

**The Hon David Borger**  
Minister for Roads  
Minister for Western Sydney



Mr Russell Grove  
Clerk of the Legislative Assembly  
Parliament House  
Macquarie Street  
SYDNEY NSW 2000



2 June 2010

Dear Mr Grove,

I refer to your letter enclosing a copy of Report No. 3/54 of the Joint Standing Committee on Road Safety, entitled, Report on Pedestrian Safety, dated December 2009.

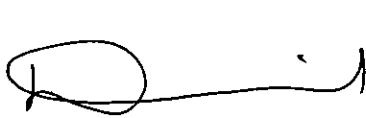
I welcome the focus and guidance by Staysafe on this important policy issue.

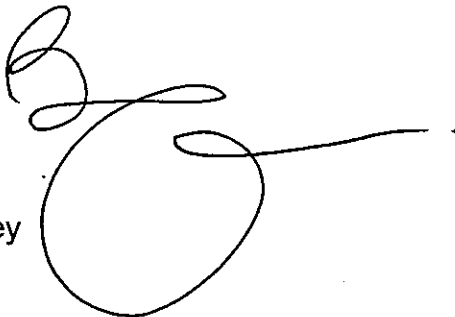
Please find attached the Roads and Traffic Authority's (RTA) position on each of the recommendations. The RTA will provide further progress reports and implementation details as requested.

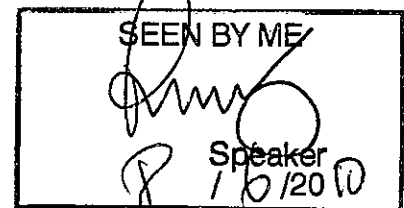
On Monday 29 March 2010, the NSW Government announced the Road Safety Package which included the re-introduction of the mobile speed camera program. The package also includes a \$4 million program to roll out pedestrian fencing at pedestrian crash hotspots over three years and further investigation of ways to improve pedestrian safety and amenity at signalised intersections.

Should you have any queries relating to the RTA position on each recommendation, please contact Dr Soames Job, Director Centre for Road Safety on (02) 8588 5800.

Yours Sincerely,

  
**David Borger**  
Minister for Roads  
Minister for Western Sydney





*Received by 8/6/2010*

## RTA COMMENTS ON RECOMMENDATIONS FROM THE STAYSAFE INQUIRY INTO PEDESTRIAN SAFETY

STAYSAFE RECOMMENDATION	COMMENT	ACTION
<p>1. The Roads &amp; Traffic Authority, in consultation with the Institute of Public Works Engineering Australia, the NSW Institute of Trauma &amp; Injury Management, the NSW Police Force and NSW Health, develops agreed definitions of injury severity, based on internationally recognised standards of classification. In addition to obtaining uniform data, this will also assist in estimating the costs of such injuries, enabling the design of improved treatment options and appropriate countermeasures based on reliable data.</p>	<p>The RTA ceased making the distinction between serious and minor injuries because of poor reliability in the data the RTA reviewed. The proposed National Road Safety Strategy (NRSS) will establish national targets for reductions in both deaths and serious injuries to the end of 2020. The RTA has started scoping how to address the inability to distinguish between minor and serious injuries.</p> <p>The RTA supports the need to determine agreed definitions of injury severity however the real issue to be tackled is the quality and validity of data on the level of injury.</p>	<p>The Road Safety Data Management Committee (noted in recommendation below) will overview the process to distinguish between serious and minor injury data in NSW.</p> <p>The Committee will consult with Associations and Research Centres to investigate the definitions of injury severity and to determine a process to estimate serious vs. minor injuries. Definitions of injury and severity need to be determined and agreed in a national context.</p>
<p>2. The Committee reiterates recommendations made in its Young Driver Safety &amp; Education Programs report and again recommends the establishment of an interagency crash data working group, comprising the Centre for Road Safety, NSW Health, NSW Police Force and other government agencies currently collecting statistical information on road safety issues. The working group should examine road safety data management in other jurisdictions in order to develop a comprehensive plan for the collection and dissemination of consistent road statistics in NSW.</p>	<p>The RTA supports the recommendation to establish an interagency crash data working group comprising government agencies collecting and collating statistical information on road safety issues.</p>	<p>The RTA will issue invitations to relevant NSW government agencies (including Health, Police, Ambulance and Motor Accidents Authority) and the University of New South Wales' Injury Risk Management Research Centre (IRMRC) in mid 2010 to the inaugural meeting. The focus for the first meeting will be to establish the terms of reference for the working group and to highlight the key issues to be addressed, including injury severity.</p>

	<b>STAYSAFE RECOMMENDATION</b>	<b>COMMENT</b>	<b>ACTION</b>
3.	As part of the interagency crash data working group review of current data collection and management, the Centre for Road Safety updates its local government boundaries in order to accommodate recent changes.	The RTA supports the need to incorporate changes to the local government boundaries in the crash data system.	RTA has a manual matching technique to reconcile this in the short term (which is in use). An automated solution is also under development that will ensure crash data are coded to the correct LGA. Crashlink Phase 2 (Data Collection System) is in the development stage and the LGA boundaries will be fully corrected within the new system.
4.	That the Centre for Road Safety gives priority to examining improved user functionality for professional groups accessing data, such as Road Safety Officers, and ensures that collected data is made widely available, free of charge and in a variety of formats to meet the needs of diverse stakeholders and interest groups.	Supported	The RTA provides a wide range of data in a range of formats and free of charge. See footnote (a). The RTA also supplies user defined custom crash data upon request.
5.	The Roads and Traffic Authority and the Department of Education & Training develop a training program for early childhood centres and primary schools focusing on crossing roads safely. This training program should monitor and provide direct feedback on individual responses to traffic in order to strengthen decision making and awareness of risk and include gap selection skills, choosing safe crossing locations and hazard awareness.	Supported	Road safety education to children attending children's services and primary school, appropriate to their needs and development, is already extensively delivered across NSW. RTA will continue to work with Children's Services, Schools and parents to enhance the existing road safety education program. See footnote (b) for further information.

	<b>STAYSAFE RECOMMENDATION</b>	<b>COMMENT</b>	<b>ACTION</b>
6.	The training program should incorporate a module for parents to be made aware of the risks of unsupervised crossing behaviour and the importance of holding young children's hands when crossing the road.	Supported	An extensive parent education and road safety awareness program is already in place to address this issue. The RTA school curriculum resources include this critical road safety component.
7.	The training program should include a training manual and that the program be promoted to road safety organisations throughout NSW.	Training programs of this nature are limited in their effectiveness due to the limited cognitive development of young children.	The RTA will continue to work with the Early Childhood Road Safety Education Program and the 3 educational sectors to ensure best practice road safety education and awareness programs are provided to the NSW community.
8.	Increased emphasis be placed on pedestrian safety, as part of the Personal Development, Health & Physical Education syllabus in NSW schools, particularly for students commencing their secondary education who are more likely to be travelling independently to school. Additional resources should be provided for students and parents to support them in identifying and managing the risks associated with pedestrian travel to school.	Supported  The RTA school curriculum resources include this critical road safety component with resources specifically targeting risk taking behaviour in the 11-18 age groups.  See footnote (b) for more detail on RTA school resources.  The RTA currently funds YouthSAFE to develop a parent information. This project has developed a <i>On the way to high school: Helping teenagers to travel safely</i> . This resource is promoted to primary (Year 6) and high schools.	The RTA released a new resource for senior school students in 2009. <i>Limiting risks, protecting lives - Choices for novice drivers and their passengers</i> is a young driver/passenger resource that targets students in years 10 and 11 to support school-based student welfare/pastoral care and Personal Development and Health school-based programs. This resource has been developed to support teaching and learning about driver/passenger safety. It provides activities to challenge student attitudes about driving and it aims to promote deeper thinking and better decision making about road safety for students as drivers and passengers. The resource explores low risk driving skills and speeding. An awareness of these issues will assist young drivers in safely sharing the road with pedestrians.

	<b>STAYSAFE RECOMMENDATION</b>	<b>COMMENT</b>	<b>ACTION</b>
9.	<p>The Roads and Traffic Authority provides greater levels of funding and support for the Road Safety Officer Program in order to increase local government involvement in locally based road safety initiatives, such as the provision of additional transport options for younger pedestrians at increased risk of casualty after late night socialising.</p>	<p>The RTA is reviewing its Local Government Program.</p>	<p>The RTA review will focus on the provision of road safety initiatives by Local Government.</p> <p>The provision of alternative transport is not directly the responsibility of the RTA. However, the RTA will raise this issue across the NSW Government.</p> <p>The RTA will continue to gather support and funding commitments from stakeholders in order to establish community-owned alternative transport scheme to address drink driving in areas with limited transport options at key drinking times.</p>
10.	<p>The Centre for Road Safety commissions increased numbers of safety programs and public awareness campaigns for older pedestrians. These programs and campaigns should focus on increasing understanding of safety risks, improving and refreshing knowledge of road rules and informing older pedestrians about the use of pedestrian facilities and mobility aids.</p>	<p>The RTA does not support the development of campaigns for older pedestrians as evidence suggest that such campaigns have very little impact. Physical engineering measures and appropriate speed limits and enforcement of speeding provide the most effective protection for older pedestrians.</p>	<p>Nil</p>
11.	<p>The Roads and Traffic Authority consults the NSW Council on the Ageing and the Independent Living Centre in the design of engineering solutions to provide safer pedestrian access to the road network.</p>	<p>Supported</p>	<p>The RTA will consult with the NSW Council on the Ageing and the Independent Living Centre in the design of engineering solutions to provide safer pedestrian access to the road network.</p>

	<b>STAYSAFE RECOMMENDATION</b>	<b>COMMENT</b>	<b>ACTION</b>
12.	Continuing funding be provided to consolidate and expand the <i>You're Welcome</i> project of the Independent Living Centre to support its work with local councils in NSW.	Noted	Action needs to be referred to the NSW Department of Human Services, Ageing, Disability and Homecare.
13.	Encouraging greater pedestrian use of designated crossings in busy metropolitan areas and therefore recommends that scrambled crossings be utilised at all appropriate intersections in order to minimise the chance of conflict between pedestrians and vehicles.	Supported in appropriate locations. Scramble crossings only serve intersections with a very strong diagonal pedestrian desire line. These types of crossings add significant time for waiting pedestrians and the additional waiting time can actually lead to road safety issues.	The RTA is investigating the potential for scramble crossings at appropriate locations.
14.	The Roads and Traffic Authority extends the system of shared zones in appropriate metropolitan locations, to reduce conflict between motor vehicles and pedestrians in local areas of high pedestrian activity.	Supported – for investigation	The RTA will investigate suitable locations for additional shared traffic zones.

	<b>STAYSAFE RECOMMENDATION</b>	<b>COMMENT</b>	<b>ACTION</b>
15.	In order to better reflect the emphasis on pedestrian safety in such areas, shared zones be renamed pedestrian zones.	Not Supported This proposition has been placed before the Australian Road Rules Management Group and declined on two occasions. The main reason for this is that Shared Zones do not give blanket priority for pedestrians to wander about on the road at will, as the proposed name Pedestrian Zone could imply. Pedestrians in Shared Zones are still required to comply with all rules including those about crossing roads, not walking along roads or obstructing vehicles, using pedestrian crossings, etc. The only difference with Shared Zones is that drivers must give way to pedestrians who are on the road. In reality, most Shared Zones are installed in areas which have clearly defined roads and footpaths and calling these Pedestrian Zones could give pedestrians a false sense of what they can do. Some proponents of Shared Zones have the mistaken impression that they are pedestrian priority areas, whereas the Road Rules do not have a concept of priority, but stipulate when road users must give way to other road users.	The RTA will investigate a more suitable name than shared zone, while maintaining concerns with the proposed alternative name.

	<b>STAYSAFE RECOMMENDATION</b>	<b>COMMENT</b>	<b>ACTION</b>
16.	<p>The Committee recommends that the Roads and Traffic Authority examines the feasibility of extending the pedestrian phase of signals at intersections with high pedestrian traffic and at peak pedestrian commuter times.</p>	<p>Supported.</p> <p>The RTA is constantly trialling ways to improve pedestrian priority at traffic signals. For example the traffic signals installed to support the new interchange at Chatswood include:</p> <ul style="list-style-type: none"> <li>• Railway St – signals assigned to pedestrian green for approximately 50% of time; and</li> <li>• Interchange – constant green for pedestrians with actual bus movements triggering green for vehicles.</li> </ul>	<p>See footnote (c).</p> <p>The RTA will investigate opportunities to improve safety for pedestrians.</p>
17.	<p>The Committee recommends that the Roads and Traffic Authority reports on the trial of pedestrian user-friendly intelligent (PUFIN) crossing technology conducted in Sydney and, if successfully evaluated, implements the introduction of this technology at all appropriate locations in NSW.</p>	<p>Supported</p> <p>PUFIN crossings have a detector that can extend the pedestrian phase for late crossing or slower pedestrians. They may also have a presence detection that can cancel calls for a pedestrian phase if a pedestrian is no longer waiting to cross.</p> <p>PUFIN crossings are extensively used in the UK as well as New Zealand and Victoria. Evaluation conducted indicates that there may be benefits to pedestrians when PUFIN crossings are installed. PUFIN crossings in the UK typically have both sets of detectors while other jurisdictions may only have the pedestrian phase extension detection (e.g. VicRoads)</p>	<p>Two PUFIN type crossings were installed in NSW in 2002, one with both detectors (Bondi) and one with just the pedestrian phase extension detection (North Rocks). The trial of the technology at these sites has not been positive. This technology has proven to be quite unreliable and has offered limited road safety or travel time (queuing) benefits. Detection is unreliable - especially in bright sunlight or high winds. Only the facility in Bondi remains operational.</p> <p>However technology has advanced since the commencement of the Bondi and North Rocks trial and there is an opportunity to reconsider this initiative using current available technology. The RTA is proposing to conduct a new trial using the pedestrian phase extension detector at 2 intersections.</p>



	<b>STAYSAFE RECOMMENDATION</b>	<b>COMMENT</b>	<b>ACTION</b>
18.	<p>The Committee recommends that the Roads and Traffic Authority, as a matter of urgency, conducts the proposed trial of pedestrian countdown timers to ascertain their suitability and effectiveness in discouraging pedestrians from disobeying walk signals and to improve safety at major intersections.</p>	<p>RTA has determined that the only timer type that is suitable for use in the SCATS system is the countdown to the end of the flashing DON'T WALK phase (i.e. Clearance).</p>	<p>The RTA has engaged ARRB Group (in late January 2010) to validate the available technical option and to undertake a detailed literature review and international scan (via telephone) on the timer option available for use in the SCATS system. A Steering Committee comprising RTA and City of Sydney has been convened and is managing this analysis. The ARRB study will inform the decision on whether to proceed to trial the timers counting down the flashing DON'T WALK phase. The study is nearing completion and RTA will provide further advice on the potential trial following completion of the study.</p>
19.	<p>The Committee recommends that the Centre for Road Safety continues its research into the pedestrian safety benefits of new vehicle technologies and actively promotes the most cost effective solutions to vehicle manufacturers and consumers.</p>	<p>Supported</p>	<p>Ongoing - The RTA financially supports ANCAP and the promotion of vehicle safety features. RTA is currently working on an innovative initiative to improve customer awareness of all vehicle safety features (i.e. crash avoidance, occupant crash protection and post-crash assistance).  The RTA is part of the development and application of newly emerging ITS technology and is starting to investigate dedicated short range communications opportunities.</p>

	<b>STAYSAFE RECOMMENDATION</b>	<b>COMMENT</b>	<b>ACTION</b>
20.	<p>The Committee recommends that the Roads and Traffic Authority addresses the current shortcomings in the monitoring and enforcement of the Australian Design Regulations in relation to vehicle design protection for pedestrians through appropriate Ministerial and intergovernmental processes.</p>	<p>Supported - noting that this is largely Federal responsibility and RTA can only provide advice and seek to influence policy decisions.</p>	<p>Ongoing</p> <p>In 2003/04 NSW adopted Australian Standard AS 4876.1 <i>Motor vehicle frontal protection systems Part 1: Road user protection</i> (except for Clause 3.2), which applies to bull bars fitted to vehicles built on or after 1 January 2003. NSW is the only jurisdiction that calls up the Australian Standard for frontal protection systems in regulations. RTA Vehicle Inspectors Bulletin Number 5 provides vehicle inspectors details as to how the standard is to be applied.</p> <p>The impending introduction by the Commonwealth of an Australian Design Rule relating to pedestrian safety will provide the framework within which jurisdictions can adopt the entire AS 4876, including clause 3.2 (which relates to head impact protection levels for pedestrians).</p> <p>RTA will continue to seek police enforcement of illegal protrusions on vehicles (such as fishing rod holders on the bullbar of a 4 wheel drive).</p>

<p>21. In order to reduce the incidence of pedestrian casualties and improve safety for all road users, the Committee recommends that the NSW Government introduces legislation to enable the installation and deployment of random, covert speed cameras throughout NSW.</p>	<p>Supported</p> <p>The introduction of new ways to use camera technology in NSW was a key recommendation of the Road Safety Roundtable held in July 2009. The introduction of 200 safety cameras (red light and speed enforcement) at intersections over the next four years will have a positive impact on pedestrian casualties.</p>	<p>The Minister for Transport and Roads announced the reintroduction of mobile speed cameras on 29 March 2010.</p>
<p>22. The Committee recommends that the Roads and Traffic Authority ensures there is greater consultation with local councils in relation to the determination of speed zones in their local government areas.</p>	<p>RTA consults with Local Councils in regard to speed limit changes noting that speed limit setting is a technical process. Councils are also able to recommend speed limit changes to the RTA.</p>	<p>Ongoing</p>
<p>23. The Committee recommends that the Roads and Traffic Authority commissions a major education and media campaign to alert the community to the potential road safety dangers of using mobile communication and entertainment devices when navigating the road system.</p>	<p>Supported – The RTA is planning to implement a campaign on the dangers of distraction devices. The extent of the campaign must be balanced against the size of the road safety contribution relative to speeding and drink driving.</p>	<p>The campaign is being scoped for use in line with the introduction of the change in the 8<sup>th</sup> Amendment Package of the Australian Road Rules which clarifies the road rules governing mobile phone and device usage.</p>
<p>24. The Committee recommends that the Roads and Traffic Authority conducts a public education campaign to specifically target the lack of awareness of the requirements of Australian Road Rules 72 to 75, requiring drivers to give way to pedestrians at certain road locations.</p>	<p>RTA will review the current communication provided to the general public on these issues.</p>	<p>The RTA will investigate marketing opportunities to communicate pedestrian safety messages to the general public.</p>

## Footnotes

### a) Crash Data

The following crash data information are provided to Local Councils:

- Raw crash data and formatted standard reports in both Excel and Word are provided to each LGA - twice each year. Distribution is by CD
- Data and reports related to crashes within the LGA for the most recent 5-year period. The format of the standard reports is similar to the tables in the annual statistical statements, but relate only to the LGA concerned.

Raw crash data are provided to enable Councils to undertake their own analyses. The raw data also contain geographic coordinates for each crash which means it can be used and displayed in a GIS system. Some, but not all, Councils take advantage of this.

### Crashlink – crash data system

The RTA is currently developing and implementing a new crash data system called Crashlink. This system aims to provide better quality and more timely crash data. The major advantage over the TADS systems is that Crashlink runs in a Web browser and does not need any specialised software to run.

It is possible to provide Councils with direct web-based access to Crashlink standard reports. A pilot to enable external use of the real time crash database is currently being run with NSW Police. However, there will need to be consultations and negotiations to enable this; and we need to finish development of CrashLink first.

On-line access will enable Councils to have access to the latest finalised data, instead of having to wait for it to be distributed twice yearly on CD.

## **(b) Education**

The RTA's road safety education program is the only program of its size, type and structure with the capacity to deliver and implement curriculum-based, developmentally appropriate education resources in NSW primary and high schools and early childhood centres. This program includes a strong focus on pedestrian safety. The implementation of these resources is enhanced by a network of road safety education consultants working within the early childhood community as well as the school education sectors (NSW Department of Education and Training; NSW Catholic Education Commission; Association of Independent Schools NSW), each having an expert background in education.

Pedestrian safety is an important component of the RTA's primary and high school road safety education program. Resource development is a thorough process with contribution from experienced educators and consultants from each of the three education sectors and teacher professional associations. Input is also sought from syllabus specialists from the Office of the NSW Board of Studies and from representatives from road safety-related disciplines. Together with successive trialling in schools during resource development, this process ensures that each component meets the needs of students and teachers in the classroom setting.

In addition to the curriculum-based teaching learning resources, many pedestrian safety materials have been developed to accommodate teaching and learning practices and life experiences of school students. Consistent, ongoing demand for these pedestrian safety resources which include posters, stickers, activity sheets, story books, videos and song material indicate that teachers and school communities value, seek and use these resources consistently. To ensure that parents, carers and school communities receive the same pedestrian safety messages delivered in the classroom, brochures, take home notes, information on safe driving and parking in the vicinity of the school are provided in various documents and formats ideal for school use. Demand for these items which are updated and reprinted as required continues to increase, especially from the parents of early childhood and primary school-age students.

Evaluations of the RTA's School Road Safety Education Program gathered information via written surveys as well as a number of face to face interviews with school principals, classroom teachers and education sector road safety education program managers and consultants.

The purposes of these whole program evaluations were to assess:

- the extent to which road safety education was delivered in school programs,
- the nature and level of road safety education provided by the education agencies,
- the level of awareness and usage of the road safety education resources developed and provided by the RTA.

These evaluations indicate that both the major education resources and support materials are held in high regard by teachers and are in use in the majority of primary classrooms and early childhood centres in NSW.

**(c) Signal Phasing**

To assist with pedestrian amenity in most if not all major regional business centres such as Sydney CBD, North Sydney and Parramatta, the cycle length is kept lower than required by the vehicular traffic. This is to provide pedestrians with more opportunities to cross per hour. For most pedestrians this is more important to pedestrian compliance and amenity than providing more time to cross. To this end some signals are double cycled and across non conflicting one way streets, the WALK signal is held green for the duration of the green vehicular signal

SCATS increases cycle length as traffic flow increases; it is also reduced when traffic flow decreases. Therefore pedestrian delay increases with the increase in traffic. When this occurs SCATS can stretch (increase) the WALK time to accommodate the build up of pedestrians waiting to cross.