Road Safety Policy

Organisational Policy



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Document control options

Document control sheet

Contact for enquiries and proposed changes

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Version history

Version no.		Changed by	Nature of amendment
0.1	04/01/2018	Alex Pelevin	Initial Draft
0.2	23/01/2018	Simon Harrison	Review
0.3	25/01/2018	Deb Evans / Kelly Steen	Review/comment on draft
0.4	12/02/2018	Alex Pelevin / Peta Peterson	Incorporating review comments and checked against ISO39001
0.7	26/02/2018	Melissa Cummins	Transport Regulation Branch Review
0.8	01/03/2018	Peta Peterson	Formatting
0.9	19/3/2018	Ann-Maree Knox	Incorporating comments from Julie Mitchell and Dennis Walsh
0.10	01/04/2018	Karin Cooke/Deborah Evans	Reviewed by Road Safety Policy team
0.11	13/04/2018	Peta Peterson	Updated for all comments
0.12	23/04/2018	Peta Peterson Simon Harrison	Dennis Walsh updated
0.13	25/05/2018	Ann-Maree Knox	Safe System working group review and endorsement of Interim Safety Standards.
0.18	23/07/2018	Alex Pelevin Simon Harrison Peta Peterson	General Managers review and sign off
0.19	02/05/2022	Andrew Pine	Interim update

Document sign off

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Effective date

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This policy will take effect from the date of approval by the Director-General.

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Policy Statement

TMR will implement **safety standards** which will be actively applied in the planning and design of road infrastructure and operations projects, as detailed in Appendix A. These standards reflect default requirements to manage safety risk unless justification is documented in a design exception or planning report.

Projects will follow the **Safe Systems Project Management Control Checklist** (Refer Appendix B) and Austroads Safe System Assessment Framework across the planning, concept, development, implementation and finalisation phases before project management gating sign off and approval by Infrastructure Investment Committee, General Manager, Regional Director and District Director.

Background

The Queensland Government has a vision of zero road deaths and serious injuries as committed to in the *Queensland Road Safety Strategy 2015-21* and *National Road Safety Strategy 2011-2020.* To achieve this vision the Department of Transport and Main Roads (TMR) Road Safety Policy commits the organisation to the adoption of Safe System principles, processes and practices.

Acknowledging that humans make mistakes¹ and there is a known physical limit to the amount of force our bodies can take before sustaining debilitating injury or death is the centre of the Safer System approach. The application of Safe System principles, processes and practices to the transport system accommodates the human condition.

The Safe Systems approach means we adopt safe system principles and apply safe system processes and practices across four pillars - Safe Roads and Roadsides, Safe Speeds, Safe Road Users and Safe Vehicles. This system is represented in the figure 1 below.

¹ In this conceptualisation, 'mistakes' excludes instances of deliberate, extreme risk-taking behaviour such as drink or drug driving, driving while using a mobile phone, driving without a seatbelt, riding a motorcycle without a helmet, and high range speeding.



Figure 1 The Safe System (Department of Transport and Main Roads QLD, unpublished, adapted from WA Government, 2008)

This policy will contribute towards the Queensland Government objective of 'building safe, caring and connected communities' and the related TMR strategy to 'protect, maintain and operate our network to ensure resilience and safety.'

The Road Safety Policy will focus attention on implementing Safe System principles, processes and practices that have the potential to contribute to better road safety outcomes. This will incorporate further embedding the Safe Systems approach in all TMR practices to maximise alignment with best practice road safety management.

Safety standards are being formalised as part of TMR's Safety Intervention and Investment Guidelines (SIIG) project. Interim safety standards are in Appendix A for immediate use until completion of the SIIG project.

Objective

The objective of this Road Safety Policy is to implement Safe System principles, processes and practices that will deliver reductions in the number of fatal and serious injury crashes on Queensland roads. This will contribute to moving towards the Queensland government's vision of zero road deaths and serious injuries and achieving the objective of building safe, caring and connected communities.

The objective of this organisational policy is to ensure TMR has a robust approach to road safety which enables:

- relevant TMR policies and strategies to prioritise the need to minimise crash severity outcomes through the Safe Systems approach,
- a holistic approach considering all four pillars working together as a system, not in isolation (refer figure 1),
- the proactive and continuous management of value across the transport infrastructure investment program to reduce fatalities and serious injuries on the State-controlled road network,

- TMR to influence road safety outcomes across the entire transport system through transport regulation, policy and program development, public education and engagement, grants programs, system monitoring and working with key partners such as QPS,
- the successful delivery of all TMR programs and projects with a focus on achieving safety outcomes
- the assessment of key road safety considerations and indicators consistently throughout all project phases (refer Appendix B).

Benefits

Implementing this Road Safety Policy will improve the safety of the transport network. There will be a reduced economic burden on the Queensland economy, and, more importantly, it will reduce the emotional and psychological harm that families and communities suffer when people are killed or seriously injured on Queensland roads.

The Safe Systems approach:

- provides a standardised structure to apply system level thinking that recognises the interactions between different components of the road system in influencing crash likelihood, risk and outcomes,
- provides a set of defined and reproducible processes designed to ensure that programs successfully
 deliver intended outcomes and benefits that reduce both the likelihood and severity of crashes when
 they do occur,
- takes a whole of road network and route level perspective, not just individual crash sites,
- recognises the importance of investing in our road network to specifically reduce or eliminate hazards and provide a more forgiving road environment, in the event that a pillar of Safe System fails.

Scope

The Safe Systems approach applies to the road system and its interaction with people, within the wider transport and land use system.

Its primary aim is to provide direction for TMR's organisational setting, business processes and implementation of related projects and transformational organisational and research activities that achieve safety outcomes and benefits of strategic importance, ultimately realising the Queensland Government vision of zero road deaths and serious injuries.

Applicability

ISO 39001 – Road Traffic Safety (RTS) Management System and the Austroads Safe Systems Framework with its principles and processes provide practicable mechanisms to guide TMR's implementation of the Safe Systems approach to reduce the incidence and risk of death and serious injury related of crashes. This standard identifies elements of good road safety management practice, focusing on road safety management objectives and targets, and guides the planning of activities that will help realise road safety goals by using a Safe System approach.

The implementation of the Safe Systems approach is relatively new in TMR and therefore shall be scalable in its application as appropriate across:

- Infrastructure Investment Committee (IIC) supported departmental programs and projects focussed
 on delivering the safety outcome that no individual road user is exposed to crash forces that would
 lead to fatal and serious injury outcomes,
- road network design improvements, in conjunction with posted speed limits, to provide an appropriate level of protection offered by the road environment,
- the enhancement of policy, regulation and legislation as it relates to road users, road access and vehicle safety,
- the development of public education and engagement strategies,
- TMR's corporate policies, procedures and standards, with resulting actions to address risks and opportunities.

The short to medium term focus of the Safe Systems approach is:

- implementing the Road Safety Action Plan that reaffirms Queensland Government commitment to the principles of the Safe System,
- developing a TMR Road Safety Management Plan (RSMP), supported by the Executive Leadership Team (ELT), actively considering or working towards certification under ISO 39001.

Note the Safe Systems approach does not replace the need for:

- complementary programs such as High Risk Roads, International Road Assessment Program (iRAP)
 or Australian Road Assessment Program (AusRAP),
- program and project management processes, such as OnQ Project Management Methodology and the Project Assessment Framework (PAF),
- · Road safety audits.

Examples of work currently underway and future opportunities to actively manage the road safety risk on the network is detailed in Appendix C.

Performance Evaluation

TMR will monitor the implementation of this policy to determine if Safe Systems is being integrated throughout TMR processes, policies and practices by:

- undertaking periodic internal audits for compliance checks,
- continuing to measure performance factors and monitoring systems,
- implementing safety assurance processes for road projects to implement the RSMP.

Rationale

TMR uses an integrated approach to improving road safety in Queensland.

This policy aims to ensure Departmental Policies and Standards incorporate road safety where relevant.

Implementation of the Safe Systems approach through TMR is overseen by the Safe System Steering Committee. This steering committee is to have members across TMR divisions.

Safe System processes should be embedded as business as usual activities, and aim to achieve the best possible short and long term safety outcomes from road transport investments.

Safe Systems for delivery programs enables a strong focus across Program Delivery & Operations (PDO) to drive continual improvement in safety outcomes and deliver value for money transport system improvements.

Consultation

This policy was updated with input from key TMR stakeholders representing the following business areas in:

- Land Transport Safety Branch in Customer Services, Safety & Regulation Division
- Transport Regulation Branch in Customer Services, Safety & Regulation Division
- Portfolio Investment and Programming Branch in Policy, Planning and Investment Division
- Engineering and Technology Branch in Infrastructure, Management and Delivery Division
- Program Management and Delivery, Program Delivery and Operations (PDO) Branch.

Review

The Land Transport Safety Branch provides the governance of Safe Systems committees, provides progress reports of the RSMP to the ELT and is the custodian of this organisational policy. The Executive Director (Safer Roads Infrastructure) is the functional owner of this organisational policy and its application to transport infrastructure investments.

Safer Roads Infrastructure within the Land Transport Safety Branch is responsible for updating and maintaining this organisational policy.

The short to medium term focus applicability provided in Applicability section of this policy is subject to update at its next review.

The policy will be reviewed three years from the date of approval, or as Government objectives shift and further research evolves.

Road Safety Policy Addendum

This minor interim update delivered in April 2022, represents the findings of a review completed in 2021 of the Road Safety Policy. All other sections of the Policy remain unchanged.

Appendix A: Safety Intervention and Improvement Guidelines

These Safety Standards are to proactively reduce the risk of fatal and serious injury crashes on Queensland's road network. They are based on proven countermeasures which are considered good practice in the design and construction of safer road infrastructure. The following considerations apply:

- Safety Standards are for new and upgraded infrastructure and operations.
- Road safety infrastructure and facilities will be planned, designed and constructed so they are fit for purpose and deliver realisable benefits.
- Projects are undertaken with appropriate consultation and take into account safety considerations and competing priorities.
- The term, "shall", refers to the mandatory default requirement with any variation approved through the existing approval practice for a planning report or design exception.
- The term, "should", refers to a recommended consideration with decisions documented as part of normal practice for project management and engineering decisions.
- Fact Sheets have been developed to provide guidance on each Safety Standard to allow practitioners to meet the intent of each Safety Standard.

Safety Issue	Safety Standards
Motorcyclists	All new installations of road safety barriers (including terminals) shall be fitted with motorcyclist injury countermeasures, such as rub rail, suitable to the barrier type, taking into consideration fauna movements.
Vulnerable Users	In all urban environments, and where demand exists or may develop in a rural environment, ensure appropriate speed limit provisions for people who walk, ride, use a mobility device or live with a disability.
Intersection Signalised Pedestrian crossings	Pedestrian crossings shall be provided on all approaches at signalised intersections. Pedestrian crossing protection shall also be provided.
Intersection Pedestrian Slip lanes	Left-turn slip lanes should be avoided at intersections.
Intersection Signalised	New and upgraded signalised intersections shall have protected right-turn lanes on the major road.
Filter turns	Right turns shall be fully controlled unless justified through a risk assessment.
Intersection Rural Channelised right turns	Auxiliary Right Turn Lanes shall be replaced with at least a short Channelised Right Turn [CHR(s)].
Intersection Rural Left-turn lanes	Where a high volume of left turning traffic is present on high-speed rural roads, sight lines shall not be obscured for traffic entering from the minor road. This may require repositioning or channelising the left-turn lanes or bringing forward the Stop/Give way lines.
Head-on Rural	Rural roads with Annual Average Daily Traffic (AADT) greater than 4,000 vehicles per day, shall have a 1 metre Wide Centre Line Treatment (WCLT) including Audio Tactile Line Marking (ATLM).
Head-on All Divided Roads	For all divided roads with posted speed greater than or equal to 80 kilometres per hour, medians shall be clear of all hazards unless protected by roadside barrier.
	For all divided roads, with design AADT greater than 10,000 vehicle per day and with posted speed greater than or equal to 80 kilometres per hour, physical separation by median barrier shall be provided.
Run-off Road Rural	Audio Tactile Line Marking (ATLM) shall be installed on edge lines and centre lines on all rural roads, with sealed shoulder greater than 0.5 metres.
Line marking All roads	All new permanent line marking should be cold-applied plastic.
Fatigue Crash Risk Rural	On rural roads, stopping bays shall be provided every 30 kilometres, and rest areas shall be provided every 80 kilometres.
Enforcement	On all motorway upgrades, provision shall be made for speed enforcement. In particular, the works shall be designed to accommodate:
	• point-to-point camera infrastructure, including provision of footings with associated structures and electrical supply, suitably placed for enforcement during operation
	• provide for the construction of enforcement pads/bays for use by enforcement cameras encompassing electrical power supply with concrete base at appropriate locations during and at the completion of construction.

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Approved by:	Dennis Walsh	Chief Engineer (E&T)	Signature:	Car.	Date:	02/05/2022

Appendix B: Safe System Project Management Control Checklist

Safe Systems Project Management Control Checklist

For Major, OnQ Type 1, 2 and 3 projects

Control objective: To prompt the Project Manager as part of the project management processes on Safe Systems. Further guidance is provided in the Austroads Safe System Assessment Framework (AP-R509-16) as a tool with specific references below. The following checklist should be considered as site specific for a project across the planning, concept, development, implementation and finalisation phases before project management gating sign off and approval by IIC/GM/Regional/District Director.

Planning Concept Development Implement Phase Phase		Finalisation Phase	•
Prepared by ² Checked by ³		Date	
Project name Project number			
Project Management Phase: ☐ Strategic ☐ Concept ☐ Development ☐ Implement	tation □ Fin	alisation	
A. Setting the Context applicable to all project phases	Y/N ⁴	Comments	
1. What are the reasons for the project and problems? Is there a specific crash type risk? What are the causal factors and how is it proposed to be addressed? Important to differentiate between fatalities, serious injury and other crash types. Is the project addressing specific issues such as poor speed limit compliance, road access, congestion, future traffic growth, freight movement, accessibility ⁵ and vulnerable road users, community concerns, maintenance / asset renewal, and so on? Further reference: Austroads Ref 4.3 (project objectives, performance requirements, project definition, scope)			
What is the function of the road? Consider location, roadside land use, area type, speed limit, presence of parking, public transport services and vehicle flows. What traffic features exist nearby (for example, upstream and downstream)? What alternative routes exist? Austroads Ref 4.3 (project objectives, performance requirements, project definition, scope)			
3. What is the operating speed? What is the current speed limit? Has it changed recently? Is it similar to other roads of this type?			
Has lowering the speed limits at this location and across the overall link been considered?			
Austroads Ref 4.3 (project objectives, performance requirements, project definition, scope)			
TMR Road Planning and Design Manual			

² To be completed by the Project Manager

³ To be checked by the Project Director

⁴ If yes, documentary evidence must be made available to the Region/District Director

⁵ Includes wheelchair and mobility scooters

4.	What road users are present? Consider the higher likelihood of elderly, school children, accessibility needs and cyclists. Also note what facilities are available to vulnerable road users (for example pedestrian facilities at signalised crossings, bicycle lanes, school zone speed limits, and so on). How will this project protect vulnerable users and cater for accessibility needs?	
	Austroads Ref 4.3 (project objectives, performance requirements, project definition, scope)	
	TMR Road Planning and Design Manual	
5.	How does this project strategically fit within the overall network / link strategy objectives?	
6.	What is the vehicle composition? Consider the presence of heavy vehicles (and what	
	type), motorcyclists and other vehicles using the roadway.	
	Austroads Ref 4.3 (project objectives, performance requirements, project definition, scope)	
7.	Has a site visit been undertaken with consideration of key times for inspections (for	
١,٠	example, daytime versus night time)? Has a Site Visit Checklist been completed –	
	See Annexure A.	
8.	Has consultation been undertaken with key internal and external stakeholders, as to	
0.	potential impacts of the project scope?	
	OnQ Scope Management (for example: customer, traffic, planning, community, police, industry,	
	emergency services, service authorities)	
9.	Has a safety audit for the existing conditions of the road been completed?	
10.	Has the "customer" agreed with the preferred solution?	
	OnQ Customer Definition.	

Select the category below related to the current project phase.

Se	lect the category below related to the current project phase.		
B.	Strategic Planning: preparation and presentation	Y/N ^E rror! Bookmark not defined.	Comments
1.	Has the planning study brief considered the above Safe Systems Context?		
2.	Has the planning study evaluated road safety data, crash reports and/or safety toolkits? Options include: Webcrash/Roadcrash2 - number and type of casualty crashes for past 5 years QRAM - accessed from the Land Transport Safety sharepoint for historical road crash data and crash risk. List of High Risk Roads - Land Transport Safety sharepoint site. Historical road safety audits, fatal crash reports (available in Pursuit) and speed limit reviews (Q-Limits). Consideration of vulnerable road users and accessibility issues.		
3.	Does the study recommend further projects with primary and supporting treatments that reduce the consequence or severity of crashes (actual and/or potential)? Options include: • Austroads Guide to Road Safety: Part 1 Road Safety Overview. (AGRS01-13), Part 2 Crash Risk Mitigation (AP-T147-10), Part 8: Treatment of Crash Locations (AGRS08-15) • TMR Crash Reduction Factor (CRF) matrix • iRAP Road Safety Toolkit (http://toolkit.irap.org)		
4.	Has the planning study broken down possible treatments that, while encouraging transport users to be alert and compliant, also aims to reduce the severity of crashes through protective infrastructure treatments, speed reductions and vehicle / safety features?		
5.	Has the completed planning study / report addressed the outcomes of the considered Safe Systems Approach?		

C.	Concept Phase up to approved Business Case	Y/N ^{Error!} Bookmark not defined.	Comments
1.	Review the previous stage - Strategic Planning Safe Systems checklist. Have there been any changes which impact the crash risk of the project?		
2.	In the Project Proposal Report, or Strategic Assessment of Service Requirements,		
۷.	has the study documented the service need, their relative importance and		
	stakeholder information that includes a Safe System approach? Have accessibility		
	requirements been considered in the context of road safety?		
	,		
3.	Has the Project Proposal Report recommended sufficient funding and time to plan		
	and analyse the Safe Systems measures and concept design in the Options Analysis and Business Cases?		
4.	In the Options Analysis, or Preliminary Evaluation, has the risk management		
٦.	approach been used to identify and refine options taken into account the Safe		
	System matrix?		
	Austroads Safe System matrix assesses the exposure, likelihood and severity related to:		
	Run-off-road		
	Head-on		
	IntersectionOther		
	Pedestrian		
	• Cyclist		
	Motorcyclist		
	 Additional Safe System components related to road user, vehicle and post-crash care. 		
	Also consider accessibility requirements as part of the options.		
5.	Has the Options Analysis evaluated road safety data, crash reports and/or safety		
	toolkits? Do these options link back to the strategic network context?		
	Review Strategic Planning study of the following items and update as required:		
	Webcrash/Roadcrash2 - number and type of casualty crashes for past 5 years		
	 QRAM - accessed from the Land Transport Safety sharepoint for historical road crash data and crash risk. 		
	List of High Risk Roads - Land Transport Safety sharepoint site.		
	Historical road safety audits, fatal crash reports (available in Pursuit) and speed limit		
	reviews (Q-Limits).		
6.	Do the preferred option and reference layouts have primary and supporting		
	treatments that reduce the consequence or severity of crashes (actual and/or		
	potential)?		
	Options include: TMR Road Planning and Design Manual		
	Austroads Guide to Road Safety: Part 1 Road Safety Overview. (AGRS01-13), Part 2		
	Crash Risk Mitigation (AP-T147-10), Part 8: Treatment of Crash Locations (AGRS08-		
	15) TMD Creek Reduction Factor (CRE) matrix		
	TMR Crash Reduction Factor (CRF) matrix		
7.	In the business case, has the concept design of the preferred option taken into		
	account Safe Systems Approach?		
	Adequate coverage of Safe Systems in concept design		
	Develop the preferred solution		
	 Safety Audit to identify areas where proposed design has potential to compromise road user safety and operational performance 		
	Planning report		
	High Risk Road check (if applicable)		
8.	High Risk Road - In addition to the general procedure above, check if the subject		
	road section is listed as a High Risk Road. If it is, follow the HRR Project		
	Development Guidelines by undertaking a Safety Risk Assessment (SRA) and		
	options analysis to develop safety improvements.		

9.	Solution Check: Review of objectives of the project? Review of objectives of the network? Have the best safety outcomes been achieved within the context of the site, initial budget and planning? Check that accessibility and vulnerable road user requirements for road safety adequately addressed and resolved?
10.	Has an appropriate risk reduction technique been used that incorporates Safe Systems approach?
Ris	k workshop, review past documents, past experiences
11.	Has the OnQ Project Plan (part of the OnQ Business Case) incorporated sufficient funding and time to design and implement the Safe Systems measures?
12.	Have safety objectives been considered in the planning of the economic analysis for the project? Have regulatory measures such as reduced speed limits been considered in the base case for the project?
13.	Have the financial allowances made against safety risks and their treatment been used to determine the appropriate contingency allowance? TMR Project Cost Estimating Manual (PCEM) Ref Chapter 10.
14.	Does the estimate allow for unmeasured, unidentified safety items?
	TMR Project Cost Estimating Manual Ref Cl 10.8.9 (detailed design: 1-3%, business case: 3-5%, strategic: 5-7% of the construction cost)

D.	Development Phase OnQ Project Plan, Detailed Design and Procurement	Y/N ^{Error!} Bookmark not defined.	Comments
1.	Review the previous stage – Concept Phase safe systems checklist.		
	Have there been any changes which impact the crash risk of the project?		
2.	Have the Preliminary and Detailed Designs incorporated the Safe Systems Approach? Key checks across: Detailed planning (such as environmental approvals, land acquisition, community consultation) Design (such as field studies, preliminary / detailed design, quantity estimates) Road Safety Audit Report (with emphasis on Geometric Design) is required to be produced at the Design Development and Detailed Design milestones. Full project review should be conducted at the same time as the road safety audit. Also check that accessibility requirements and provisions for vulnerable road users have been incorporated into the designs.		
3.	Consideration of "safety expertise" for implementing specialist safety measures		
	within the procurement requirements of contractors (if applicable).		

E. Implementation Phase	Y/N ⁶	Comments
1. Have there been any changes to the scope of the project which does not align with		
the safe system approach?		

F. Finalisation Phase	Y/NError! Bookmark not defined.	Comments
Has a review been undertaken over whether the Safe Systems measures have been successful?		

 $^{^{\}rm 6}$ If yes, documentary evidence must be made available to the Region/District Director

2. Residual Extended Design Domain (EDDs) and design exceptions handed over to the Project Customer to ensure safety measures are implemented in ongoing operations and maintenance plans?						
G. Gating : review and approvals		Y/NError! Bookmark not defined.	Comments			
1.	1. Has the project manager reviewed the adequacy of the safety measures carried out to date prior to submitting for peer review?					
2.	2. For all projects: Has a peer review been undertaken? Who did the peer review? Is there written evidence of their feedback/recommendations? If so, have those recommendations been actioned to the reviewer's satisfaction?					
3.	For projects \$50M or greater: where applicable, has an independent safety review been undertaken? Who did it? Is there written evidence of their feedback/recommendations? If so, have those recommendations been actioned to the reviewer's satisfaction?					
4.	4. Has the Project Customer signed off Gate submission (Summary) and (Approval) forms?					
□ Satisfactory (expected process controls are in place and used satisfactorily) □ Unsatisfactory (attach details of any controls that in your opinion are not in place and/or are not used satisfactorily) □ Approved □ Not approved						
Sig	nature	Date				

Appendix C: Current Work and Future Opportunities

Examples of work currently underway and future opportunities include:

- Incorporating Safe System Assessment Framework in all stages of road infrastructure program and project development as endorsed by Senior Responsible Owners of Investment Programs
- Introducing up to date road safety metrics into investment guidelines so that the required safety outcomes can be better defined in the early planning stages of infrastructure projects
- A focus on wide spread implementation of road safety outcomes of the program
- Leading research into innovative road safety initiatives and fast tracking these innovative treatments into TMR guides and practice
- Policies and practices that support lower vehicle speeds where risk is high
- Policies and practices to protect road workers and the travelling public at road work sites
- Trialling and piloting of new co-operative and automated vehicle technologies to enable early adoption and deployment.
- Continued policy development in all areas that support further protection of vulnerable road users, including pedestrian protection signals and new road rules where required
- Regulating access to the network through vehicle registration, driver/rider licensing, vehicle standards and safety inspection programs and road user behaviour.
- Recognising competing priorities should be evaluated to maximise the safety of all road users
- Implementing measures which are proven to influence road user behaviour and attitudes especially high risk behaviours such as drink and drug driving, speeding, driver fatigue, non-seat belt wearing and distracted driving.
- Committing to being an exemplar organisation for road safety through our commitment to the workplace, health and safety of our staff.
- Delivering and evaluating public education campaigns and community engagement in concert with policy and engineering initiatives.
- Ensuring supportive whole of organisation policies and strategies are in place.