South Australian Government response to the Citizens’ Jury report

Sharing the roads safely
MOTORISTS & CYCLISTS Will Always
BE USING OUR ROADS
WHAT CAN WE DO TO ENSURE
THEY SHARE THE ROADS
SAFELY?

TO

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Having a jury allows people in the community to come up with community-minded ideas and a different approach to common issues.
Foreword from the Premier

The Tour Down Under is a celebration of cycling that both showcases our beautiful city and State to the world and promotes active and healthy lifestyles.

As the popularity of the Tour has risen, so too has cycling in our community.

But along with that popularity has come much public debate, which has pitted cyclists against drivers. This overlooks the fact that cyclists also drive cars and many motorists ride bikes.

Changing this way of thinking is an issue not just for government but for every South Australian.

That’s why I established the Citizens’ Jury. I wanted the judgment of everyday people about issues that affect all South Australians.

I am very pleased to say that the Jury has developed ideas that, I have no doubt, will make our roads safer.

On behalf of every South Australian, I would like to thank each juror for the significant role they have played.

I would also like to thank the many organisations and individuals who supported the Jury’s deliberations.

Jay Weatherill
Premier of South Australia
About the Citizens’ Jury

What is a Citizens’ Jury?
A Citizens’ Jury is a small randomly-selected group of citizens which considers complex community issues, hears expert information and a range of views, carefully considers all perspectives and makes recommendations to Government about resolving those issues.

Why have a Citizens’ Jury?
The South Australian Government is committed to involving citizens in the decisions that affect their lives. This principle is presented in the Government’s Better Together guide to public policy and decision-making. The Citizens’ Jury program is one of a number of programs that aim to involve citizens in Government decision making in South Australia.

Citizens’ Juries help the Government to make quality decisions that result in better outcomes. These decisions are often more effective and more widely-accepted in the community than if they had been left to politicians and interested parties alone.

This Citizens’ Jury
The members of this Jury were randomly sourced and selected by the newDemocracy Foundation (nDF), an independent, non-partisan research organisation, which had supported the Government in the previous Citizens’ Jury which focused on Adelaide’s nightlife.

nDF extended invitations to a randomly-selected sample of 6,000 citizens using the Australia Post address database.

The Jury’s dilemma
This Citizens’ Jury tackled the contentious issue of motorists and cyclists sharing our roads.

South Australia has a strong culture of motoring and there is a growing movement towards encouraging more people to cycle.

The Jury was presented with the following topic:

Motorists and cyclists will always be using our roads. What can we trial to ensure they share the roads safely?

How the Jury worked
The Premier launched the Citizens’ Jury at a special ceremony at Old Parliament House. The Jury then met over five sessions between 25 September and 25 October 2014.

The entire process was facilitated by Emily Jenke, an independent community engagement specialist.

Experts in the history and background of the topic presented information to the Jury. The facilitator encouraged Jury members to bring their own research and experiences to the discussion. The deliberations allowed the Jury time to explore the topic through group discussions and to carefully consider the issues.

Between sessions, members of the Jury undertook additional research, reflected on discussions and thought creatively to develop practical and innovative ideas. In addition, Jurors were able to continue their conversations and debates through an online forum.

The Jury presented its recommendations to the Premier at Parliament House on 6 November 2014.
Contributors to the Jury

A number of organisations provided presentations and other assistance to the Jury. They included: the Trauma Service at the Royal Adelaide Hospital, the University of Adelaide; the Motor Accident Commission (MAC); the Amy Gillett Foundation, the RAA, Bike SA, the Local Government Association of South Australia, SA Police, the South Australian Road Transport Association (SARTA), Adelaide City Council, the Department of Planning, Transport and Infrastructure (DPTI), Department for Education and Child Development, SA Health and The Australian Centre for Social Innovation (TACSI).

“I had a great experience when working with the jurors on our assigned duty. I would love to do something similar again in the future”

Hector, Juror

“The process challenged us to broaden our thinking, to know the facts and to challenge our assumptions – I think we all had opinions that were changed as a result”

Mel, Juror

“We were trying hard not to use individual labels but use the all-encompassing language of road users with the focus on safety for all”

Janet, Juror
How the Government's response was developed

The Better Together program brought together a range of Government and non-government organisations to consider the best way for the South Australian Government to respond to the Jury's recommendations.

Government agencies which contributed throughout the Jury process and have responded to the Jury's recommendations include the Department of Planning, Transport and Infrastructure (DPTI); the Department for Education and Child Development (DECD); South Australian Police (SAPOL); SA Health; and the Motor Accident Commission (MAC).

These agencies were joined by Adelaide City Council, Bike SA, the Local Government Association of South Australia and the RAA. The Government wishes to express its appreciation to these organisations for providing their expertise to support the Jury deliberations.

Adelaide City Council's Smart Move Transport and Movement Strategy (2012-22) identifies eight key outcomes which contribute towards an integrated and sustainable transport and movement network. One of the outcomes, Safe Cycling seeks to create a city where people at all levels of cycling ability feel that they can cycle safely, that cycling is the most convenient form of transport for local trips and that cycling to and from the suburbs is safe and convenient.

Bike SA is a not-for-profit, independent, non-government association supporting and advocating for all recreational cyclists and for its 6,000 members. Bike SA has developed a number of education and intervention programs through a series of strategic partnerships with the South Australian Government.

The Local Government Association of South Australia represents all South Australian councils. The Association provides leadership to Councils and representation outwards to State and Federal Governments and other key stakeholders. The LGA has a Metropolitan Local Government Group Cycling Strategy Subcommittee which has been developing a Cycling Strategy which aims to set out cycling strategies and advocacy across metropolitan Councils.

The RAA has participated in the Jury process on behalf of more than 650,000 members. The RAA advocates for safer road users, safer roads and safer vehicles to reduce the number of deaths and serious injuries on SA's roads.

Library of Ideas

This response to the Citizens' Jury includes the full original report - unedited and unaltered - presented by the Jury to the Premier of South Australia, Jay Weatherill. The South Australian Government's response to the recommendations is detailed below.

The Jury wanted all of the ideas that were raised during the deliberation process to be made public, and attached these to its report as a Library of Ideas.


Monitoring

Implementation of the Government's Response will be monitored by the Department of Planning, Transport and Infrastructure and will be reported on a quarterly basis on the YourSAy website.
## Summary of the Government’s Response

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<th>No.</th>
<th>Summarised Recommendation</th>
<th>Response</th>
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<td>1</td>
<td>Legislate to define overtaking space between a vehicle and a cyclist as one metre</td>
<td>Support</td>
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<td>2</td>
<td>Trial an integrated safe cycling and road rule education program</td>
<td>Support</td>
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<td>3.1</td>
<td>Change the driver’s licence process – combine two handbooks</td>
<td>Support</td>
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<td>3.2</td>
<td>Change the driver’s licence process – amend the learner’s test</td>
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<td>3.3</td>
<td>A trial focussed on informing via flash screen</td>
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<td>3.4</td>
<td>Trial opportunities to update road rules knowledge</td>
<td>Support</td>
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<td>4</td>
<td>Legislate to allow cycling on footpaths for all ages</td>
<td>Support</td>
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<tr>
<td>5.1</td>
<td>Make cycle paths continuous</td>
<td>Support</td>
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<td>5.2</td>
<td>Maintain bike paths regularly</td>
<td>Support</td>
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<td>5.3</td>
<td>Apply a realistic standard width for cycle lanes</td>
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<td>5.4</td>
<td>Plan for cycle paths and lanes in future roads</td>
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<td>5.5</td>
<td>Connect existing greenways and bike tracks</td>
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<td>5.6</td>
<td>Establish new greenways and bike tracks</td>
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<td>5.7</td>
<td>Construct bike cages at public transport interchanges</td>
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<td>5.8</td>
<td>Trial the installation of bike racks on the front of buses</td>
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<td>5.9</td>
<td>Install green boxes at major intersections</td>
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<td>6</td>
<td>Conduct field trials of cycle lane markings</td>
<td>Support</td>
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<td>7</td>
<td>Conduct trials of reduced speed and altered traffic flow</td>
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<td>8</td>
<td>Collaborate to deliver a road safety campaign</td>
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<td>9</td>
<td>Establish an annual ‘safe cycling environment’ award for councils</td>
<td>Support</td>
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<td>10</td>
<td>Continue and enhance initiatives relating to visibility</td>
<td>Investigate</td>
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The Government's response in detail

1. 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.

The Government’s Response: Support

The Government will develop legislation to define the overtaking space between a vehicle and a cyclist as a minimum of 1 metre. The South Australian legislation will be informed by the current Queensland legislative trial and further consultation will occur on the legislative detail required. Development of the legislation will begin in 2015 and be presented to Parliament at the earliest opportunity. In responding to this recommendation the Government has noted research conducted by the Amy Gillett Foundation into the Queensland legislative trial. This research, published in November 2014, found that 67% of all road users agree with the Queensland legislation and 61% of bike riders in Brisbane had experienced greater distance from overtaking motorists.

2. 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, beginning with a trial in different socio-economic/geographic locations.

The Government’s Response: Support

The Government acknowledges that school-based education is an important component of improving road safety outcomes in the community, and that bicycle education programs should be based on the nationally-developed best practice principles for school road safety education. The Government will initiate projects in both primary and secondary schools, in two metropolitan and two regional locations, to be completed by the end of 2015, which will result in more integrated approaches to safe cycling and road rule education, as recommended by the Jury.

In primary schools the Government will collaborate with providers of bicycle education, SAPOL, the RAA and others, to strengthen the delivery model of Way2Go Bike Ed. The Government has committed to doubling the program’s reach across the State to 8,000 students per year by June 2018. The trial will include a new curriculum package for teachers, improved delivery methodology and stronger engagement with families. Way2Go Bike Ed is an integral part of the Way2Go program - a partnership between DPTI, local government and school communities - that delivers safer, greener and more active travel for school journeys.

Complementary programs are delivered by SAPOL at its Road Safety Education Centre, and by the RAA through the Street Smart Primary program funded by MAC.

While secondary schools have access to many road safety programs there is no specific bicycle safety education program available to them. The Government will work with bicycle interest groups, SAPOL, the RAA, and MAC to develop, trial and evaluate a new bicycle education program for the middle years of secondary school.
### Knowing and understanding the road rules

The Government acknowledges the Jury’s concern that many road users may not have an up-to-date understanding of the road rules. The Jury members themselves learnt new information about existing road rules, and considered that as a representative group of South Australians, they may not be alone in their lack of understanding. The Government acknowledges the importance of encouraging understanding of road rules for new drivers and providing opportunities for drivers to refresh their road rules knowledge.

The Jury recommends a permanent change to the driver’s licence permit process which includes:

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| **3.1 - Combining the two handbooks** *(The Driver’s Handbook and Cycling and the Law)* into one publication. | **The Government’s Response: Support**  
The Government will review *The Driver’s Handbook* against the information provided in the publication *Cycling and the Law* and merge the road rules information into one publication to be developed by June 2015. This will be a resource for all drivers, not just part of the learner’s permit process. |
| **3.2 - A minimum of two questions on cycling in the learners test to be compulsory one each in part A & B.** | **The Government’s Response: Support**  
The Government will amend the current learner theory test to ensure that a minimum of two cycling-related questions will be asked of all learners – one each in Parts A and B. Cycling-related questions will be included in the paper-based and computer-based learner theory tests by June 2015. |

The Jury also recommends two trials are developed:

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| **3.3 - 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). | **The Government’s Response: Support**  
The Government will promote the road rules through the EzyReg online vehicle renewal registration website. This will be implemented by March 2015. |
| **3.4 - 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 photographs to be printed). This assessment should include a minimum of two cycling specific questions. | **The Government’s Response: Support through Recommendation 3.3**  
The Government is moving more services, including licence renewal, online to enable people to access a range of services more easily. The Government will promote road rules reminders through the EzyReg website, as it is doing with Recommendation 3.3, by March 2015. |
Cycling on footpaths

The Jury wanted to provide a safe alternative to all cyclists when sharing the road was a dangerous option. As part of this recommendation the Jury emphasised that cyclists should travel at low speeds and be respectful of pedestrians.

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

The Government’s Response: Support

The Government will change legislation to allow cycling for all ages on the footpaths. The community and key stakeholders will be consulted during the development of new legislation and consultation for this change will be completed by June 2015. Legislation will be presented to Parliament at the earliest opportunity.

The current legislation in South Australia allows adults to accompany children on footpaths. The proposed new legislation will bring South Australia into line with Queensland, Tasmania, ACT and NT which allow cyclists of all ages to use footpaths when cycling. The Government acknowledges that, where possible, the preferred option is to provide safe options for cyclists and motorists to share the road.

Improved cycling infrastructure

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

Cycle lanes

5.1 - The Jury recommends that cycle lanes are interconnected and continuous. This is a priority for the Jury.

The Government’s Response: Support

The Government will immediately provide $250,000 seed funding for the establishment of a Greenways and Bicycle Boulevard program. It will be fully established and funded in the 2015/16 State Budget. The program will include a focus on addressing ‘disappearing bike lanes’ and bicycle black spots. Improvement of cycling facilities will be undertaken in close consultation with partners on the State Black Spot Selection Committee, including Bike SA and the Bicycle Institute. The Government will also work with the broader community to identify cycle lanes that cause the most difficulty for cyclists and motorists.

The Government also makes grant funds available to local councils to improve the safety of the bike network. Local councils will be further encouraged to apply for these grants.
| 5.2 - The Jury recommends that maintenance of cycle routes/lanes is undertaken regularly to ensure safe riding (fixing of potholes, removal of debris). | The Government’s Response: Support  
The South Australian Government is responsible for maintaining arterial roads and local councils are responsible for local roads. In addition to routine maintenance activity, the Government and councils rely on the community to report debris and hazards. The Government will promote to all road users the use of the 24/7 Freecall 1800 018 216 Arterial Road Hazard Reporting Service. Where reports are made relating to roads managed by local councils, the Government will pass this information on to local councils. Where bike lanes are installed, a higher standard of surface is required. The surface needs to be maintained at the higher level. The Government recognises that maintenance of cycling facilities is crucial to improving the numbers of people riding safely. |
|---|---|
| 5.3 - The Jury recommends that a realistic minimum cycle lane width be established based on Australian standards. | The Government’s Response: Support  
Bicycle lanes installed by the Government since 1993 meet Austroads Guidelines for width. The Government will review and revise operational guidelines relating to cycle lanes with a view to providing cycle lanes that, where practical, exceed the Austroads Guidelines recommended width. This review will be completed by June 2015.  
The Government recognises that additional space creating a buffer from moving vehicles and the ability to ride comfortably two abreast (or allowing people riding to overtake another rider) creates a safer and more attractive riding environment.  
The Government notes that the Jury discussed their personal experience of what appeared to be narrower or unsuitable bike lanes on major roads that carry higher volumes of traffic and where cars and bikes can travel at higher speeds. The perceived varying conditions may have been the result of lanes installed before the guidelines changed. The varying conditions may lead to a perception that a standard does not exist or is not always applied. |
| 5.4 - The Jury recommends that future roads in South Australia should be planned to include adequate interconnected cycle paths and lanes. | The Government’s Response: Support  
The Government will review and revise the policies in the South Australian Planning Policy Library by June 2015 to ensure cycling and walking networks are provided as part of all new developments. This includes end of trip facilities such as bike parking. |
### Greenways

5.5 - The Jury recommends that existing greenways and bike tracks are connected and extended throughout Adelaide metropolitan areas and rural/hills centres.

5.6 - The Jury also recommends the establishment of new greenways and bike tracks in areas which are lacking a safe existing alternative.

**The Government’s Response: Support**

The Government’s response to recommendation 5.1 includes establishing a Greenways and Bicycle Boulevard program. The Government has outlined a number of Greenways projects in the draft Integrated Transport and Land Use Plan. Plans include completion of the Mike Turtur Bikeway and the Outer Harbor Greenway, with the Gawler Greenway the next priority. Others planned are the Tonsley Greenway and Grange Greenway by 2025.

Greenways are dedicated walking and cycling routes that follow public transport corridors or linear open space, such as along rivers. Greenways typically connect quiet local streets with new off-street paths and arterial road crossings, creating direct cycling routes and better access to public transport stops and stations. Connections to open space, schools and commercial areas are also improved.

In addition, the Government is working with the Burnside Council, Prospect Council, and the Norwood, Payneham and St Peters Council to deliver the Norwood (Beulah Road) and Prospect (Braund Road) bikeways. The Government has allocated $1.6 million in funding for these two projects.

The Government supports the development of bicycle boulevards where greenways along road or river corridors are not feasible. Bicycle boulevards follow quiet, low-traffic streets where cyclists of all abilities can mix safely and comfortably with local motor vehicle traffic. Bicycle boulevard locations have been identified in the draft Integrated Transport and Land Use Plan.

### Bike Storage

5.7 - 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 Government’s Response: Support**

The Government will implement secure bike cages at major train stations as station upgrades occur to help make cycling part of the transport system. Ten bike cages have recently been installed at stations and interchanges. New installations are planned for Mawson Lakes, Oaklands and Brighton as part of planned station upgrades. Use of the cages, including payment, is linked to the MetroCard.

### Bike racks

5.8 - The Jury also recommends trialling the installation of bike racks on the front of buses.

**The Government’s Response: Investigate**

The Government will investigate interstate Bike ’n Ride initiatives to determine if and how such initiatives could be successfully applied in South Australia. The investigation will be completed by December 2015.
Safer intersections

5.9 - The Jury recommends that ‘green boxes’ should be installed at all major intersections across the width of the carriageway.

The Government’s Response: Support

The Government will install bike boxes (also known as green boxes) at more locations of roads under its control. By June 2015, the Government will review operational guidelines to ensure that bike boxes are used in more locations. Installation will be funded through the existing State Black Spot program – Bicycle Projects. Councils can also apply for funding through this program.

The Government recognises the value of providing cyclists with increased separation. Bike boxes are installed at intersections where there is high traffic volume of all road users. Bike boxes allow cyclists to wait in front of, and to get a head start on, motor vehicles stopped at the intersection.

Adelaide City Council has installed 32 bike boxes in the city as part of its Smart Move Strategy.

The Government and the City of Unley will work together to install a bike box for the Mike Turtur Bikeway at the Greenhill Road/King William Road intersection to cater for high numbers of cyclists at this location.

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.

The Government’s Response: Support

The Government will conduct field trials of enhanced separators such as thermoplastic lines, LEDs and enhanced reflectivity. These trials will be funded by the Road Safety Trial Infrastructure Fund. Trials will be completed by December 2015.

Speed and Traffic Flow

The Jury recommends 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.

The Government’s Response: Investigate

The authority for speed and traffic flows on local roads, including those in the Adelaide CBD, rests with the relevant local council.
Reduced Speed
The Government supports safer speed limits and encourages local councils to modify the road network to ensure road safety. In relation to metropolitan hubs and regional centres, the South Australian Government will work with the Local Government Association of SA and councils to identify trial opportunities and will approach the Adelaide City Council with a view to establishing a new trial in the CBD. The Council’s Smart Move strategy includes reducing speed limits in city streets over time with special emphasis on residential areas.

Altered Traffic Flow
The Government will support local councils in their reviews of altered traffic flow and will discuss the Jury’s recommendation with the Adelaide City Council.

The Council’s Smart Move strategy indicates that the Council aims to maintain two-way vehicle movement across the city street grid in order to ensure vehicle accessibility and traffic flow. The Government notes that a number of Australian and international cities (e.g. Perth, London) are reintroducing two-way streets to replace one-way streets.

Collaborative Media and Messaging
The Jury recommends a collaborative creative safe roads campaign that stakeholders such as Department of Planning, Transport and Infrastructure, RAA, Motor Accident Commission, South Australian Road Transport Association (SARTA), Bike SA, Local and State Government support collectively.

The Government’s Response: Support
The Government will work collaboratively with the organisations above to deliver a public awareness campaign on safe roads, to be delivered in the 2015-2016 financial year.

The campaign messages will be determined in collaboration with the stakeholder agencies listed above and will be based on research evidence about what works best. Work will include research among all road users, and road safety and market research.

The Government will continue to work actively with relevant stakeholders to deliver engaging cycling road safety messages and help achieve the attitude and behaviour change desired by the Jury.

The new campaign will build on current road safety campaigns already underway and deliver on key commitments in South Australia’s Road Safety Action Plan 2013-16 to develop ‘sharing the road campaigns’ to raise driver awareness of safe behaviour in the presence of cyclists, pedestrians and motorcyclists.

The campaign will enhance existing efforts including the Be Safe Be Seen public education campaign, the Sharing the Road with Heavy Vehicles campaign (developed in conjunction with the South Australian Road Transport Association) and work being delivered in partnership with the Santos Tour Down Under.
Annual 'safe cycling environment' award

The Jury recommends that two South Australian 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.

The Government’s Response: Support

The Government will work with the LGA SA to support two new awards to be given annually to one urban and one regional council as part of the existing Local Government Awards programs.

Planning will commence in February 2015, for implementation in the 2015-2016 financial year.

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 MAC Be Safe Be Seen campaign
- Expansion of current MAC distribution program of free gear
- 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.

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

The Government’s Response: Investigate

The Motor Accident Commission will assess current programs and evaluate the potential for expansion as part of its annual campaign planning process. The Be Safe Be Seen campaign and provision of safety items promote the principle of ‘sharing the road’. The Government supports the enhancement of activities that improve the visibility of cyclists while linking the need for awareness and behaviour change through continued cycling safe education campaigns in workplaces. Crash data and a recently completed study by the Centre for Automotive Safety Research (CASR) confirm the importance of cyclist visibility. MAC will assess current programs by March 2015 and implement new initiatives in the 2015-2016 financial year.
behaviours +
ATITUDES
must change

-JUROR
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 implement 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.
How the community can continue to be involved

Sharing the Roads Safely
The Citizens’ Jury on Sharing the Roads Safely has heard from many people in the community who wanted to have a say on this important issue.

You can join in the conversation on:
Facebook www.facebook.com/YourFutureSA
Twitter www.twitter.com/YourFutureSA
Or by following the hashtag #citizensjury on Twitter

Implementation of the Jury’s recommendations
You can continue to follow the implementation of the recommendations through progress updates on http://yoursay.sa.gov.au/citizens-jury

Better Together

Have Your Say about South Australia
If you are interested in getting involved in any of the Better Together initiatives for citizen involvement, go to http://yoursay.sa.gov.au and have your say on a broad range of important issues, grants and other Government programs.

Enquiries
Further enquiries can be directed to:
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Tel: (08) 8226 2644