



CITIZENS' JURY REPORT

SHARING THE ROADS SAFELY

Final Report to the Premier of South Australia

“...behaviours and attitudes must change” Juror

November 2014

This report is about people: not motorists or cyclists!

“Motorists and Cyclists will always be using our roads. What things could we trial to ensure they share the roads safely?”

This work reflects the outcomes of a randomly selected Citizens' Jury charged with exploring safer sharing of roads. One of the fundamental pillars to this report and this Jury's deliberations is the Jury's belief in people - and that they are able to change for the better. Responsibility, respect and courtesy are central to a thriving society. This applies to how we use our roads.

This report summarises this Jury's best endeavour. The following principles capture what this Jury stands for. These principles underpin all of our recommendations:

- We want to **promote safer road use** for all people
- We know that **being visible keeps people safer**
- We believe the **roads belong to everyone**, of all ages, capabilities and needs
- Our recommendations apply to **everyone in South Australia**, whatever their mode of transport and wherever they live
- **Behaviours and attitudes are central** to this change. We want this report to support a positive shift in the way people who use the roads relate to each other
- Government (at all levels), industry and interested parties need to **better combine their efforts** and resources to get the best outcomes from our recommendations.

The Jury would like to thank all of the experts who shared their professional insights and in many cases lifetimes of knowledge. These inputs not only shaped their recommendations but their knowledge changed the habits of many Jury members on the roads, either as motorists, cyclists and pedestrians themselves.

The Jury also want to thank the many people and organisations who contributed their ideas, through submissions, social media and also through online forums, both formal and informal. Like the Jury, this topic has captivated many people in SA and beyond. Public safety and a thriving society have been on this Jury's minds for this entire experience. Being connected to the public throughout the process helped to ground the Jury in their work.

The Jury looks forward to seeing further work undertaken to address the trials recommended to ensure that motorists and cyclists share the roads safely.

A note from the facilitator: Emily Jenke

The group of randomly selected citizens who make up this Jury are proud of their work and rightly so. True democracy is gritty and tough at times. The Jury had to learn quickly and organise their recommendations quickly. The Jury also had to listen to differing viewpoints, and to work together – sometimes from diverse viewpoints. This group self-managed and members were respectful of each other throughout the process. They served society well. For that they are to be commended.

Recommendation Summary

These recommendations are **not listed in order of priority** – they each have equal importance.

Library of Ideas

The Jury recommend that their ideas be made available to anybody interested in exploring safer sharing of roads.

One metre does matter!

The Jury recommends that current legislation be changed to define the overtaking space between a vehicle and a cyclist as a minimum of one (1) metre.

Formal cycling education in schools

The Jury recommends developing and implementing an integrated safe cycling and road rule education program commencing in primary school and continuing through high school.

Knowing and understanding the road rules

The Jury recommends a permanent change to the drivers' licence permit process which includes:

- Combining the two handbooks (The Drivers Handbook and Cycling and the Law) into one publication.
- A minimum of two questions on cycling in the learners test to be compulsory one each in part A & B

The Jury also recommends two trials are developed:

- A trial focussed on informing
- A trial focussed on assessment.

Cycling on footpaths

The Jury recommend that changes in legislation be made to allow cycling on footpaths when there is no safer alternative.

Improve cycling infrastructure

The Jury recommends some improvements in infrastructure are undertaken. Specifically, these include:

Cycle lanes

The Jury recommends that cycle lanes are interconnected and continuous. **This is a priority for the Jury.** The Jury recommends that maintenance of cycle routes/lanes is undertaken regularly to ensure a safe riding environment (fixing of potholes, removal of debris). The Jury recommends that a realistic minimum cycle lane width be established based on Australian standard. The Jury recommends that future roads in South Australia should be planned to include adequate interconnected cycle paths and lanes.

Greenways

The Jury recommends that existing greenways and bike tracks are connected and extended throughout Adelaide metropolitan areas and rural/Adelaide hills centres. The Jury also recommend the establishment of new greenways and bike tracks in areas which are lacking a safe existing alternative.

Bike storage

The Jury recommend that secure bike cages be constructed at all major train stations and bus terminals to encourage more cycling and the use of public transport. The Jury also recommend trialling the installation of bike racks on the front of buses.

Safer intersections

The Jury recommends that 'green boxes' should be installed at all major intersections across the width of the carriageway.

New and improved cycle lane markings

The Jury recommends a field trial that tests a number of options for improving cycle lane markings be conducted.

Speed and Traffic Flow

The Jury recommend trials of reduced speed and altered traffic flow in residential and denser areas in the Adelaide CBD, metropolitan hubs and regional town centres. These trials should be conducted for a defined trial period.

Collaborative Media and Messaging

The Jury recommends a collaborative creative safe roads campaign that stakeholders such as DPTI, RAA, Motor Accident Commission, SARTA, Bike SA, Local and State Government support collectively.

Annual 'safe cycling environment' award

The Jury recommends that two State Government awards be given annually to one urban and one regional council that successfully implements new cycling and road-sharing initiatives that promote best practice.

High Visibility Initiatives

The Jury recommends that initiatives and laws related to visibility continue and where appropriate are enhanced.

Note: The Jury considered the issue of lower speed limits in denser residential areas and has suggested further trials and community discussion be undertaken. Clearly this is a contentious issue in the community hence why the Jury has suggested further exploration. The Jury also feel that is an opportune time to remind **all users** that speed limits on our roads apply to bikes, cars, trucks and buses – and other means of transport.

Recommendations: The Detail

Library of Ideas

The Jury recommend that their ideas be made available to anybody interested in exploring safer sharing of roads.

Background

The Jury were privileged to have heard from many interested parties in the course of their work.

These experiences took the form of:

- Formal presentations & Q&A scheduled with the Jury
- Submissions which were lodged through the YourSay website
- Online forums: both formal, and informal
- Networking with their own communities of interest
- Live Twitter Chat on Day 4 of their deliberations
- Conducting their own research, observations and reflections
- Use of their own, private online Jury forum.
- Group work in Jury deliberation sessions

All of these experiences, resulted in the Jury being exposed to thousands of ideas and initiatives. These range from the simple and cheap, to the extremely complex and very expensive.

The Jury dived into the process of equipping themselves with ideas and inputs, with over 135 discussion threads unfolding on their own forum through their month of deliberations.

This information, and ideas and solutions explored in sessions has been collated into a 'Library of Ideas' and is attached to this report.

The Jury wish to make this publicly available for anybody interested in exploring the safer sharing of roads. The Jury are pleased to be able to release this document as a record of their ideas, and also their learnings.

Insights/Extra Information

This library of Ideas should be released as, and remain a public document. None of the ideas contained within it are the property of the Jury or the SA Government. It is hoped that this Library might help another community in another place to begin their journey towards the safer sharing of roads.

One Metre Does Matter!

The Jury recommends that current legislation be changed to define the overtaking space between a vehicle and a cyclist as a minimum of one (1) metre. This assumes that all overtaking must occur only when it is safe to do so.

Background

We have learnt that the current law regarding motor vehicles overtaking cyclists states that the vehicle should allow "sufficient room". The problem is that "sufficient" is an ambiguous term and thus likely to result in an unsafe environment for road users as it creates room for error through mis-judgement of distance.

We believe that there are problems with the current law as it lacks a clear definition of the room required to overtake a cyclist.

We see opportunities to improve safety, provide clarity to all parties and encourage further participation in cycling.

This can be achieved by requiring motorists to leave a metre when overtaking a cyclist. The law change should be accompanied by an advertising campaign that raises awareness.

Benefits

We believe that this law change and an accompanying promotional campaign will provide the following benefits:

- Fewer accidents involving motorists and cyclists.
- Increased feeling of safety for all road users
- Further participation in cycling throughout the community
- Change in motoring culture to be more aware of cyclists
- Modifying the behaviour of all road users and promote safety and road sharing.

Insights/ extra information

This recommendation should be led by DPTI who should be encouraged to look at trials of 'Leave a Metre' which have been conducted interstate and overseas.

This idea was one of few remaining ideas which have succeeded after years of deliberation and from trials conducted by the Amy Gillet Foundation.

We support the idea and forward it for consideration.

Formal Cycling Education in Schools

The Jury recommends developing and implementing an integrated safe cycling and road rule education program commencing in primary school and continuing through high school.

- Initially, a trial could be developed with groups of schools in different socio-economic/geographic locations
- This initiative should be done in collaboration with local government, cycling organisations and interested parties

Background

The Jury agrees that more children on the roads will create greater awareness among all road users of the need to share the road safely.

We see opportunities to introduce a safe road use culture among school children right through their school life. We see this as an opportunity to change culture amongst the greater community and over the long term.

By investing in education, older students would then be presented with more active transport options. It will also instil in young people safe use of the roads which would carry over into their driving and/or riding future.

We believe this initiative will:

- Support flow-on benefits (through sharing information) to peers, family and the wider community
- Encourage more children to ride
- Instil confidence in parents that their children will be safe cyclists
- Lead to other initiatives where more children and young people ride such as 'cycling school buses' (a cluster of students and parents who cycle together) – which will enhance safer zones around schools. Our hope is that it would lessen the stigma of cycling being 'uncool'
- Support healthier communities
- Assist to reduce the carbon footprint
- Lessen congestion around schools;
- Reduce the city wide 'school rush hour'.

Insights/ extra information

DECD and Bike SA could lead this in partnership.

The Jury believes this initiative could best be trialled with a group of schools in two different areas, for example two different socio-economic locations. The initiative would need to be appropriately funded and teaching resources developed in the context of an already crowded curriculum. The initiative should be done in collaboration with Local Government and cycling organisations.

Knowing and Understanding the road rules.

The Jury recommends a permanent change to the drivers' licence permit process which includes:

- Combining the two handbooks (The Drivers Handbook and Cycling and the Law) into one publication.
- A minimum of two questions on cycling in the learners test to be compulsory, one each in part A & B

The Jury also recommends two trials are developed:

- A trial focussed on informing – a flash screen that appears online as people interact with Services SA licencing section. (i.e. during the online vehicle renewal registration).
- A trial focussed on assessment: When people update the photograph for their licence, they undertake a road rules assessment at a terminal in Services SA (while waiting for their renewal photograph to be printed). This assessment should include a minimum of two cycling specific questions.

Background

Throughout this process, the Jury have learnt and observed that many road users, may not have an up to date understanding of the road rules. Throughout this experience Jury members themselves learnt new information about existing road rules that they were not aware of. The Jury makes the observation, that as a randomly selected group of citizens, that they may not be alone in this lack of understanding.

The Jury sees opportunities for the government to:

- Ensure all road users show a reasonable understanding of road rules from the first time they attain a licence
- Support drivers (as they mature in their driving career), to better understand current/new road rules

Insights/ extra information

The Jury discussed implications of 'failing' such an assessment, and suggest that this be explored further.

Cycling on Footpaths

The Jury recommend that changes in legislation be made to allow cycling on footpaths when there is no safer alternative.

Background

Whilst the Jury's charge was clearly to explore how the roads can be 'shared', they heard and learnt that there were times when sharing of the road was a highly dangerous option.

The Jury understands that children travelling with adults are allowed to ride on the footpath, and this recommendation extends this permission to all cyclists when there is no safer alternative.

It was the Jury's observation that that there was good reason to ensure cyclists have a safe option immediately available to them. The Jury recommends this is pursued as a matter of priority.

Insights/ extra information

As part of this recommendation it must be clear to cyclists, that they travel at low speeds and have enhanced consideration of pedestrians. The Jury would like to highlight the laws in Queensland, which might be a sound model upon which to base a legislative change in this State.

Improved Cycling Infrastructure

This Jury recommends improvements in infrastructure are undertaken. Specifically, this includes:

Cycle lanes

The Jury recommends that cycle lanes are interconnected and continuous. **This is a priority for the Jury.** The Jury recommends that maintenance of cycle routes/lanes is undertaken regularly to ensure safe riding (fixing of potholes, removal of debris). The Jury recommends that a realistic minimum cycle lane width be established based on Australian standards. The Jury recommends that future roads in South Australia should be planned to include adequate interconnected cycle paths and lanes.

Background

We believe that there are obvious safety problems with a sudden change of conditions – for all road users. This includes ‘disappearing bike lanes’ and also very narrow lanes.

Throughout this process, it has become clear that inadequate bike lanes (that either disappear or are too narrow) create confusion with cyclists expecting to have a safer route. They also are the cause of conflict between cyclists and motorists because they are suddenly sharing a space, which neither expected. They also place all road users in potential danger.

We believe, that by addressing this issue, more people will ride bikes. We also believe that this recommendation will go a long way to reducing the conflict between cyclists and motorists.

Insights/Extra Information

The Jury believes that this important work could be done collaboratively between DPTI, the Adelaide City Council and other Local Councils.

The Jury also recognises that organisations like Bike SA would have much to offer to improve these conditions.

Greenways

The Jury recommends that existing greenways and bike tracks are connected and extended throughout Adelaide metropolitan areas and rural/hills centres. The Jury also recommends the establishment of new greenways and bike tracks in areas which are lacking a safe existing alternative.

Background

The Jury recognises that segregation of cyclists and other road users, where appropriate, will improve overall safety for all road users.

We also believe that the establishment of more greenway routes will reduce the stress associated with cycling, and get more people on bikes. This will have obvious flow-on health benefits. Greenways help to promote a positive cycling culture as well as showcasing Adelaide's beautiful surrounds.

Insights/Extra Information

There are some places where better or new Greenways could be trialled. These include:

- Through the centre of Port Road (better connected)
- Through Belair National Park
- Along existing train lines and river routes
- Segregated bike lanes could be constructed along Anzac Highway and West Terrace and connect to other roads with an eventual link to South Rd

The Jury understand that DPTI is currently investigating and planning upgraded and new Greenways, and the Jury supports this effort.

Bike storage

The Jury recommends that secure bike cages be constructed at all major train stations and bus terminals to encourage more cycling and the use of public transport. The Jury also recommends trialling the installation of bike racks on the front of buses.

Background

Throughout its work, the Jury heard much about improving cycling connectivity with major destinations, transport hubs, and suburbs. The Jury believes this could be trialled at more hubs, to better trigger a cultural and behavioural change.

Benefits of this initiative include:

- Improved convenience of cycling around the Adelaide metropolitan area.
- Behavioural change: People planning smart travelling routes and options.
- A more active lifestyle (more cycling participation, a healthy lifestyle)
- Improve cyclist accessibility from one suburb to another and major community centres.
- Improved transit speeds for all road users (cyclists, motorists, and public transport)
- Improved usage of public transport.

Safer intersections

The Jury recommends that 'green boxes' should be installed at all major intersections across the width of the carriageway.

This will allow cyclists to move off first (with the support of appropriate signalling) and be clearly seen from all directions.

Background

We have learned that intersections are danger points for cyclists, with about 2/3 of all bike and car accidents occurring at intersections (not just those with traffic lights).

We believe there are problems with:

- Mixed changes of direction
- Slower speeds of bikes to cars
- Bikes being hit as cars turn left. Motorists check predominantly to the right before turning left.

We have seen multiple examples of 'green boxes' and they seem to make a positive difference to ensuring the safe sharing of roads.

Insights/Extra Information

From our deliberations, we believe that by having more green boxes at major intersections will help to reduce tension and risk between motorists and cyclists. We also know that green boxes put cyclists squarely into the vision of motorists and allow cyclists to move safely ahead of cars. Green boxes also give everyone space – which also ensures safety for all people at intersections.

New and Improved Cycle Lane Markings

The Jury recommends a field trial that tests a number of options for improving cycle lane markings be conducted.

Options to be trialled could include:

- raised lane markings
- audible lane markings (e.g. “cycle friendly rumble strips”)
- highly reflective markings
- contrasting colours (e.g. creating a “3-D effect”) and
- LED markings embedded in the road surface.

Background

The Jury believes there are problems with the identification/visibility of existing cycle lane markings on roadways. Traditional lane markings are frequently difficult to distinguish from other road markings, in particular in low light and inclement weather conditions and in situations where cycle lanes traverse complex intersections. We see an opportunity to conduct a trial that will examine a number of improved and novel cycle lane markings.

The outcome of this trial should present lane marking options deemed suitable for adoption throughout South Australia. The outcome may include different styles of markings depending on a given situation, e.g. specific for intersections, cycle lanes along busy urban roads, rural roads, Hills roads etc.

The key benefit would be improved safety for all road users through easier recognition of dedicated cycle lanes, both on roadways and through complex intersections. There would be less chance of cyclists inadvertently moving out of cycle lanes and motorists moving into those lanes as lane markings would be highly visible and cycle lanes easy to see. This initiative could lead to embedding behavioural change. This could be implemented without the need for any major changes to existing infrastructure.

Insights/Extra Information

The Jury believes that obvious partners in these trials could be DPTI along with Local Councils (both Metropolitan and Regional). The trial could be conducted on a popular on-road cycle route where different lane markings are applied in stages and the different options ranked in terms of improving visibility/safety and overall feasibility.

Speed and Traffic Flow

The Jury recommend trials of reduced speed and altered traffic flow in residential and denser areas in the Adelaide CBD, metropolitan hubs and regional town centres. These trials should be conducted for a defined trial period.

Specific initiatives to be trialled include:

- 40km/h speed limit in the Adelaide CBD, excluding West Terrace
- Continued adoption of 40km/h in residential neighbourhoods
- One way streets in the Adelaide CBD where traffic flow, signalling and sharing of space could be achieved (e.g. Gilles St, Pirie St)

The Jury do want to take the opportunity to reiterate to the public that speed limits apply to all road users, regardless of the transport they are using. The Jury support a range of trials to be undertaken to discover the optimum speed and traffic flow for certain precincts.

Background

The Jury has heard that slower speeds, modified traffic flow and increased cycling participation can lead to improved safety for all road users: pedestrians, cyclists and motorists. As density increases in urban areas, it is important that roads are safer, and better shared.

We know that reduced speeds improve safety for all and increase participation by potential cyclists. Broader use of roads in shared space precincts by all road users will result in greater awareness of the needs for all. One way streets will help shape traffic flow and use of roads in denser areas by many people who travel in many ways.

Shared spaces encourage people to consider alternative options in reaching schools and universities, shopping or socialising. The Jury also believe that these trials will result in children feeling comfortable riding near their home. We also believe that this will ensure all road users accept others as legitimate users of residential and shared precinct roads. It will also adjust the expectation that roads are always A-to-B.

Insights/Extra Information

Obviously, these trials have the potential to backfire, if they are not supported by strong and clear communications to ensure the public understand them and adopt the change required. The Jury recommends that changing conditions and trials are promoted clearly and through multiple media.

Note: The concept of 30 km/hr shared space precincts was discussed and raised as a potential trial. As in the public realm, this issue caused energetic discussion amongst Jury members, with an inconclusive result. The Jury believe that this requires more exploration. For the record, the concept was:

“30km/h shared space precincts (e.g. two-block radius) surrounding schools (e.g., primary school), shopping or dining areas (e.g. The Parade), community or social spaces (e.g. esplanade or youth centre), town centres (e.g. Hahndorf)”

Collaborative Media & Messaging

The Jury recommends a collaborative creative safe roads campaign that stakeholders such as DPTI, RAA, Motor Accident Commission, SARTA, Bike SA, Local and State Government support collectively.

- This campaign must appeal to all demographics by being entertaining and memorable but powerful enough to initiate a cultural shift
- A variety of media channels should be utilised, with content across a number of platforms
- Stakeholders should promote the message in their own content, such as magazines, websites, social media and documentation.

Background

The Jury has heard from relevant stakeholders on the subject of road safety and by their own admission they do not collaborate well. This results in an inconsistent, ineffective and sometimes contradictory message.

The current messages being broadcast have positive intentions however do not reach a broad audience. The Jury has determined that a variety of infrastructure and legislative changes are required to assist road users to share our roads safely, however unless there is a significant cultural shift, these changes will not be successful. Poor and outdated infrastructure adds to the immense frustration and conflict on our roads, contributing to impatience, intolerance and South Australia's road toll.

Insights/Extra Information

The message must be consistent across all channels and stakeholders should publicly support the campaign in order to reach all South Australians equally. The theme of the campaign can extend to billboards, bus-backs and road signage strategically placed to drive home the message of sharing.

This campaign should be introduced prior to any significant infrastructure or legislative changes to promote the benefits of safe roads and smart road users. Ultimately the campaign will make all road users aware not only of their rights but their responsibilities on our roads, and should focus on improved attitudes and behaviours. A change in culture will create a safer, more considerate and more aware population that is self-propelling in the direction of responsible road use.

The Jury heard about unintended consequences of unaligned campaigns of well-intentioned groups. They want to see these groups work closely in the future.

This campaign requires creative minds to construct a powerful concept that has the flexibility and mass appeal to be delivered across a variety of media and platforms. To achieve this, the government could ask creative people from the community to submit concept ideas and award a prize to the most innovative idea. This concept could then be developed by an advertising agency for broadcast to the public.

Annual 'Safe Cycling Environment' Award

The Jury recommends that two State Government awards be given annually to one urban and one regional council that successfully implements new cycling and road-sharing initiatives that promote best practice.

Background

We think there is an opportunity to recognise and reward local councils that are taking positive steps towards creating safer road sharing in their area. This applies in metropolitan and regional/rural areas equally.

We believe this will create more incentive for local government to focus on road-sharing initiatives, which will positively influence and promote healthier lifestyles in local communities.

Investing in best practice road sharing initiatives makes good business sense for Councils. Increased uptake in cycling will increase vibrancy and economic viability of local communities as people make positive choices to socialise and shop locally. It is hoped that residents will have greater pride and involvement in local communities as a result.

Insights/Extra Information

This recommendation will require collaboration between all levels of government and other key stakeholders, including local businesses. This should be sponsored by the South Australian Government and could be supported by cycling organisations, LGA and MAC.

Recognition as a result of this award should be high profile and state wide – with the potential to spread nationally.

High Visibility Initiatives

The Jury recommends that initiatives and laws related to visibility continue and where appropriate are enhanced.

These include:

- Expansion of campaigns such as the Motor Accident Commission (MAC) Be Safe, Be Seen;
- Expansion of the current MAC distribution program of free gear (lights, reflectors, fluorescent clothing)
- Laws relating to cyclists having lights in low visibility situations to be more actively enforced.
- Accidents where low visibility was a contributing factor be tracked. If poor visibility is found to increase accidents, consider strengthening laws regarding lights and reflectors.

Background

The Jury has learnt that numerous accidents happen between motorists and cyclists due to inability to identify cyclists from traffic, backgrounds, blind spots and light levels.

We believe there are problems with enforcing the current law requiring cyclists to have lights in low light situations. There are also problems with motorist awareness of cyclists.

We see opportunities to improve safety on the roads through:

- Cyclists being more visible and responsible for their visibility.
- Changing the mindset of motorists, so they make eye contact with cyclists and have more awareness and acknowledge cyclists on the road
- Create a culture of safety focussed road users

Insights/Extra Information

The Jury heard a lot of information about the consequences of not sharing the roads safely, and the enormous costs to society, financial as well as emotional. The Jury believes that this is a 'no-brainer', and will create a safer environment for all road users.

The Jury was shown flashing bicycle front and rear lights, as well as bike helmet visibility and bike wheel spoke reflectors. All of these options attracted the Jury's attention and seemed like simple, relatively cheap ways to ensure roads are shared safely.

The Jury wishes to note that this recommendation applies to the use of lights and reflectors, and not high-visibility vests and clothing.