

ROAD

SAFETY

ACTION

PLAN

2 0 1 6 - 2 0 2 0



**ROAD SAFETY**  
It's Everyone's Responsibility



**ACT**  
Government

ISBN 0-642-60406-1

© Australian Capital Territory, Canberra 2016

Produced by Publishing Services

Publication No 15/1571

<http://www.act.gov.au>

Telephone: Access Canberra 132 281

# FOREWORD



In the ACT, during the past five years, we have recorded an average of 11 deaths and around 800 injuries on ACT roads each year. In 2014 alone, there were 7,782 reported crashes which resulted in 829 casualties including ten fatalities and 125 hospital admissions.

The impact of road trauma, both in terms of social and economic impacts, is significant. It is unsatisfactory to accept that road deaths are an inevitable part of our transport system. That is why the ACT Government has adopted the “Vision Zero” philosophy, and consistent with this, our policies must prioritise human life and health.

Vision Zero guides outcomes in some areas that are very visible to the public and not always universally popular. Slow speed environments – such as the 40 km/h zones introduced to our town centres and group centres in the past few years – are an example. But these slow speed environments bring clear safety benefits and have the effect of improving the amenity of our streets and public places and attracting more people.

One of the new and important aspects to the ACT’s road safety policy is its recognition of the role played by sustainable transport policies in improving road safety. Policies that aim to reduce car traffic and prioritise sustainable transport – walking, cycling and public transport – are valuable in their own right, but also have measurable safety benefits.

I am determined to see the ACT become the first Australian jurisdiction to achieve Vision Zero. It is a goal which is becoming closer to reality – with rapid improvements in vehicle technology and road infrastructure and innovative approaches to enforcement and education programs.

This action plan covers the period to the end of 2020 and includes a range of measures aimed at saving lives, reducing injuries, and strongly prioritising a “vision zero” approach to transport policy making. It sets a strong agenda which will move us closer to achieving a safe, inclusive and vibrant road transport system.

A handwritten signature in black ink, appearing to read 'Shane Rattenbury'.

Shane Rattenbury  
Minister for Road Safety

# TABLE OF CONTENTS

Foreword . . . . .	3
Table of Contents . . . . .	4
Abbreviations . . . . .	5
Introduction . . . . .	7
Sustainable Transport Policies to Improve Road Safety . . . . .	9
Safer People . . . . .	12
Safer Roads and Roadside . . . . .	36
Safer Speeds . . . . .	43
Safer Vehicles . . . . .	51
Governance Arrangements, Evaluation and Data . . . . .	57
Corporate Responsibility . . . . .	61
Summary of Action Items . . . . .	62
References . . . . .	66
Appendix 1 – Organisations that contributed to the development of this action plan . . . . .	67

# ABBREVIATIONS

ABS	Anti-lock Braking System
ANCAP	Australasian New Car Assessment Program
BAC	Blood Alcohol Concentration
CARRS-Q	Centre for Accident Research & Road Safety-Queensland
CMTEDD	Chief Minister, Treasury and Economic Development Directorate
COTA	Council on the Ageing
EPD	Environment and Planning Directorate
ETD	Education and Training Directorate
GDL	Graduated Driver Licensing
HD	Health Directorate
JACS	Justice and Community Safety Directorate
NHVR	National Heavy Vehicle Regulator
NRSS	National Road Safety Strategy 2011–2020
TAMS	Territory and Municipal Services Directorate
UK	United Kingdom
UNSW	University of New South Wales
VMS	Variable Message Sign





# INTRODUCTION

All jurisdictions have committed to elevating Australia's road safety ambitions under the National Road Safety Strategy 2011–2020 (NRSS) and are aiming to achieve a national reduction of at least 30 per cent by 2020 in the number of road deaths and serious injuries that occur each year.

The ACT Road Safety Strategy 2011–2020 complements the NRSS and provides a strategic framework for improving road safety in the ACT. The strategic goals of the ACT Road Safety Strategy are to:

1. contribute to a national reduction in the annual number of fatalities and serious injuries of at least 30 per cent by 2020;
2. develop an ACT community that shares the responsibility for road safety; and
3. develop an approach to road safety that involves all stakeholders working together to improve road safety.

The ACT Road Safety Strategy is guided by the “Safe System” approach. The Safe System approach provides the technical methodology and policy framework for achieving Vision Zero and relies on the components of Safe Speeds, Safe Roads and Roadsides, Safe Vehicles, and Safe People and Safe Behaviours.

The Safe System approach means that efforts must be made to manage the combined effects of the speeds at which we travel, the safety of vehicles we use, and the level of protection provided by our roads – not only to minimise the number of crashes, but to ensure that when crashes do occur, they do not result in death or serious injury.

The Strategy is supported by multi-year action plans which include a range of education, encouragement, engineering, enforcement, and evaluation measures. The first of these action plans covered the period 2011 to 2013 and included the addition of point to point road safety cameras, the implementation of 40 km/h speed limit areas in Town Centres, targeted awareness campaigns, drink driving reforms, and compulsory pre-provisional motorcycle training.

Additional measures to improve road safety have been included in this action plan which will cover the period 2016 to 2020. The ACT Road Safety Action Plan 2016–2020 has been developed in partnership with key stakeholders, including Pedal Power, NRMA Motoring Services, Motorcycle Riders' Association, Australasian College of Road Safety, Kidsafe ACT, and other community, road safety and road user interest groups. A complete list of the organisations that have contributed to the development of this action plan is provided at **Appendix 1**.







# SUSTAINABLE TRANSPORT POLICIES TO IMPROVE ROAD SAFETY

One of the new and important aspects to the ACT's road safety policy is its recognition of the role played by sustainable transport policies in improving road safety. The ACT Government recognises that policies that aim to reduce car traffic and to prioritise sustainable transport – walking, cycling and public transport – are valuable in their own right, but also have measurable safety benefits.

In simple terms, the less we have people driving, the fewer crashes that will occur on ACT roads. For example, in 2014, of the 14,098 vehicles involved in the 7,782 reported crashes, 11,619 or 82% were sedans and station wagons with about 40% of the crashes happening during the morning and evening peak. If just 10% of Canberrans changed to non-car transport modes, we could expect to see dramatic decreases in the number of crashes on ACT roads.

As one of Australia's most car dominated capitals, we face constant pressure to build and upgrade roads. Investing in road infrastructure can solve short-term problems – it eases congestion and improves convenience for drivers – but this also further entrenches reliance on private car travel. The more we increase the capacity of the roads, the more people drive and the congestion and bottlenecks then return.

The alternative to the car-centric city is one that provides genuine sustainable transport opportunities to residents. It provides excellent and prioritised public transport services and walking and cycling facilities where people don't have to rely on cars for everything.

Investing in sustainable transport options doesn't mean we stop building roads altogether, or that we pretend cars are not part of our transport system. Many people rely on cars because of their particular job or family situation.



## **ACTION ITEM – EXPLORE OPTIONS FOR RECOGNISING THE ROLE OF SUSTAINABLE TRANSPORT IN ROAD SAFETY**

The ACT Government will recognise, through its range of agencies and policies, that prioritising and improving sustainable transport is important in meeting its road safety goal of "Vision Zero."

The Justice and Community Safety (JACS) Directorate, in conjunction with key Government agencies will also undertake research to explore how sustainable transport and road safety policies can be further integrated to better recognise the links between the two policy areas.

## BICYCLE HELMETS

Despite being compulsory since 1992, the wearing of bicycle helmets is not regular practice by all cyclists. Bicycle helmet laws are strongly supported by research which shows that helmets reduce the number of head injuries sustained by cyclists involved in crashes.

An evaluation of the laws in Victoria showed that two years after the legislation was introduced, there was a 16% reduction in metropolitan Melbourne and 23% reduction in head injuries throughout Victoria.<sup>1</sup> More recently, a 2013 review by the University of New South Wales of crashes in New South Wales found that helmet wearing significantly reduced the risk of moderate, serious and severe head injury by up to 74%.<sup>2</sup>

However, some studies have found that mandatory helmets can deter people from cycling. A survey from University of Sydney Professor Chris Rissel found 23 per cent of Sydney adults would ride more if helmets were optional.<sup>3</sup> Prof Rissel's study indicated that a 10 percent increase in cycling would significantly reduce traffic congestion with a corresponding reduction in road safety risk as a result of having fewer cars on the road. The health benefits from recreational exercise and environmental gains from reduced CO2 emissions would also be substantial.



### **ACTION ITEM – INVESTIGATE RISKS AND ANY POTENTIAL BENEFITS OF ALLOWING PEOPLE TO RIDE BICYCLES WITHOUT A HELMET IN LOW SPEED ENVIRONMENTS**

Increasing the usage of sustainable transport modes is a key goal of the ACT Government. Increased usage of sustainable transport also results in corresponding safety benefits. To facilitate increased cycling participation JACS will engage an expert consultant to investigate and assess the situational risk of allowing people to ride a bicycle without a helmet in parks, town centres and other low speed environments such as shared zones and university precincts. This work will also examine the benefit that may arise from an increased participation in cycling, including any effects on traffic congestion, transport emissions, road safety and public health.

1. <https://www.vicroads.vic.gov.au/safety-and-road-rules/cyclist-safety/wearing-a-bicycle-helmet>
2. (Bambach, M. R., Mitchell, R. J., Grzebieta, R. H., Olivier, J. The effectiveness of helmets in bicycle collisions with motor vehicles: A case-control study. Accident Analysis and Prevention, Issue 53, 2013)
3. Chris Rissel, 'The possible effect on frequency of cycling if mandatory bicycle helmet legislation was repealed in Sydney, Australia: a cross sectional survey', 2011





# SAFER PEOPLE

Most road users respect the law, have good safety awareness and use the roads in a sensible manner. But people make mistakes, and sometimes these mistakes result in death and injury. While making allowance for human error, the Safe System approach also relies on road users being responsible and driving and riding to the best of their ability.

One of the strategic goals in the ACT Road Safety Strategy is to develop a community that shares the responsibility for road safety. This requires efforts to educate and encourage road users to obey the road rules and to be unimpaired and alert when sharing the road with others.

## DRINK DRIVING

Advice from ACT Policing is that impaired driving (alcohol and drugs) was the main causal factor in 30 per cent of fatal crashes in the five year period 2010 to 2014.<sup>4</sup> Every year ACT Policing conducts around 100,000 random breath tests with approximately 1,400 drivers recording a reading above the prescribed alcohol concentration limit for their licence type.<sup>5</sup>

## DRINK DRIVING LEGISLATIVE REFORMS

In November 2011 legislation came into effect requiring people convicted or found guilty of a drink or drug-driving offence to complete an approved alcohol and drug awareness course in order to retain or regain their driver licence.

This followed 2010 and 2011 changes to ACT drink driving legislation limiting the availability of restricted (work) licences to first time offenders, introducing immediate licence suspension for drivers who exceed the prescribed Blood Alcohol Concentration (BAC) limit by 0.05 or more, and introducing a zero BAC for novice and special drivers and supervisors of learner drivers.

Legislation to introduce a mandatory interlock program for high risk drink driving offenders and a voluntary program for other offenders was passed in 2013 and the program commenced on 17 June 2014.

An interlock is a breath test device connected to the ignition of a vehicle to stop it from starting, or continuing to operate, if the driver has a specified concentration of alcohol present in their breath. Interlocks can be fitted to almost any type of motor vehicle.

---

4. ACT Policing, Fatal Register 2003–2014

5. ACT Policing, Performance, Evaluation and Review, PROMIS as at 13 January 2013

The program seeks to reduce the road safety risk posed by drink drivers to themselves and other road users by preventing the driver from starting or continuing to operate a vehicle fitted with an interlock device if the driver has a specified concentration of alcohol present in his or her breath.

Participation in the interlock program is a mandatory condition of relicensing for certain high-risk drink driving offenders (high-range and habitual drink driving offenders). For these high-risk offenders, participation in the program may include a court ordered therapeutic component as well as a requirement to drive only a vehicle fitted with an interlock device. Exemptions are available only where special circumstances exist.

Voluntary participation is an option for other drink driving offenders, who may reduce their disqualification period by agreeing to participate in, and comply with, the interlock program. These offenders may elect to apply for a probationary licence, which will be issued subject to an interlock condition, at any time during their disqualification period.

For mandatory and voluntary participants in the program there is a six month minimum program participation period, with program participants required to demonstrate a continuous period of three months compliance with the interlock program and compliance with any treatment order before the interlock condition may be removed.

## **DRUG-DRIVING**

There is a range of evidence linking certain illicit and prescription drugs to elevated crash risk. Many drugs can affect the ability to drive safely. These drugs include illegal (illicit) drugs, as well as legal drugs such as alcohol and medicines (prescribed and over the counter). Drugs that affect driving include cannabis, amphetamines, benzodiazepines, hallucinogens, antihistamines and opiates. The most commonly used illegal drugs are marijuana followed by speed and ecstasy.<sup>6</sup>

Drug use can affect drivers and the driving task by slowing down reaction time, causing a distorted view of time and distance – reducing a person’s ability to drive safely and identify driving hazards. Drugs also stimulate the nervous system and can lead to a reduced attention span, and the sudden onset of fatigue as the stimulant effects wear off.<sup>7</sup>

## **ROADSIDE DRUG TESTING AND ZERO TOLERANCE**

Section 20 of the *Road Transport (Alcohol and Drugs) Act 1977* makes it an offence to drive with a prescribed drug in the driver’s blood or oral fluid. Any detectable trace of a prescribed drug in a driver’s blood or saliva will attract the offence – this is a “zero tolerance” approach to drug-driving.

---

6. National Drug and Alcohol Research Centre, *Illicit Drug Use in Australia: Epidemiology, use patterns and associated harm (2nd Edition)*, p.vi

7. Centre for Accident Research and Road Safety - Queensland, *State of the Road (Drug-driving)*, August 2012

Other approaches to drug-driving include: the “per se” approach, which is based on the detection of a drug in a driver above a defined cut off concentration in blood (similar to the current ACT approach to drink driving); and the “impairment focused” approach, whereby drivers are drug tested only if they appear to be impaired.

The United Kingdom (UK) recently moved from an impairment based approach to a per se approach. The relevant UK legislation sets acceptable levels for certain legal and illegal drugs. However, the acceptable levels for illegal drugs (including cannabis) have been set at the lowest possible concentration at which a reliable analytical result can be obtained, yet above the level at which passive consumption or inhalation can be ruled out – i.e. at levels that would not capture drivers who have inadvertently consumed very small amounts of a drug (accidental exposure).

This approach has been described by the UK Government as a zero tolerance approach, reflecting that Government’s position that it is not acceptable to deliberately consume illegal drugs and drive. The purpose of the change in approach was to make prosecuting drug-driving laws in the UK more effective and also to overcome the difficulties involved in proving impairment under the previous approach.

In New Zealand it is an offence to drive while impaired and with a qualifying drug in the bloodstream. Police can only test for the presence of qualifying drugs if a driver fails a compulsory impairment test. The compulsory impairment test includes an eye assessment, a walk and turn assessment and a one leg stand assessment.

## PUBLIC AWARENESS CAMPAIGN

In 2015, ACT Policing and JACS launched a public awareness campaign on drug driving. *The Drug Driving: Don’t Risk It* campaign is intended to educate drivers about the danger of drug-driving, including the legislative consequences of being caught.

## DRUG-DRIVING – WHERE TO FROM HERE?

In 2014, three of the ACT’s 10 fatalities (33%) involved drugs as a causal factor.<sup>8</sup> In that same period, ACT Policing conducted 2,520 roadside drug tests which resulted in 392 positive tests.<sup>9</sup> These statistics demonstrate the need for roadside drug testing and its contribution to improving road safety by deterring and removing drug affected drivers from ACT roads before their behaviour leads to death or serious injury.

There is currently no universal agreement on how to objectively measure impairment for illegal drugs and driving. In the absence of any scientific method for measuring impairment, and noting the important road safety benefits of preventing drug-driving, the ACT Government will retain its zero-tolerance approach to drug-driving and focus on raising public awareness about roadside drug testing and the known effects of drugs on the driving task.

8. ACT Policing, Fatal Register 2003–2014

9. Justice and Community Safety Directorate, Criminal Justice Statistical Profile – March 2015, Table 7



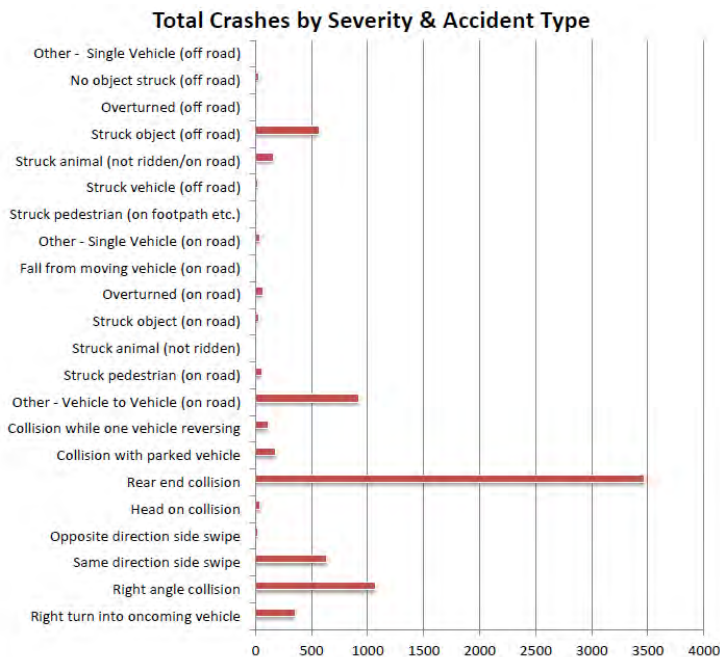
This approach is supported by a recent study by the Centre for Accident Research & Road Safety-Queensland (CARRS-Q) which looked at the initial impact of the ACT's implementation of roadside oral fluid drug screening program. CARRS-Q recommended a public awareness campaign to raise awareness of the roadside drug testing program and suggested that this could lead to reductions of drug-driving and improved road safety outcomes for the ACT.<sup>10</sup>

The ACT will, however, closely monitor developments in drug-driving testing science and policy around Australia and internationally, to support a testing regime that is effective and appropriate.

### TAILGATING

ACT crash data indicates that approximately 45 per cent of reported crashes in the ACT are rear end crashes (i.e. where the following car crashes into the rear of the car in front).<sup>11</sup> Many drivers underestimate the distance required to stop a vehicle. When reaction time and braking distance is taken into account, the stopping distance for a car travelling at a speed of 60km per hour is 56 metres. At 100km per hour the stopping distance increases to 127 metres.

Figure 1 – Most common crashes



Source: JACS, 2014 ACT Road Crash Report, [www.justice.act.gov.au](http://www.justice.act.gov.au)

10. Armstrong, K, Watling, CN & Davey, J 2014, Deterrence of drug-driving: the impact of the ACT drug-driving legislation and detection techniques, Centre for Accident Research & Road Safety – Queensland, Queensland University of Technology, Brisbane  
 11. JACS, 2014 ACT Road Crash Report, Table 2.1, p.11

SAVE A LIFE!

Although rear-end crashes represent a high proportion of total reported crashes in the ACT, efforts under the ACT Road Safety Strategy and NRSS have predominately focused on reducing the number of serious crashes (those that result in death or admission to hospital), of which only around 15 percent are rear-end crashes.<sup>12</sup> Notwithstanding these statistics, tailgating is an intimidating behaviour, and measures to reduce tailgating are important, both in terms of road safety and road culture. There is also evidence to show that rear end crashes cause a significant number of soft tissue injuries such as whiplash, which can involve a long recovery period for the injured person.

## PUBLIC AWARENESS CAMPAIGNS

As part of the Government's approach to this issue, a TV commercial was broadcast throughout October 2014. The 'tailgating costs everyone' campaign was intended to raise awareness of the extent of tailgating and its impact on the ACT community.

## MASS APPLICATION OF ENGINEERING TREATMENTS

In 2014 the Territory and Municipal Services (TAMS) Directorate engaged ARRB Group to develop a prioritised works program for the top 20 rear end crash sites. The crash analysis results were presented by ARRB, as well as a literature review of the use of signs and markings such as chevrons, to address tailgating.

The crash data analysis for the period of 2008 to 2012 revealed that the total number of rear end crashes were 17,830 with the majority of these resulting in property damage only. One crash resulted in a fatal injury. 78% of all rear end crashes occurred at intersections, as opposed to 22% at mid-blocks. Based on this analysis, the top 20 crash locations for rear end crashes were selected.



## **ACTION ITEM – INVESTIGATE AND IMPLEMENT MASS ACTION TREATMENTS**

TAMS will further investigate the top 20 sites identified by ARRB Group and develop a prioritised works program to address issues at these sites. Initial assessments have found that the following treatments are generally applicable to sites in the ACT and could be applied as a program of works:

- Increase capacity (length) of right-turn storage.
- Extend 'form one lane' away from the intersection.
- Increase capacity (length) of left turn slip lane storage.
- Reduce radius on left turn slip lane.

12. JACS, 2014 ACT Road Crash Report, Table 3.1, p.20



## SIGNS AND ROAD MARKINGS

Signs and road markings have been used in some jurisdictions to address tailgating. The ARRB study found that these treatments generally have a positive effect on reducing tailgating behaviour. However the wording of the warning signs is an important factor that could determine whether the treatment is effective and the positive effects of the treatment may diminish with time.



### **ACTION ITEM – USE VARIABLE MESSAGE SIGNS TO PROMOTE SAFE FOLLOWING DISTANCE**

TAMS manages a network of fixed Variable Message Signs (VMS). The primary purpose of VMS is to communicate information about traffic and road conditions. VMS are also used to promote road safety messages and raise awareness of specific issues. TAMS and JACS will use the VMS to display messages such as ‘help prevent crashes, please don’t tailgate,’ during targeted police enforcement campaigns on traffic controls and dangerous and anti-social driving.



### **ACTION ITEM – TRIAL THE USE OF CHEVRONS ROAD MARKINGS**

TAMS will identify suitable ACT roads on which to trial chevrons road markings. Chevrons markings, consisting of a series of inverted “V” markings on the carriageway, are used on some motorways in the UK to encourage drivers to maintain a safe distance from the vehicle in front. Complementary road signs are generally used which recommend that drivers keep two chevrons apart. This is equivalent to a two second gap at a speed of 110 km/h. The results of the trial will help inform whether chevrons markings can be used at additional locations as a strategy for addressing tailgating.

## **UNLICENSED, ANTI-SOCIAL AND DANGEROUS DRIVING**

Nationally, unlicensed driving has been identified by police as a factor in about 16 per cent of fatal crashes. Even though being unlicensed does not necessarily imply that a driver is more likely to behave dangerously, many unlicensed drivers have had their licences removed for earlier dangerous behaviour.<sup>13</sup>

ACT Policing works closely with JACS to target high risk driving behaviour by motorists on ACT roads. In 2014 ACT Policing issued 2,902 traffic infringement notices and 1,025 cautions for vehicles that were unregistered / uninsured, and 594 traffic infringement notices and 452 cautions were issued for unlicensed / suspended drivers.<sup>14</sup>

13. Australian Transport Council, National Road Safety Strategy 2011-2020, p.91

14. ACT Policing, Performance, Evaluation and Review, Autocite as at 9 September 2015

## EXPANSION OF ACT POLICING'S ROAD SAFETY OPERATIONS TEAM

The Government provided \$5.1 million over four years as part of the 2013–2014 ACT Budget to expand ACT Policing's Road Safety Operations Team. This funding provided ACT Policing with an additional eight officers and four extra vehicles specially fitted with RAPID camera technology.

The RAPID system uses cameras and optical character recognition software to instantaneously identify if a vehicle registration is identical to one on a 'vehicle of interest' list. The 'vehicle of interest' list includes an up-to-date listing of unregistered vehicles, stolen vehicles and vehicles owned by suspended or unlicensed drivers. This increased policing capacity supports an enhanced focus on impaired drivers and unregistered vehicles using ACT roads.

## DEMERIT POINT SCHEMES

Demerit points are designed to encourage drivers to be more careful and to deter poor driving behaviour. A person who commits driving offences may receive demerit points and may lose their drivers licence for a period of time if they continue to offend. In the ACT, on a full driver licence, a driver licence is suspended if a driver accrues 12 or more demerit points in a three year period.



### **ACTION ITEM – REVIEW THE ACT DEMERIT POINT SCHEME**

JACS will review the efficacy of the current ACT demerit scheme, in particular whether it provides a sufficient deterrent to offending. JACS will examine whether the number of demerit points an ACT driver can accrue before being suspended is appropriate. Reducing this number will be considered to make the prospect of a licence suspension more immediate, which could deter poor driving behaviour and translate into improved road safety outcomes.

## LIFETIME LEARNING

Under the ACT Road Safety Action Plan 2011–2013 the ACT Government progressed a "lifetime learning" approach to road safety. Initiatives included developing the *Remember Your Road Rules* brochures, which focused on improving people's knowledge of road rules.

The first *Remember Your Road Rules* brochure included information on rules relating to merging, roundabouts, slip lanes, cross-roads, speed limits, mobile phones, tailgating and seatbelts and other restraints. These items were selected to address a number of rules that can raise confusion or uncertainty, and to target particularly unsafe road behaviours.

The second brochure included information on giving way to emergency vehicles, tailgating, traffic lights without traffic arrows and fog lights. These items were included following an analysis of ACT road crash and traffic infringement data.

Both brochures were distributed to ACT residents with their vehicle registration renewal reminder notices. The ACT Government will progress the “lifetime learning” approach to road safety and will continue programs aimed at improving knowledge of the road rules.



### **ACTION ITEM – DEVELOP AN ACT ROAD SAFETY EDUCATION STRATEGY**

JACS will develop an ACT Road Safety Education Strategy. This work will identify existing education programs (both Government and non-Government) and recommend ways of enhancing the ACT’s implementation of the ‘life-time learning’ approach to road safety.

JACS has engaged former VicRoads road safety executive, Eric Howard, to develop the education strategy in consultation with road user representative groups and other stakeholders.

### **ROAD READY DRIVER EDUCATION**

JACS commissioned CARRS-Q to undertake a review of the Road Ready driver education courses in 2013/14. The CARRS-Q review confirmed that the Road Ready program is mostly consistent with identified best practice principles related to novice driver road safety education.

CARRS-Q recommended a range of improvements that could be made to better align the courses with best practice road safety methods. These include adding information about crash worthiness of vehicles and the Australasian New Car Assessment Program (ANCAP) safety rating program to the courses, and having a greater focus on the emerging issues of drug-driving, vulnerable road users and driver distraction.



### **ACTION ITEM – EXPAND AND ENHANCE CONTENT OF THE ROAD READY COURSE**

JACS will consider the recommendations in the CARRS-Q report and develop and implement additional modules for the Road Ready driver education courses covering drug-driving, driver distraction, vulnerable road users and the ANCAP safety rating program.

## SEATBELTS AND OTHER RESTRAINT USE

The Government's 2013 Community Road Safety Survey found that 97 per cent of the 1,000 residents surveyed always wear a seatbelt and 88 per cent strongly agreed that seatbelts are effective in lowering the road toll.<sup>15</sup> The survey identified that the most common reason for not wearing a seatbelt was driving short distances, followed by reversing and off-road / farm driving.

While the high level of recognition of the importance of seatbelts is positive, the consequences for the small number of people that do not wear a seatbelt could be devastating. In the ACT there was one death and 13 injuries in 2014 involving people not wearing a seatbelt.<sup>16</sup> Enforcement of seatbelt laws is an important priority for ACT Policing, and continued efforts in this area will have a positive effect on the road toll.

ACT regulations have required the use of suitable infant and child restraints for many years, and the non-use of restraints does not appear as a concern in ACT road crash statistics. The Government will continue to support existing programs by organisations such as Kidsafe, which encourage the correct use of infant and child restraints (for example the free restraint check), as well as other public awareness campaigns.

## DRIVER DISTRACTION

There are four types of driver distraction: physical distraction, visual distraction; auditory distraction; and cognitive distraction.<sup>17</sup> A distracting activity involves one, or more, of these. The act of operating a hand-held mobile phone, for example, may involve all four types of distraction – physical distraction (dialling), visual distraction (looking at the display), auditory distraction (holding a conversation with the other person) and cognitive distraction (focusing on the topic of conversation).<sup>18</sup>

Any activity that distracts the driver or competes for their attention while driving could result in delays in driver reactions, increase the risk of not anticipating potential hazards and have serious consequences for road safety. Despite these well documented risks, the Government's 2013 Community Road Safety Survey found that 13 per cent of those surveyed use a handheld mobile phone when driving – with 4 per cent of these drivers stating that they do this all the time.<sup>19</sup>

---

15. JACS, Road Safety, 2013 Community Road Safety Survey, p.26–27

16. JACS, 2014 ACT Road Crash Report, table 3.5 p.23

17. Young, K., Regan, M. and Hammer, M., 2003. Driver Distraction: A Review of the Literature. Melbourne: Monash University Accident Research Centre, Report No. 206, p. 2.

18. Young, K., Regan, M. and Hammer, M., 2003. Driver Distraction: A Review of the Literature. Melbourne: Monash University Accident Research Centre, Report No. 206, p. 3.

19. JACS, Road Safety, 2013 Community Road Safety Survey, p.29



## ENFORCEMENT AND PUBLIC AWARENESS CAMPAIGNS

ACT Policing continues to conduct targeted enforcement campaigns on mobile phones twice each year. This is complemented by road safety awareness campaigns, including the 2013 sports-themed campaign, *Don't Let the Team Down*. The *Don't let the Team Down* campaign linked the teammate culture in sport with the culture that is expected on our roads. The campaign used two separate television commercials, which featured a rugby match and a cricket match that are lost by a player who is distracted by their mobile phone.

## MOBILE PHONE BANS FOR YOUNG AND NOVICE DRIVERS

There is evidence that young novice drivers are particularly vulnerable to the effects of driver distraction.<sup>20</sup> This is due to the fact that they have not yet “automated” many driving tasks and therefore have less capacity to devote to other tasks at the same time as driving.

Most Australian jurisdictions have introduced restrictions on the use of hand-held phones during the learner and provisional period. While there have been no specific evaluations to determine the efficacy of mobile phone bans, the broader evidence about the association between mobile phone use and increased risk among novice drivers is consistent.

In 2014/15, Transport for New South Wales, on behalf of the Austroads Road Safety Taskforce, commissioned Whiting Moyne Pty Ltd to undertake a project to develop an evidence-informed Australian Graduated Driver Licensing (GDL) policy framework for adoption by all jurisdictions. The project involved the preparation of a review of current Australian young driver licensing arrangements, a discussion paper outlining research and evaluation findings. The final GDL model recommended a mobile phone ban for provisional drivers.



### **ACTION ITEM – INTRODUCE A FULL MOBILE PHONE AND OTHER TECHNOLOGY BAN FOR YOUNG DRIVERS**

The ACT will align with other jurisdictions, including NSW, by fully banning the use of mobile phones (including via blue tooth) by learner and provisional drivers, while they are driving. Consideration will be given to extending the ban to other technologies, recognising that the take up of new devices by younger people is likely to outpace any regulations and many forms of portable or in-car devices may cause distraction, especially for younger less experienced drivers.

---

20. Regan, M., 2007. Driver Distraction: Reflections on the Past, Present and Future. In: Faulks, I. J., Regan, M., Stevenson, M, Brown, J., Porter, A. and Irwin, J. D. (eds). *Distracted Driving*. Sydney: Australasian College of Road Safety, p. 40.

## INCREASED PENALTIES AND DEMERIT POINTS FOR TEXTING WHILE DRIVING

Under the existing road rules, a driver must not use a hand-held mobile phone while the vehicle is moving or stationary but not parked. This includes holding the phone to, or near, the ear, as well as writing, sending or reading a text message. In the ACT, as at 1 August 2015, the penalty for this offence is a \$386 fine and 3 demerit points. The penalty and demerit points are intended to reflect the seriousness of the offence.

Following a 2015 forum at Queensland's Parliament House, the Queensland Government announced it would be introducing double demerit points for two or more mobile phone offences committed within one year, similar to arrangements in Queensland for repeat seatbelt, motorcycle helmet and high-range speeding offences.



### **ACTION ITEM – INTRODUCE HIGHER PENALTIES AND DEMERIT POINTS FOR TEXTING WHILE DRIVING**

Texting while driving is perhaps the most dangerous form of driver distraction. Taking your eyes off the road to read or write a text message is selfish and stupid behaviour which puts the driver and other road users at risk. But it is not uncommon to see drivers checking texts, Facebook, or other social media.

JACS will develop legislation to establish a separate offence for texting or using other mobile applications, including social media, while driving. This offence will carry a higher penalty amount and a greater number of demerit points than the offence for using a hand-held mobile phone. A community education campaign will accompany this change to ensure that all drivers are aware of the risks of this behaviour and the consequences for being caught.

## FATIGUE AND CROSS-BORDER TRAVEL

The ACT has a low road crash fatality rate, in comparison with other jurisdictions. However, each year the number of fatal road crashes in NSW involving ACT motorists is about the same as fatal crashes within the ACT.

In recognition of cross-border issues, the ACT Government has been a member of the Kings Highway Partnership between NSW Police and ACT Policing and NSW local governments.

Cross-border travel is also a priority area covered by the Government's Road Safety Awareness Program which includes a number of cross-border programs. These programs have included print, web and radio advertising and the strategic placement of portable variable message signs on the main highways leaving the ACT in the lead up to, and during, long weekends and school holidays.

## KINGS HIGHWAY ROUTE SAFETY REVIEW

The Kings Highway is an important link for ACT residents travelling to the coast and for regional NSW residents who travel to the ACT to access health and other major services. This road historically experiences increased traffic volumes during the summer months, with many of these vehicles originating from Canberra.

In 2012, the NSW Government completed a route safety review of the Kings Highway which noted that in the five year period 2007 to 2011 there were 264 casualties, including 14 deaths resulting from 173 casualty crashes.<sup>21</sup> The report identified that residents of the ACT were involved in 28 per cent of all casualty crashes.<sup>22</sup>

Compared with casualty crashes throughout NSW from 2007 to 2011, the Kings Highway had a higher incidence of speed related crashes (51 per cent compared to 17 per cent) and fatigue related crashes (14 per cent compared to 8 per cent). Of the drivers and riders involved in speed related casualty crashes, 51 per cent were NSW country residents and 29 per cent were ACT residents. Of the fatigue related casualty crashes, 68 per cent were NSW country residents, and 16 per cent were ACT residents.<sup>23</sup>



### **ACTION ITEM – USE VARIABLE MESSAGE SIGNS FOR SPEED AND FATIGUE MESSAGING DURING PEAK HOLIDAY PERIODS**

In response to the findings of the Kings Highway Route Safety Review, JACS will use variable message signs to raise awareness of speed and fatigue issues. These signs will be deployed on the ACT roads used to travel to the South Coast during peak holiday periods.



### **ACTION ITEM – EXPAND THE USE OF MOBILE ROAD SAFETY CAMERAS TO CAPTURE CROSS BORDER TRAFFIC**

On weekends the deployment of mobile road safety cameras will include locations which capture holiday and recreational traffic. This will be a seasonally based approach with mobile cameras to be used on the ACT section of the Kings Highway and the Federal Highways in the warmer months and the Monaro Highway and Tharwa Drive during the winter months.

21. NSW Government, Kings Highway Route Safety Review, p.25

22. NSW Government, Kings Highway Route Safety Review, p.27

23. NSW Government, Kings Highway Route Safety Review, p.32



SPEED  
CAMERAS  
USED IN  
THE ACT



UNLESS  
OTHERWISE  
SIGNPOSTED



## VULNERABLE ROAD USERS

On the road, our most vulnerable people are pedestrians, cyclists and motorcyclists. These road users are vulnerable because they do not benefit from the level of crash protection which is provided by other vehicles.

In 2014, four fatalities and 247 injuries involved vulnerable road users which represents 40% of fatalities and 30% of injuries. As more Canberrans choose to walk and cycle across our city we need to ensure our road transport system provides safe and accessible infrastructure to support active transport.

Protecting and supporting vulnerable road users is a benefit to everyone in Canberra regardless of which transport mode they regularly use. Action in this area will help reduce the number of road deaths and injuries as there will be fewer cars on the road. It will also increase the attractiveness and usability of sustainable modes of transport, such as walking and cycling. There are consequential benefits to Canberra's economy, environment and social wellbeing. The more Canberrans are able to rely on these 'active transport' modes, the more our city can mitigate problems such as congestion, pollution, sprawl and household transportation costs.

## INFRASTRUCTURE INVESTMENT

Research has shown that safety concerns are a barrier to some people cycling.<sup>24</sup> The 2015/16 ACT Budget provided a record investment of \$23 million to fund an improved network of bike paths and footpaths and ensure better access to public transport. This investment will seek to integrate walking, cycling and road infrastructure with public transport to make it easier and safer for Canberrans to get around and be more active.

The new funding initiatives include:

- \$250,000 for the design of an upgrade for new and existing shared paths and cycle infrastructure in and around the Woden Town Centre;
- \$600,000 to construct new shared walking and cycling paths through Bowen Park, connecting to the Kingston Foreshore and making it easier to ride a loop around Lake Burley Griffin;
- \$1.5 million to facilitate the final design and construction of new road crossings on the busy Sullivan's Creek cycle path. Crossings will be constructed at Masson Street, Condamine Street and Goodwin Street;
- \$200,000 for the design of Stage 1 of the Molonglo Cycle Highway from the City to Acacia Inlet, a Parliamentary Agreement item;
- \$150,000 towards the design improvements to increase ease of cycling and walking to and from the Kingston Group Centre; and
- \$100,000 committed to Belconnen, West Belconnen and Tuggeranong feasibility studies to identify local walking and cycling path connections.

24. Cycling Reform Pre-Trial Study, Micromex Research, September 2015.

The ACT Government maintains over 3,000 kilometres of on and off road cycle paths and footpaths each year and in 2015-16, will create approximately 35 kilometres of new paths, ensuring Canberrans will continue to have some of the best walking and cycling infrastructure in the country.



### **ACTION ITEM – ESTABLISH A VULNERABLE ROAD USER SAFETY IMPROVEMENTS PROGRAM**

TAMS will establish a vulnerable road user safety improvements program. The program will rank and deliver road safety improvements specifically for vulnerable road users (pedestrians, cyclists and motorcyclists). TAMS have developed tools to support this program, such as a data map depicting the locations of all bicycle crashes.



### **ACTION ITEM – BUILD A CYCLING TRAINING FACILITY**

The Government will build cycling training facilities in Tuggeranong and North Canberra. These will be evaluated and further rollout considered. These facilities will be built to look and feel like a real road transport environment and provide a practical facility for parents and schools to train children learning to ride a bicycle.



### **ACTION ITEM – DEVELOP AN ACTIVE TRANSPORT INFRASTRUCTURE POLICY**

Through its Active Travel Office, the ACT Government will develop an ‘active transport infrastructure policy’ to guide the delivery of active travel infrastructure. The policy will take into account factors such as the importance of physical separation for cyclists, and will reflect the Government’s policy goals of encouraging a strong mode shift towards active transport.

#### **PUBLIC AWARENESS CAMPAIGNS**

Mass media and public education initiatives play an important role in the changing community attitudes to road safety and road user behaviours.

In February 2015, a campaign promoting the message of drive or ride – same rights, same rules was run over two months, clarifying that bicycles are legally classified as vehicles and have the same rights and must follow the same rules as other road vehicles.

In 2015 the Government released a cyclist code of conduct to promote and encourage safe and courteous riding behaviours when interacting with other traffic.



## **ACTION ITEM – REFRESH AND EXPAND THE SHARE THE ROAD CAMPAIGN**

JACS and ACT Policing will continue to refresh and expand the Share the Road campaign throughout the life of this action plan.

### **DRIVER EDUCATION**

In the ACT, a person must satisfy 22 “key competencies” in order to obtain a provisional car driver licence either through the competency based training and assessment with a driving instructor or by passing an ACT Government driving test.



## **ACTION ITEM – INTRODUCE NEW DRIVER COMPETENCY RELATING TO VULNERABLE ROAD USERS**

The ACT’s driver competencies will be expanded to include a new, 23<sup>rd</sup> key competency along the lines of: “a demonstrated awareness of safety issues relating to vulnerable road users”. To demonstrate a driver’s competence in this area, there will be a requirement for drivers to be assessed for their ability to identify and respond to vulnerable road users, particularly in areas such as town centres, group centres and shared zones. Vulnerable road users include motorcyclists as well as pedestrians and pedal cyclists.

This new testing would focus on the need for drivers to anticipate the presence, needs and intentions of vulnerable road users, as well as the special responsibilities drivers hold toward vulnerable road users by virtue of the fact they are in a bigger, heavier, faster vehicle. The proposed change will mean the topic of vulnerable road users becomes a key focus of driver training in the ACT with corresponding changes to driver educational materials, testing, and driving instructor courses. It will create a new generation of drivers that have a greater awareness of and sense of responsibility towards vulnerable road users.

### **LEGISLATIVE ASSEMBLY INQUIRY INTO VULNERABLE ROAD USERS**

In 2013, the issue of vulnerable road users was referred to the Standing Committee on Planning, Environment and Territory and Municipal Services for inquiry. The Committee received 54 submissions including submissions from Pedal Power, Amy Gillett Foundation, Motorcycle Riders Association, NRMA Motoring Services, ACT Law Society and the Council of the Ageing. The Committee held seven public hearings and heard from 36 witnesses.

The Government supported the inquiry and acknowledged that it was an important opportunity to recognise the particular risks for this group of road users, consider how the ACT can improve their road safety outcomes, and in doing so encourage greater use of sustainable transport modes.

The Government response to the Assembly inquiry was tabled in September 2014. It agreed to 18 recommendations, agreed in principle to five recommendations and noted the remaining five recommendations.



## **ACTION ITEM – IMPLEMENT AGREED RECOMMENDATIONS OF THE ACT LEGISLATIVE ASSEMBLY INQUIRY INTO VULNERABLE ROAD USERS**

All agreed recommendations arising from the inquiry will be progressed during the life of this action plan.

Some of the key recommendations are to:

- review the current cycling education programs available in schools and give consideration to compulsory cycling training in all ACT primary schools;
- amend the road rules to allow cyclists to ride across pedestrian crossings;
- establish a consultative group to develop a cyclists' code of conduct document;
- consider the introduction of minimum overtaking distance laws for passing cyclists;
- consider implementing a trial of lower speed limits in school zones and residential areas with high level of pedestrian and cycling activity in close proximity to shared paths;
- conduct a review of the speed limit hierarchy across all roads in the ACT;
- examine the introduction of a strict liability scheme in the ACT; and
- conduct a trial of motorcycle lane filtering.

A number of recommendations have been completed or progressed including commencement of the motorcycle lane filtering trial in February 2015 and the two year trial to allow cyclists to ride across pedestrian crossings and to require motorists to provide a minimum overtaking distance when passing cyclists, which commenced in November 2015.

An update on the implementation status of all recommendations will be tabled in the Legislative Assembly as part of the annual ACT Road Safety Report Card.

### **MOTORCYCLE SAFETY**

Road safety is a significant issue for motorcyclists with recent research published by the NRMA-ACT Road Safety Trust showing that the rate of death for motorcyclists is at least 20 times higher than the rate for car drivers.<sup>25</sup>

Improving safety for motorcyclists involves efforts from individuals, government and the broader community.

---

25. Dr Mike Bambach and Prof Raphael Grzebieta, Reducing Motorcycle Trauma in the ACT, February 2014



By choosing safer helmets and other protective equipment, motorcyclists can ensure they have the best protection. Regular bike maintenance also helps keep motorcycles in a safe condition for riding. Maintaining a safe gap, scanning the road and setting up are some of the riding tips that can help motorcyclists avoid danger. With advances in anti-lock braking systems, riders can further improve their safety by choosing one of the increasing number of motorcycles and scooters that offer the option of ABS.

Other road users have a responsibility to look out for motorcyclists and adjust their driving behaviour accordingly, recognising that motorcyclists are more susceptible to injury if they are involved in a crash.

The ACT Government will continue to undertake education and awareness raising activities about vulnerable road users, including motorcyclists. It will also undertake several specific initiatives designed to improve motorcyclist safety.

### LANE FILTERING TRIAL

The Legislative Assembly inquiry into vulnerable road users recommended a trial of motorcycle lane filtering be held in the ACT. A two-year trial of motorcycle lane filtering commenced in the ACT from 1 February 2015. The trial covers the whole of the ACT and includes a number of conditions aimed at making the practice safe for motorcyclists and all other road users.

Motorcycle lane filtering is when a motorcyclist moves between stationary or slow moving vehicles in the same lane. It is not the same as lane splitting which is done at higher speeds and increases the unpredictability of motorcyclist movements for other road users.

One of the benefits of lane filtering is it allows motorcyclists to move quickly and safely away from congested areas of traffic. This provides motorcyclists with an opportunity to have the front position in a lane – away from other traffic.

Lane filtering became legal in New South Wales from 1 July 2014 after a trial in Sydney which found that lane filtering is a relatively low risk riding activity for motorcyclists when done in low speed traffic situations. Queensland also introduced laws permitting lane filtering in February 2015.

### MATURE AGE SKILLS TRAINING FOR EXPERIENCED RIDERS

Mature Age Skills Training for Experienced Riders or “M.A.S.T.E.R.S.” training is a defensive road skills course initiated by the Motorcycle Riders Association of the ACT and developed and conducted by Stay Upright Rider Training. It is currently partially subsidised by the NRMA-ACT Road Safety Trust.

The course is targeted at long-term licensed riders from the ACT and surrounding region who have not had any formal rider training in the last 15 years and who are returning to motorcycling after a lengthy break.



## **ACTION ITEM – ESTABLISH A FOUR YEAR FUNDING ARRANGEMENT TO SUPPORT M.A.S.T.E.R.S**

With the cessation of the NRMA-ACT Road Safety Trust, it is recognised that alternate sources of funding will be required to support the continuation of the M.A.S.T.E.R.S. training course. The course is highly valued by the motorcycling community and is making a positive contribution to improving the skills of returning riders. The Government will use its new ACT road safety fund to provide sponsorship to 2019–2020.

### **GRADUATED LICENSING FOR MOTORCYCLE RIDERS**

Graduated licensing is a system that delays full licensing, providing beginners with the opportunity to first gain experience and acquire critical skills under conditions of reduced risk. As novices gain maturity and experience, restrictions are gradually lifted and novices are able to experience and master new, more complex traffic conditions and scenarios. At the final stage, all restrictions are removed and the novice is granted a full unrestricted licence.

The ACT's graduated licensing scheme for motorcycle riders was last revised in 2012 to introduce mandatory pre-provisional training and reduce the length of learner motorcycle licences from two years to one year.



## **ACTION ITEM – REVIEW GRADUATED LICENSING FOR MOTORCYCLISTS**

JACS will review the effectiveness of the current requirements that motorcycle riders must fulfil to obtain their learner and provisional licences. This review will be undertaken in close consultation with motorcycling representative groups. If necessary, the requirements will be adjusted to ensure novice riders are given adequate skills and training.

### **NOVICE DRIVERS**

Provisional drivers continue to be the only licence type holders disproportionately represented in ACT crashes (ie. the percentage of crashes involving provisional drivers is higher than the percentage of licence holders). Provisional drivers are less experienced and also tend to drive more often, meaning exposure is also a factor in the rate of crashes involving provisional drivers.



In 2014, ACT road crash statistics showed that approximately 15 per cent of drivers involved in casualty crashes in the ACT were provisional licence holders, despite only representing approximately 6 per cent of all ACT licence holders.<sup>26</sup>

**Representation of ACT drivers involved in casualty crashes**



## ACTION ITEM – COMPLETE ACT GRADUATED DRIVER LICENSING (GDL) REVIEW

GDL schemes involve a staged approach to driver licensing and were developed to address major crash factors such as age, inexperience and risk taking. GDL is intended to allow novice drivers and riders to develop experience in reduced risk conditions in the first few years of being licensed. This is particularly important for young drivers who are most at risk of crashing in the first 6-12 months of gaining their licence.

In 2013 the Government commenced a review of the ACT GDL in response to the continued over-representation of novice drivers in ACT road crash data and recent evaluations which have shown the benefits of additional GDL components in other jurisdictions.

JACS will convene a “Citizen’s Jury” comprising a mix of young people, parents and other community members to review a draft options paper on the ACT GDL review. JACS will incorporate the outcomes of this consultation in a final implementation paper for a revised ACT GDL.

26. JACS, 2014 ACT Road Crash Report, Table 3.7, p.28



## OLDER DRIVERS AND OLDER ROAD USERS

Older road users (drivers, passengers and pedestrians) are not over-represented in ACT crash statistics. However, current national crash rates suggest that older drivers may be over-represented in serious injury and fatal crashes per head of population and distance travelled. It is thought that this relative increase in risk is largely due to different exposure patterns, such as more frequent short trips in an urban environment. Older drivers, passengers and pedestrians are also more fragile (prone to injury in a crash) than younger people. The Safer Vehicles section of this action plan commits to providing information to older drivers about the additional protection that is provided in a vehicle that has a five star safety rating.

With changing demographic patterns, older drivers may present a challenge for road safety over the next 10 to 20 years. This will require a better understanding of behaviours, travel patterns and crash risk in order to develop effective strategies and programs to support continued mobility and safety.

Existing programs in the ACT for older drivers include medical assessments for all licence classes at age 75, and annually thereafter. Medical assessments may also be required where specific medical conditions are reported. The ACT has existing awareness programs for older drivers, including information for older drivers which is sent out with licence renewals at ages 70 and 75. In addition, the ACT Council of the Ageing (COTA) has its own programs such as the LiveDrive website. Gold Cards are available to seniors from age 70, which allows free ACTION bus travel, and helps alleviate mobility difficulties resulting from the loss of a driver licence.

The ACT Government will continue to support these programs.



## HEAVY VEHICLES

While heavy vehicle safety issues are important, they are not addressed as a key priority in this action plan, due to the ACT's relatively small heavy vehicle fleet and limited geographical area. The importance of heavy vehicle issues on a national basis is recognised, and the ACT will continue to participate in national initiatives on heavy vehicle safety issues, including supporting the operations of the National Heavy Vehicle Regulator (NHVR).

## ABORIGINAL AND TORRES STRAIT ISLANDER ROAD SAFETY

It is recognised nationally that there are a number of road safety issues that impact on fatality and injury rates of Aboriginal and Torres Strait Islander people. This includes the fact that on a population basis, Aboriginal and Torres Strait Islander Australians are 2 to 3 times more likely to have a fatal road injury and 30 per cent more likely to have a serious injury crash compared to non-Aboriginal Australians.<sup>27</sup>



### **ACTION ITEM – DEVELOP CULTURALLY APPROPRIATE ROAD SAFETY AWARENESS MATERIAL TARGETED AT ABORIGINAL AND TORRES STRAIT ISLANDER PEOPLE**

The ACT recognises the importance of continuing to address Aboriginal and Torres Strait Islander road safety issues in the community. JACS will develop culturally appropriate road safety awareness material targeted at informing and educating Aboriginal and Torres Strait Islander people on key road safety issues. JACS will also, in partnership with community organisations, continue to support Aboriginal and Torres Strait Islander people to obtain driver licences through the Road Ready Program.



### **ACTION ITEM – CONSIDER METHODS TO IDENTIFY ABORIGINAL AND TORRES STRAIT ISLANDER PEOPLE IN ROAD CRASH AND DRIVER LICENSING DATA COLLECTION PROCESSES**

A key issue identified in the ACT in relation to understanding road safety issues for Aboriginal and Torres Strait Islander people is the lack of available data. During the life of this action plan, JACS will develop methods to collect road safety related data for Aboriginal and Torres Strait Islander people. This data will provide valuable input towards the development of Aboriginal and Torres Strait Islander road safety policy in the future.

---

27. Berry et al, 2007, Injury of Aboriginal and Torres Strait Islander people due to transport, 1999-00 to 2003-04, AIHW

# SAFER ROADS AND ROADSIDES

Safety treatments applied to the road and roadside have a major influence in preventing crashes or minimising the consequences of a crash. Road safety will continue to be a key consideration in the planning, design and construction of ACT roads.

## INFRASTRUCTURE DESIGN STANDARDS

TAMS is currently reviewing the Municipal Infrastructure Design Standards. The new Municipal Infrastructure Design Standards endeavour to inform consultants and propose changes to the Estate Development Code to enable the delivery of safer road environments through passive design. This proposes that municipal streets are designed such that they passively control speed through road alignment, width, street features and other measures that de-prioritise the implementation of speed control measures such as chicane treatments.



### **ACTION ITEM – COMPLETE THE STREETS PLANNING GUIDELINE**

TAMS will complete a Streets Planning Guideline which will seek to clearly outline the “look and feel” objectives of a street environment. The main objective is to acknowledge streets should prioritise active travel, and vehicles should operate at a commensurate slower speed environment. The intention is that this guideline will operate between the Territory Plan and the Precinct Plans to further ensure passive speed control into street designs without retro-fitting traffic calming in the future.

## BLACK SPOT PROGRAM

The Commonwealth Government’s Nation Building Black Spot Program is aimed at addressing problems in particular locations. Black spot programs are usually reactive, and need to be complemented by a proactive approach to building a safe system.

## MASS APPLICATION TREATMENT PROGRAMS

Some safety problems can also be improved by “mass application” of relatively low cost and highly effective remedial measures. Frequent crash types in the ACT include “rear end collisions” (representing around 45 per cent of all crashes), “right angle collisions” (35 per cent of all casualty crashes) and “single vehicle crashes” (11 per cent of all crashes).<sup>28</sup> The mass application of engineering treatments to address the most common ACT locations with these crash types has been investigated, and treatment programs for single vehicle crashes and right angle collisions have been progressed. As discussed in the Safer People section of this action plan, during the life of this action plan, TAMS will undertake a further study into potential engineering treatments to address rear-end collisions.

---

28. JACS, Road Safety, Road Safety Action Plan 2011-2013, p.14

## RISK ASSESSMENT AND ROAD SAFETY AUDITS

TAMS has examined risk assessment and road safety audit methodologies, in line with national discussions. It is now progressing specific treatment programs based on these studies. TAMS will work toward developing a safer transport system that minimises risk of crashes through smart traffic management systems, traveller information and safer transport infrastructure, with a focus on people.



### **ACTION ITEM – COMPLETE MAJURA PARKWAY AND UPGRADES TO LOCATIONS WITH HIGH CRASH RATES, INCLUDING THE BARTON HIGHWAY AND GUNDAROO DRIVE AND FEDERAL BLACKSPOT PROGRAM PRIORITIES, TO IMPROVE ROAD SAFETY**

The ACT Government is completing works at several black spots. It will complete an upgrade at the intersection of Gundaroo Drive/Barton Highway/William Slim Drive by upgrading the roundabout to incorporate additional lanes and traffic signal control on all four of its approaches. A 1.6 kilometre southbound section of Gungahlin Drive from north of Sandford Street through to the Barton Highway will be widened to three lanes. TAMS will also undertake minor works at the intersection of Gundaroo Drive/Candlebark Close/Nudurr Drive to improve safety. It will also complete the major Majura Parkway project.

The ACT Government will continue to utilise the Federal Black Spot program to improve the safety of ACT roads, including by using the program funding on safety audits and on projects that improve safety for vulnerable road users.

## TRAFFIC CONTROLS

ACT Policing will continue targeted enforcement campaigns on “traffic controls” (e.g. traffic lights, stop signs etc) to address the high number of casualty crashes that occur at intersections.<sup>29</sup> In 2014, 54 per cent of all reported crashes occurred at intersections.

## ROAD SAFETY AT SCHOOLS

ACT schools are central to our community as places where children learn in a safe environment. This safety extends to ensuring the wellbeing of children going to and from school. Ensuring that children are able to safely get between home and school is an important part of supporting children to actively participate in the ACT’s high quality and accessible education system.

Historically, ACT school zones have been safe areas. TAMS works closely with schools to undertake assessments and improvements to manage traffic safety around ACT schools and the 2015–16 ACT Budget specifically identifies capital funding to undertake this important work.

---

29. JACS, 2014 ACT Crash Report, Table 2.7, p.17





Particular challenges are emerging in the school environment due to increasing levels of car traffic and reduced levels of children travelling to and from school via active transport. This pattern increases congestion, parking pressure and the risk of a child being injured by a vehicle. At the same time it reduces the physical activity of children and reduces their opportunities to engage with their local neighbourhood.



## **ACTION ITEM – IMPLEMENT ACTIVE STREETS PILOT**

The ACT Government will implement a pilot ‘Active Streets Program’ in 2016 at Latham Primary School, Macgregor Primary School, Macquarie Primary School and Mount Rogers Primary School. The pilot will work with schools to identify safety measures that promote and support active travel to school. An important component of the pilot is the trial of a range of new engineering measures including ‘dragon’s teeth’ road markings at the start of school zones and 30 km/h speed zones around two of the pilot schools.

### **ROAD SAFETY EDUCATION AT SCHOOLS**

JACS runs a 40km/h school zones campaign at the commencement of each school term. This campaign includes television, radio and Facebook advertising and is used to remind motorists that school zones are operating and that there is a need to slow down and be aware of children.

ACT Policing’s Kenny Koala Program supports primary school children to engage with a variety of safety awareness issues including: road safety, cycle awareness, stranger danger and cyber safety. This is achieved through curriculum content and the popular school visits by Kenny for interactive sessions. Over the past two years Constable Kenny made more than 170 visits to ACT schools to share his important road safety messages. This program will continue to support schools to support students to be safe around roads into the future.

Primary schools are encouraged to engage years 3 and 4 with the “Be an ACTION Buddy” Bus Safety Education Program. The program educates children on a range of bus safety issues and encourages children to ask bus drivers and other ACTION employees for help and advice. The program includes links to the Australian National Curriculum, as well as the National Safe Schools Framework.

The Education and Training Directorate (ETD) supports the use of Australian National Curriculum resource links, which support resilience and safety messages such as the Challenges and Choices program (a P-10 resilience drug education and road safety program). This program complements messages taught through the Road Ready Driver Education Learner Driver program and the ACT Road Ready Plus program for young provisional drivers.

## ENFORCEMENT OF SCHOOL ZONES

A Ministerial direction set, as part of the 2015–16 Police Purchase Agreement, is for ACT Policing to improve road safety, particularly around school zones and to combat anti-social and dangerous driving behaviours. ACT Policing schedules targeted operations in school zones at the beginning of each school term. Police also target driving behaviour which places vulnerable road users at risk, including in and around school precincts. Over recent years ACT Policing has conducted road policing operations at every ACT school, every term.

This important presence around ACT schools will continue into the future and will include high visibility patrols, unmarked patrols, monitoring and enforcement around speed, crossings and parking and seatbelt compliance. In addition to this programmed road safety approach, ACT Policing works closely with schools to conduct targeted operations in response to specific issues.



### **ACTION ITEM – EXPAND THE NUMBER OF MOBILE CAMERA SITES IN SCHOOL ZONES**

In 2015, the ACT Government commenced using mobile road safety cameras in school zones for the first time. The Government has initially identified 10 new school sites for mobile cameras, targeting areas which have a history of complaints of speeding drivers.

The Government will evaluate and assess at least 10 new mobile camera locations in school zones each year during the life of this action plan.

## BREAKDOWN LANE CRASHES

Analysis in NSW identified that during the five year period 2007 to 2011, there were 145 breakdown lane crashes in NSW. These resulted in 111 casualties, with 8 fatalities and 103 injuries. In 2011, there were 41 recorded crashes in breakdown lanes or road shoulders, which was the highest number of crashes in breakdown lanes since 1996.<sup>30</sup>

In the ACT, during the five year period 2010 to 2014, 41 injury crashes occurred in breakdown lanes or within the shoulder of a road.<sup>31</sup>

Transport for NSW worked with key stakeholders to develop a Breakdown Safety Strategy as a way forward to improve breakdown safety generally across the NSW road network.

30. NSW Government, Breakdown Safety Strategy: A way forward, p.3

31. TAMS, ACT Road Crash Database, 21 October 2015



## **ACTION ITEM – UNDERTAKE A REVIEW OF BREAKDOWN LANE ISSUES IN THE ACT**

While the ACT road network is different to that in NSW, during the life of this action plan JACS and TAMS will review the NSW Breakdown Safety Strategy and consider any implications and learnings from an ACT perspective.

### **WILDLIFE CRASHES**

In a city known as the ‘Bush Capital’, it is not uncommon for motorists to encounter kangaroos and other wildlife. Canberra is unique among Australian cities in having such large populations of free-ranging kangaroos within its urban area and is a hot spot for motor vehicle crashes involving kangaroos.

NSW police have reported that they attend more wildlife crashes in the Yass- Goulburn-Queanbeyan area than anywhere else, including other NSW country towns and rural districts. In Canberra, rangers commonly record more than 1,000 roadside kangaroo attendances per year, and estimate there are twice as many crashes as attendances. This is not reflected in statistics based on reported crashes. Of the 7,782 on-road reported crashes in 2014, only 160 (2.06 per cent) involved striking an animal.<sup>32</sup>

### **REDUCING CRASHES**

Hitting animals can raise genuine road safety concerns, and this increases with the size of the animal and the travelling speed of the vehicle. General road safety interventions such as speed management reduce the impact of a range of crash types, including wildlife crashes.

Worldwide, there has been much effort to develop strategies and techniques to reduce the incidence of motor vehicle collisions with wildlife. The closest parallel to the Australian situation is collisions between deer and vehicles in North America and Europe. Techniques used there to reduce collisions have been considered in Australia.

Driver education and the use of fencing and/or underpasses are considered to be the most effective techniques. All ACT road projects include a requirement for wildlife issues to be considered and appropriate action taken. For example, wildlife underpasses and fencing have been provided at a number of locations on the Gungahlin Drive Extension and the Majura Parkway. This approach is considered to be the most appropriate and effective way of treating wildlife crashes and will be continued as part of this action plan. On the Tuggeranong Parkway, fencing has been installed as part of the Black Spot program.

---

32. JACS, 2014 ACT Crash Report, Table 2.1, p.11







# SAFER SPEEDS

Speed is highly implicated in a large proportion of serious casualty crashes, and contributes significantly to the severity of most crashes. In the ACT, as in other parts of Australia, ongoing efforts are required to improve compliance with speed limits across the road network in order to reduce road deaths and life changing injuries.

Speeding is a factor in a third of the ACT road toll which means it is responsible for as many people being killed or injured on ACT roads as alcohol and drugs. ACT Policing reports that speeding was identified as a contributing factor in 16 of the 51 (31 per cent) fatal crashes which occurred between 2010 and 2014.<sup>33</sup> This is similar to experience interstate, with national road crash data showing that speed is the main causal factor in around 30 per cent of fatal crashes.

At lower speeds there are fewer crashes because road users (including pedestrians) have more time for decision making, motorists are less likely to lose control, and vehicles have much shorter stopping distances. At lower speeds, crashes generally result in less severe injuries because of the lower impact energies involved.

Depending on the nature of the collision, the chances of surviving a crash decrease rapidly after certain impact speeds:<sup>34</sup>

Type of crash	Impact speed beyond which chances of survival decreases significantly (km/h)
Car / pedestrian	20–30
Car / motorcyclist	20–30
Car / tree or pole collision	30–40
Car / car side impact	50
Car / car head-on impact	70

Note: The range of impact speeds shown for each type of collision are considered to be survivable in most cases.

Research has shown that small reductions in average speeds (even one or two per cent) result in substantially greater percentage reductions in deaths and injuries. For example, a five per cent reduction in speed has been shown to typically result in a 15 per cent reduction in serious injuries and a 20 per cent reduction in deaths.<sup>35</sup>

33. ACT Policing, ACT Crash Register 2003–2014

34. Austroads, 2005. Balance between harm reduction and mobility in setting speed limits: a feasibility study, report AP-R272/05, Austroads, Sydney

35. Nilsson G, 2004, Traffic safety dimensions and the Power Model to describe the effect of speed on safety, Lund Institute of Technology and Society, Traffic Engineering

More extreme speeds involve much higher risks and higher mortality. However, because low-level speeding is much more common it accounts for a substantial proportion of the total harm associated with speeding. Inappropriate speed, even within posted speed limits, is also an issue and drivers need to be encouraged to select their travelling speed based on the conditions. Variable speed limits and electronic variable message signs can be used to address and promote appropriate speed selection and will be considered at locations which would benefit from this type of treatment.

## **ACT SPEED MANAGEMENT APPROACH**

The ACT Government's speed management approach involves:

- setting and enforcing speed limits,
- traffic engineering and speed calming treatments, and
- education and road safety awareness.

## **SETTING SPEED LIMITS**

Speed limits are an important engineering treatment and are set so that vehicles travelling at the speed limit have an improved capacity to respond to potential risks in the road environment, and the total energy in the system at any given time is contained at a more survivable level. Speed limits also help to regulate traffic flow and promote safety for all road users. In all cases, the general philosophy for setting speed limits is based on achieving a balance between safety, mobility and amenity.

The maximum speed limit in the ACT is 100km/h while the urban default speed limit is 50km/h. In general terms, the following speed limits apply in the ACT:

- 40 km/h in school zones, worksites and certain other high pedestrian precincts,
- 50km/h on all residential roads,
- 60km/h on major collector roads, and
- 60km/h and above for arterial roads.

In the ACT, speed limits are determined in line with national standards and guidelines, including Australian Standard AS1742 and the Austroads Guide to Road Safety. TAMS applies these standards and guidelines to determine the speed limit that should apply to new road infrastructure and to the existing road network when speed limits are reviewed.

Factors taken into account under these guidelines when setting speed limits include: the road function and performance; road cross-section and geometry; and roadside development. In certain circumstances, reduced speed limits can be applied at black spot locations when speed is found to be a contributing factor to crashes.

In addition to setting and reviewing speed limits, TAMS will continue efforts to apply best practice in respect of temporary speed zoning and signage at work sites and special events.

## **ENFORCEMENT OF SPEED LIMITS IN THE ACT**

Speed limits in the ACT are enforced by police patrols using approved radar and laser speed measuring devices and approved speedometers. Approved road safety cameras that capture images of vehicles detected speeding are used to complement police enforcement.

## **PENALTIES FOR SPEEDING**

A speed-related study published by Austroads in 2013 found that the threat of an immediate licence suspension is a greater deterrent than a fine or demerit points.<sup>36</sup> The study also found that drivers were mostly aware of double demerit point periods, and reported that these have an impact on their driving. Double demerit point periods were identified as being effective due to the increased public awareness and enforcement which occurs during these periods.

## **ACTION ITEM – REVIEW SPEEDING PENALTIES IN THE ACT**

Speeding penalties vary across jurisdictions, however there are now multiple jurisdictions which have introduced immediate licence suspensions for high level speeding and revised offence categories. This Action Plan will include a review of ACT speeding penalties which will consider findings of the practice of other jurisdictions and recent research into speeding penalties. The ACT Government will consider introducing a penalty of immediate suspension of licence for high range speeding offences.



36. Austroads, 2013. Driver Attitudes to Speed Enforcement, AP-R433/13, Austroads, Sydney

## ACT ROAD SAFETY CAMERA PROGRAM

Australian and international research has consistently shown that road safety cameras (both speed and red light cameras) improve compliance with speed limits and reduce red light running.

The ACT Government's road safety camera program currently involves the use of point to point, mid-block speed cameras, fixed red-light/speed and mobile cameras. These cameras have been progressively introduced in the ACT as shown in the table below.

Camera type	Number of cameras	Year first introduced
Mobile	6 mobile camera vans 12 mobile camera operators	1999
Fixed red-light / speed	13	2000
Mid-block speed cameras	13 at 9 locations (some locations monitor both sides of the road)	2007
Point to point	2	2012

## EVALUATION OF THE ACT ROAD SAFETY CAMERA PROGRAM

An evaluation by the University of New South Wales (UNSW) of the ACT road safety camera program found that mean percentile speeds reduced by 6% to 8% on roads with mobile cameras in the first few years after their introduction in 1999. This reduction in speeds coincided with a 25% to 30% reduction in serious injury crashes on roads where the cameras were being used.<sup>37</sup>

A rising trend in serious injury crashes was identified from 2006 – when the number of mobile camera operations undertaken in the ACT decreased by around 30%.<sup>38</sup> This was mostly due to ageing camera equipment which became prone to 'breaking down' – an issue which was resolved in 2014 with the replacement of all mobile cameras. This demonstrates that mobile camera enforcement must remain at sufficiently visible levels to ensure the effectiveness of this type of speed enforcement.

The evaluation also showed that serious injury crashes at red-light camera intersections dropped.

A statistical analysis of crash impacts of fixed mid-block cameras could not be undertaken as pre-2011 crash data does not accurately identify the crash location on the mid-block. A statistical analysis of crash impacts for point to point cameras could not be undertaken as these are recent installations and insufficient data was available for a meaningful analysis.

37. Evaluation of ACT Road Safety Camera Program, University of New South Wales, July 2014, p.11

38. Evaluation of ACT Road Safety Camera Program, University of New South Wales, July 2014, p.11

## ACT ROAD SAFETY CAMERA STRATEGY

The UNSW evaluation informed the development of a new ACT Road Safety Camera Strategy. Released in May 2015, the Camera Strategy introduced several key policy changes, such as allowing mobile camera use on any ACT road which meets operational and safety criteria, and increasing the number of hours of mobile camera operations. It also provides for the use of fixed mid-block cameras only at locations with a known crash history or considered to be a high risk, given that these types of cameras only have a limited, localised effect.

Another key direction in the Camera Strategy is for an appropriately skilled independent consultant to develop improved placement criteria and review the locations of the existing fixed cameras – red-light, point to point and mid-block cameras to determine whether any existing cameras should be removed or relocated.

## MOBILE CAMERA PROGRAM EXPANSION AND DEPLOYMENT STRATEGY

The Mobile Camera Deployment Strategy provides the framework for improved operation and strategic deployment of the mobile cameras. The deployment strategy will see the mobile cameras deployed to roads across the ACT based on three deployment principles.

The first deployment principle is to target roads with a history of crashes and speeding. The second is to use mobile cameras to complement and support police enforcement. The third is randomly selected roads, in support of the “anywhere, anytime” approach. The split of operations across the three deployment principles will be a third each.

As part of the 2015-16 ACT Budget the Government announced an increase in funding to mobile cameras by more than \$1.2 million dollars over four years. This funds an additional four mobile camera operators and increases mobile camera operations on ACT roads by up to 120 hours per week. Regulation changes commenced in August 2015 to support the use of mobile cameras on any Canberra road.



### **ACTION ITEM – EXPAND THE NUMBER OF MOBILE ROAD SAFETY CAMERA SITES**

The Government implemented over 50 new mobile camera locations in 2015 and will evaluate and assess 100 each year of this action plan. Speed and traffic volume surveys will be conducted at new sites before mobile operations begin, to gather important data for camera placement and for future evaluation of the ACT road safety camera program.

The initial expansion locations will be based on black spot rankings, and police information. As noted in the Safer People section of this action plan, mobile cameras have also expanded into school zones with 10 of the new sites being at schools which have a history of complaints and speeding drivers.



## REDUCED SPEED LIMIT AREAS IN MIXED MODE ENVIRONMENTS

Reducing speeds in residential areas and shopping precincts makes the road system safer for all users, as well as improving the perception of safety.<sup>39</sup> This perception of safety removes a major barrier to people walking or cycling, and can encourage increased physical activity levels. The community's health and wellbeing improves through more active living and social inclusion. There are also environmental improvements such as less air and noise pollution.

Following the successful implementation of 40km/h speed precincts in town centres, the ACT Government decided to introduce 40km/h speed precincts in all group centres in the ACT (ie. Amaroo, Calwell, Charnwood, Chisholm, Conder, Curtin, Dickson, Erindale, Hawker, Jamison, Kaleen, Kingston, Kambah, Kippax, Manuka, Mawson, Wanniasa and Weston group centres).

The 40km/h precincts will help improve safety for cyclists, pedestrians and other road users. Traffic data (especially the concentration of pedestrian activities) was used to determine the proposed boundaries for each precinct.

Implementation of 40km/h speed limit precincts in all 18 group centres was completed in May 2015. An evaluation of the effectiveness of the precincts will be undertaken.



### **ACTION ITEM – CONSIDER FURTHER EXPANSION OF 40KM/H SPEED LIMIT AREAS**

JACS will undertake community consultation to determine the community demand for lower speed limits, and will consider further expansion of the reduced 40km/h speed limit areas. This could include other areas which have high numbers of cyclists, pedestrians and other vulnerable road users.

## PUBLIC AWARENESS CAMPAIGNS

Any speed management strategy must include a sustained program of enforcement and public awareness. In the ACT, public awareness campaigns are run at least four times a year to align with targeted police enforcement. A combination of television, radio, print and electronic variable message signs have been used to educate road users about the danger of speeding and remind motorists about 40km/h school zones at the commencement of each school term.

---

39. Garrard J. Safe speed: promoting safe walking and cycling by reducing traffic speed. Safe speed interest group, 2008.

## STOP PUSHING THE LIMITS

A two-month campaign to target speeding in the ACT was launched in July 2014. The ‘*Stop Pushing the Limits*’ campaign aims to encourage attitudinal and behavioural change towards speeding. The 30 second television commercial and radio advertisement, asks Canberrans “What’s it going to take to get you to notice the speed zone sign again?” and encourages drivers to stop pushing the speed limits. The campaign was supported by public displays of crashed vehicles, including a crash-test vehicle.

## SPEED-DETECTING SIGNS

In Brisbane, speed-detecting signs have been used successfully to slow down drivers on suburban streets. The signs detect motorist’s speeds and respond with a ‘smiley face’ if they are under the speed limit, and a ‘slow down’ message if they are detected speeding. Data from Brisbane City Council showed nearly 40 per cent of speeding drivers slowed to below the speed limit when they saw the signs.



Smiley speeding sign on a Brisbane street. *Photo: BCC*



## ACTION ITEM – TRIAL SPEED DETECTING SIGNS IN RESIDENTIAL AREAS

The ACT Government will trial speed detecting signs in residential areas, particularly areas which are known rat running routes and busy neighbourhoods. These could be combined with the trial of 40km/h suburbs.



**HIGH  
PEDESTRIAN  
ACTIVITY**

This sign features five black silhouettes of pedestrians: an elderly person with a cane, a person with a backpack, a child, and a person holding a child's hand. The silhouettes are arranged in a cluster, with the elderly person on the left, the backpack person on the top right, the child on the bottom left, and the person with the child on the bottom right.



**40**  
**AREA**

This sign consists of a large black number '40' centered within a red circular border. Below the circle, the word 'AREA' is written in large, bold, black capital letters.

# SAFER VEHICLES

Improvements in vehicle safety including advancement in occupant protection performance, braking, handling and lighting and the inclusion of life saving safety features such as seatbelts and airbags has contributed significantly to road trauma reduction.

In a vehicle with sound structural integrity, most of the crash energy is absorbed and dissipated and the passenger compartment will keep its shape. The steering column, dashboard, roof pillars, pedals and floor panels will not move excessively and doors will remain closed during the crash and will be able to be opened after the crash to assist quick rescue.

Studies have confirmed the benefits of safer vehicles and the NRSS cites research which estimated that if everyone drove the safest car in its category, road trauma involving light passenger vehicles could be reduced by 26 per cent and if each vehicle incorporated the safest design elements for its class, road trauma could be reduced by 40 per cent.<sup>40</sup>

## HOW SAFE IS THE ACT VEHICLE FLEET?

There are approximately 313,000 registered vehicles in the ACT, including 12,600 motorbikes and around 3,200 heavy vehicles.<sup>41</sup> The average age of the ACT vehicle fleet (including light vehicles and trailers, heavy vehicles and trailers, motorcycles, and veteran, vintage and historic vehicles) is 9.9 years<sup>42</sup>, which means that most ACT vehicles include safety features such as crumple zones and airbags.

## REGULATION OF VEHICLE STANDARDS

Vehicle standards for new vehicles in Australia are set out in the Australian Design Rules by the Commonwealth Government and then adopted in the ACT through the *Road Transport (Vehicle Registration) Regulation 2000*. All standard setting must be justified by a Regulatory Impact Statement through which industry and the community is consulted about how the intended standard will impact and at what cost. Vehicle safety improvements can also be adopted by manufacturers and importers on a non-regulatory basis.

---

40. Newstead et al, 2004, A model for considering the 'total safety' of the light passenger vehicle fleet, MUARC

41. CMTEDD, Access Canberra, Vehicle Statistics Report as at 1 January 2014

42. JACS, Transport Regulation, report from the rego.act database



## SAFER VEHICLE INCENTIVE PROGRAMS

ANCAP provides consumers with information on vehicle safety through its safety rating program. ANCAP's primary objective is to inform and educate the public about the level of occupant and pedestrian protection provided by different vehicle models relative to the most common types of crashes.



The five-star rated 2013 Subaru Forester<sup>43</sup>

ANCAP safety ratings are determined based on a series of internationally recognised crash tests, with vehicles awarded an ANCAP safety rating of between one and five stars (five stars being the safest). To achieve five stars, a vehicle must achieve the highest standards in all test categories. ANCAP has crash tested and published safety ratings for over 400 new cars sold in Australia and New Zealand.

The NRSS includes an action item to improve promotion of the ANCAP program. This action recognises the important role ANCAP plays in encouraging the uptake of safer vehicle technology, and is intended to influence generational change in the safety of the Australian vehicle fleet by achieving greater awareness from consumers about the benefits of purchasing safer vehicles. ANCAP currently has 23 member organisations, including the Australian and New Zealand governments and all state and territory governments.

43. ANCAP website [www.ancap.com.au](http://www.ancap.com.au)





The three-star rated 2011 Chery J1<sup>44</sup>

The benefits of safer vehicles on ACT roads are not just confined to drivers and their passengers, with manufacturers designing their vehicles to maximise protection for pedestrians. ANCAP carries out a specific pedestrian test on new cars sold in Australia and New Zealand. The pedestrian tests are carried out to estimate head and leg injuries to pedestrians struck by a vehicle at 40km/h. These crashes represent about 15 per cent of fatal crashes in Australia and New Zealand and can be as high as 30 per cent in urban areas.

The difference between a five star ANCAP rated vehicle and other lower rated vehicles, in terms of pedestrian protection, can be dramatic. Five star vehicles score highly for their protection of pedestrians' legs around the vehicle's bumper and in most areas of the bonnet, and in particular, those areas where a child or adult is likely to hit their head.

### FLEET PURCHASING POLICIES

The NRSS includes an action item to develop nationally agreed fleet purchasing policies, and facilitate the implementation of these policies by government and corporate fleets. Initiatives such as this are intended to have a flow on effect to improve the safety of second hand car markets as a large proportion of new vehicles in Australia are purchased for private sector and government fleet use.

44. ANCAP website [www.ancap.com.au](http://www.ancap.com.au)

The road safety benefits of this approach to fleet purchasing was highlighted in 2012 when BHP Billiton announced that it would require vehicles in its worldwide fleet to have the maximum 5 star safety rating under New Car Assessment Programs operating around the globe. The Commonwealth Government noted that the BHP fleet policy has potential to maximise the safety of up to 50,000 new vehicles across Australia, as manufacturers improve the safety of their vehicles in order to meet the requirements of a large consumer within their market.

The Commonwealth Government introduced the highest vehicle safety standards on its own fleet from 1 July 2011 requiring that all light passenger vehicles have a 5 star ANCAP rating.

JACS undertook analysis in 2012, to support amendment of the ACT Government Fleet Purchasing Guidelines to include a requirement for all light passenger vehicles to have a minimum 5 star ANCAP rating and for all commercial vehicles to have a minimum 4 star ANCAP rating. The ACT Government purchasing guidelines have been amended to include the requirements.

### PROMOTION TO YOUNG AND OLDER DRIVERS

Jurisdictions are currently focusing their efforts on promotion of safer vehicles to young drivers as these drivers are less experienced and are over-represented in serious crash data. Young drivers also tend to drive older, cheaper vehicles which do not include safety features such as airbags and electronic stability control and provide less overall crash protection. Improving awareness among young people and their parents of the benefits of safer vehicles is important to reducing the number of serious crashes in this group of drivers.

Promotion of safer vehicles is also relevant to older drivers who are more fragile due to a combination of age and a higher incidence of pre-existing medical conditions.



### **ACTION ITEM – PROVIDE INFORMATION ON VEHICLE SAFETY TO YOUNG AND OLDER DRIVERS**

The ACT will improve promotion of safer vehicles to young and novice drivers under this action plan by providing information on vehicle safety, including ANCAP to learner drivers and their parents on application for a learner licence.

To improve awareness of safer vehicles and ANCAP, the Government will develop materials targeted at young, novice and older drivers which will be distributed with licence renewal notices and when applying for the issue and renewal of a driver licence.

## AUTONOMOUS VEHICLES

Combined with road research agency ARRB Group, Volvo will demonstrate driverless vehicle technology on South Australian roads. Volvo's soon to be launched XC90 SUV will have its existing autonomous features specially programmed for the trial to be able to be operated hands free, within a controlled environment. The ACT will monitor this trial and consider the scope for supporting a future trial of this technology in the ACT.

## INSPECTION PROGRAMS

The ACT has a continuing vehicle inspection program, which includes random on-road and car park vehicle inspections. In 2014/15, ACT vehicle inspectors completed 51,230 on-road vehicle inspections resulting in 2,016 defects being issued or 3.92% of total inspections.<sup>45</sup> The most common faults identified as part of these inspections related to wheels and tyres.

Vehicle inspections are also required for vehicles being registered from interstate, to clear a defect notice, on transfer of registration for light vehicles over 6 years of age, for heavy vehicles (every 2 years) and for taxis and hire cars (annually). Annual inspections were previously required in the ACT, but were phased out as there was no evidence to demonstrate that an annual inspection regime delivered greater vehicle safety outcomes than a random inspection regime. Periodic inspection arrangements can only provide assurance of the roadworthiness of a vehicle on the day of inspection. Random inspection arrangements encourage owners and drivers to maintain their vehicle in a roadworthy condition throughout the year. The low defect rate would suggest that current inspection arrangements are working.



### **ACTION ITEM – DEVELOP AND IMPLEMENT AN AWARENESS CAMPAIGN ABOUT LOAD RESTRAINT AND UNCOVERED LOADS**

At stakeholder workshops that were held to inform the development of this Action Plan, concerns were raised about compliance with load restraint and uncovered load laws. To address this, ACT Policing and Access Canberra will develop media campaigns aimed at raising awareness of this issue and will undertake targeted enforcement to align with these campaigns.

---

45. CMTEDD, Access Canberra, Vehicle Inspection Autocite System



# GOVERNANCE ARRANGEMENTS, EVALUATION AND DATA

Road safety improvements need to be evidence based. Efforts are required to continue to improve ACT speed and crash data collection and analysis processes, and to implement evaluation processes for engineering programs and other road safety initiatives.

## CRASH REPORTING

The *Road Transport (Safety and Traffic Management) Regulation 2000* requires that information about a crash involving a motor vehicle be reported using the crash reporting website. The crash reporting website is available at [www.police.act.gov.au](http://www.police.act.gov.au) and [www.accesscanberra.act.gov.au](http://www.accesscanberra.act.gov.au).

JACS and TAMS are responsible for the collection, collation, analysis and reporting of ACT road crash data. An annual crash report is used to inform the development of road safety policy and other road safety programs.



## ACTION ITEM – PROMOTE REQUIREMENT TO REPORT CRASHES

Concerns have been raised by stakeholders about under-reporting of crashes, particularly those involving cyclists. The rate of under-reporting of crashes involving cyclists was confirmed by the ACT Pedal Study which found that during the period 21 November 2009 and 21 May 2010 just 29.4 per cent of cyclists that presented to emergency departments as a result of an on-road crash, reported the crash to police. Efforts will be made to promote the requirement to report crashes – in partnership with peak road user representative groups such as Pedal Power and NRMA Motoring Services.

## GOVERNANCE ARRANGEMENTS AND PERFORMANCE MONITORING

The ACT Road Safety Strategy provides a whole-of-government approach to addressing road safety through the '5 Es' of encouragement, education, engineering, enforcement and evaluation. This holistic approach to reducing road trauma means that action items under the ACT Road Safety Strategy are substantially reliant on delivery, or a major contribution, by a number of agencies, including JACS, ACT Policing, TAMS, Health Directorate, ETD and EPD.

JACS is responsible for coordinating and monitoring the implementation of the ACT Road Safety Strategy and its supporting action plans.





## **ACTION ITEM – HOLD AN ANNUAL ACT ROAD SAFETY FORUM**

During consultation with stakeholders on the development of this action plan, it became clear that there are significant road safety related programs being developed and managed by a number of government and non-government agencies. It was suggested that an annual ACT Road Safety Forum be held as a means of bringing all stakeholders together to learn, plan and link road safety efforts. An annual road safety forum will be held throughout the life of this action plan.

### **ACT ROAD SAFETY FUND AND ADVISORY BOARD**

The ACT Road Safety Fund commenced on 1 July this year and will be used to fund projects and initiatives related to road safety research and education and road trauma prevention, in support of the ACT Road Safety Strategy. A \$2.50 road safety contribution is levied by the Government on ACT vehicle registration and paid to the road safety fund which provides annual income of around \$700,000.

The fund is supported by a ministerially appointed Advisory Board. The Advisory Board is a non-statutory body comprising eight members representing the two ACT Compulsory Third Party insurers, three road user representatives, two road safety experts and an ACT Government Executive as chair.

The role of the Advisory Board is to provide advice to the Government on the application of the fund including the allocation of a community grants program. The Advisory Board will also be responsible for monitoring progress and reporting on the implementation of the ACT Road Safety Strategy including this action plan.

Complementary sub-committees will also exist, and other bilateral or multilateral meetings and discussions with directorate officials in relation to specific action items are held on an as needs basis. A Road Safety Task Force, comprising all government agencies responsible for the implementation of the ACT Road Safety Strategy, will meet quarterly.



## **ACTION ITEM – HOLD AN ANNUAL COMMUNITY ROAD SAFETY GRANTS PROGRAM**

An annual community road safety grants program will be run. The initial round of ACT Road Safety Fund grant applications will open in the first half of 2016 and will invite applications for funding from community groups, road safety and road user interest groups, universities, government agencies and other groups for initiatives that support the advancement of road safety in the ACT.

## PERFORMANCE MONITORING

A performance management framework to support the NRSS has been developed. This performance management framework has also been adopted for monitoring and reporting on the ACT Road Safety Strategy.



### **ACTION ITEM – TABLE ANNUAL REPORTS IN THE ACT LEGISLATIVE ASSEMBLY**

The NRSS includes a requirement for each minister responsible for road safety to report annually to their parliament on progress in road safety, including reporting against national performance indicators. This action item is intended to enhance public information on road safety and the implementation status of the national and jurisdictional road safety strategies. The Minister for Road Safety will continue to table an annual ACT Road Safety Report Card developed by the ACT Road Safety Advisory Board.

## NATIONAL FORUMS AND COMMITTEES

The ACT participates in national road safety forums, such as the National Road Safety Forum and the Austroads Safety Task Force. These groups provide direct access to road safety professionals in other jurisdictions and national research into best practice road safety interventions. These groups report to Australian Transport Ministers through the Transport and Infrastructure Council.





# CORPORATE RESPONSIBILITY

Work related vehicles constitute about 30 per cent of registered vehicles in Australia and work drivers travel about three times the distance of the average private motorist in Australia.<sup>46</sup> While governments are predominately responsible for the design, construction, maintenance and regulation of roads and roadsides, road safety responsibilities also extend to various professional groups, as well as the broader community. For example, the corporate sector has a role in building a road safety culture for Australia.

The National Transport Commission has investigated opportunities to work with the corporate sector to develop a collaborative approach to improve Australia's road safety performance. Improving safety at work, offers many opportunities for effective marketing, business development, projection of corporate social responsibility, enhancement of staff wellbeing, and brand enhancement or protection.

There are also potential financial benefits for the corporate sector, in promoting a road safety culture at work, as the costs associated with work-related road crashes, such as insurance and personal injury costs, are a burden to both business and local communities.

There is scope to significantly reduce road trauma, by working with the corporate sector, and developing road safety policies that have workplace application.



## **ACTION ITEM – DEVELOP AND PILOT A WORKPLACE ROAD SAFETY COURSE**

JACS will develop and pilot a road safety awareness course. The course will cover key road safety issues such as speeding, impaired driving and driver distraction. Following an evaluation, the course will be made available to other ACT Government agencies and the corporate sector for use and adaption as appropriate.

---

46. Department of Infrastructure and Transport, *Evaluating and Improving Fleet Safety in Australia*, p.4



# SUMMARY OF ACTION ITEMS

Number	Action Item	Lead agency	Supporting agencies
1	Explore options for recognising the role of sustainable transport in road safety	JACS	EPD
2	Investigate risks and any potential benefits of allowing people to ride bicycles without a helmet in low speed environments	JACS	EPD and ACT Policing
3	Investigate and implement mass action treatments	TAMS	JACS
4	Use variable message signs to promote safe following distance	JACS	ACT Policing and TAMS
5	Trial the use of chevron road markings	TAMS	JACS and ACT Policing
6	Review the ACT demerit point scheme	JACS	ACT Policing
7	Develop an ACT Road Safety Education Strategy	JACS	ACT Policing, ETD, EPD TAMS, CMTEDD and HD
8	Expand and enhance content of the Road Ready course	JACS	CMTEDD, ETD and ACT Policing
9	Introduce a full mobile phone and other technology ban for young drivers	JACS	ACT Policing
10	Introduce higher penalties and demerit points for texting while driving	JACS	ACT Policing
11	Use variable message signs for speed and fatigue messaging during peak holiday periods	JACS	ACT Policing and TAMS
12	Expand the use of mobile road safety cameras to capture cross border traffic	JACS	CMTEDD, TAMS and ACT Policing
13	Establish a vulnerable road user safety improvements program	TAMS	JACS and EPD



Number	Action Item	Lead agency	Supporting agencies
14	Build a cycling training facility	JACS and TAMS	
15	Develop an Active Transport Infrastructure Policy	EPD	TAMS and JACS
16	Refresh and expand the Share the Road campaign	JACS	ACT Policing, HD and EPD
17	Introduce new driver competency relating to vulnerable road users	JACS	CMTEDD and ACT Policing
18	Implement agreed recommendations of the ACT Legislative Assembly inquiry into vulnerable road users	JACS	TAMS, ACT Policing, CMTEDD, ETD and EPD
19	Establish a four year funding arrangement to support M.A.S.T.E.R.S	JACS	
20	Review graduated licensing for motorcyclists	JACS	CMTEDD and ACT Policing
21	Complete ACT Graduated Driver Licensing review	JACS	CMTEDD and ACT Policing
22	Develop culturally appropriate road safety awareness material targeted at Aboriginal and Torres Strait Islander people	JACS	CSD and ACT Aboriginal and Torres Strait Islander Elected Body
23	Consider methods to identify Aboriginal and Torres Strait Islander people in road crash and driver licensing data collection processes	JACS	CSD and Aboriginal and Torres Strait Islander Elected Body
24	Complete the Streets Planning Guideline	TAMS	EPD
25	Complete Majura Parkway and upgrades to locations with high crash rates, including the Barton Highway and Gundaroo Drive and Federal Blackspot program priorities, to improve road safety	TAMS	JACS, EPD and ACT Policing

Number	Action Item	Lead agency	Supporting agencies
26	Implement Active Streets Pilot	TAMS	HD, ETD, EPD and JACS
27	Expand the number of mobile camera sites in school zones	JACS	CMTEDD, ETD, TAMS and ACT Policing
28	Undertake a review of breakdown lane issues in the ACT	JACS	TAMS and ACT Policing
29	Review speeding penalties in the ACT	JACS	TAMS, ETD, EPD, CMTEDD and ACT Policing
30	Expand the number of mobile road safety camera sites	JACS	CMTEDD, TAMS and ACT Policing
31	Consider further expansion of 40km/h speed limit areas	JACS and TAMS	ACT Policing and EPD
32	Trial speed detecting signs in residential areas	JACS and TAMS	ACT Policing
33	Provide information on vehicle safety to young and older drivers	JACS	CMTEDD
34	Develop and implement an awareness campaign about load restraint and uncovered loads	JACS	ACT Policing and CMTEDD
35	Promote requirement to report crashes	JACS	ACT Policing and TAMS
36	Hold an annual community road safety grants program	JACS	
37	Hold an annual ACT Road Safety Forum	JACS	
38	Table annual reports in the ACT Legislative Assembly	JACS	All
39	Develop and pilot a workplace road safety course	JACS	ACT Policing



# REFERENCES

Australian Transport Council,  
National Road Safety Strategy 2011-2020 [http://www.infrastructure.gov.au/roads/safety/national\\_road\\_safety\\_strategy/files/NRSS\\_2011\\_2020\\_15Aug11.pdf](http://www.infrastructure.gov.au/roads/safety/national_road_safety_strategy/files/NRSS_2011_2020_15Aug11.pdf)

Department of Infrastructure and Transport, Road Deaths Australia: Statistical Summary  
[https://www.bitre.gov.au/publications/ongoing/files/RDA\\_Summary\\_2012\\_June.pdf](https://www.bitre.gov.au/publications/ongoing/files/RDA_Summary_2012_June.pdf)

Justice and Community Safety Directorate,  
ACT Road Safety Strategy 2011-2020 [https://cdn.justice.act.gov.au/resources/uploads/JACS/Road\\_Safety/PDFs/Strategy\\_and\\_Aaction\\_Plan/ACT\\_Road\\_Safety\\_Strategy\\_2011-2020.pdf](https://cdn.justice.act.gov.au/resources/uploads/JACS/Road_Safety/PDFs/Strategy_and_Aaction_Plan/ACT_Road_Safety_Strategy_2011-2020.pdf)

Justice and Community Safety Directorate,  
ACT Road Safety Action Plan 2011-2013 [https://cdn.justice.act.gov.au/resources/uploads/JACS/Road\\_Safety/PDFs/Strategy\\_and\\_Aaction\\_Plan/ACT\\_Road\\_Safety\\_Action\\_Plan\\_2011-2013.pdf](https://cdn.justice.act.gov.au/resources/uploads/JACS/Road_Safety/PDFs/Strategy_and_Aaction_Plan/ACT_Road_Safety_Action_Plan_2011-2013.pdf)

Justice and Community Safety Directorate,  
2013 Road Safety Community Survey  
[http://www.justice.act.gov.au/safety\\_and\\_emergency/road\\_safety](http://www.justice.act.gov.au/safety_and_emergency/road_safety)

Justice and Community Safety Directorate  
ACT Road Safety Camera Strategy  
[http://www.justice.act.gov.au/safety\\_and\\_emergency/road\\_safety](http://www.justice.act.gov.au/safety_and_emergency/road_safety)

Justice and Community Safety Directorate  
ACT Mobile Camera Deployment Strategy  
[http://www.justice.act.gov.au/safety\\_and\\_emergency/road\\_safety](http://www.justice.act.gov.au/safety_and_emergency/road_safety)

Territory and Municipal Services Directorate,  
Road Traffic Crashes in the ACT [http://www.justice.act.gov.au/safety\\_and\\_emergency/road\\_safety/act\\_crash\\_information](http://www.justice.act.gov.au/safety_and_emergency/road_safety/act_crash_information)

Justice and Community Safety Directorate,  
ACT Crash Reports [http://www.justice.act.gov.au/safety\\_and\\_emergency/road\\_safety/act\\_crash\\_information](http://www.justice.act.gov.au/safety_and_emergency/road_safety/act_crash_information)

# APPENDIX 1 – ORGANISATIONS THAT CONTRIBUTED TO THE DEVELOPMENT OF THIS ACTION PLAN

The following organisations contributed to the development of the ACT Road Safety Action Plan 2016–2020, either via direct consultation or through lodging a submission:

ACT Chief Minister, Treasury and Economic Development Directorate  
ACT Community Services Directorate  
ACT Education and Training Directorate  
ACT Environment and Planning Directorate  
ACT Justice and Community Safety Directorate  
ACT Policing  
ACT Territory and Municipal Services Directorate  
Australasian College of Road Safety - ACT Chapter  
Australasian New Car Assessment Program Australian Driver Training Association ACT  
Bosch  
Council of the Ageing  
ACT Freebott Pty Ltd  
Karralika  
Kidsafe ACT  
Living Streets Canberra  
Motorcycle Riders' Association ACT  
Motor Trades Association  
ACT NRMA-ACT Road Safety Trust  
NRMA Motoring and Services  
Pedal Power ACT  
Stay Upright Rider Training  
Youth Advisory Council  
Youth Coalition of the ACT



