



Motorcycle Safety Advisory Council
Making Motorcycling Safer

Motorcycle Safety Advisory Council (MSAC)

Minutes of Meeting

3 & 4 April 2018

The Rydges, 155 Featherston Street, Wellington

Present: Mark Gilbert, Janice Millman (Chair), David Golightly, Johan Bosch, David White, Alan Petrie

Facilitator: Kenn Beer

Secretariat: Trish Lloyd

3 April Guests: Dave Keilty, ACC, Simon Gianotti, ACC, Emma Powell, ACC, Robyn Gardner, ACC, Mark Stockdale, AA, Mike Noon, AA, Lisa Rossiter, NZTA, Bruce Richards, NZTA, Brent Johnston, MOT, Chris Whitehead, Police, Andy Foster, TRAFINZ

4 April Guests: Byron Cummins, BRONZ, Shaun Webb, BRONZ, Peter Hookham, IAM, Horace Hartnett, IMOC, Chris Souness, BMWOR, Evan Still, HOG, Jim Furneaux, Ulysses



The Minister for ACC Hon Iain Lees-Galloway (front centre) and members of the Motorcycle Safety Advisory Council (left to right) David Golightly, Johan Bosch, David White, Alan Petrie, Mark Gilbert, Janice Millman and Kenn Beer, Safe Systems Solutions.



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Background

A special two day MSAC meeting was convened to discuss the outputs from the Ride & Decide motorcycle safety summit which was kicked off on 4 October 2017. The April sessions were designed to review the panel recommendations, get an update on agency plans and, in the light of this, revise MSAC's strategic priorities.

The objectives for the session were to:

Set out current plans and priorities for improving motorcycle safety and share progress on:

- MSAC's Ride & Decide programme
- Industry developments
- The Single Point of Truth

Agree plan/s that will lead to:

- a shared understanding with agencies
- increased engagement of clubs
- a clear role for MSAC, and
- better outcomes for motorcyclists

The sessions were attended by senior representatives from road safety transport agencies, senior representatives from the motorcycle clubs and members of the Motorcycle Safety Advisory Council.

Next Steps

The outputs from Ride and Decide and the two day special MSAC will be combined in to a final report for presentation to, and discussion with, Associate Minister Genter in June 2018. The report will include key findings from the Single Point of Truth, recommendations of the Panels alongside agency plans for improving motorcycle safety.

1. Ride & Decide

The first session provided an update on the motorcycle safety summit. Specifically, it outlined the recommendations made by the urban and rural panels held in November 2017 and outlined the status of the work. It was reported that the recommendations had been presented to the National Road Safety Management Group by Janice Millman, MSAC Deputy Chair, on 27 March. At this meeting it was agreed that NZTA would work with MSAC on refining the recommendations to ensure they were clearly aligned clearly with agency responsibilities and structures and, therefore, deliverable.

A full list of the Ride & Decide recommendations can be found in Appendix A.

2. Agency Plans

Road safety agencies were invited to set out their plans and, wherever possible, respond to the recommendations of the panels.



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ACC – Ride Forever Training

Dave Keilty, Senior Injury Specialist, said the Ride Forever programme was likely to achieve 6800 of the 7500 target enrolments for 2018. The target for 2019 is 10,000. They are currently working through a RFP to bring more training providers on board to help achieve future targets and to broaden the current training offer. Work underway includes:

- The RFP, which should be completed by June
- Phase one of the roll out of online coaching was successfully complete and phase two is about to begin. Take up numbers are extremely positive
- Working through a PPE rating with MOTOcap in Australia
- Developing a communications package to promote Ride Forever, including social media
- Newly appointed regional specialists are working with community groups to create an interface between the motorcycle community and ACC
- Working with NZTA to encourage training into the infrastructure

ACC – Roads and Roadsides

Robyn Gardener, Programme Manager, outline the current work with agencies and local government on improvements to high risk routes. Fifty routes have been identified for upgrade to make them more motorcycle friendly and a list of 25 roads has been approved. The improvements are being funded in a partnership with ACC, NZTA and local government. For example, the Crown Range near Queenstown has \$2.2 million funding from the Queenstown Lakes District Council and a smaller proportion from ACC. When completed the route will be promoted as a motorcycle “destination ride”.

A full list of the roads identified for improvement can be found in Appendix B.

Ministry of Transport

Brent Johnston, Manager Mobility and Safety, updated the meeting on the MOT’s work in relation to motorcycle safety. The Ministry was leading on the Road Safety Summit for local government Summit on 10 April. Designed as an opportunity for local government to discuss barriers to improving road safety.

More detailed information can be found on the Ministry’s website:

<https://www.transport.govt.nz/ourwork/keystrategiesandplans/road-safety-strategy>

The Ministry’s immediate focus was supporting the Associate Minister of Transport to host the Local Government Road Safety Summit on 9 April. This is designed as an opportunity to hear from local government about how they are working to improve road safety, and any barriers they may face to doing more. Other work the Ministry is involved in includes:

- Leading the development of a new road safety strategy. The new strategy will be broader in approach (for example including personal safety and health-related outcomes). Vulnerable users, including motorcyclists, will be specifically considered as part of this work.
- Investigating a regulatory package to enhance the safety and accessibility of walking and cycling. This will include considering the rules about how pathways can be used.
- A significant programme of work on investment in the transport system (including the development of the new GPS, where safety will be prioritised).
- Scoping a programme to enhance speed management.



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- Commissioning a system-level evaluation of driver licensing. This will include considering the effectiveness of the current system for motorcyclists. Once the results of the evaluation are known, which is expected to be later this year, consideration will be given to the need for policy or regulatory changes.
- Commissioning advice from NZIER about the case for mandating 6 different vehicle safety standards, including ABS for motorcyclists and side under-run protection. Advice will be provided to Ministers on this matter in the next couple of months.

Lane splitting is currently out of scope. A review of both the issues and the evidence in relation to this (and speeding) should be undertaken to define the problem the best way forward

NZTA

Lisa Rossiter, Senior Manager Strategic Interventions, welcomed the work of MSAC and the motorcycle summit and said road safety is the number one priority for NZTA under the new government. She added that this was a new and exciting policy direction for the agency. Bruce Richards, Principal Advisor, Safety and Environment then set out the current work programme for NZTA in relation to motorcycle safety.

- A competency based assessment, in partnership with ACC, to will align Ride Forever training with CBTA licensing
- Research on mopeds shows no significant differentiation between scooters, mopeds and motorcycles in crash data and so would require further evidence to prioritise this group of road users
- Mega Maps, including high risk motorcycle routes, is being made available to all local authorities and will be used to target funding for road improvements
- An investment programme of \$800M on road safety improvements has being approved and will include motorcycle/moped rider safety together with cyclists and pedestrians especially on urban arterials
- An initiative to improve the uptake of safety technology is being developed
- NZTA is partnering with ACC on the 25 high risk route improvements (Appendix B)
- Creating a “safer alliance” visitor programme and “booster programme”
- Have joint initiatives with Auckland Transport
- An education and advertising programme targeting motorcyclists is to be rolled out post July 18
- Progressing work on speed management for all road users and speed levels for routes
- As per the Panel’s recommendation, work is underway to establish mandatory service levels for motorcycle routes by Dec 2018. These will include performance measures
- Accelerated programme of changing Network Outcome Contract operational performance measures eg a) changes to AMA and Marlborough Roads new contracts to focus on a few high safety changes b) flushing will trigger maintenance work
- Reviewing all network operator contracts
- Speed management for all road users will be a feature in the future – evaluating the appropriate ways to manage speed

TRAFINZ

Andy Foster, Chair TRAFINZ, updated the meeting on the Institute’s fifteen priorities of its local government members. He said that most of the work centred on the adoption of Vision Zero, which was intended to inspire action on road safety.



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It was said that funding remains a major challenge for local authorities. Not all authorities are members of TRAFINZ, which makes coordinating a response nationally challenging. Work underway included:

- Major focus on the GPS
- Have identified the “first fifteen” interventions to reduce death and serious injury on our roads
- Share interest with MSAC on limiting the life of motorcycle licenses and would like to progress this

A full list of TRAFINZ’s priorities can be found in Appendix C.

AA

Mike Noon, Motoring Affairs General Manager, provided background to the Association’s work on motorcycle road safety and the levy. He said that they were engaged actively in lobbying during the recent election. It was said that the new government was interested and focussed on movement and change in the area of road safety. Work either completed, underway or planned included:

- Joint research with NZTA on who is not wearing seat belts – completed
- Identifying and ranking four pillars of road safety. Led to new opportunities for research:
 - Deeper evidence on causes of crashes to broaden our understanding
 - Starting to work on the road toll
- Work with MSAC on creating clarity and understanding of the rules around lane splitting

Police

Senior Sergeant Chris Whitehead, National Coordinator Crash Investigations, outlined the progress being made on “Operation Safe Rider”, the extension of the central area pilot to replace infringements with training. This has been very successful with positive feedback from riders attending the courses. We are now looking at how we can make course attendance more flexible.





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DAY TWO - Rider Engagement

Day two of the session was spent with representatives from motorcycle clubs including BMW Owners Club, HOG, IAM, Italian Motorcycle Owners Club and Bronze. Participants were given an update on the Ride & Decide summit and heard presentations on industry developments and insights from MSAC’s Single Point of Truth crash data.

During a facilitated session they were then asked to make suggestions and share ideas under MSAC’s five strategic priority headings and rank them in importance. These are listed below:

<u>1. Rider Skills</u>	<u>Rating</u>
• Training provider consistency	4
• Incentives for safe practices	4
• Make training free	2
• Enhanced club engagement (clubs recognising needs) and develop mentors	2
• More trainers	1
• Subsidised track learning days	1
• Continuing skills development requirements	1
• Positive PR	1
• Financial incentives	0
• Gold course to have refined stages	0
• Targeted training, e.g. ladies only	0
• Increase dialogue on training	0
<u>2. Human Factors</u>	
• Enhanced car drivers’ awareness of motorcyclists	5
• Enhanced focus in mitigating driver distractions	2
• Educate riders and drivers on safe lane splitting practices	2
• Agree the terminology powered two wheelers	2
• Bike specific road procedures education	1
• Consistent messaging through a centralised body	1
• Engage with secondary schools	1
• Local government engagement	1
• Positive PR	0
• Upskill club leadership	0
• More work with at risk groups, i.e. scooters/mopeds	0
<u>3. Vehicle Technology</u>	
• Industry leadership	3
• Vehicle classification overhaul	2
• Technology education	2
• Technology roadshows	0
• Social media	0
• Advertising and marketing of technology	0
• Adopt European standard	0
• Centralised resource	0



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4. Personal Protective Equipment

- Support and promote Star Rating System 7
- Promote the preventative nature of PPE 2
- Incentivise the uptake of good gear (include subsidies and tariffs) 1
- Adopt a national standard 0
- Mandate PPE to a certain level 0
- Enforcement of sub-standard suppliers 0
- Utilise local champions to promote safe gear 0
- Improve industry education 0
- Visual marketing education 0

5. Roads and Roadsides

- Making roads motorcycle friendly 3
- Road design considering the needs of motorcyclists 3
- Better audit processes and greater accountability 3
- Improved specification 1
- Sweeping the roads (including after roadworks) 1
- Improved intersection sight lines 1
- Promotion of a hotline 0
- Improved interaction/communication with local government 0

Other priorities

- Create a national motorcycle safety body (single voice) 6
- Engage with non-club riders 0



Mark Gilbert, MSAC Chair, receives the Prince Michael award in Wellington from Kenn Beer of Safe Systems Solutions, Victoria, Australia



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Appendix A – Ride & Decide Recommendations

Rider licensing and training (safe use)

Increase rider competency and appropriately prepare them for the roads they drive on.

- Replace the current motorcycle licencing structure with a Competency Based Training (CBTA) licencing structure by 2020, which will comprise a mandatory training component based on a nationally recognised syllabus such as the current Ride Forever programme.
- Expanded the CBTA licencing regime to include moped riders.
- Mandate on road CBTA component specific to rural road riding.
- Ensure CBTA system is regulated and monitored to maintain an appropriate standard of training and that trainers engage in continuous professional development.
- Include guidance and understanding of lane splitting in all driver education and licencing.
- Create *(or Support and strengthen)* in schools training programmes for safe motorcycling similar to the Auckland Transport cycling programmes.

Share the road (safe use)

- Undertake campaigns to lift the profile of motorcycling as a valid form of commuting.
- Create specific facilities for urban commuting on high use routes including parking areas and lane space for safe lane splitting.
- Include guidance and understanding of lane splitting in all driver education and licencing *(or put under licencing)*.
- Continue to raise awareness of the safety issues around distraction and the use of mobile phones, particularly in respect to the risk to motorcycling.

Compliance and levies (safe use)

- Strengthen penalties for driver distraction through the use of mobile devices by raising fines from \$80 to \$400 per offense and demerit points from 20 to 30.
- Create a Rider Risk Rating scheme that discounts the rider's ACC levy and incentivises riders to lift their skills through additional CBTA.
- Adopt the NZ Police initiative of allowing fines to be redirected as payment for further training undertaken by the offender.

Safe vehicles:

- Mandate the use of assisted braking systems (ABS) on motorcycles over 125cc, and monitor the safety performance of the initiative.

Roads and Roadsides

- Strengthen and inform safety investment for Motorcycling by incorporating sector wide information and data sets from organisations including ACC, health sector, insurers, and similar.
- Mandate a nationwide uptake of the Safer Journeys Motorcycling Guide, strengthening and supporting a greater network of motor cycling routes.



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- Review road surfacing standards and maintenance regimes to increase safety on rural and urban roads through adoption of appropriate levels of service.
- Review performance standards, monitoring and reporting, to ensure suppliers maintain road surface levels in accordance with the levels of service.
- Continue to encourage early reporting of faults through contact centres and in partnership with road users including road transport.
- Consider adoption of urban road service levels similar to those currently being explored by Auckland Transport including:
 - Improving road surfaces
 - Reducing roadside hazards
 - Making utility service covers and road markings motorcycle friendly
 - Improved intersection design
 - Improving road geometry and layout
 - Increasing the number of multi-use lanes to increase the safety of lane splitting

Sector engagement:

- Utilise the Motorcycle Safety Advisory Committee (MSAC) as an informed group who can present a “single voice” for motorcycling to facilitate future evidenced based conversations on motorcycle safety between government and motorcycle riders.



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Appendix B – IPDDC Approved Motorcycle-friendly Projects on High/Med-high Risk Route Segments

Rural High-risk Sections for Motorcycle Routes Package (IPDDC approved October 2017)											
Route – High/Med-high Sections ONLY	CAS			ACC				ACC Claims Savings		ACC	
	F	S	M	F	Ent	Med F	Total Cost	Year 10	Year 20	Year 20 3:1 ROI	
1	QLDC: Queenstown Junction to Wanaka – Crown Range	1	7	5	1	3.5	8.5	\$160,307	\$42,000	\$67,000	\$22,000
2	SH6 Haast to Hawea, Makaroroa to Lakes	4	17	10	4	8.5	18.5	\$510,588	\$300,000	\$540,000	\$180,000
3	SH6 Rapahoe to Charleston	3	12	15	3	6	21	\$384,817	\$247,000	\$422,000	\$148,000
4	SH73: Springfield (Kowhai River Bridge) to Castle Hill Village	2	6	2	2	3	5	\$220,163	\$182,000	\$291,000	\$95,000
5	SH6 Kawateri Junction to Inangahua	1	10	4	1	5	9	\$191,024	\$48,000	\$83,000	\$25,000
6	SH6 Gowan Valley to Wai-iti	1	9	11	1	4.5	15.5	\$175,680	\$155,000	\$253,000	\$70,000
7	SH60 Motueka to Upper Takaka	1	4	11	1	2	13	\$187,094	\$112,000	\$187,000	\$60,000
8	SH6 Rai Valley to Nelson (Boulder Bank)	2	13	11	2	7	17.5	\$295,570	\$262,000	\$452,000	\$150,000
9	SH1: Kaikoura (Clarence to Kaikoura, Peketa to Oaro)	1	12	16	1	6	22	\$208,479	\$186,000	\$316,000	\$105,000
10	SH7: Waipara to Springs Junction via Lewis Pass (Montrose to Hope River, Boyle River to Maruia River)	3	5	14	3	2.5	16.5	\$308,752	\$86,000	\$143,000	\$45,000
11	SH63: SH6/63 Junction to Leatham Rd	1	8	10	1	4	14	\$177,575	\$97,440	\$162,000	\$50,000
12	CCC: Dyers Pass & Inner Harbour	1	19	16	1	9.5	25.5	\$302,943	\$77,000	\$144,000	\$48,000
13	SH1 Silverdale to Warkworth	3	4	29	3	2	31	\$317,844	\$82,000	\$143,000	\$47,000
14	SH1 Warkworth to Wellsford	4	5	8	4	2.5	10.5	\$379,813	\$106,000	\$169,000	\$55,000
15	SH16 Bringham Crk to Helensville	3	8	14	3	4	18	\$340,786	\$92,000	\$163,000	\$54,000
16	Waikato DC: Old SH22	0	18	16	0	9	25	\$213,296	\$52,000	\$89,000	\$30,000
17	Auckland (Wellsford) to Waipu	12	29	132	12	14.5	146.5	\$1,299,980	\$1,114,000	\$1,901,000	\$450,000
18	Clevedon to Kaiaua (Hunua Circuit)	3	13	33	3	6.5	39.5	\$383,818	\$326,000	\$553,000	\$150,000
19	Clevedon to Waihi via Karangahake Gorge: High & med-high sections	3	15	33	3	7.5	40.5	\$404,278	\$334,000	\$608,000	\$170,000
20	WDC/SDC/NZTA: Christchurch to Methven to Rangiora (Gorges)	1	6	7	1	3	10	\$143,302	\$126,000	\$215,000	\$72,000
21	HDC: Hastings Heritage Route	1	12	16	1	6	22	\$208,479	\$186,000	\$316,000	\$105,000
22	HDC: Pakowhai/Maraekakaho	1	3	9	1	1.5	10.5	\$113,456	\$88,000	\$146,000	\$48,000
23	Whakatane to Gisbourne via East Cape: SH35 Opotiki to past Te Kaha - & SH2 Waioeka to Whakatane	4	10	14	4	5	19	\$424,084	\$357,000	\$623,000	\$180,000
24	Napier to Gisborne SH2: Hereheretau to Wharakakaho Rd & Lake Tutira to Whirinaki Rd + 5 OOC between	2	14	16	2	7	23	\$307,908	\$261,000	\$460,000	\$150,000
25	Tauranga to Thames (Loop) (excl Coro Loop)	2	14	9	2	7	16	\$304,956	\$273,000	\$461,000	\$150,000
	Evaluation										\$135,000
	TOTALS	61	309	461	61	137	597.5	\$7,964,992	\$5,105,440	\$8,907,000	\$2,750,000



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Appendix C – TRAFINZ Fifteen Road Safety Priorities

Structural

1. Develop a comprehensive Transport Strategy in collaboration with key stakeholders, within which Safety is a vital component. Ensure all the key transport documents (GPS/Investment Assessment Framework/ Economic Evaluation Manual) are aligned with promotion of safe mobility. This concept can also be allied to environmental, health, social and economic benefits.
2. Adopt Vision Zero - to demand and inspire action, to recognize that this is everyone's issue, that we are all part of the solution, and that we can all make a difference. Many or most of our community still holds the outdated 'blame the road user' mindset, which cannot improve safety outcomes. Set interim targets to drive action. Require 'system owners' to develop their own 'Safe System Plan' setting out what they plan to do to progressively eliminate death and serious injury within their sphere of influence.
3. Ensure that there is a dynamic Vision Zero safety leadership structure that is linked to all the key stakeholders from the Minister down. Such safety champion organisation(s) and position(s) should be independent but publicly accountable for driving Vision Zero and for holding others in central and local government and the private sector to account for safety performance.
4. Invest in education of practitioners, decision makers (including politicians), fleet operators, professional road users and in grass roots road safety education. Only with wider understanding will we achieve safety results.
5. Work with Local Government, relevant Government agencies, and developers to ensure that our towns and cities are designed and retrofitted with liveability and safety as vital components. This fits closely with national health, social and economic aspirations, and encouraging active transport.

Safe Roads and Roadsides

6. Significantly increased and accelerated investment in highest risk roads and intersections. This would equally include State highways and local roads. NZTA the AA and private sector have done excellent work in prioritising risk areas so we know where to target the resources. We would see many more median and edge barriers, rumble strips, and intersection redesigns. Review the funding arrangements (FAR) to ensure financial constraint does not prevent especially smaller local authorities from delivering better safety outcomes.
7. Particularly in the urban context, focus on safety, convenience and accessibility for active users (pedestrians and cyclists). This would be required as part of local authorities 'safe system plans' supported by other 'system owners' such as NZ Police as required. Speed and safe design are key components. Accessibility and an ageing population will require footpaths of a reasonable surface standard to minimise the personal and health system risks of trips and falls, and allow all citizens to participate as fully as possible in social and economic life. Issues with emerging technologies potentially competing for footpath space need to be resolved.



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Safe Speeds

8. Accelerate the implementation of the Speed Management Guide. Speeds should be safe for the given environment, and set with human physiology in mind. Require road controlling authorities to review speed limits of at least 10% of their networks per year, starting with the highest risk roads. This is likely to require NZTA resource support for NZTA as a road controlling authority, and for TLAs, and other road controlling authorities such as DoC. It will also require significant focus on education and information provision to 'take the public with us'.
9. Provide for a greatly increased network of safety cameras including single point and point-to-point speed cameras, combined speed and red light cameras, variable speed limit and "no lane changing" compliance. Determine the best organisational structure to manage cameras, enforcement, processing and appeals.

Safe Vehicles

10. Significantly raise the safety provided by used imported vehicles. The average age of the New Zealand fleet is 14 years, meaning we miss out on many of the huge benefits of newer technology. This includes everything from collision avoidance technology to airbags, seat belt warning systems, and alcohol interlocks. Age and quality restrictions on imported vehicles are options. Actively incentivise the exit of older less safe vehicles including improving consumer information. In time AVs have potential to significantly reduce road trauma and New Zealand needs to stay involved in this emerging technology.
11. Encourage safer forms of transport. This includes encouraging a greater proportion of freight being carried on rail or ship where this is economic and practical. Heavy trucks are involved in approximately 1 in 4 fatal and serious crashes and this proportion is rising, and can be expected to rise further with growing freight movement. It also includes encouraging greater use of public passenger transport. Passengers on public transport are some 20 times safer than when travelling in private cars. We have already covered safer active modes especially in urban areas above.

Safe Use

12. More rigorous standards and testing for motorcycle licences. This could include a time limit on motorcycle licenses and requiring a practical test to renew. (because many riders 'have a break' between owning a bike as a young person and then again at an older age) Include mopeds in motorcycle licensing framework. Continue to support motorcycle safety training programmes.
13. Review and support driver training and licencing, including its relationship to the education curriculum. Consider the circumstances in which 'refreshers' or retesting could be required. Fleet operators should be required as part of their safe system plans to demonstrate appropriate training and that drivers are not put under pressure to exceed safety parameters. Monitoring (eg telematics) should be encouraged as part of safe system plans.
14. Fundamental review of offences and penalties so that penalties are commensurate with risk, and act as deterrents. Consider warnings, suspended notices or opportunities to comply should for first time or "occasional" offenders to address any concerns about 'revenue gathering'. Also assess the risks and benefits of hypothecation of fines revenue
15. Ensure that the investment in road safety policing is well targeted, documented and monitored. Reduce substance abuse including by introducing compulsory roadside testing



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for drug impairment and increased targeted drink driving enforcement. Work with Police to increase alcohol enforcement (levels and effectiveness). Encourage the uptake of voluntary alcohol interlocks in commercial fleets to normalise interlocks and expand market.