

**Submission  
No 5**

## **REDUCING TRAUMA ON LOCAL ROADS IN NSW**

**Organisation:** Amy Gillett Foundation

**Date Received:** 31 January 2020

31 January 2020

Joint Select Committee on Road Safety  
StaySafe (Joint Standing Committee on Road Safety)(NSW)  
Economy and Infrastructure Committee (Vic)  
All uploaded via online submission portals

## **AGF Submission to Road Safety Inquiries**

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The Amy Gillett Foundation welcomes the opportunity to make this submission. As Australia's leading national cycling safety charity, we are committed to actions that improve safety for everyone when they ride a bicycle. We draw on evidence and international best practice, and collaborate with governments, business and the community to create a safe environment for cyclists, while maintaining an efficient road network for all road users.

However, in making this submission, we bring to your attention to the three road safety parliamentary inquiries currently being undertaken by federal and state committees (New South Wales, Victoria). While the Terms of Reference vary, the goal is the same: to improve road safety outcomes. Further, the underlying principles of the Safe System are the same in each jurisdiction.

To maximise efficiencies, we have prepared this submission in response to all three inquiries and responded by themes. This approach has been to both to increase the efficiency of our process but also to draw to your attention the substantial overlap between the three inquiries as there may be outcomes or recommendations that are important for all committees to consider. Note that we have not directly addressed two ToRs in the Victorian inquiry (2, 5). However, we support action to reduce the misuse of drugs and alcohol while driving and to improved uptake of safe motor vehicle technology.

Also, we recommend that the committee attends the upcoming Australasian Road Safety Conference in Melbourne, 16-18 September 2020. This leading road safety conference brings together over 600 national and international experts to present the latest findings and innovations in road safety. We anticipate that the committee and the supporting staff would find the conference program helpful to connect with leading experts and find out about current road safety action.

Since 2011, the Amy Gillett Foundation has made more than 20 submissions to parliamentary inquiries. We are a leading voice in cycling safety and welcome engagement on issues related to the safety on our roads and encourage you to contact us if you have any questions or require additional information.

Yours sincerely



Dr Marilyn Johnson  
Acting Chief Executive Officer  
**Amy Gillett Foundation**

## Terms of reference for the inquiries

Federal	NSW	Victoria
Joint select committee on Road Safety	Reducing trauma on local roads in NSW	Inquiry into the increase in Victoria's road toll
a. the effectiveness of existing road safety support services and programs, including opportunities to integrate Safe System principles into health, education, industry and transport policy;	The role of local roads in road safety and trauma	(1) current Victorian Towards Zero Road Safety Strategy 2016-2020 and progress towards its aim of a 20 per cent reduction in fatalities with 200 or less lives lost annually by 2020;
b. the impact of road trauma on the nation, including the importance of achieving zero deaths and serious injuries in remote and regional areas;	The effectiveness of existing road safety planning requirements, including in other jurisdictions	(2) adequacy and scope of the current driver drug and alcohol testing regime;
c. the possible establishment of a future parliamentary Standing Committee on Road Safety and its functions;	Opportunities for improving road safety planning and management on local roads, including through the Local Government Road Safety Program and Community Strategic Planning	(3) adequacy of current speed enforcement measures and speed management policies;
d. measures to ensure state, territory and local government road infrastructure investment incorporates the Safe System principles;	The role of local communities and their representatives in identifying and delivering road safety initiatives to reduce trauma on local roads	(4) adequacy of current response to smart phone use, including the use of technology to reduce the impact of smart phone use on driver distraction;
e. road trauma and incident data collection and coordination across Australia	Other relevant matters.	(5) measures to improve the affordability of newer vehicles incorporating driver assist technologies;
f. recommending strategies, performance measures and targets for the next National Road Safety Strategy;		(6) adequacy of current road standards and the road asset maintenance regime;
g. recommendations for the role of the newly established Office of Road Safety		(7) adequacy of driver training programs and related funding structures such as the L2P program; and
h. other measures to support the Australian Parliament's ongoing resolve to reduce incidents on our roads, with a focus on the recommendations from the Inquiry into the effectiveness of the National Road Safety Strategy 2011–2020.		(8) adequacy and accuracy of road collision data collection

## Integration

Federal	NSW	Victoria
a. the effectiveness of existing road safety support services and programs, including opportunities to integrate Safe System principles into health, education, industry and transport policy;	The role of local communities and their representatives in identifying and delivering road safety initiatives to reduce trauma on local roads	

Overall, there is limited integration of road safety activities across other portfolios (e.g. health, education) or across jurisdictions, as clearly evidenced by these three separate inquiries.

Significant gains could be made with a more cohesive approach that included the real costs of trauma on our roads, but also the bigger individual and societal costs of our auto-dependency. Put simply, in Australia we do not accurately calculate the full cost of driving. There are many consequences of too many people driving for too many trips, too often, below are just a few and the policy areas involved:

- death, serious injury and trauma associated with auto-dependency      whole of government
- reduced incidental physical activity      health
- increased obesity      health
- increased traffic congestion      industry, transport, planning
- motor vehicle emissions      environment
- increased need for parking      land use, built environment
- driver-focused licensing and training      education (culture and attitudes)

It is critical that the true costs of driving are recognised and included in the policy approach to transport and road use as this is fundamental to reducing the number of people being killed or seriously injured on our roads.

This requires integration across the whole-of-government to enable us to evolve the way we travel, and move away from the car 'for all purposes' to a model that supports people to take the best mode for the trip. This includes accurately pricing the cost of driving and investment in infrastructure that supports people to choose to walk for trips up to 1km and cycle for trips up to 5km.

One example from the scientific literature illustrates this point. For people who lived up to 5km from the station, the main barrier to cycling was lack of infrastructure.<sup>1</sup> While it might be easy to argue that cycling infrastructure is expensive to retrofit on roads, this argument does not stack up against the cost of building car parking at train stations:

Cost to building parking at urban train stations:

\$14,000	X 1 car space in a multistory carpark
\$100-500	X 1 bike space

We included the NSW ToR in this section on integration as it is essential to involve the community in road safety if we are to realise meaningful gains. While our culture about road safety – and attitudes about whether it is an important or urgent issue – requires clear, government policy and action, it also requires people to be involved and engaged in the process.

### Grant schemes

One potential lever that all governments could pull is to create cross-department grant schemes that included the relevant departments to provide guidance about project development and to provide advice through, for example, a steering group for grant recipients. Grant schemes are a good example of ways to engage the community in actions and activities that are embedded and activated in the community.

Recent examples include the Road Safety Enablers and Awareness Fund (Federal) and the Transport Accident Commission (TAC) Towards Zero grant that support community programs to promote safety on our roads. However, these grant schemes could be enhanced by offering a grant scheme that worked across the government departments.

For example, the Amy Gillett Foundation was successful in the latest RSEAF round to deliver demonstration Sharing Road Safely courses in three major cities. Sharing Roads Safely is a program delivered by the Amy Gillett Foundation that teaches truck drivers about safe behaviours when sharing the roads with cyclists, pedestrians and motorbike riders. Obviously this program cuts across several government departments (transport, industry, education etc). It would be beneficial to the Amy Gillett Foundation if we were able to meet regularly with representatives from the different departments during the course of the grant period. This would enable us to provide feedback on our progress but, perhaps more importantly, for the government to help guide the work to ensure the program being delivered achieves the goals of the grant scheme and more broadly, helps to build networks to support a more integrated approach.

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<sup>1</sup> Weliwitiya H, Rose R, Johnson M (2019) Bicycle train intermodality: effect of demography, station characteristics and the build environment. Journal of Transport Geography 74, 395-404  
<https://www.sciencedirect.com/science/article/abs/pii/S0966692318306112>

## Number of people killed or seriously injured on our roads – impact and progress

Federal	NSW	Victoria
Joint select committee on Road Safety	Reducing trauma on local roads in NSW	Inquiry into the increase in Victoria’s road toll
b. the impact of road trauma on the nation, including the importance of achieving zero deaths and serious injuries in remote and regional areas;		(1) current Victorian Towards Zero Road Safety Strategy 2016-2020 and progress towards its aim of a 20 per cent reduction in fatalities with 200 or less lives lost annually by 2020;

The impact of trauma on our roads is well documented, and we defer to the recent Review of the National Road Safety Strategy for details on the broader impact and a comprehensive review on the progress to date and specific actions that are needed to decrease the number of people killed and injured on our roads.

What is missing from the public discourse is any sense of urgency. There is an acknowledgement of the trauma and tragedy of deaths on our roads, but as Dr John Crozier said, the trauma is a “drip-feed”, and while as many people are killed in Australia every year as would be killed in just one plane crash, this small incremental number has become a tolerated part of road use that largely goes unnoticed by the Australian public unless the person killed is a known to them (family or friend) or a celebrity is killed.

### Language

Key to this topic is the use of language. In particular, the Victorian inquiry title and Terms of Reference is an example of how we can improve the way we talk about deaths on the road to increase community action.

#### “Toll”

The use of the word toll is highly problematic. A toll is an accepted cost to use or access a service. Using the word toll in relation to deaths on the road suggests that this is the cost that we as a community have agreed to pay, or it is inevitable that we will pay in order to use the road network.

#### “Fatalities” and “lives lost”

Polite euphemisms are problematic as they mask horror of road crashes and makes it easier to dismiss the urgent need for action. The term “fatality” has a medico-legal authority but the formality of the word makes it seem part of a formal process. While “lives lost” is both incorrect (as these lives cannot be found) and the passivity of the language suggests that there is nothing anyone could have done to prevent this outcome, which is also incorrect.

The accurate and meaningful use of language is an important part of how the public perceives and relate to issues. In the road safety space, we need to move towards more accurate and relevant words, for example:

<del>Road toll</del>	Deaths on our roads or Number of people killed on our roads
<del>Fatalities</del>	Deaths
<del>Lives lost</del>	Deaths
<del>Road deaths</del>	Roads do not die, always refer to a person e.g. Deaths on Victorian roads

### **Zero or 20 percent?**

The Amy Gillett Foundation supports a zero harm agenda.

The vision of the Amy Gillett Foundation is to achieve zero cyclist deaths.

Clearly there is something wrong with the goal for road safety.

Are we aiming for zero deaths or a reduction of 20 percent?

The Amy Gillett Foundation supports the goal in the Federal ToR of achieving zero deaths and serious injuries. However, we also recognise the pragmatism in the Victorian goal of a reduction, particularly as 2019 was such a tragic year on the roads in Victoria with 268 people killed, an increase of 25.8% compared to 2018. While a 20 percent target is not ambitious enough, the current increase in deaths on the road is alarming.

Greater investment is needed to achieve the aspirational goals of the Safe System that is zero deaths or serious injuries. But this must include a shift away from the default assumption that transport must be in a motor vehicle. Internationally by increasing the proportion of people walking and cycling, there is a commensurate increase in safety<sup>2</sup> however we need greater action in Australia to achieve the level of active transport to achieve these safety benefits.

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<sup>2</sup> Jacobsen P. (2004) Safety in numbers: more walkers and bicyclists, safer walking and bicycling. *Injury Prevention*, 9 (3), 205-209

## Another committee

Federal	NSW	Victoria
Joint select committee on Road Safety	Reducing trauma on local roads in NSW	Inquiry into the increase in Victoria's road toll
c. the possible establishment of a future parliamentary Standing Committee on Road Safety and its functions;		

Yes and no.

Yes

This would be a welcome addition to the list of committees if the members were from across the different government departments and resulted in actioned outcomes.

It could also offer the opportunity for members of parliament to have time to learn about the key principles of road safety and develop a greater depth of understanding about road safety and the importance of the action needed.

No

The cynical view is that recommendations from previous parliamentary committees to government on a range of essential road safety actions have been ignored – so this will not be any different. As we noted above, we have made of 20 submissions to many parliamentary committees since 2011 and this has sometimes resulted in direct action and action by governments. However, despite the work and by bipartisan committees, the recommendations have largely failed to be implemented by governments.

Our perspective is that parliamentary committees typically examine issues raised in Terms of Reference with a sense of the importance and seriousness of the topic. However, between the evidence provided by expert witnesses, the drafting of the report and the final action by governments, there is a gap that means issues can become politicised and the necessary action is not taken.

For establishing a Standing Committee to be useful, it would need to improve on the current processes and lead to more efficient and effective outcomes for road safety.



## Safe System principles

Federal	NSW	Victoria
Joint select committee on Road Safety	Reducing trauma on local roads in NSW	Inquiry into the increase in Victoria's road toll
d. measures to ensure state, territory and local government road infrastructure investment incorporates the Safe System principles;	The role of local roads in road safety and trauma	(6) adequacy of current road standards and the road asset maintenance regime;
	The role of local communities and their representatives in identifying and delivering road safety initiatives to reduce trauma on local roads	

While at first glance, the federal government ToR sounds like a reasonable, practical and important goal, there are several steps required by the federal government to support this goal.

### Federal first

Before the different levels of government are measured for their inclusion of the Safe System principles, the federal government needs to take action to ensure the principles are actually embedded in their own areas of work.

In terms of cycling safety, the current Austroads standards for roads and paths are below international best practice and need a significant review to meet the standards of high cycling countries. This is particularly urgent work in the two largest cities in Australia, Sydney and Melbourne as works continue to build them into megacities that will not function if transport remains heavily reliant on the car. Austroads standards are the foundation of much of the infrastructure work that is conducted by state, territory and local government. For these governments to be held accountable to Safe System principles, these guidelines must be updated.

### State action

Again, this joint submission highlights the importance of collaboration across governments to improve standards in road safety as there is a direct relationship between the standards set by Austroads and the adequacy of the current road standards. While the Victorian Department of Transport does maintain a series of supplementary notes about cycling infrastructure design to address the gaps in the national standards, significant efficiencies will be gained through a lifting of the quality of the cycling design standards to current international best practice.

### Community involvement

The road asset maintenance regime in Victoria, and this is applicable to other states, can be augmented by the contribution of the community. An excellent example of this is the 2016 BikeSpot program supported by the TAC that invited the public to identify locations on the road that people felt were safe or unsafe.

Figure 1 is a visualisation of that data for Melbourne. This type of crowdsourcing could easily be modified to provide a platform to engage the community in their own streets and road safety and

provide federal, state and local governments with an exponential increase of data points to better understand the road network.

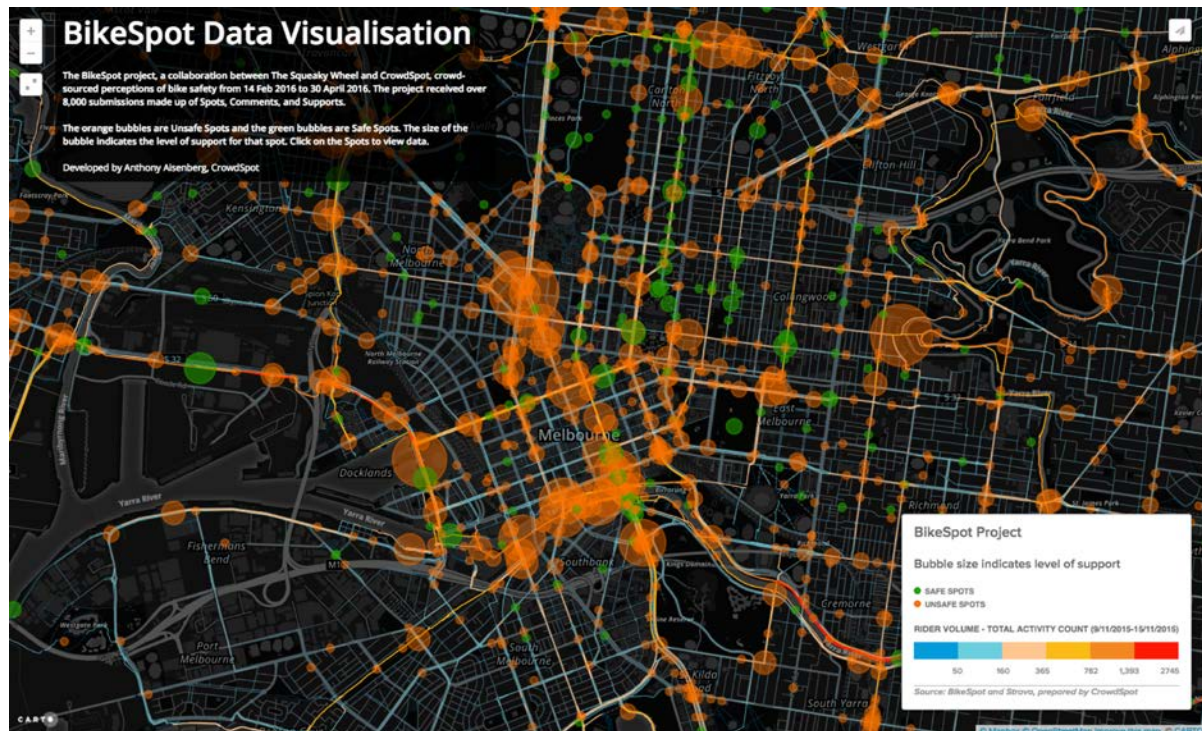


Figure 1. BikeSpot data visualisation for Melbourne<sup>3</sup>

## Education

A key gap in this goal is the lack of education about safe design principles for roads in the undergraduate engineering degrees in Australia. In a recent review of all the undergraduate civil engineering degrees identified that there is a significant gap in road design education and almost no content on cycling infrastructure.<sup>4</sup> It is essential that there is greater inclusion of the Safe System and safe design principles and practices, underpinned by an updated Austroads, in the undergraduate civil engineering degrees in Australia.

In addition, there is an urgent need for widespread education among current engineers who are leading these projects. I recently attended a short course on Designing for Pedestrians and Cyclists run by Transport and Main Roads in Queensland. While the course is excellent and needs to be adopted nationally as a model for upskilling engineers, it was evident that the attendees in the room prioritised motor vehicles over active transport, even in areas of high pedestrian and cyclist activity where TMR staff were explicit that people walking and cycling were the main focus of the design. This is a particular concern and is likely to indicate a larger bias towards car-centric action.

These changes to the standards and the increased education of engineers are critical to ensure any process that measures compliance is useful.

<sup>3</sup> CrowdSpot (2016). Crowdsourcing perceptions of bike [cycling] safety. <http://www.bikespot.org.au/>

<sup>4</sup> Rose, G. Cycling Futures. Chapter 14. Teaching Australian civil engineers about cycling. <https://www.adelaide.edu.au/press/system/files/media/documents/2019-04/uap-cycling-futures-ebook.pdf>

## Data

Federal	NSW	Victoria
Joint select committee on Road Safety	Reducing trauma on local roads in NSW	Inquiry into the increase in Victoria's road toll
e. road trauma and incident data collection and coordination across Australia		(4) adequacy of current response to smart phone use, including the use of technology to reduce the impact of smart phone use on driver distraction; (8) adequacy and accuracy of road collision data collection

### Crash data

This same point is being made in both the federal (e) and Victorian inquiry (8) and we agree that greater investment is needed to provide accurate and timely reports of crashes on our roads.

Data is critical to understanding all aspects of road safety. However, nationally there are significant gaps in the process of data collection and coordination that contributes to lengthy details. Greater coordination, nationally agreed and used classifications for crash type and injury severity is needed to ensure the data is easy and quick to update and provide a clear and current picture of crashes on the road at any given period of time.

However, we strongly urge all governments to acknowledge the major limitations of crash data in understanding the safety-related issues, experiences and concerns for cyclists. Cyclist crashes are significantly under-reported and currently neither police nor hospital reported crashes provide a clear picture of the number of people involved in crashes on their bikes.

Further and arguably, the larger cost not being reported in the data, are the volumes of people who are not walking or cycling due to concerns about safety. This relates back to the point made above, that more is needed to fully understand the costs of the car dependency in Australia.

### Technology

In addition to the goals of the Victorian inquiry (4) and the urgent need for more action to reduce people's use of distraction when driving, particularly in relation to mobile phone use, we also encourage government to consider how big data generated by mobile phones could be used in the event of a crash. There is greater potential to use the data, particularly when a person is killed in the crashes, to understand more about the movements and activities of everyone involved prior to the crash.

### Crash data is not enough – exposure measures are essential

For crash data to make sense in Australia we need an accurate exposure measurement that enables us to calculate the rate of crash events and therefore the changes in levels of safety. While anecdotally we can see more people cycling on the roads for transport or leisure, we do not have a reliable evidence base to confirm these observations. Changes in both the number of people cycling and the number of hours spent riding on the roads, are critical to understanding relative safety.

This exposure measurement is fundamental to inform wise investment in infrastructure to support people riding and walking to locations that are meaningful and provides the level of service required.

## Strategies, performance, measures, targets

Federal	NSW	Victoria
Joint select committee on Road Safety	Reducing trauma on local roads in NSW	Inquiry into the increase in Victoria's road toll
f. recommending strategies, performance measures and targets for the next National Road Safety Strategy;	The effectiveness of existing road safety planning requirements, including in other jurisdictions	(3) adequacy of current speed enforcement measures and speed management policies;
g. recommendations for the role of the newly established Office of Road Safety	Opportunities for improving road safety planning and management on local roads, including through the Local Government Road Safety Program and Community Strategic Planning	
h. other measures to support the Australian Parliament's ongoing resolve to reduce incidents on our roads, with a focus on the recommendations from the Inquiry into the effectiveness of the National Road Safety Strategy 2011–2020.	Other relevant matters	

### Recommendations

Recommendations have already been made. This is a key point of the Review of the Road Safety Strategy by Associate Professor Jeremy Wooley and Dr John Crozier in their final report. We urge all parliamentary committees to review the work that has already been done. The recommendations are clear; greater efficiencies are needed in government processes to reduce duplication and delays for action that have already been implemented and are realising significant road safety benefits internationally.

One key example is the need for a decrease in the default urban speed limit. We have inserted an excerpt from our previous submission to the Inquiry into progress under the National Road Safety Strategy 2011-2020, a joint submission lead by the Amy Gillett Foundation in partnership with Cycling Australia, Bicycle New South Wales, Pedal Power (ACT) and WestCycle. For the full submission go to: [http://www.amygillett.org.au/wp-content/uploads/2018/09/AGF\\_Joint-submission-Review-of-National-Road-Safety-Strategy2.pdf](http://www.amygillett.org.au/wp-content/uploads/2018/09/AGF_Joint-submission-Review-of-National-Road-Safety-Strategy2.pdf)

### Safe speeds

Lower speed and corresponding lower speed limits are vital for meaningful action on vulnerable road user safety.

#### Safe System Principle 2

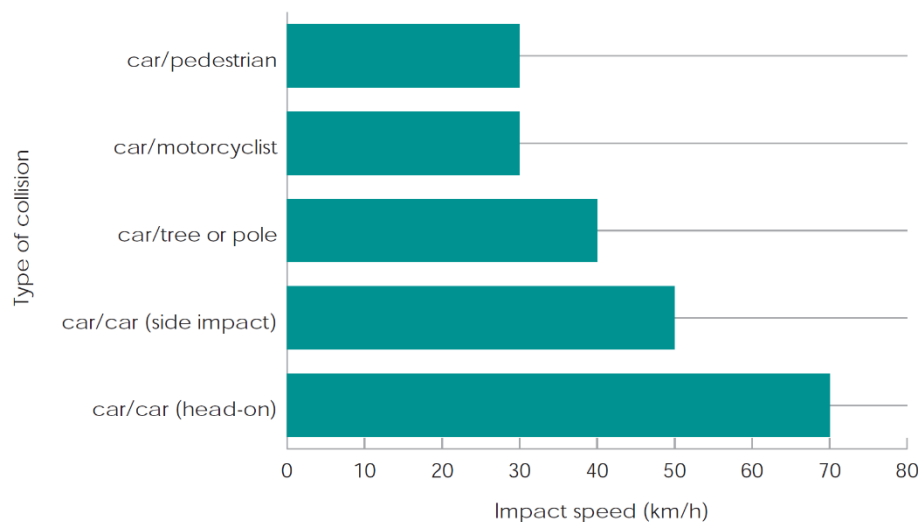
Human physical frailty. There are known physical limits to the amount of force our bodies can take before we are injured.

#### Safe System Principle 3

A 'forgiving' road transport system. A Safe System ensures that the forces in collisions do not exceed the limits of human tolerance.

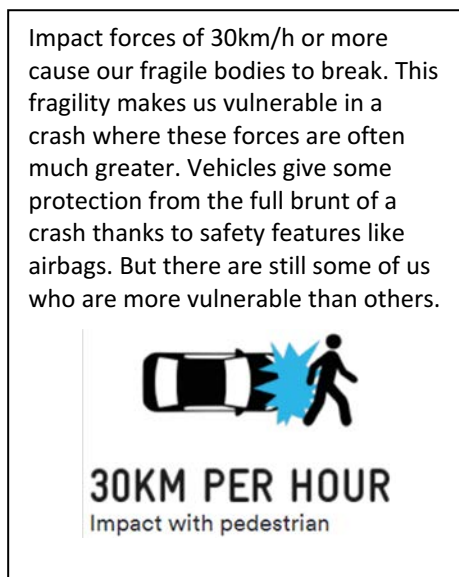
Speeds must be managed so that humans are not exposed to impact forces beyond their physical tolerance. System designers and operators need to take into account the limits of the human body in designing and maintaining roads, vehicles and speeds.

The Safe System has human tolerance to crash forces at its centre. For this to be true for vulnerable road users, then the second principle of human physical frailty is a matter of simple physics. Higher speeds will result in greater injury and potentially death. The correlation between speed and survivability is already known in terms of the national strategy and was explicitly included in the NRSS 2011 (Figure 5).



**Figure 5. Survivable impact speeds for different crash scenarios (NRSS, 2011)**

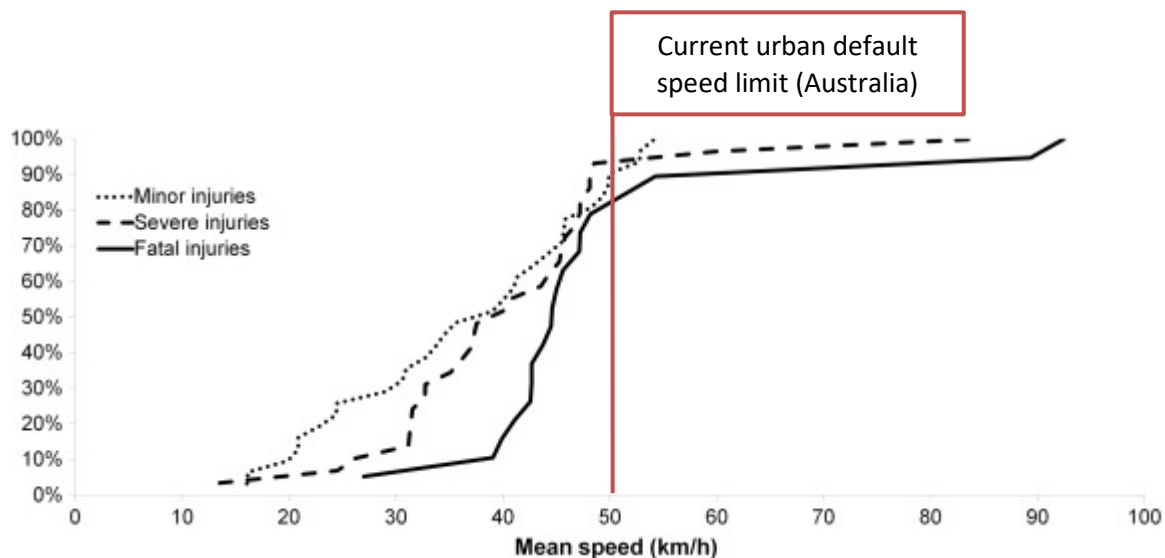
The corollary is also simple. Lower posted speeds will lead to lower impact speed and when we inevitably make a mistake, there is a lower likelihood of death or injury. The science is irrefutable. Lower impact speeds will result in a reduction in death and injury for pedestrians and cyclists. This is widely recognised at the jurisdictional level, for example Figure 6 is taken from the Transport Accident Commission in Victoria and recognises that impact speeds above 30km/h will cause a vulnerable road user harm.



**Figure 6. Speed information from the Transport Accident Commission (TAC, Victoria)**

At a strategic, theoretical level, the relationship between vulnerable road users and speed is clearly recognised – vulnerable road users are more likely to survive crashes that occur at lower speeds. Yet this is not the reality on our roads – specifically in local, neighbourhood streets where the default urban speed limit is 50km/h.

Figure 7 is from a recent Swedish study of data from 8,166 pedestrian crashes and shows the relationship between speed and injury outcome (Kröyer, 2015). The data clearly shows the risk to pedestrians for injury increases from as low as 20km/h with the likelihood of death increasing exponentially at speeds above 40km/h. However, the current default urban speed limit in Australia, the speed that we can legally drive on our local neighbourhood streets is 50km/h. At 50km/h, there is an 80% or greater risk of injury or death. The risk curves are even steeper for young children, seniors and older seniors, who are more likely to be seriously injured or killed at lower speeds.



**Figure 7. Mean speed by injury severity (pedestrian-motor vehicle crashes) (Kröyer, 2015)**

The national urban default speed limit of 50 km/h is too high to be considered safe under the Safe System principles. Lowering the default speed limit in residential areas is an important next step. Lower speed limits in inner city and local streets will lead to lower travel speed and importantly, lower impact speeds when a crash does occur. Lower severity of injury outcomes and increased amenity of our streets will assist with making it more likely that people will walk and cycle.

We already have lower speed zones in Australia. Around schools and in urban shopping strips, the speed limit has been reduced to 40km/h. Speed reduction needs to be considered across all our neighbourhood streets to increase the level of safe, active movement in and around our homes.

Internationally, neighbourhood-scale speeds are being introduced with 30km/h or 20 mph (32km/h). In Europe, 30km/h are an important component to 'liveable' streets where the safety priority is on the vulnerable road users, pedestrians and cyclists, as well as children and seniors. Cities and municipalities in 15 European countries have implemented 30km/h zones including: [Austria](#), [Belgium](#), [Finland](#), [France](#), [Germany](#), [Ireland](#), [Italy](#), [Luxemburg](#), [Netherlands](#), [Poland](#), [Slovenia](#), [Spain](#), [Sweden](#), [Switzerland](#) and [United Kingdom](#). Click on each country for additional details on action on implementation of 30 km/h. In the United State of America, 11 states have implemented lower speed zones (20mph), with extensive action in New York City to improve safety and amenity for people when they walk and cycle.

Coordination and collaboration to reduce duplication and improve efficiencies

The New South Wales ToRs highlight the needs from a process perspective, to improve coordination across planning and management, particularly on local roads. This speaks directly to the need for a clear strategic approach to road safety that encourages coordination and collaboration to ensure the leading approaches are implemented nationally as quickly and as efficiently as possible.

Again, we have included an excerpt from our submission to the Inquiry into progress under the National Road Safety Strategy 2011-2020 to illustrate the lack of efficiency in the current approach.

With federated jurisdictions, the task of improving the protection of vulnerable road users is a complicated and lengthy process that requires sustained effort and investment. One example is the efforts to amend road rules to include minimum distances when drivers pass cyclists.

For decades the national guideline has required drivers to leave a minimum lateral distance when passing cyclists. The Amy Gillett Foundation started an education campaign to raise awareness about this guideline in November 2009. Then in 2012, when a Brisbane court found not guilty the driver of a heavy vehicle that hit and killed cyclist Richard Pollett, the AGF moved for minimum distances to be specified in the road rules.

At the time of writing, seven jurisdictions in Australia have amended or are trialling the amendment of road rules related to minimum passing distances for cyclists. From the beginning of the parliamentary process, providing minimum passing distances for cyclists in the road rules has been considered and recommended by four Parliamentary committees and other policy fora, and road rules have been amended permanently in three jurisdictions and/or trialled for a total of eight years across four jurisdictions. The timeline of action from the first parliamentary committee is included in Table 2.

We urge the **Victorian government** to amend the road rules to specify the minimum passing distances when drivers pass cyclists. Specifically a minimum of:

- 1 metre in speed zones up to and including 60kph
- 1.5 metres in speed zones over 60kph

#### **Other measures – Australasian College of Road Safety**

The Amy Gillett Foundation is a member and supporter of the Australasian College of Road Safety and we encourage all levels of government to engage with the College as a way to access the leading experts in road safety in Australia and New Zealand.

Reducing trauma on our roads requires a multidisciplinary and interdisciplinary responses that cannot be addressed by just one discipline (e.g. engineering) or just one department (e.g. transport) – which brings us back to the earlier discussion about the need for greater collaboration across government departments.

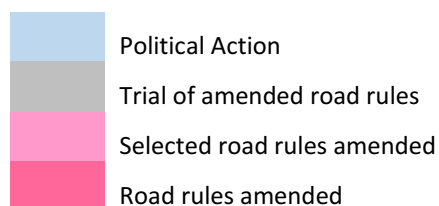
For any level of government to find and access the leading experts in road safety, we urge the committees leading these current inquiries, and any future inquiries, to contact the Australasian College of Road Safety.

As noted above, we also urge the committees and their staff to attend the annual Australasian Road Safety conference. Direct engagement with the expert members of the College needs to be a core function of the Office of Road Safety. The administrative staff based in Canberra will be able to provide access to the experts nationally, many of whom are world leaders in road safety.



**Table 2. National timeline of action for minimum passing distance**

	2013			2014				2015				2016				2017				2018				2019				
	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
<b>Federal</b>														Senate Steering Committee Recommends					Final report tabled	Govt response due, 26 Jan 2018								
<b>SA</b>										Citizens Jury		Road Rules amended to specify minimum passing distances																
<b>QLD</b>	Parliamentary Inquiry			April - Two Year Trial Commences				Amended Road Rules continue beyond trial																				
<b>TAS</b>				Steering Committee				February - Selected Road Rules Amended				Road Rules amended to specify minimum passing distances																
<b>ACT</b>	Parliamentary Inquiry			November - Two Year Trial Commences																Amended Road Rules continue beyond trial								
<b>WA</b>	November - Regulation Changed																											
<b>NSW</b>										Roundtable Meetings		March - Two Year Trial Commences								Amended Road Rules continue beyond trial								
<b>NT</b>												AMM being considered in development of new Road Safety Action Plan				Commitment to introduce MPD within 1-2 years				Road Rules Amended								
<b>VIC</b>								Parliamentary Inquiry				Nov - One Year Education Campaign Commences																



## Driver training

Federal	NSW	Victoria
Joint select committee on Road Safety	Reducing trauma on local roads in NSW	Inquiry into the increase in Victoria's road toll
		(7) adequacy of driver training programs and related funding structures such as the L2P program;

### Novice drivers – Cycle Aware

Urgent and immediate action is needed to revise and update the way novice drivers are taught and tested about sharing the road with cyclists.

Cycle Aware is a major research project that was funded by the Australian Research Council and will be completed in 2020. The project reviewed all government produced driver licensing documentation and testing and reported that cyclists are often represented as being problematic or hazards to drivers. This needs to be addressed nationwide as it directly contributes to the (negative) attitudes about cyclists in Australia.

We urge all committees to visit the Cycle Aware website at [cycleaware.org](http://cycleaware.org) and review the findings of the study and the new online training module that is ready to be implemented into the driver licensing process nationally.

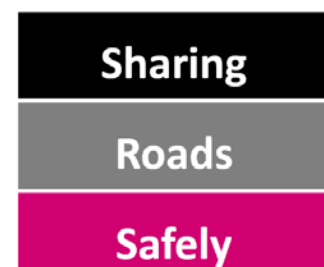
- New learner driver training module
- Online interactive
- Video based learning situations
- Evidence based
- Tested and evaluated



### Heavy vehicle drivers

The Amy Gillett Foundation delivers Sharing Roads Safely, a training program for heavy vehicle driver based on the international best practice course, CLOCS, Safe Urban Driving which has been delivered over 100,000 times and realised significant reductions in road safety.

Sharing Roads Safely has been specifically designed for the Australian context. We regularly consulted with industry during the course development project. We regularly deliver the course in Melbourne and we have recently received support from the Australian Government through the Road Safety Awareness and Enablers Fund to deliver demonstration projects interstate.



We recently detailed the course in a submission to the National Transport Commission and we have included that full submission as an appendix.

We would welcome all governments to contact us to find out more about Sharing Roads Safely or go to: <https://www.amygillett.org.au/programs-resources/driver-training>

## APPENDIX 1

30 August 2019

National Transport Commission  
Level 3/600 Bourke Street  
Melbourne Vic 3000  
Via: [ntc.gov.au/submissions/](http://ntc.gov.au/submissions/)

### **AGF Submission to Safe People and Practices**

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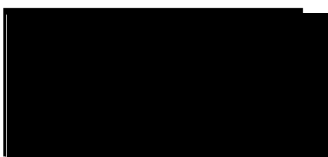
The Amy Gillett Foundation (AGF) welcomes the opportunity from the NTC to consider Safe people and practices in this review of the Heavy Vehicle National Law (HVNL). The AGF is a national organisation with a mission to reduce the incidence of serious injury and death of cyclists in Australia. We draw on evidence and international best practice, and collaborate with governments, business and the community to create a safe environment for cyclists, while maintaining an efficient road network for all road users.

Safety is the primary concern for the AGF. Specifically in relation to heavy vehicles, we are currently delivering Sharing Road Safely, a training program for heavy vehicle drivers developed to increase the awareness and safety of vulnerable road users. Based on the international best practice driver training program developed in the United Kingdom as part of the CLOCS program, the AGF is working with the Victorian State Government to deliver the program to driver across Big Build major projects. We are also working with other jurisdictions to deliver demonstration programs and with the National Road Safety Partnership Program to develop a nationally accredited program, CLOCS-A to bring the successful UK approach to Australia.

Driver attitude and the broader driver culture can be very difficult to shift. However, Sharing Roads Safely is already having a positive impact of drivers' awareness, behaviour and attitudes towards vulnerable road users. In this submission we have provided details of the program and how it might fit into a safe practice in the heavy vehicle industry in relation to driver training, licensing and culture. In addition, we draw your attention to the [program](#) of the upcoming Australasian Road Safety Conference to be held in Adelaide, 25-27 September 2019 where there are several presentations on heavy vehicles and safety.

We welcome engagement on issues related to the safety on our roads and encourage you to contact us if you have any questions or require additional information.

Yours sincerely



Dr Marilyn Johnson  
Acting Chief Executive Officer  
**Amy Gillett Foundation**



Sharing

Roads

Safely

**Q1: Have we covered the issues relating to safe people and practices accurately and comprehensively? If not, what do we need to know?**

**Q2: What aspects of safe people and practices are currently regulated well? What needs to be regulated better? What aspects of safe people and practices are currently regulated well? What needs to be regulated better?**

We trust that the NTC are familiar with the world leading approach to heavy vehicle safety developed in the United Kingdom, through the two approaches FORS (Fleet Operator Recognition Scheme) and CLOCS (Construction Logistics and Community Safety). This international best practice approach was co-designed by the UK Government through Transport for London and the heavy vehicle industry and covers regulation and industry including driver training, vehicle standards, site and route planning. There is currently a Memorandum of Understanding between the State Government of Victoria and Transport for London. Discussions are underway to develop an Australian version of CLOCS, currently being referred to as CLOCS-A.

**Q3: What should the future HVNL do to regulate safe people and practices so heavy vehicle drivers and others are safe? What risks are adequately managed by other regulatory controls? Are there any risks to the safe driver that are not currently regulated at all, and if so, how should these risks be regulated?**

There may be a role for regulation and the requirement of all heavy vehicle drivers nationally to complete a vulnerable road user course that includes an on-road component. Over the last decade, the UK course has been delivered over 100,000 time and this has had measurable reductions in road safety outcomes.

**Q5: How can the HVNL support better training and a higher level of driver competency? How can it support ongoing professional development?**

It can support better training in several ways:

- Require vulnerable road user awareness training as part of national heavy vehicle driver licence
- Recognise and accredit high quality vulnerable road user awareness training courses such as the AGF Sharing Roads Safely (details below)
- Actively support and not introduce barriers to a centralised licensing system that allows drivers to easily compile with licensing and training requirements across jurisdictions

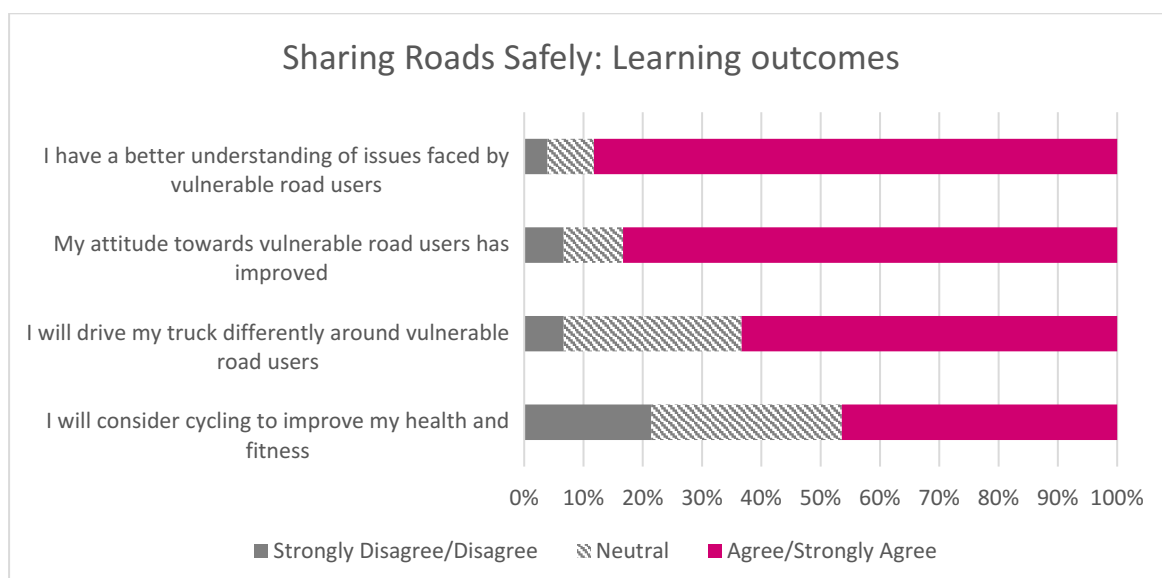
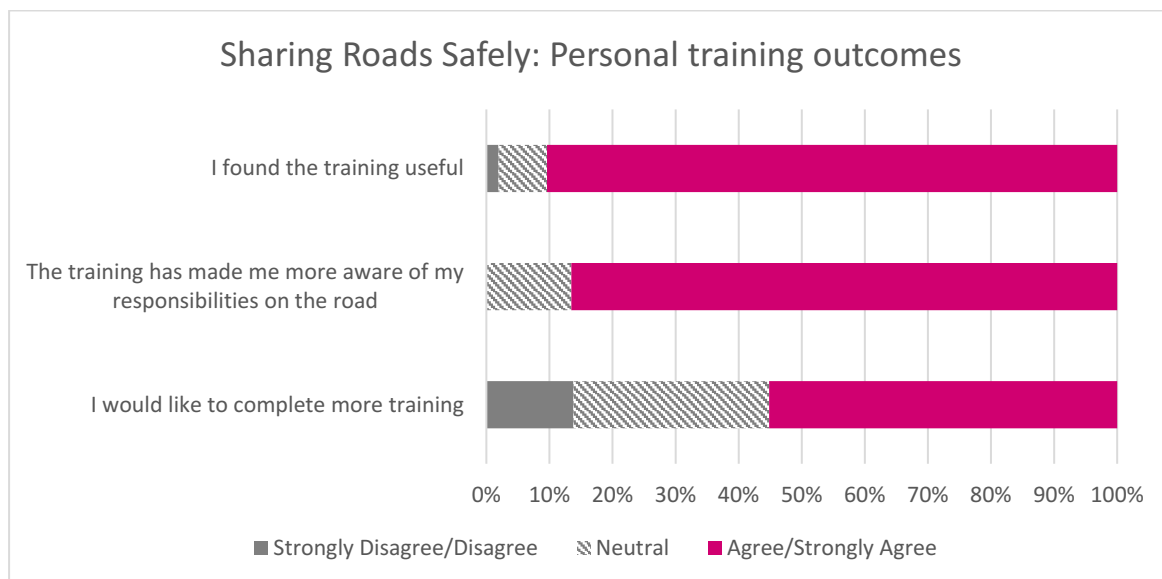
In Australia, the AGF led the adaptation of the CLOCS driver training program (Safe Urban Driving) for Australian roads called Sharing Roads Safely. Developed in consultation with over forty representatives from the heavy vehicle industry and the Victorian State Government, the program has been delivered in three locations across Melbourne since September 2018. A short overview video of the course can be seen by clicking the image above or this [link](#).

The program is designed to improve driver awareness of vulnerable road users, namely pedestrians, cyclists and motorcyclists. The program structure has three modules as described in the table (right).

Sharing Roads Safely: program description	
<b>Module 1</b> Online ~20 mins	<ul style="list-style-type: none"> <li>• Introduces the Safe System approach</li> <li>• Sets up foundation that ‘everyone makes mistakes’</li> <li>• Includes key scenarios involving all vulnerable road users</li> <li>• Safe actions to minimise risk</li> <li>• Quiz questions</li> </ul>
<b>Module 2</b> Facilitated workshop 2 hours	<ul style="list-style-type: none"> <li>• Interactive activities that address:             <ul style="list-style-type: none"> <li>• Safe route planning</li> <li>• Safe behaviours when sharing the road with vulnerable road users</li> <li>• Safe vehicle equipment and technology</li> </ul> </li> <li>• Original video stories from:             <ul style="list-style-type: none"> <li>• Driver who was involved in a fatality crash with a motorcyclist</li> <li>• Family member of a cyclist killed in a crash with a turning truck</li> </ul> </li> </ul>
<b>Module 3</b> On-road practical 2 hours	<ul style="list-style-type: none"> <li>• Off-road skills test</li> <li>• 2-3km ride on public roads including pedestrian activity</li> <li>• Debrief</li> </ul>

## Driver feedback

Drivers complete an evaluation form at the end of the course and are reporting positive changes including improved knowledge, awareness and attitudes. The two charts included below provide an overview of drivers' feedback on the personal training and learning outcomes of Sharing Roads Safely.



**Q7: Should heavy vehicle driver licences be national? If so, should this be by mutual recognition, nationalism or some other approach? If licences shouldn't be national, why not? Should licensing progress subject to experience rather than arbitrary timeframes?**

We support a national heavy vehicle driver licensing system. However, while a national approach is preferable on paper, we appreciate that there are likely to be implementation issues that may delay or derail attempts to have one system. Also, there seems to be a prima facie case for licensing progress based on experience rather than timeframes. However, there would need to be a simple and accurate mechanism to measure and report on such a requirement.

From the perspective of the safety of people outside the trucks, the mechanism is less important than the outcome. We support a system, mutual recognition or national, that requires all heavy vehicle drivers to complete vulnerable road user training that includes an on-road component.

**Q11: How can the future HVNL nurture a culture that places a high level of importance on safety?**

By clearly reinforcing the messaging of the Safe System approach, the safety is a shared responsibility and that **we will all make mistakes**. This has been the most important message in our experience in truck driver training. Consistency across all stakeholders in the road safety space to continually reinforce the need for all of us to take care on the roads.