

**Queensland Guide to Road Safety**

## **Part 7: Road Safety Strategy and Management**

**July 2025**



**Queensland**  
Government

## Copyright

© The State of Queensland (Department of Transport and Main Roads) 2025.

## Licence



This work is licensed by the State of Queensland (Department of Transport and Main Roads) under a Creative Commons Attribution (CC BY) 4.0 International licence.

### CC BY licence summary statement

In essence, you are free to copy, communicate and adapt this work, as long as you attribute the work to the State of Queensland (Department of Transport and Main Roads). To view a copy of this licence, visit: <https://creativecommons.org/licenses/by/4.0/>

## Translating and interpreting assistance



The Queensland Government is committed to providing accessible services to Queenslanders from all cultural and linguistic backgrounds. If you have difficulty understanding this publication and need a translator, please call the Translating and Interpreting Service (TIS National) on 13 14 50 and ask them to telephone the Queensland Department of Transport and Main Roads on 13 74 68.

## Disclaimer

While every care has been taken in preparing this publication, the State of Queensland accepts no responsibility for decisions or actions taken as a result of any data, information, statement or advice, expressed or implied, contained within. To the best of our knowledge, the content was correct at the time of publishing.

## Feedback

Please send your feedback regarding this document to: [tmr.techdocs@tmr.qld.gov.au](mailto:tmr.techdocs@tmr.qld.gov.au)

## About this document

Austrroads' *Guide to Road Safety Part 7: Road Strategy and Management* is concerned with the process of road safety strategy development, management, evaluation and risk assessment. It outlines options for strategy development and details the value of a 'vision' in driving strategy development. It covers the stages of a strategy lifecycle, including problem analysis, countermeasure selection, target setting and safety performance indicators, development and implementation. It also details the importance of, and methods for, monitoring and evaluation.

## How to use this document

The Department of Transport and Main Roads has agreed to adopt the standards published in Austrroads Guides as part of national harmonisation. The department seeks to avoid duplicating information addressed in national guidance and has developed documents instead that provide Queensland-specific advice while following the structure established in Austrroads Guides.

Queensland-specific advice includes practices which vary from national practice because of local environmental conditions (such as geography, soil types, climate); different funding practices; local research; local legislation requirements; and to expand instruction on particular issues.

As such, this Part of the *Queensland Guide to Road Safety* (QGRS) takes precedence over the [Austrroads Guide to Road Safety Part 7: Road Strategy and Management](#) except where the Austrroads *Guide* is accepted without changes.

This Part is designed to be read and applied together with Austrroads *Guide to Road Safety Part 7: Road Strategy and Management*. Readers must have access to the Austrroads *Guide* to understand its application in Queensland.

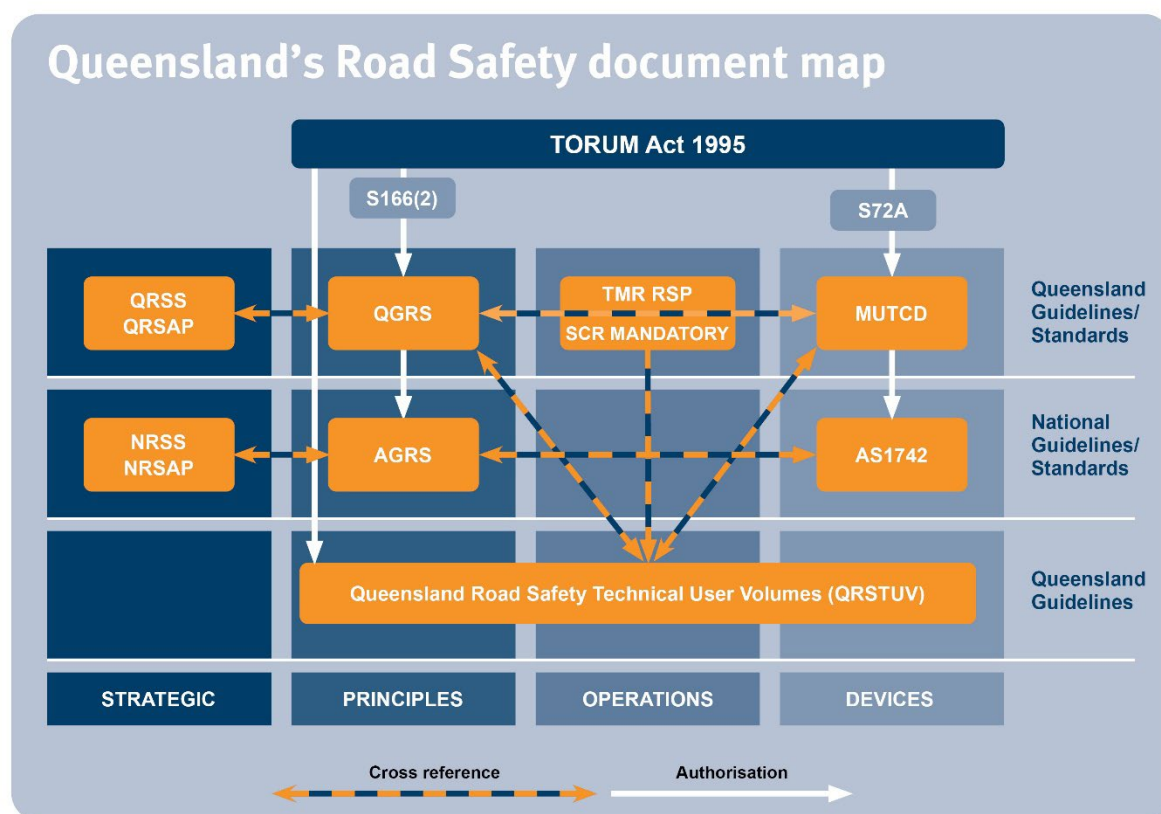
This document:

- sets out how the Austrroads *Guide to Road Safety Part 7: Road Strategy and Management* applies in Queensland
- has precedence over the Austrroads *Guide to Road Safety Part 7: Road Strategy and Management* when applied in Queensland, and
- has the same section numbering and headings as the Austrroads *Guide to Road Safety Part 7: Road Strategy and Management*.

The following table summarises the relationship between the Austrroads *Guide to Road Safety Part 7: Road Strategy and Management* and this document:

Applicability	Meaning
Accepted	The Austrroads <i>Guide</i> section is accepted.
Accepted, with amendments	Part or all of the Austrroads <i>Guide</i> section has been accepted with additions, deletions or differences.
New	There is no equivalent section in the Austrroads <i>Guide</i> .
Not accepted	The Austrroads <i>Guide</i> section is not accepted and does not apply in Queensland.

A summary of the documents relevant to road safety in Queensland, and their links, follows.



## Definitions

The following general amended definitions apply when reading the *Queensland Guide to Road Safety Part 7: Road Strategy and Management*.

Term	Definition
AGRS Part 7	<p><i>Austrroads Guide to Road Safety Part 7: Road Strategy and Management</i>, as amended by this document; for example, a reference to AGRS Part 7 means the reader must refer to the <i>Austrroads Guide to Road Safety Part 7: Road Strategy and Management</i>, and the <i>Queensland Guide to Road Safety Part 7: Road Strategy and Management</i> (QGRS Part 7).</p> <p>Throughout AGRS Part 7, references are made to other Parts of the AGRS (for example, when reading AGRS Part 7, the reader may be referred to AGRS Part 3 for further information.)</p> <p>In such cases, the reader must refer to the equivalent Part within the <i>Queensland Guide to Road Safety</i> first. Check the applicability of the equivalent QGRS Part before referring to the referenced AGRS Part.</p> <p>Similarly, references may be made to other <i>Austrroads Guides</i> (for example, when reading AGRS Part 7, the reader may be referred to the <i>Guide to Traffic Management Part 3: Transport studies and analysis methods</i>).</p> <p>In such cases, the reader must refer to the equivalent <i>Queensland Guide</i> first, where such exist. Check the applicability of the equivalent <i>Queensland Guide</i> before referring to the referenced <i>Austrroads Guide</i> Part.</p>
AGRS	<a href="#"><i>Austrroads Guide to Road Safety</i></a>
AS 1742	Australian Standard AS 1742 <i>Manual of Uniform Traffic Control Devices</i>
NRSS	National Road Safety Strategy

Term	Definition
NRSAP	National Road Safety Action Plan
QGRS	<a href="#"><i>Queensland Guide to Road Safety</i></a>
QRSS	<a href="#"><i>Queensland Road Safety Strategy</i></a>
QRSAP	<a href="#"><i>Queensland Road Safety Action Plan</i></a>
QRSTUV	<a href="#"><i>Queensland Road Safety Technical User Volumes</i></a>
RSP	Queensland Department of Transport and Main Roads <a href="#"><i>Road Safety Policy</i></a>
TORUM Act 1995	<i>Transport Operations (Road Use Management) Act 1995</i>
TRUM	Volume 2 of the <a href="#"><i>Traffic and Road Use Management manual</i></a> preceded this Part of the <i>Queensland Guide to Road Safety</i> and was withdrawn on publication of the corresponding QGRS Part.

## References

QGRS section	Reference
All	<a href="http://www.legislation.qld.gov.au">www.legislation.qld.gov.au</a>

## Relationship table

Section		Title	Queensland application	Dept contact*
1.	<b>Introduction</b>		Accepted	LTSR
	1.1	Defining 'Zero' and 'Planning for Zero'	Accepted	LTSR
	1.2	Zero: Enabling Actions	Accepted	LTSR
2.	<b>Institutional Road Safety Management</b>		Accepted	LTSR
	2.1	Charting a Path to Zero (Planning for Zero Approach) – Conceptual Model	Accepted	LTSR
	2.2	Developing Effective Institutional Road Safety Management Frameworks	Accepted	LTSR
3.	<b>The Planning for Zero Approach</b>		Accepted with amendments	LTSR
4.	<b>Planning for Zero: Road Safety Strategy Fundamentals</b>		Accepted	LTSR
	4.1	Road Safety Strategies	Accepted	LTSR
	4.1.1	<i>Benefits of Road Safety Strategies</i>	Accepted	LTSR
	4.2	The Social Model Approach to Road Safety	Accepted	LTSR
	4.2.1	<i>Analogies with Preventive Health and the Justice System</i>	Accepted	LTSR
	4.2.2	<i>Clarifying the Efficacy of Social Model Programs</i>	Accepted	LTSR
	4.3	Developing a Road Safety Strategy	Accepted	LTSR
	4.3.1	<i>Terminology</i>	Accepted	LTSR
	4.3.2	<i>Process</i>	Accepted	LTSR
	4.4	Strategies for Different Levels of Government	Accepted	LTSR
	4.5	Characteristics of Road Safety Strategies	Accepted	LTSR
	4.5.1	<i>Guiding Principles</i>	Accepted	LTSR
	4.5.2	<i>Critical Success Factors</i>	Accepted	LTSR
5.	<b>Planning for Zero: Partnerships and Consultation</b>		Accepted	LTSR
6.	<b>Road Safety Strategies: Problem Analysis</b>		Accepted	LTSR
	6.1	Problem Definition	Accepted	LTSR
	6.2	Deeper Understanding of the Issues	Accepted	LTSR
	6.2.1	<i>Assessing Network Safety with AusRAP</i>	Accepted	LTSR
	6.3	General Measures	Accepted	LTSR
	6.4	Changes in Population and Travel	Accepted	LTSR
	6.5	Additional Data Sources	Accepted	LTSR
	6.6	Public Opinion	Accepted	LTSR
	6.7	Changes in Society and Technology	Accepted	LTSR
	6.7.1	<i>Societal Change</i>	Accepted	LTSR

Section		Title	Queensland application	Dept contact*
	6.7.2	<i>Technological Change</i>	Accepted	LTSR
	6.7.3	<i>Addressing Change</i>	Accepted	LTSR
7.	<b>Road Safety Strategies: Countermeasure Selection</b>		Accepted	LTSR
	7.1	Conceptual Frameworks for Countermeasure Selection	Accepted with amendments	LTSR
	7.2	Selection of Countermeasures	Accepted	LTSR
	7.3	Legal Issues	Accepted	LTSR
	7.4	Social and Economic Appraisals	Accepted	LTSR
	7.5	Other Considerations	Accepted	LTSR
8.	<b>Road Safety Strategies: Target Setting and Safety Performance Indicators</b>		Accepted	LTSR
	8.1	Setting Road Safety Targets	Accepted with amendments	LTSR
	8.2	Safety Performance Indicators	Accepted	LTSR
	8.2.1	<i>Casualty Based Indicators</i>	Accepted	LTSR
	8.2.2	<i>Intermediate Goals</i>	Accepted	LTSR
9.	<b>Road Safety Strategies: Strategy and Action Plan Development</b>		Accepted with amendments	LTSR
10.	<b>Road Safety Strategies: Implementation</b>		Accepted	LTSR
	10.1	Stakeholders	Accepted	LTSR
	10.2	Financing the Road Safety Strategy	Accepted	LTSR
	10.3	Implementing Plan	Accepted	LTSR
	10.4	Reporting	Accepted	LTSR
11.	<b>Road Safety Strategies: Monitoring and Evaluation</b>		Accepted	LTSR
	11.1	Monitoring Strategic Actions and Targets	Accepted	LTSR
	11.2	Road Safety Strategy Process Evaluation	Accepted	LTSR
	11.3	Outcome and Economic Evaluation	Accepted	LTSR
	11.4	Responsibility for Monitoring and Evaluation	Accepted	LTSR
	11.5	Supporting Materials on Evaluation	Accepted	LTSR
12.	<b>Planning for Zero: Network Safety Plans</b>		Accepted	LTSR
	12.1	What is a Network Safety Plan?	Accepted	LTSR
	12.2	Developing and Delivering Network Safety Plans	Accepted	LTSR
13.	<b>Planning for Zero: Road Safety in the Road Transport System</b>		Accepted	LTSR
	13.1	What is the Road Transport System?	Accepted	LTSR
	13.2	Road Safety in the Road Transport System	Accepted	LTSR
14.	<b>Planning for Zero: Road Safety in the Road Management Process</b>		Accepted	LTSR

Section		Title	Queensland application	Dept contact*
	14.1	Program Development	Accepted with amendments	LTSR
	14.2	Project Scoping and Development	Accepted	LTSR
	14.3	Project Implementation and Review	Accepted	LTSR
	14.4	Network Operation	Accepted	LTSR
15.	<b>'Zero' Delivery: Frameworks in the Road Transport System</b>		Accepted	LTSR
16.	<b>Introduction to Risk Assessment and Risk Management</b>		Accepted	LTSR
	16.1	Definitions	Accepted	LTSR
	16.2	Principles of Risk Assessment and Risk Management	Accepted	LTSR
	16.3	Aims and Benefits of Risk Management	Accepted	LTSR
	16.4	Perception of Risk	Accepted	LTSR
	16.5	Barriers to the Introduction of Risk Management	Accepted	LTSR
17.	<b>Principles of Risk Assessment and Risk Management</b>		Accepted	LTSR
	17.1	Road Trauma	Accepted	LTSR
	17.2	Principles	Accepted	LTSR
	17.3	The Risk Management Process	Accepted	LTSR
	17.3.1	<i>Communication and Consultation</i>	Accepted	LTSR
	17.3.2	<i>Scope, Context and Criteria</i>	Accepted	LTSR
	17.3.3	<i>Identify Risks</i>	Accepted	LTSR
	17.3.4	<i>Analyse Risks</i>	Accepted	LTSR
	17.3.5	<i>Evaluate Risks</i>	Accepted	LTSR
	17.3.6	<i>Treat Risks</i>	Accepted	LTSR
	17.3.7	<i>Monitor and Review</i>	Accepted	LTSR
18.	<b>Risk Management: Establishing the Context</b>		Accepted	LTSR
	18.1	Legal Context	Accepted	LTSR
	18.1.1	<i>Australia</i>	Accepted	LTSR
	18.1.2	<i>New Zealand</i>	Accepted	LTSR
	18.2	Public Opinion	Accepted	LTSR



Section	Title		Queensland application	Dept contact*
19.	<b>Risk Management: Identifying Risks</b>		Accepted	LTSR
	19.1	Road Trauma	Accepted	LTSR
	19.2	Legal Risk	Accepted	LTSR
	19.3	Risk from Adverse Public Opinion	Accepted	LTSR
20.	<b>Risk Management: Analysing Risks</b>		Accepted	LTSR
	20.1	Sources of Data	Accepted	LTSR
	20.2	Quantitative Approaches	Accepted	LTSR
	20.3	Qualitative and Semi-Qualitative Analysis	Accepted	LTSR
	20.4	Data Quality and Integration	Accepted	LTSR
	20.5	Cost Effective Data Collection	Accepted	LTSR
21.	<b>Risk Management: Evaluating and Prioritising Risks</b>		Accepted	LTSR
	21.1	Prioritising Risks	Accepted	LTSR
	21.1.1	<i>Evaluation Based on Historic Data</i>	Accepted	LTSR
	21.1.2	<i>Evaluation Where There is Little Historic Data</i>	Accepted	LTSR
	21.1.3	<i>Comparison Between Risk Types</i>	Accepted	LTSR
	21.1.4	Examples	Accepted	LTSR
22.	<b>Risk Management: The Treatment of Risk</b>		Accepted	LTSR
23.	<b>Risk Management: Monitoring and Review</b>		Accepted	LTSR
24.	<b>‘Zero’ Transformative Pathways</b>		Accepted	LTSR
	24.1	Federal Government Context	Accepted	LTSR
	24.2	State Government Context	Accepted	LTSR
	24.3	Local Government Context	Accepted	LTSR
	24.4	Regional and Remote Areas	Accepted	LTSR
<b>References</b>				
<b>Appendices</b>				
A.	<b>Appendix A Current Road Safety Strategies</b>		Accepted	LTSR
	A.1	National Strategies	Accepted	LTSR
	A.2	State and Territory Strategies	Accepted	LTSR
	A.3	Mode Specific Strategies	Accepted	LTSR
B.	<b>Appendix B Haddon Matrix Conceptual Basis for Countermeasure Development</b>		Accepted	LTSR
C.	<b>Appendix C Detail of METS Modelling Approach to Target Setting</b>		Accepted	LTSR
D.	<b>Appendix D Detail of Swedish System-Wide Method for Modelling Road Trauma</b>		Accepted	LTSR
E.	<b>Appendix E Managing Risk Associated with Road Users</b>		Accepted	LTSR

Section		Title	Queensland application	Dept contact*
	E.1	Entry to the System	Accepted	LTSR
	E.1.1	<i>Fitness to Drive</i>	Accepted	LTSR
	E.1.2	<i>Driving Licences</i>	Accepted	LTSR
	E.1.3	<i>Licences for Other Vehicles</i>	Accepted	LTSR
	E.2	Removal from the System	Accepted	LTSR
	E.2.1	<i>Fitness to Drive</i>	Accepted	LTSR
	E.2.2	<i>Serious and Repeat Offenders</i>	Accepted	LTSR
	E.3	Emerging Possibilities	Accepted	LTSR
	E.3.1	<i>Controlling Access to the Road Transport System</i>	Accepted	LTSR
	E.3.2	<i>Eliminating Possibilities for Offending</i>	Accepted	LTSR
F.	<b>Data Sources</b>		Accepted	LTSR
G.	<b>Qualitative and Semi-Qualitative Analysis</b>		Accepted	LTSR
	G.1	Risk Classification	Accepted with amendments	Safer Roads
	G.2	Fault and Success Trees	Accepted	LTSR
	G.3	Cause-Consequence Diagram	Accepted	LTSR
H.	<b>Benefit Cost Analysis</b>		Accepted	LTSR
I.	<b>Example Monitoring Databases</b>		Accepted	LTSR
	I.1	New Zealand Crash Analysis System	Accepted	LTSR
	I.2	CMF Clearinghouse	Accepted	LTSR
J.	<b>Further Information on the Local Government Context</b>		Accepted	LTSR
	J.1	Local Government Road Safety and Community	Accepted with amendments	LTSR
	J.2	Strategic Role of Local Government	Accepted with amendments	LTSR
	J.3	Local Government's Duty of Care as a Road Authority	Accepted	LTSR
	J.4	Direct Actions to Improve Road Safety through Council Operations	Accepted	LTSR
	J.4.1	<i>Action as a Road Authority</i>	Accepted with amendments	LTSR
	J.4.2	<i>Action as a Planning Authority</i>	Accepted	LTSR
	J.4.3	<i>Action as an Employer and Fleet Operator</i>	Accepted	LTSR
	J.5	Local Government and Community Road Safety Programs in the Context of the Safe System	Accepted	LTSR
	J.6	Objectives of Community Road Safety	Accepted	LTSR
	J.7	Requirements for Sustainable Community Action	Accepted	LTSR

Section		Title	Queensland application	Dept contact*
	J.8	Strategic Partnership and Capacity Building	Accepted	LTSR
	J.9	Capacity Building and Social Capital Formation	Accepted	LTSR
	J.9.1	<i>The Concepts</i>	Accepted	LTSR
	J.9.2	<i>Application to Social Policy</i>	Accepted	LTSR
	J.10	Resources for Implementing a Road Safety Plan	Accepted	LTSR
	J.11	Sources of Funding	Accepted	LTSR
	J.12	Mobilising Resources	Accepted	LTSR
	J.13	Implementation	Accepted	LTSR
	J.14	Monitoring, Evaluation and Review	Accepted	LTSR
	J.14.1	<i>Process Evaluation</i>	Accepted	LTSR
	J.14.2	<i>Outcome Evaluation and the Challenge of Small Numbers</i>	Accepted	LTSR
	J.14.3	<i>Assessment in Light of the Full Range of Objectives</i>	Accepted	LTSR
	J.14.4	<i>Program Delivery Outcomes</i>	Accepted	LTSR
	J.14.5	<i>Human Capital Outcomes</i>	Accepted	LTSR
	J.14.6	<i>Social Capital Outcomes</i>	Accepted	LTSR
	J.14.7	<i>Social Network Analysis</i>	Accepted	LTSR
	J.14.8	<i>Process Evaluation</i>	Accepted	LTSR
	J.14.9	<i>Towards a Comprehensive Evaluation Process</i>	Accepted	LTSR
	J.15	Review	Accepted	LTSR
	J.16	Communication and Reporting	Accepted	LTSR
	J.16.1	<i>Reports to Council and to the Central Authority</i>	Accepted	LTSR
	J.16.2	<i>Communication with Participants in the Road Safety Program</i>	Accepted	LTSR
	J.16.3	<i>Communication with the Public</i>	Accepted	LTSR
	J.16.4	<i>Communication with other Communities</i>	Accepted	LTSR
K.	<b>Further Information on Regional and Remote Areas</b>		Accepted	LTSR
	K.1	Context	Accepted	LTSR
	K.1.1	<i>Defining Regional and Remote Areas</i>	Accepted	LTSR
	K.2	Crashes in Regional and Remote Areas	Accepted	LTSR
	K.3	Crashes on Regional and Remote roads	Accepted	LTSR
	K.4	Casualties on Regional and Remote Roads	Accepted	LTSR
	K.5	Summary of Regional and Remote Crash Trends	Accepted	LTSR

Departmental contacts:

- LTSR: Land Transport Safety and Regulation, Transport and Main Roads email [ltsr.correspondence@tmr.qld.gov.au](mailto:ltsr.correspondence@tmr.qld.gov.au).
- Safer Roads, Safer Roads Infrastructure, Engineering and Technology, Transport and Main Roads email [saferroads@tmr.qld.gov.au](mailto:saferroads@tmr.qld.gov.au).

## Contents

About this document.....	i
How to use this document.....	i
Definitions .....	ii
References .....	iii
Relationship table.....	iv
Contents .....	xi
<b>3 The Planning for Zero Approach.....</b>	<b>1</b>
<b>7 Road Safety Strategies: Countermeasure Selection.....</b>	<b>1</b>
7.1 Conceptual Frameworks for Countermeasure Selection.....	1
<b>8 Road Safety Strategies: Target Setting and Safety Performance Indicators .....</b>	<b>1</b>
8.1 Setting Road Safety Targets.....	1
<b>9 Road Safety Strategies: Strategy and Action Plan Development.....</b>	<b>1</b>
<b>14 Planning for Zero: Road Safety in the Road Management Process .....</b>	<b>1</b>
14.1 Program Development.....	1
<b>Appendix G Qualitative and Semi-Qualitative Analysis.....</b>	<b>1</b>
G.1 Risk Classification.....	1
<b>Appendix J Further Information on Local Government Context .....</b>	<b>2</b>
J.1 Local Government Road Safety and Community .....	2
J.2 Strategic Role of Local Government.....	2
J.4 Direct Actions to Improve Road Safety through Councils' Operations .....	2
J.4.1 Action as a road authority.....	2

### **3 The Planning for Zero Approach**

#### **Addition**

In Queensland, Transport and Main Roads is formally aligned with the Zero Planning theory detailed in this section but the approach has not been fully adopted in all areas of road safety planning and practice.

### **7 Road Safety Strategies: Countermeasure Selection**

#### **7.1 Conceptual Frameworks for Countermeasure Selection**

#### **Addition**

In Queensland, Transport and Main Roads is aligned with the Safe System framework to developing road safety countermeasures.

### **8 Road Safety Strategies: Target Setting and Safety Performance Indicators**

#### **8.1 Setting Road Safety Targets**

#### **Difference**

References to superseded national strategies and action plans shall be replaced with the current national strategies and action plans.

### **9 Road Safety Strategies: Strategy and Action Plan Development**

#### **Difference**

References to superseded national strategies and action plans shall be replaced with the current national strategies and action plans.

### **14 Planning for Zero: Road Safety in the Road Management Process**

#### **14.1 Program Development**

#### **Addition**

Refer to the *Queensland Guide to Road Safety* (QGRS) Part 2: *Safer Roads*, for further guidance on infrastructure program development approaches in Queensland.

### **Appendix G Qualitative and Semi-Qualitative Analysis**

#### **G.1 Risk Classification**

#### **Addition**

This example may be considered sound general advice. For the preferred risk classification approach, refer to the QGRS Part 6: *Road Safety Audit*.

## **Appendix J Further Information on Local Government Context**

### ***J.1 Local Government Road Safety and Community***

#### **Difference**

References to superseded national strategies and action plans shall be replaced with the current national strategies and action plans.

### ***J.2 Strategic Role of Local Government***

#### **Difference**

Reference to superseded document references shall be replaced with the current document references.

### ***J.4 Direct Actions to Improve Road Safety through Councils' Operations***

#### **J.4.1 Action as a road authority**

#### **Difference**

References to superseded national strategies and action plans shall be replaced with the current national strategies and action plans.

