were the need for:

- Commonwealth government leadership to unlock the significant multi-agency returns on investment in road safety by local government
- Intermediate measures to enable progress to be tested
- Greater definition of resources and capabilities to enable outcomes to be delivered e.g. Local government lacks the resources to implement
- Better records to be kept on serious injuries, as well as fatalities, to avoid over-reliance on fatality data.

## South Australian perspective

The **2018 SA Road Fatalities and Serious Injuries in SA** provides statistics on road safety in South Australia, based on the 'Towards Zero Together' model of the State Government's **Road Safety Action Plan 2018/19**. It reports that the most effective way to reduce road trauma would be if everyone wore seatbelts, which would reduce the fatalities by 30% (based on the previous 5 year average of 27% of drivers killed being unrestrained).

Serious injuries in South Australia reduced from 622 in 2017 to 586 in 2018, which is the lowest in any given year. Fatalities reduced from 100 in 2017 to 80 in 2018, with a fatality rate of 4.6 per 100,000 people. In South Australia, more than one person dies every week and 11 people are seriously injured on our roads. The social and economic impact to the State is enormous.

## Road Safety Action Plan 2018/19 ‘Towards Zero Together’

The State Government’s **Road Safety Action Plan 2018/19 ‘Towards Zero Together’** (‘the State Strategy’) models the **Safe Systems** approach and highlights that local government can help to implement many of the plan’s key actions, including to:

- Ensure major road and public transport upgrades include walking and cycling infrastructure designed to best practice standards
- Implement the online *Living Neighbourhoods* resource and develop tools for local government to implement concepts from the *Streets for People Compendium*
- Continue investment in targeted black spot locations
- Continue to foster a safe systems approach to infrastructure projects
- Implement SA’s *Railway Crossing Safety Strategy* to improve safety at level crossings
- Continue to review speed limits to reduce crashes on regional and urban roads and
- Expand the use of variable speed limits on arterial roads in pedestrian/cycling precincts.

## Funding

Funding by the Commonwealth and State Governments is fundamental in helping South Australian councils keep local roads safe.

Currently South Australia has 11% of Australia’s local roads and 7% of its population, but only receives 5.5% of the Identified Local Road component of Commonwealth Financial Assistance Grants.<sup>12</sup> LGASA and ALGA (the Australian Local Government Association) are committed to improving road funding available to local councils.

In its submission to the *National Budget 2019-2020*, ALGA advocated for:

- an improvement to local road funding by lobbying for an increase to the R2R (Road to Recovery) funding to \$800 million per annum
- an increase in the Black Spot funding to its 2017-18 level of \$100 million and
- to make the *Bridges Renewal Program* permanent.

ALGA advocates for addressing the South Australian road funding irregularity, including an increase in of the *Identified Roads Component of Financial Assistance Grants* to the current additional funding to South Australia permanent.<sup>13</sup>

A selection of road funding available to SA Councils <sup>14</sup>	Total funds available
Commonwealth Government Funding <sup>15</sup>	
Roads to Recovery Program (\$4.8 billion national funding provided from 2013-14 to 2021-22 )	<b>Nationally:</b> 2019-20 \$400 million

<sup>12</sup> LGA, ‘A fair share of funding for South Australia’, <https://www.lga.sa.gov.au/page.aspx?u=7532>

<sup>13</sup>ALGA, ‘Submission to the 2019-20 Federal Budget’ <https://cdn.alga.asn.au/wp-content/uploads/ALGA-Budget-Submission-2019-20.pdf>

<sup>14</sup> Australian Government Dept. of Infrastructure, Regional Development and Cities, ‘Infrastructure Investment Program’, <https://investment.infrastructure.gov.au/>

<sup>15</sup> LGA website overview over federal budget 2019-20



A selection of road funding available to SA Councils <sup>14</sup>	Total funds available
<p>Note: This funding is to be distributed to Australia's local councils, state and territory governments and may be used, at a council's discretion, on maintaining, renewing, replacing or upgrading existing roads or constructing new roads</p>	<p><b>South Australia:</b> 2019-20 \$40 million (or 8.3% of the national funding pool)</p>
<p>National Highway Upgrade Program (\$225.8 million national funding available from 2014-15 to 2018-19)</p>	<p><b>South Australia</b> - \$19.89 million for a number of projects on the Sturt Highway aimed at removing impediments to the introduction of higher productivity freight vehicles (funded on an 80:20 basis, SA Government contributing \$4.97 million).</p>
<p>Black Spot Program</p> <p>Note: this targets road locations where crashes are occurring</p>	<p><b>Competitive grant program:</b> \$120 million allocated nationwide 2019-20. Allocation to SA is estimated at \$8.6 million in 2019-20. Outcomes for SA councils in 2019-20 are dependent on a competitive application process but can be expected to be about \$2.8 million.</p>
<p>Bridges Renewal Program</p> <p>(Upgrade and replace bridges to enhance access for local communities)</p>	<p>Competitive Grant Program. Allocation \$60 million per year to 2022.</p>
<p>State Government Funding <sup>16</sup></p>	
<p>SA State Roads Road Safety Package (Announced in the 2019-20 SA State Budget.)</p>	<p>Allocation of \$834 million to be spent over four years. Includes:</p> <ul style="list-style-type: none"> <li>\$692 million for new road projects.</li> <li>\$75.5 million for road safety measurements on the Sturt Highway, Barrier Highway, Eyre Highway and Princess Highway.</li> <li>\$33.4 million for SA Police to undertake road safety public campaigns and communications.</li> <li>\$18 million to continue SA governments strategic road safety and community partnerships.</li> <li>\$12.9 million to improve the most dangerous roads under the national black spot program (funded by the national government).</li> <li>\$1 million to improve Kangaroo Island road infrastructure.</li> <li>\$ 590 000 to establish a Road Safety Committee to lead the state's road safety strategy.</li> <li>\$ 150 000 to implement a cross-agency road safety data analytics capacity to inform future road safety decisions.<sup>17</sup></li> </ul>
<p>Upgrade major state infrastructure</p> <p>(Including shoulder sealing and audio-tactile line marking)</p>	<p>Allocation of \$10 million per annum.</p>
<p>Community Grants<sup>18</sup></p>	<p>Various grants is available to the local communities to improve road safety, promote bike riding and encourage ways of greener and more active travel.</p>

<sup>16</sup> LGA, *South Australian State Budget 2018-19 What it means for local government and SA Councils*.  
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<sup>17</sup> State Budget 2019-20 Overview, [https://www.statebudget.sa.gov.au/budget-docs/2019-20\\_budget\\_overview.pdf](https://www.statebudget.sa.gov.au/budget-docs/2019-20_budget_overview.pdf)

<sup>18</sup> SA Cycling Grants, <https://www.sa.gov.au/topics/driving-and-transport/cycling/cycling-grants>, DPTI Community Programs,  
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