

ROAD SAFETY 'RESULTS FOCUS' – READY TO LAUNCH?

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ABSTRACT

The results of road safety interventions in South Africa are disappointing and the cost of road safety related casualties and damage and drain on public resources are possibly to the upper side of the typical range of 2 to 3 per cent of Gross Domestic Product (GDP). The paper presents a systems level overview of South Africa's institutional orientation towards achieving road safety results by considering the institutional management functions of 'results focus', coordination and legislation as proposed in the Road Safety Management System (RSMS) developed by Bliss and Breen (2009). These three functions, together with funding and resource allocation, promotion, monitoring and evaluation, and R&D and knowledge transfer, are the foundation of the RSMS. It is a strategic approach that sets specific road safety targets and the design and implementation of evidence-based and data-driven interventions and sustained efforts to achieve the desired focus on results by all road safety stakeholders and role players. The paper highlights the critical need for South Africa becoming more assertively 'results focus' on road safety. Strong strategic direction supported by effective and efficient coordination and collaborative structures is essential in order to address the status quo of road safety in South Africa. There is the indication that road safety-relevant legislation needs to be adapted to institutionalise 'results focus' in road safety governance structures. ISO 39001:2012, based on the RSMS of Bliss and Breen (2009), provides a relevant tool to achieve broad-based 'results focus' institutionalisation.

1. INTRODUCTION

In South Africa, a price tag of R 309 billion per annum (nearly 10 per cent of GDP) has been attached by the media to road traffic system safety failures since 2013. Whilst this can be deemed as a very high estimate in relation to the two (2) to three (3) per cent of GDP that are generally noted as the cost of crashes associated with low to middle income countries, it serves as a wake-up call and as sensitisation of the extent of the disastrous impact of the road safety problem on the socio-economic development potential of the country. South Africa in 2009 subscribed to the United Nations Global Plan for the Decade of Action for Road Safety 2011 - 2020 (DoA) that sets the goal of reducing road fatalities in 2020 by 50 per cent relative to the 2011 values. Monitoring the progress towards this goal must be measured in results, the ultimate being the reduction of fatalities in 2020 to around 7 000 from the 13 947 in 2011. The trend line as extrapolated from the 2005 to 2014 figures suggest that only a level of around 10 000 fatalities might be achieved.

In 2009 the World Bank Global Road Safety Facility (WBGRSF) published 'Guidelines for the Conduct of Road Safety Management Capacity Reviews and the Specification of Lead Agency Reforms, Investment Strategies and Safe System Projects' (Bliss and Breen, 2009). The report was the result of a comprehensive review of successful jurisdictional Road Traffic Safety (RTS) management practices that lead to the development of the Road Safety Management System (RSMS) framework as depicted in Figure 1 below. This framework was incorporated in the ISO 39001:2012 Road Traffic Safety Standard. Figure 1 presents the three vertically inter-related RSMS elements, namely institutional management functions, interventions and results. At the core of this system is the notion that road safety interventions need to be evidence-based and data-driven to support road safety management. Wegman et al. (2015) state that this entails the setting of realistic targets, the design of strategies and actions plans to achieve these targets as well as the monitoring of progress and the evaluation of the impact.

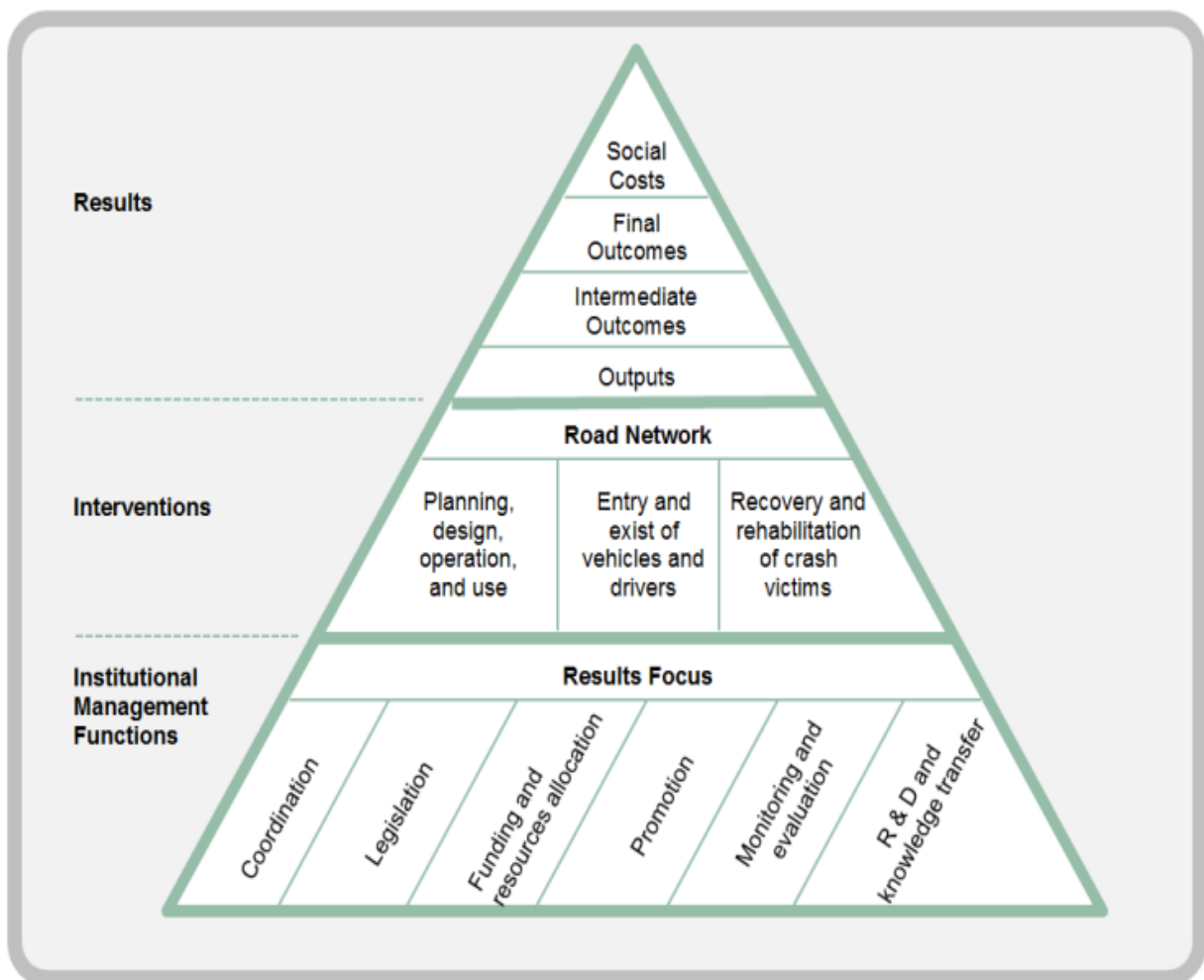


Figure 1: RTS management system (Adapted from Bliss and Breen, 2009)

'Results focus' is the overarching and pivotal institutional management function to which all the other institutional management functions, namely coordination, legislation, funding and resource allocation, promotion, monitoring and evaluation, and R&D and knowledge transfer, are subordinate. Assessing the extent to which a 'results focus' has been achieved would be based on the extent of cohesion and

clarity of policy direction observable among the above-mentioned six horizontal institutional functions, as well as the efficiency and effectiveness by which RTS related interventions and initiatives produce targeted results.

The core of RTS governance is viewed to lie in the institutional management functions of coordination and legislation. Where there are shared responsibilities for RTS across different government levels, it is critical that there be a coordination command structure to integrate overall RTS activities. It is then also important that RTS management-relevant legislation provides necessary content and substance to an appropriate regulatory regime to support effective coordination and to ensure coherent road safety 'results focus' efforts among all role players.

This paper briefly discusses the key elements of 'results focus' and gives a systems level overview of South Africa's current institutional orientation towards targeted road safety results. The current challenges of the coordination and legislation functions are then investigated in terms of a framework of requirements to achieve a vertical and horizontal 'results focus' orientation of road traffic safety management stakeholders. This paper doesn't attempt to conduct a detailed capacity review, but aims to provide some sensitisation of 'results focus' as an intrinsic value statement with far reaching implications, and also as a declaration of intent to orchestrate road safety management at a high level of intensity.

The aspects of the RSMS addresses in this paper are shown in Figure 2.

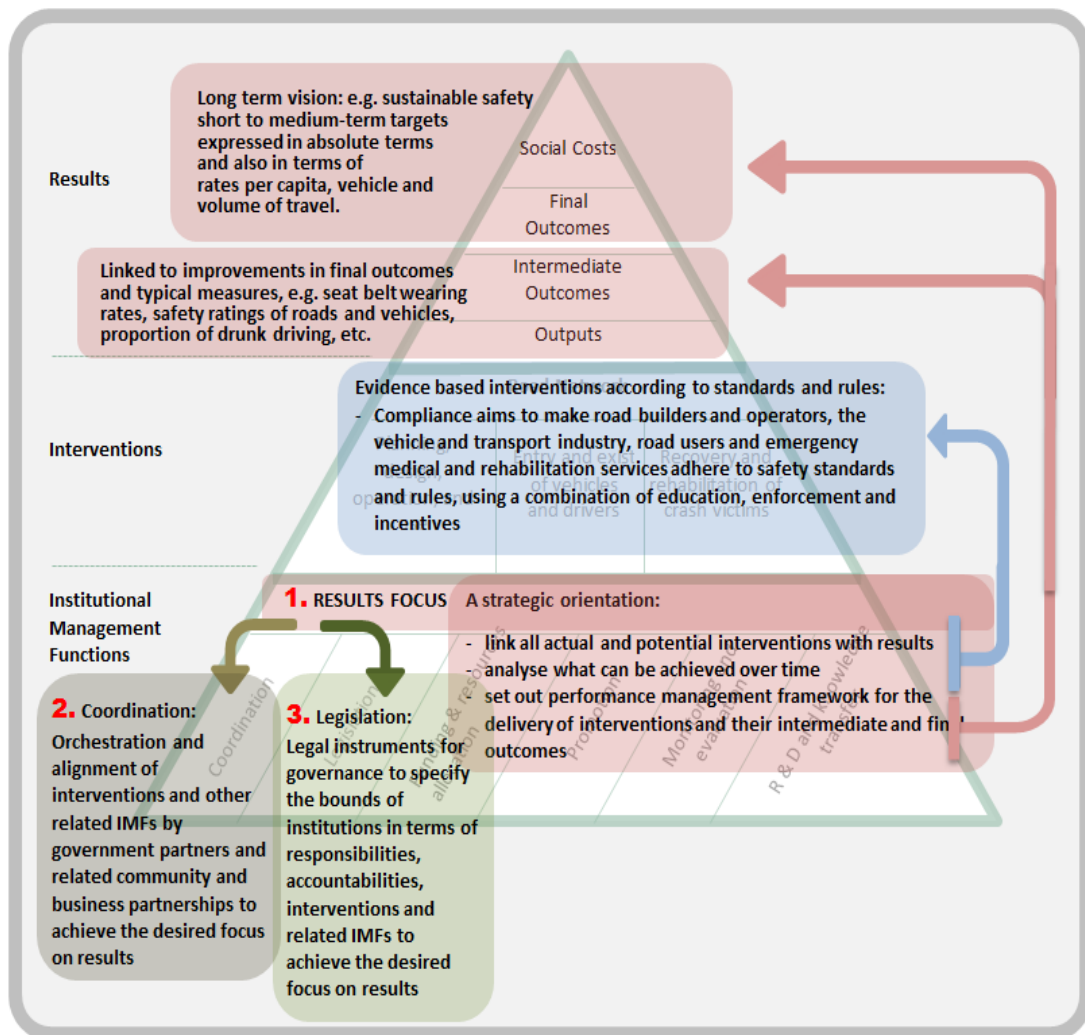


Figure 2: System level overview of 'Results Focus', Coordination and Legislation Institutional Management Functions (IMFs) (Adapted from Bliss and Breen, 2009)

2. 'RESULTS FOCUS' AS ROAD SAFETY INSTITUTIONALISATION CONCEPT

2.1. Overview

'Results focus' is a strategic approach to provide a vision, as well as goals and objectives to reach specific road safety targets through the conceptualisation of interventions that systematically work towards reaching the goals and objectives of the vision. Focusing on results is an overarching and the most important institutional management function. Without a clear and sustained focus on results by all stakeholders and role players, implementation of any interventions or programmes will be uncoordinated, will lack cohesion and will likely not propagate the required dramatic impacts or progression towards minimising road traffic crashes and their severity. Managing for road safety results requires an integrated and accountable response to the three RSMS elements or levels and at the foundation lies the institutional management functions into which a 'results focus' needs to be entrenched.

Road safety results must be gauged against RTS objectives and targets. These must be quantified as RTS performance outputs as determined and specified by RTS responsible organisations and entities. Those organisations/entities tasked to achieve the targets should be held accountable for reaching those targets. As accountability increases, more attention is paid to monitoring progress over time and using the results to improve road safety performance further (Wegman and Hagenzieker, 2010; Hauer, 2010).

A RSMS strategy should include a political programme to improve road safety and a scientific research programme of the safety issues raised in the political road safety programme. Road safety measures must be developed and implemented based on research results and the effectiveness and efficiency scientifically monitored (Schulze 2010; Siegrist, 2010).

2.2. Framework for 'results focus' appraisal

An appraisal of 'results focus' at system level considers the conditions of the 'final outcomes', 'intermediate outcomes', and outputs represented in the top area of the RSMS diagram in Figure 2. On 'social costs' the condition parameter is the availability and credibility of the estimates of the social cost of crashes. Similarly, 'final outcomes' is assessed on the level of availability of credible data on road traffic fatalities, injuries and damages. Intermediate outcomes are typical measures such as "average traffic speeds, the proportion of drunk drivers in fatal and serious injury crashes, seatbelt wearing rates, helmet-wearing rates, the physical condition or safety rating of the road network and the standard or safety rating of the vehicle fleet" (Bliss and Breen, 2009). Target values must be set for these outcomes, starting at realistic values and seeking continuous improvement towards the attainment of the final outcomes.

Availability though, goes with the institutional internalisation of this social cost and casualty count as a real burden on the socio-economic development of the country. With these come the active identification of the risks faced by road users – drivers, passengers, motor cyclists, cyclists, pedestrians, children, the elderly and others (Schulze, 2010).

Understanding risks culminates in proper contextualisation of road safety performance and is essential for the formulation of a national vision of far reaching improvement. The national vision must have the substance (thus not merely a slogan) to set national, regional and sectoral targets for improved road safety performance. Typical targets (Bliss and Breen, 2009) relate to social cost targets, final outcomes targets, intermediate outcomes targets, intervention output targets, at-risk group targets, industry targets or other targets. With targets set, responsibilities for improved safety performance must be delegated to the identified agencies to the level where they are formally held to account for their performances as required to achieve the desired focus on results. These entities span the wide spectrum of functions associated with road networks at all tiers of government, i.e. policing, transport, planning (cities and settlements), justice, health, education, etc. Road safety is a shared responsibility and as such the responsibilities of industry, business and communities must also be clearly defined to achieve the desired focus

on results. A crucial aspect of a 'results focus' is regular performance reviews. This must be conducted to track progress and make improvements to achieve the desired focus on results optimally and synergistically.

International good practices are typically directed by road safety lead agencies that have the main responsibility within government for managing the various road safety jurisdictions' 'results focus' and ensuring that system-wide interventions are agreed and implemented by the responsible authorities across government and wider society. The lead agency concerns itself not only with the development of the national road safety strategy and targets, but also with all the institutional management functions, which are to contribute to its success (Bliss and Breen, 2009). In this respect, the following questions need deep analysis:

- 1) Has the lead agency been formally established to direct the national road safety effort to achieve the desired focus on results?
- 2) Is the lead agency role defined in legislation and/or policy documents and are there annual performance agreements to achieve the desired focus on results?

2.3. Systems level assessment of 'result focus' in South Africa

The Road Traffic Management Corporation (RTMC) is the government agency responsible for road safety. The RTMC is officially a member of the United Nations Road Safety Collaboration (UNRSC). South Africa became a signatory to the DoA on 20 November 2009. In becoming a member, the RTMC endorsed the approach outlined in the five pillars described in the DoA (United Nations, 2011). In order to give effect to this commitment, South Africa had to develop and implement a road safety strategy to achieve the goals outlined in the DoA.

Road safety management, especially the institutional management functions has previously been identified as problematic (Assum, 1998; Van Niekerk et al., 2004). More recently the National Transport Masterplan (NATMAP 2050) highlighted the incoherent implementation of South African road safety strategy obstructing the achieving of road safety goals (Department of Transport 2015). South Africa has previously developed road safety strategies in 1996, 2001 and 2006. (A 2016 National Road Safety Strategy is in process of being finalised and could not be taken into account in this paper). A review of the strategies indicates that the focus was mainly on interventions, although, except for the 1996 strategy, there are no data or evidence that indicate support to the proposed actions, no delineation of institutional roles and responsibilities nor accountability for reaching the proposed targets.

The 1996 Road Safety Strategy enabled the launch of the Arrive Alive campaign that focused strongly on traffic law enforcement and awareness supported by a comprehensive information system (Botha, 2004; Watson, 2007). Arrive Alive was not a strategy but a programme aimed at achieving practical cooperation between the different spheres of government (Botha, 2004). The Road to Safety Strategy 2001-2005 set a target of a fifty per cent (50%) reduction in fatalities by 2014 in line with the Millennium Development Goals and made road safety a priority for the 2010 Soccer World Cup. Focus areas of the 2001-2005 strategy included; addressing

fraud and corruption in the industry, improved driver and officer training, periodic vehicle testing as well as road infrastructure and environment issues (Botha, 2004; Watson, 2007).

The 2006 Road Safety Strategy again focused on intensified law enforcement efforts supported by education and awareness campaigns (Watson, 2007). Although the previous South African road safety strategies (mentioned above) did set out to achieve some road safety targets, the strategies were not successful in any significant reduction of road traffic crashes, leading Wegman et al. (2013) to the conclusion that there might be deeper fundamental problems in the South African society and in the functioning of different tiers of government.

Wegman et al. (2013) emphasise that there are no scientific reports that provide an indication of how these strategies were monitored and evaluated through the years. The absence of a 'result focus' approach has resulted in limited understanding of the impact of actions and interventions or the requirements for achieving a reduction in road traffic crashes. NATMAP 2050 (Department of Transport, 2015) again highlights that many good initiatives lack funding and that data collection, analysis and evaluation of performance of safety initiatives take place inconsistently, resulting in delayed corrective measures being introduced or that initiatives are "knee jerk" reactions to solving short-term problems. However, despite NATMAP 2050 having identified these key issues, the only recommendation made towards the improvement of road safety in South Africa is that "*Road Safety campaigns need to focus aggressively on effective enforcement, education, engineering interventions and evaluation at all levels of government and from all relevant agencies that has an influence over road traffic*" (Department of Transport, 2015). This clearly indicates that at a policy formulation level the issue of 'results focus' is not being understood and addressed adequately.

'Results focus' manifests through safety standards and rules, with their associated performance targets for the planning, design, operation and use of the road network from national to city/town level. Concomitantly, compliance regimes need to be in place so as to ensure adherence to specified safety standards and rules that will achieve the desired focus on results. Road safety inspection (assessment/review), hazardous location management, road access management, speed and alcohol/drug management, etc. are typically areas where compliance with standards and rules are to be approached with a focus on achieving road safety results (safe infrastructure).

Similarly, governing the entry and exit of drivers and vehicles respectively into and from the transport system require a compliance regime ensuring adherence to specified driver and vehicle competency standards and rules that will achieve the desired focus on road safety results (safe road users and vehicles). For casualty evacuation of crash victims from the road network and their rehabilitation, comprehensive standards and associated performance targets to achieve a desired focus on results are also required (efficient/effective post-crash response).

Key requirements for becoming institutionally road safety 'results focus' are:

- Stakeholder (Government, business, communities, road users) wide acknowledgement of the need for shared responsibility and multi-sectoral delivery across the transport system to realise the ambitious goal of curbing and then dramatically reducing the carnage on the country's roads. The shared multi-sectoral road safety responsibilities of different governmental stakeholders for this ambition requires to be formally defined either in legislation, annual instructions or performance agreements and should be specifically referred to as a point of departure in a road safety strategy – more particularly so if there is the expectation of achieving daunting targets in a short space of time, e.g. five years.
- Collaborative engagement among all governmental stakeholders so that road safety will be entrenched as a core activity of many of these stakeholders. Full sharing of responsibility between these stakeholders need to be established and road safety management capacity within all key stakeholders will require strengthening. Strategic commitment to the road safety course must be actively maintained across government and within the various agencies, otherwise road safety will remain an ad hoc activity. There must be a strategic understanding of what it entails to pursue the ambitious target of reducing the 2011 annual fatalities by 50 per cent in 2020 with only five years' time left at a Ministerial level road safety steering structure.
- Accountability at senior levels in the road safety responsible agencies needs to be achieved as a universal value and the systemic cross government machinery needs to be working effectively (Section 3 below deals with coordination as institutional management function). Having an agreed safety performance framework with a clear agenda to deal with regulatory and legislative as well as budget issues would be indicative of readiness to launch effective strategy, policies, programmes and projects towards achieving the desired road safety ambition.

3. COORDINATION REQUIREMENTS FOR ROAD SAFETY MANAGEMENT

3.1. Overview

The institutional management function of coordination may be regarded as the cornerstone of a government embracing a road safety management system that must achieve the desired focus on road safety results. Ensuring efficient and effective road safety management requires meaningful institutional collaboration among government departments and their agencies to set the platform for synergistic interventions with optimal impact on the diverse and intricate road safety problématique. Good practice is indicated as having the ability to introduce special institutional arrangements to address accountability, coordination and funding issues. This is, amongst other, to avoid duplication of effort and to ensure that the full potential of individual sectoral contributions, typically fraught with difficulty, can be realised (Bliss and Breen, 2009).

3.2. Framework for appraisal of coordination

Bliss and Breen, (2009) defines four key dimensions of good practice coordination as follows: 1) horizontally across national government, 2) vertically from national to provincial and local government, 3) specific delivery partnerships between government, non-government and business at the national, provincial and local levels, 4) parliamentary relations at national, provincial and local levels. By institutionalising coordinating structures, a higher degree of accountability is achieved. Institutionalisation entails formally appointing members, assigning specific tasks which are measured according to work performance agreements and reviews (West and Dalhouzie, 2015). *“International best practice indicates that effective coordinating arrangements allow for decision-making at senior institutional levels which are accountable as well as appropriately resourced. They include a dedicated secretariat in the lead agency to harmonize delivery arrangements across partner agencies to achieve road safety results and serve as a platform for mobilizing political will and resources”* (Bliss and Breen, 2009).

Accountable lead agencies in good road safety practice countries are foundational to effective road safety action. The operational framework for a lead agency is a national road safety strategy that includes defining how government conducts horizontal coordination across government.

National coordinating arrangements and structures as an extension of an accountable lead agency are operationalised through high-level committees, working groups and bi-lateral partnerships as part of the coordination mechanism of a lead agency for coordinated delivery of the road safety strategy. They also typically serve as platforms for agreeing and reviewing national road safety targets, mobilising resources, coordinating multi-sectoral partnerships in pursuit of agreed results and consulting with a wider group of partners and stakeholders. Usually this goes hand-in-hand with a lead agency that can provide services and support through a high capacity secretariat and with appropriate funding to effectively manage the national coordination function. Good practice coordination has a clearly defined hierarchy of decision-making to facilitate meaningful interaction and decision-making at the various levels – e.g. Ministerial level, CEO/HOD level, senior manager level, safety programme/intervention level and consultative level (vertical coordination). The roles of the coordinating bodies with respect to the purpose and decision-making ambit are formalised through legislation and/or other firm agreements (inclusive of responsibilities and accountabilities) and are clearly defined in the road safety strategy.

3.3. Systems level assessment of the coordination

The fragmentation that exists in road safety governance and the intervention efforts among the wide spectrum of concerned entities is a generally recognised pertinent problem in South Africa (Ismail and Venter, 2007; Watson, 2007). This is common to many countries in Africa (Van Niekerk et al., 2004). At the Sub-Saharan Africa Transport Policy Program meeting of 2012 (SSATP, 2012) it was highlighted that there is a need to see road safety as part of the countries’ development agendas, and not as separate projects.

RTS is a shared responsibility and the lead agency need to manage and harmonise inter- and intra-organisational participation to obtain results that can be fed back into the strategy through tailored actions and interventions to achieve a Safe System (a model to achieve sustainable mobility). The SSTAP discussion also pointed out that high-level officials seem not to understand their responsibilities and that there is an urgent need to highlight this shortcoming (SSTAP, 2012).

There are many institutional partners and stakeholders in road safety, and furthermore, different government agencies have separate responsibilities; transport, justice, education, health, labour, finance, industry, research and governance at national, provincial and municipal levels. The national road safety strategy needs to provide direction through institutional management tools and mechanisms that must align the multisector stakeholders (Wegman, 2012).

Coordination of the implementation of road safety interventions through the various agencies, e.g. nine provinces, metropolitan regions and local authorities, government agencies such as RTMC, South African National Roads Agency SOC Ltd, etc., is arguably hamstrung by problematic inter-departmental coordination and constrained capacity in road safety management and other road safety-relevant skills. These are key concerns and highlighted as challenges impeding progress in road safety (Watson, 2007). With the South African road network linked cross-border into SADC and further, international governmental road safety functions come into play as well. Road safety responsibilities are thus spread over different levels of government that require a special coordination effort with dedicated leadership and an appropriate mandate.

A comparison of national road safety strategies and plans by the World Road Association (PIARC, 2012) stated that roles and responsibilities of different South African stakeholders are listed in the 2009 - 2015 Road Safety Strategy; but evidence of how these roles and functions are coordinated, both horizontally and vertically, is not clear. Road safety needs to be incorporated in regional road transport corridor developments which are a major focus for infrastructural projects and economic development projects (Small and Runji, 2014). Although the tools to accomplish regional coordination are available (e.g. SADC Protocol on Transport Communication and Meteorology, 1996), indications are that this is not a widespread practice. Locally, however, there are evidence of individual entities that promote this practice where road safety are, for example, a requirement when planning for network or project level approaches (Road Traffic Management Corporation, 2012; Van der Walt and Cable, 2015). Creating multi-sectoral partnerships and a designated lead agency with the capacity to develop and lead the delivery of a national road safety strategy with associated ambitious plans and targets as part of Pillar 1: Institutional Management, at the hub of the DoA is thus of crucial importance.

4. LEGISLATION REQUIREMENTS FOR ROAD SAFETY MANAGEMENT

4.1. Overview

Legislation comprises the legal instruments necessary for governance purposes to specify the obligations of road safety role players in terms of their responsibilities, accountabilities, interventions and related institutional management functions to achieve the desired focus on road safety results. The legislation function ensures that legislative instruments for road safety are well-matched to the road safety management task. Road safety legislation typically addresses land use, road, vehicle and road user safety standards, etc. and rules and compliance with them, as well as post-crash medical care. A mixture of specialist legislative and technical expertise is needed within government to develop and consult on Safe System (with intrinsic 'results focus' values) supporting legislation, the promotion of enforceable standards and rules with due consideration to cost, effectiveness, practicality and public acceptability.

4.2. Framework for appraisal of legislation

There are three broad dimensions of road safety-relevant legislation that outline good practice towards achieving the desired focus on results. Firstly, the scope of a road safety 'results focus'-founded legislative framework is typically viewed as dynamic and subject to frequent review to keep abreast of road safety management development and the progression of learning about effective and efficient interventions and/or where results are not in accordance with aspirations. The scope of any review needs to consider the legislative duties and accountabilities for road safety role players to meet any set short term and longer term targets. If an ambitious target vision (e.g. to have a fatality rate of say no more than two (2) per 100 000 population) is to drive road safety work well into the future, adopting such a long-term goal in legislation is an indication of decisive commitment. In following through on this, statutory duties for road safety role players are also established and it is shown to be particularly necessary where there is no legal duty for road safety at local level. The commitment of government agencies (particularly also local authorities) to road safety goes hand-in-hand with road safety monitoring and activity with targets and a focus on results. These duties are often seen to require being encapsulated in legislation. Secondly, road safety-relevant legislation must enable the effective implementation of the country's 'result focus' aligned road safety strategy. The continuous development and updating (and further consolidation when considering health and safety matters) of legislation ensures a legislative framework exposing the necessary quality concomitant with the capacity to effectively manage crash risk factors, e.g. speeding, drink driving, novice driver, vehicle fitness, etc. Thirdly, securing funding for the development of road safety legislation is shown to be increasingly important in ensuring the continued successful implementation of road safety strategies and interventions.

4.3. Systems level assessment of road safety legislation 'result focus'

The detail analysis of the legislation framework from a road safety management perspective is not within the scope of this paper, but it suffices to say that with the country's legislative construct over the years, the complexity and the intricate nature

of the function of road safety management as required today could not have been (or were not) foreseen. Therefore, it can be anticipated that the legislative framework for road safety management per se may be in need of careful review to ensure that a Safe System and collaborative 'results focus' among all stakeholders and role players are achievable within the means of the country.

The Constitution of the Republic of South Africa defines that national legislative authority is vested in Parliament, the National Council of Provinces with its functional areas of concurrent and exclusive national and provincial legislative competence and devolution of functions to local government level. Impetus on road safety management is embodied in Road Traffic Management Corporation Act, Act 20 of 1999 (RTMCA), for which the long title is; *"To provide, in the public interest, for co-operative and co-ordinated strategic planning, regulation, facilitation and law enforcement in respect of road traffic matters by the national, provincial and local spheres of government; to regulate the contracting out of road traffic services; to provide for the phasing in of private investment in road traffic; to that end, to provide for the establishment of the Road Traffic Management Corporation; and to provide for connected matters"*. With this the RTMCA seems to expose an intent that can support the proposed road safety management system approach. It is thus not out of the realm of the current legislative framework to fully support road safety action but it will need some reconstruct *for [road safety] governance purposes to specify the legitimate bounds of institutions, in terms of their responsibilities, accountabilities, interventions and related institutional management functions to achieve the desired focus on results* (Bliss and Breen, 2009).

5. A DATA-DRIVEN, EVIDENCE BASED 'RESULTS FOCUS' WITH REFERENCE TO THE REMAINING FOUR INSTITUTIONAL MANAGEMENT FUNCTIONS

The preceding functions are considered essential and should ideally lead the mobilisation of 'results focus' in the remaining institutional management functions (as depicted in Figure 1), namely funding and resource allocation, promotion, monitoring and evaluation and R&D, and knowledge transfer. Although the preceding functions were highlighted, all of these functions ultimately work together in support of the Safe System (Bliss and Breen, 2012). When given full effect, these functions guide decisions and direction on the identification of cost-effective interventions in terms of scope, funds and mechanisms for delivery (Small and Runji, 2014). In order to build road safety capacity through institutional reform, there is a need to plan and invest in targeted road safety programmes. Funding and resource allocation is, however, dependent on knowing "where and, on what" road safety programmes and initiatives to put your money. This knowing comes from road safety research where the findings highlight where investment should occur. Data-driven problem identification concomitant with the development of evidence-driven countermeasure packages that are driven for effective implementation through a formalised strategy with ambitious, quantitative targets and transparent lines of institutional accountability are considered the critical success factors in nations with the lowest road fatality rates (Wegman et al., 2015). Quantitative targets allows for proper monitoring and evaluation of progress towards reducing the incidence of road traffic crashes and resulting casualties and damages. Data and knowledge is crucial in the setting of realistic quantitative targets at a country level (Wegman et al., 2015).

THE ROLE OF ISO 39001: 2012 ROAD TRAFFIC SAFETY STANDARD

International Standard ISO 39001:2012 specifies a road safety management system tool to induce a synergy of efforts through the mobilisation of all shapes of organisations, as well as individual road users, to become road safety results oriented. A Safe System should then achieve RTS results at levels that exceed what can be achieved through sole reliance on laws and road traffic standards. ISO 39001:2012 aims to assist organisations that interact with the road traffic system to achieve reduced impacts of road traffic incidents on their operations and, in the process, to contribute to achieving societal goals. The extent (or lack thereof) to which ISO 39001:2012 is implemented and maintained across the South African society will be one of the indicators of the level of 'results focus' achieved. From a RTS governance perspective, ISO 39001:2012 arguably requires introspection of RTS agencies with respect to their organisational RTS management policies and practices. RTS governance structures then need to put in place a support framework to encourage and guide organisations and individuals with the implementation and maintenance (including monitoring) of ISO 39001:2012.

6. SUMMARY OF FINDINGS

'Results focus' is the overarching strategy of the road safety management systems of good practice countries that have been succeeding in drastically reducing road traffic casualties. It is a strategic approach that sets specific road safety targets and the design and implementation of evidence-based and data-driven interventions and sustained efforts to achieve the desired focus on results by all road safety stakeholders and role players.

The paper highlights the critical considerations on South Africa becoming more assertively 'results focus' on road safety. Strong strategic direction supported by effective and efficient coordination and collaborative structures is essential in order to address the status quo of road safety in the South Africa. There is the indication that road safety-relevant legislation needs to be adapted to institutionalise 'results focus' in road safety governance structures as well as over the broad spectrum of the South African society. ISO 39001:2012 provides what is perceived as the relevant tool to achieve broad-based 'results focus' institutionalisation.

7. CONCLUSIONS AND RECOMMENDATIONS

The paper provides a broad overview of the road safety management system proposed by Bliss and Breen (2009) as an approach to road safety management. 'Results focus' as the overarching management function to be entrenched in the road safety institutional management functions has proven to be effective in reducing road traffic casualties in good road safety practice countries. The overview provides an indication of the requirements to achieve road safety 'results focus', effective coordination and to provide a 'results focus' supportive legislative base for the South African road safety effort, in line with good international practice, that should bring

about the dramatic positive impact on road traffic harms that is so desired. The paper highlights the intricacies of an effective road safety strategy that clearly defines horizontal and vertical coordination structures and responsibilities and accountability for the achievement of the desired focus on results.

The task of organising road safety management structures through a politically empowered lead agency with an adequately funded mandate is daunting to say the least. There seems to be little indication of data-driven problem identification concomitant with the development of evidence-driven countermeasures that are driven for effective implementation through a formalised strategy with ambitious, quantitative targets and transparent lines of institutional accountability. These are considered the critical success factors in nations with the lowest road fatality rates. It stands to reason that South Africa needs to use the advantage of learning from successes elsewhere if it would seek to achieve a 50 per cent reduction in the 2011 number of fatalities by 2020. The question of whether South Africa is ready to launch a high impact 'results focus' national road safety improvement initiative requires deep consideration. Currently, and in retrospection of past strategies, there appears to be a focus on shotgun type interventions with no indication of targets that are pursued and how impact will be measured.

Within in the scope of the paper, it was only possible to provide systems level assessments of three of the seven institutional management functions proposed by Bliss and Breen (2009) which forms the basis for the ISO 39001:2012. These functions are seen as the cornerstone of a RSMS. The recommendation on the way forward is to conduct comprehensive capacity reviews in terms of a RSMS-type framework with the aim to convert road safety governance and action to a road safety 'result focus' paradigm. This is seen as a stern requirement if progress towards a Safe System with a drastically reduced road traffic casualty count and other crash damages is to be achieved.

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