

# BIKE WINNIPEG: 17/18 MPI GRA

The scope of the intervention granted to Bike Winnipeg is to assist the Board in critically evaluating:

- The optimum size of MPI's road safety budget and whether it is sufficient to enable a significant reduction in the costs to MPI of injuries to vulnerable road users (including but not limited to cyclists) in the short and long term;
- The adequacy of MPI's road safety programs with respect to the fatal and severe injury of vulnerable road users (including but not limited to cyclists);
- The quality and clarity of MPI's data collection, analysis and accessibility, regarding collisions involving vulnerable road users (including but not limited to cyclists), particularly in comparison to transportation safety programs from local, national and international entities and jurisdictions; and
- Road safety issues and matters continuing from Order 162/16.

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## **OPTIMUM SIZE OF MPI'S ROAD SAFETY BUDGET:**

The Board does recognize the difficulty in measuring the success of these programs due to the lack of control groups and other factors suggested by the Corporation. However, the Board considers that the other programs related to road safety are also critical in reducing claims costs. As is the case with the driver education program, these programs should aim to change the attitudes of motorists to improve driving habits. The Board would therefore recommend that the Corporation take all steps necessary to assess these programs [...]. The Board would encourage the Corporation to conduct an analysis, which would support an optimal level of expenditure for road safety. [...] **Board Order 179/01, Page 63**

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## OPTIMUM SIZE OF MPI'S ROAD SAFETY BUDGET:

It is clear that Road Safety and Loss Prevention are significant issues for the Corporation, as these factors affect Basic's revenue requirement in a direct and material way and thus impact rates; it is important that the value from the programs be maximized. **Furthermore, successful Road Safety and loss prevention programs can minimize the economic and social costs to ratepayers resulting from collisions.**

MPI has not reviewed the cost-benefit of its current Road Safety programs; the Board believes that this must be done. In particular, the budget and portfolio of programs must be reviewed and optimized in a manner similar to that which MPI employed in respect of the Immobilizer Program. [...]

Given the lack of knowledge and analysis regarding the effectiveness of Road Safety programs, the Board finds that MPI has not fully established that the current portfolio of Road Safety expenditures is prudently and reasonably optimized to maximize value to ratepayers or to minimize economic and social costs of collisions. **Board Order 151/13, Page 50**

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## OPTIMUM SIZE OF MPI'S ROAD SAFETY BUDGET:

The Board repeats that both road safety and loss prevention are significant issues for the Corporation that affect Basic's revenue requirement in a direct and material way and thus impact rates. As such, it is imperative that the value from those programs be maximized. **In addition, successful road safety and loss prevention programs can minimize the economic and social costs to ratepayers resulting from collisions. Board Order 135/14, Page 64**

The Board expects, however, that MPI demonstrate in a more concrete fashion that it has optimized its road safety budget **and is carrying out its responsibilities as a leader on Road Safety by spending on initiatives that can reduce the social and financial costs of collisions.** [...] The Board orders that, at the next GRA: [...] MPI advise the Board of what percentage of its revenue should be allocated to Road Safety and Loss Prevention initiatives and why[...] **Board Order 128/15, Page 71**

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## **ADEQUACY OF MPI'S ROAD SAFETY PROGRAMS REGARDING FATAL AND SEVERE INJURY:**

MPI reported that it works to improve road safety by leading or supporting initiatives in partnership with other key agencies. MPI's three main road safety priorities were indicated to be:

- Occupant restraint usage;
- Impaired driving; and
- Unsafe speed.

MPI indicated that its underlying approach to traffic safety initiatives is to concentrate on educating road users. MPI's education efforts were reported to take place through the delivery of traffic safety programs, including driver education, and by supporting and coordinating safety programs developed by external agencies such as the Manitoba Safety Council.

MPI further noted that it remains committed to its role as one participant among many active stakeholders in road safety. MPI indicated its intention to continue as the primary provider of road safety awareness and education, and that it will focus on those activities. **Board Order 148/04, Page 28**

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## ADEQUACY OF MPI'S ROAD SAFETY PROGRAMS REGARDING FATAL AND SEVERE INJURY:

The Board is concerned that the accident prevention and driver education and training programs of MPI are not as successful as they should be. Studies reported at the hearing [...] suggest that the driver education programs supported by MPI are having no overall positive impact on accident volumes. [...] **Board Order 148/04, Page 84**

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## ADEQUACY OF MPI'S ROAD SAFETY PROGRAMS REGARDING FATAL AND SEVERE INJURY

Premiums would have a much greater chance of declining in future if the incidence and severity of injuries were reduced. **Road safety measures are key to premium reductions, and benchmarks need to be developed to allow MPI to effectively assess its road safety actions and plans [...]** Board Order 150/05, Page 44

**The frequency of motor-vehicle-caused serious injuries and fatalities in Manitoba remains unacceptably high**, and a key to reducing the frequency may lie with the new DSR program, and an improved approach to rewarding good driving habits and punishing poor ones. **Board Order 150/07, Pages 25 – 26**

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## ADEQUACY OF MPI'S ROAD SAFETY PROGRAMS REGARDING SEVERE AND FATAL UNJURY:

The Board notes the significant projects and initiatives undertaken by MPI over the last few years, including the success of the anti-theft initiative and the expectations related to the Business Process Review (BPR). However, **the Board continues to have concerns with respect to a number of factors affecting MPI's operations and results, including the continuation of high accident frequency and severity rates, and the need for a greater investment in road safety and traffic law enforcement initiatives. [...] Board Order 122/10, Page 5**



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## ADEQUACY OF MPI'S ROAD SAFETY PROGRAMS REGARDING SEVERE AND FATAL INJURY:

The Board continues to have serious concern with respect to road safety in Manitoba, and with respect to what steps will or should be taken in terms of new or enhanced road safety initiatives. While the Board recognizes that the Province, municipal governments and the police have interests in, if not responsibilities, with respect to improving road safety, **it is clear that MPI is in a relatively unique situation, joined by other jurisdictions with mandatory Crown monopolies, to “take action”, which it clearly did in the case of auto theft.**

Leaving aside direct investments in road design and construction, clearly a government responsibility – with significant revenue flow through registration fees and taxation, the Board holds that MPI can and should “play” a much larger role in road safety than it has. **Board Order, 122/10, Page 52**

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## **ADEQUACY OF MPI'S ROAD SAFETY PROGRAMS REGARDING SEVERE AND FATAL INJURY:**

There are far too many deaths, injuries and motor vehicle accidents occurring in Manitoba, and a concentrated effort to develop new programs and enhance existing programs – the latter including traffic law enforcement by the police – should be capable of achieving success.

[...]

Success in such an effort would not only be expected to bring down the degree of human misery associated with motor vehicle accidents but also could be anticipated to allow for further rate decreases – all in the public interest. Board Order 122/10, Page 54

[...]

It is the view of the Board that matters of Road Safety need to be given a higher priority by the Corporation than has been assigned in the past, including motorcycle safety, wildlife collisions and other road safety investments, from which prioritization, the Board anticipates the Corporation will be in a position to come forward with new initiatives. Board Order 157/12, Page 53

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## **ADEQUACY OF MPI'S ROAD SAFETY PROGRAMS REGARDING SEVERE AND FATAL INJURY:**

The Board finds that further work is required in order for MPI to demonstrate that its road safety programming has reached maturity. The Board notes that, as of the date of the public hearings, the number of fatalities on Manitoba roadways in 2016 had reached 85, contrasted with 78 in total for all of 2015. **This information is concerning to the Board. The Board looks to the Corporation to take a more aggressive approach and to further its leadership role regarding road safety planning and strategy in Manitoba. [...]**

The Board also looks to the Corporation to target priorities in road safety and to develop a road safety plan with Government and industry stakeholders and has ordered that, at the next GRA, MPI produce updates and reports on a number of initiatives in that regard. **Board Order 162/16, Pages 7 – 8**

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## **ADEQUACY OF MPI'S ROAD SAFETY PROGRAMS REGARDING SEVERE AND FATAL INJURY:**

The Board notes, with concern, the evidence in the hearings that the rate of fatalities on Manitoba roadways has seen a significant increase in 2016. The Board also notes that 70% of the 85 fatalities to date in 2016 at the time of the hearing were on rural roads, which points to a particular concern with the risk of fatalities in rural areas. **This spike in fatalities is alarming to the Board and the Board is of the view that the Corporation must take the initiative, and take a more aggressive approach, towards prevention of collisions and fatalities on Manitoba roadways.**

The Board recognizes that MPI has taken steps towards a more comprehensive approach to road safety programming through the Loss Prevention and Road Safety Framework and through stakeholder engagement; however, **the Board finds that the Corporation is lacking in an overall, comprehensive, vision and strategy in respect of road safety programming and goals. Further, the Board finds that the Corporation has expressed on occasion that it cannot take the initiative for certain road safety planning or programming on its own, given its mandate and jurisdiction. The Board finds that this position is not satisfactory. Board Order 162/16, Page 80**

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## THE QUALITY AND CLARITY OF MPI'S DATA COLLECTION AND ANALYSIS:

The Board seeks additional information from MPI, and new ideas on next steps with respect to MPI's efforts to achieve loss and accident reduction. A comparison with the initiatives of other jurisdictions, such as SGI, ICBC and Quebec would be helpful. The involvement of the Intervenors interested in this area would also be useful. **Board Order 148/04, Page 84**

[...]

The Board continues to recommend that MPI benchmark its expense experience against other public insurers such as ICBC, SGI and Quebec's SAAQ. **Benchmarking continues to represent best practice. Through it, informed views may be developed with respect to cost control and other matters such as road safety and loss prevention initiatives. Benchmarking requires not only an awareness of cost experience in other jurisdictions, but also an informed view on the factors driving the differing experiences. Board Order 150/05, Page 43**

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## THE QUALITY AND CLARITY OF MPI'S DATA COLLECTION AND ANALYSIS:

The Board also finds that further, detailed information regarding the expenditures on road safety programming in other jurisdictions would assist it in assessing whether the Corporation is optimizing its road safety budget. The Board directs that in the 2018 GRA, the Corporation provide to the Board an analysis of the road safety budgets of SGI and ICBC, including the specific mandate of those insurers, their annual road safety budgets and budget breakdown by initiative, as compared to the Corporation's road safety budget. **Board Order 162/16, Pages 80 – 81**

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## **ROAD SAFETY ISSUES AND MATTERS: BOARD ORDER 162/16:**

**The Board also directs the Corporation clarify its stance on the use of a Safe Systems model or a Vision Zero target for collisions.** The Corporation's position appears to be that it cannot undertake either of these efforts on its own given its mandate and the need for other stakeholders and Government to be involved in issues such as infrastructure. The Board recommends the Road Safety Committee set out its position on the Safe Systems model prior to the filing of the next GRA. The Board also directs the Corporation to provide information to the Board regarding its intention and/or efforts, if any, to employ consideration of social costs of collisions to set road safety programming priorities. **Board Order 162/16, Page 82**

[...]

MPI acknowledges that it gathers a significant amount of data and can provide a leadership role in providing Road Safety data. **MPI also states that the Board des not have jurisdiction to direct MPI to undertake Road Safety initiatives including the Safe Systems approach referenced below. Board Order 151/13, Page 45**

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**10.23.** In the 2018 GRA, the Corporation file a five-year strategic plan addressing all of its road safety programming, including:

- The overall budget and breakdown;
- Targets for reduction of collisions and fatalities;
- All priorities for road safety programming,
- The Corporation's strategy for addressing and targeting road safety issues such as distracted driving, impaired driving including drug-impaired driving, wildlife collisions, mature drivers, and vulnerable road users.
- What the Corporation considers to be its challenges in executing or implementing any road safety initiatives, from a budgeting or jurisdictional perspective.

**10.24.** In the 2018 GRA, the Corporation provide information on any of its road safety efforts directed at reducing collisions in rural areas in Manitoba.

**10.25.** In the 2018 GRA, the Corporation provide to the Board an analysis of the road safety budgets of SGI and ICBC, including the specific mandate of those insurers, their annual road safety budgets and budget breakdown by initiative, as compared to the Corporation's road safety budget.



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**10.26.** In the 2018 GRA, the Corporation report on the progress of the Loss Prevention and Road Safety Framework and produce the framework dashboard and scorecard.

**10.27.** In the 2018 GRA, the Corporation provide an update into the activities of the External Stakeholder Committee on Loss Prevention.

**10.28.** In the 2018 GRA, the Corporation provide an update into the activities of the Provincial Road Safety Committee.

**10.29.** In the 2018 GRA, the Corporation file the Road Safety Plan prepared by the Provincial Road Safety Committee and produce a witness from the Government of Manitoba in the 2018 GRA hearings, to provide a presentation on the Road Safety Plan.

**10.30.** In the 2018 GRA, the Corporation file an update on the results of the roadside survey conducted in September 2016, and provide:

- Information as to the Corporation's plans to target the issue of drug-impaired driving and marijuana-impaired driving in particular; and
- Any statistics or information available to it regarding the prevalence of marijuana use among drivers.

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**10.32.** In the 2018 GRA, the Corporation clarify its stance on the use of a Safe Systems model or a Vision Zero target for collisions.

**10.33.** In the 2018 GRA, the Corporation provide information to the Board regarding its intention and/or efforts, if any, to employ consideration of social costs of collisions to set road safety programming priorities.

**10.34.** In the 2018 GRA, the Corporation file an update on the progress of the implementation of the High School Driver's Education Redevelopment and on its effectiveness to date.

**10.35.** The Corporation further study the use of fencing to prevent wildlife collisions, including discussion with other jurisdictions that employ wildlife collision management plans, and in the 2018 GRA, provide a report on its further study of wildlife collision management plans.

**10.36.** The Corporation work with CMMG on a proposal for a pilot project involving the use of fencing in order to study its effectiveness in reducing wildlife collisions.  
**Board Order 162/16, Pages 87 - 91**