

Public Utilities Board  
Technical Conference on the State of  
Road Safety in Manitoba

Summary Report

June 23 and 24, 2022

Public Utilities Board Offices  
4th Floor, 330 Portage Avenue  
Winnipeg, Manitoba

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## **Introduction**

Every year, Manitoba Public Insurance is required to file an application to the Public Utilities Board for insurance premiums to be charged under the Basic compulsory automobile insurance program in Manitoba. During these hearings, MPI's road safety efforts, research, analysis, and evaluation of their effectiveness are presented as part of this application. Registered intervenors are involved in the hearing process on the basis that successful road safety efforts ultimately impact claims, claims costs, and the premiums required to fund the Basic compulsory program.

This is the second Technical Conference conducted by the Public Utility Board pursuant to the Board's Order 130/17 on December 4, 2017; the first being in the spring of 2019. The COVID-19 global pandemic has impacted the continuance of this conference until this year.

The approach to this year's Technical Conference included a review of the previous agenda and discussion outline, the Board's requests and direction to MPI, consideration of current data, research and road safety issues, and input from selected stakeholders.

The Technical Conference was held on June 23-24, 2022, at the Public Utilities Board offices in Winnipeg. Participants were also welcomed online. The conference was facilitated by Dr. Jennifer Hall who was contracted directly by the Board for this purpose.

## **Conference Participants**

As with the first conference in 2019 and in keeping with the Board's desire for a comprehensive discussion about the state of road safety in Manitoba, invitations were extended to a broad range of road safety stakeholders. Representatives from the PUB, MPI, and the Government of Manitoba were also present. Individual attendees are listed below.

### *Public Utilities Board*

Dr. Darren Christle, Board Secretary  
Ms. Jennifer Dubois, Associate Assistant Secretary  
Ms. Kristen Schubert, Hearing Assistant  
Ms. Kathleen McCandless, Board Counsel  
Ms. Kara Moore, Board Counsel  
Mr. Roger Cathcart, Accounting Advisor

### *Manitoba Public Insurance*

Mr. Clif Eden, Assistant Manager, Road Safety Programs  
Mr. Bryce Doell, Manager of Loss Prevention, Planning and Analysis  
Ms. Satvir Jatana, Chief Customer Officer  
Mr. Steve Scarfone, Legal Counsel  
Mr. Mike Triggs, General Counsel and Corporate Secretary

Mr. Patrick Sarginson, Registrar of Motor Vehicles  
Mr. Adam Cheadle, Road Safety Program Specialist  
Mr. Anthony Guerra, Counsel  
Ms. Guneet Jassal, Regulatory Analyst (online)  
Ms. Yadili Okwumabua-Gbakima  
Mr. Ted Meira  
Mr. Scott Patton

*Government of Manitoba*

Mr. Kevin Mantie, Director of Manitoba Motor Carrier Enforcement (online)

*Bike Winnipeg*

Mr. Mark Cohoe  
Mr. Charles Feaver

*Canadian Automobile Association*

Ms. Heather Mack, Manager of Government and Community Relations

*City of Brandon and Brandon Police Service*

Mr. Sam Van Huizen, Traffic and Transportation Planner  
Mr. Trent Karvonen, Brandon Police Service

*City of Winnipeg*

Mr. David Patman, Manager of Transportation, Public Works

*Coalition of Manitoba Motorcycle Groups*

Ms. Charlotte Meek  
Mr. Doug Houghton  
Ms. Carolyn Peters

*Consumer's Association of Canada*

Mr. Chris Klassen, Public Interest Law Centre representing the Manitoba branch of the  
Consumer's Association of Canada

*Manitoba Trucking Association*

Mr. Aaron Dolyniuk, Executive Director  
Mr. David Linton, Policy Analyst

*Safety Services Manitoba*

Mr. Ron Janzen

## **DAY 1 – June 23, 2022**

### **Opening Remarks – Mr. Mike Triggs (MPI)**

Putting road safety into context for the GRA is very important: it reduces crashes and reduces costs, which in turn reduces auto insurance rates. As MPI spends ratepayers' money on road safety, there is a need to ensure that money is being used effectively and within MPI's responsibilities.

Given this context, what is the purpose of the road safety technical conference for the GRA? If it is to facilitate the bringing together of various stakeholders to work on finding road safety solutions, then that goal has been accomplished. In MPI's approach to finding road safety solutions, Mr. Triggs asked everyone to think about how to improve the process of collaboration on these issues outside of the GRA process.

A major challenge with initiatives undertaken by MPI is to determine whether a proposed solution actually reduces fatalities and serious injuries. One model that helps us look at opportunities for solutions is the safe systems approach. Its four areas of road users, vehicles, roads and speed, require expertise from a variety of perspectives and stakeholders having different roles to contribute toward finding solutions. So, for success to occur, there must be collaboration.

As part of this collaboration, MPI needs to identify its biggest strength, which is its volume of data. MPI has data on every motor vehicle collision and driver in the province, but that data needs to be analyzed and acted upon. The emphasis on using data led to the creation of a new road safety team. The team uses MPI's data to determine if solutions are working; whether there can be improvements; and whether programs should be discontinued. Data analysis will determine where we go and what we will do. Distracted driving, speeding and impaired driving are key contributing factors to fatalities and serious injuries. There was also an unusually high number of fatalities in which occupants were not wearing seatbelts and speed was a factor. Data show which parts of the province these problems are more significant.

It is MPI's fundamental belief that data and analysis must be shared, including with its stakeholders. MPI cannot enforce traffic laws or build roads but sharing the data can provide information that will assist in decision making. The road safety team has been challenged to analyze the collision and driver data of fatal and serious injury collisions from all perspectives to find out where truly effective actionable steps can be taken to reduce these outcomes. The challenge with the data is ensuring it is useful and easily accessible, including its publication more generally. However, as mentioned, MPI cannot solve road safety problems on its own. It needs partners like the Assembly of Manitoba Chiefs and the stakeholders that attended the Technical Conference. Meaningful improvements must be made in partnership with these stakeholders, sharing the data and analysis to support good decision making and action.

## **Overview of Discussion Outline (Ms. Kathleen McCandless)**

The purpose of the Road Safety Technical Conference, in addition to what has already been mentioned, is to have a non-binding roundtable-type discussion about the issue in a format that does not go before the Board panel hearing the General Rate Application. The Technical Conference proceedings are recorded but the transcript generated will not go to the Board. The panel will see the Summary Report while the transcripts help ensure that there is an accurate record of everything that has been discussed. The discussions that took place at the Technical Conference were also non-binding. That is, they were facilitated to reach consensus and action items documented for future GRA purposes.

### **A. The Current State of Road Safety Governance in Manitoba**

#### **1. Summary of COVID 19 impacts on traffic and road safety**

As a result of the pandemic, there have been impacts on road safety and the road safety environment that have provided important context for the discussions at this Technical Conference. High-level statistics on traffic volumes, the overall number of collisions, and collisions that resulted in fatality were presented to demonstrate the pandemic's influence on road safety.

Overall, traffic volumes decreased significantly during the pandemic, in particular during periods of lock-down. This was evident in rural areas and within the City of Winnipeg where the decrease (23%) in traffic volumes was more pronounced compared to the pre-pandemic period.

The data shows a drop in the number of collisions, however, the number of fatalities increased slightly in the first pandemic years. In 2021, the number of fatalities plateaued at 78. This pattern is consistent with other jurisdictions. The U.S. is seeing the highest number of traffic fatalities in fifteen (15) years.

There may be a number of other factors contributing to these road safety outcomes during the pandemic. One is impaired driving related fatalities; the numbers of which have remained consistent throughout the pandemic. The reduction in available public transportation and its use may have contributed to increased impaired driving during the pandemic.

The number of speed related fatalities remained about the same. Data shows that there was a significant increase in excessive speeding during the pandemic. This is supported by an increase in the average speed for serious offence notices, not related to seasonality. This data and information are important in the context of road safety research which shows that less congestion leads to higher traffic speeds as part of an overall increase in risk taking behaviour, which was evidenced globally and not just in Manitoba.

The number of fatalities caused by distraction also increased both during the pandemic and when Covid restrictions were lifted. A few reasons have been proposed for this change. The

first is the research indicating that when people come out of self-isolation periods, they lack situational awareness driving skills that are important to avoiding collisions, and in particular, distracted driving collisions. The second factor was an increase in hand-held electronic device use during the lock-down periods and afterwards.

Another area of concern during the pandemic was seatbelt use. Manitoba saw a significant increase in serious collision outcomes due to non-seatbelt use during the pandemic. The number of victims killed or seriously injured increased from 29 to 37 annually.

There was also an increase in the number of fatalities and serious injuries for motorcycle riders during the pandemic. In 2020, motorcycle training volumes were down about 37% compared to the pre-pandemic average. Despite this training outcome, the data is unclear on why motorcycle fatalities and serious injuries have increased during the pandemic.

With respect to off-road vehicles, the number of collisions where people were killed or seriously injured increased about 16% compared to the pre-pandemic average. One contributor to this change has been an increase in fatalities among younger age groups (those 19 and under). This may be partially a result of more young people being at home with less supervision.

Finally, the data show that there was a difference in how traffic volumes impacted outcomes in rural versus urban areas. For example, fatal collisions in Winnipeg dropped by 47% when comparing the first pandemic year to the pre-pandemic year. This was not the case in rural areas. The data points to increased speeds as contributing to the persistently high collision level and more severe outcomes in rural areas, along with increased impaired driving and non-use of seatbelts.

### Stakeholder Comments and Questions

- More focus should be placed on analyzing the rural versus urban split.
- With respect to motorcycle training, the reduction in training enrolment is likely related to the fact that classes were shut down during the pandemic.
- CMMG noted a desire for more data on specific topics and asked if stakeholders could request certain data or have better access to data that MPI has in a readable format.
- CMMG is interested in having some sort of collaboration with MPI on accessing data outside of the GRA process.

### MPI Response

- Traffic collision statistics reports are published on the MPI website.
- MPI also takes requests from the public looking for specific data sets and there is a process that exists for this purpose.



- To enhance access to data, MPI is developing a public dashboard of collisions in Manitoba. The vision is to provide data that lay people can use and one does not have to be an expert in road safety to interpret the data.
- The new dashboard will allow some level of customization that is not available currently without a cumbersome process.
- MPI is looking to engage stakeholders outside of the Technical Conference venue and to hear what they want in terms of shared data so that they are not waiting for this annual event to share their thoughts.
- MPI will be sharing more information with stakeholders in the near future.

## **2. MPI's 2022-2025 Road Safety Strategy**

The previous plan, Road to Zero, covered the years 2017 – 2020, and while the strategy had some successes, it did not achieve the overall goal of increasing the downward trend in fatalities and serious injuries. In addition, the pandemic has created a different road safety environment. While serious injuries are moving in the right direction, trending down at a faster rate than the national average, the fatality rate has essentially plateaued from 2017 onward.

One pillar of the new strategy will be to use the data available to make more targeted and effective program decisions. This includes understanding the effectiveness of specific initiatives; the need to improve MPI analytical capabilities; and the need to work in partnership with others in the broader road safety community. The latter factor includes strengthening MPI's engagement with First Nations to both understand and address the unique road safety challenges they face.

Implementation of the new strategy will be in two phases. The first phase focuses on research and analysis to determine root causes of road safety issues so that the second phase is centred on developing targeted interventions to reduce fatalities and serious injuries.

Three initiatives within the new strategy illustrate the above approach:

- Collection of new data on seatbelt use (40% of people killed in traffic collisions in 2020 were not wearing a seatbelt), distraction, impairment and speed.
- Pedestrian safety – expanding a successful initiative using reflective vests by the Peguis First Nation.
- Development of a new publicly available dashboard to replace the Traffic Collision Statistics Report; allowing for more customization by users.

### Stakeholder Comments and Questions

There is a need to consider whether there is a difference between serious injury results and whether the roads are safer. Vehicles are being better designed to protect their occupants and the reduction in fatalities and deaths in both Manitoba and Canada may

be partially due to better and more protective vehicles as opposed to safer roads. This matters to cyclists because the roads may not be getting any safer.

- Is MPI doing any benchmarking or comparison against other provinces to help understand what sets Manitoba apart from the national average?

### MPI Responses

- Differentiating between serious injury results and whether roads are safer is why a more targeted approach to understanding the problems and developing initiatives that address them, is needed, rather than just looking at overall trends.
- The closest province for comparison would be Saskatchewan which is about 10-15% higher than Manitoba in terms of fatalities and serious injuries (but this would need to be confirmed).

### **3. Update on the Provincial Road Safety Committee**

MPI's report outlined the original purpose of the Provincial Road Safety Committee (the Committee), the work completed, progress towards Road to Zero targets and the future format of the committee. Under the vision of the Canadian Road Safety Strategy 2025 and Manitoba's Road to Zero strategy, this committee was struck to share information and collaborate between provincial organizations to reduce fatalities and serious injuries. Original members of the committee included Manitoba Public Insurance, Manitoba Transportation and Infrastructure, Manitoba Health, Manitoba Justice, and Manitoba Association of Chiefs of Police. The Committee would help identify and address provincial road safety issues through engagement, collaboration, and cooperation. Its first deliverable was the 2017-2020 Road Safety Plan, or Road to Zero. Instead of firm targets or hard targets, the plan supported and adopted the goal of accelerated downward trends and rate-based measures consistent with the National Road Safety Strategy 2025.

The province produced an Interim Progress Report in May of 2019, documenting the contributions and progress of the committee and its six working groups. In pursuing a downward trend of serious injuries and collisions per hundred thousand population, there has been some success, but the trend has not accelerated over the last few years. This success can be partially attributed to reduced traffic volume during the pandemic. Therefore, as the province reopens and traffic volumes increase, the data will need to be carefully analyzed.

Another potential contributor to a lower number and rate of collisions is the reduction in exposure or kilometres driven given the high price of gas. People have been driving less and this has resulted in reduced traffic volumes, but this trend and the impact on collisions must be closely monitored.

The Provincial Road Safety Committee noted that there has also been a downward trend in societal costs of collisions in Manitoba during the pandemic. The cost methodology has been developed by Transport Canada, which has acknowledged that the current model needs to be

updated and they will be revisiting it in the next few years. However, based on the present model, since 2016, the social cost of collisions had been declining until 2019, which is the last year of information available from Transport Canada.

A review of the Committee's progress, achievements, make-up and mandate resulted in a confirmation that there was value in continuing its work. New members have been added – Winnipeg Regional Health Authority, Manitoba Municipal Relations, the City of Winnipeg, and law enforcement. The Committee will be meeting in the near future to lay out its plans for future work and deliverables, identifying emerging issues and provincial priorities. MPI will continue to improve data collection and sharing with stakeholders.

### Stakeholder Comments and Questions

- CAC asked whether Transport Canada's cost of crash methodology was available to the public. With respect to data supplied by other provinces, there may be a need to get approval to release relevant information.
- Does the provincial committee's terms of reference include discussion, engagement, advisement about emerging technology, such as electric vehicles, autonomous driving, and so on, and, if not, where does that kind of public engagement happen?

### MPI Responses

- MPI would request that information from Transport Canada and if available, would share it.
- With respect to the provincial committee's terms of reference, this would be part of their discussions.

## **B. Current State of Road Safety in Manitoba – Research and Analysis**

This presentation highlighted the investments in data collection and analysis, study results and new interventions based on the research undertaken.

### **1. Observational Study**

Results were presented from a seatbelt and electronic communication device observation study which integrated analysis of collision data with customer polling and observational data. The observational data collection was done to identify hotspot locations and gather demographic information such as age and gender to better target program initiatives and awareness and enforcement campaigns, as well as gather baseline data on prevalence of these two issues. Results showed that about 7% of Manitoba drivers observed were using an electronic communication device. Use was higher in urban areas and had increased even subsequent to stiffer penalties having been introduced in 2018.

Results also showed that 7% of drivers in Manitoba were observed not wearing a seatbelt. This was higher in rural areas (15%) which aligns with collision and injury data. Data showed that men under 25 and drivers of light trucks were observed to not be wearing a seatbelt. In addition, in 54% of cases where the front passenger was unbuckled, the driver was also unbuckled.

Given the results, MPI will be working with law enforcement to do a targeted awareness campaign during the months of June and August, which have shown to have higher seatbelt non-use. Social media will be used to target the younger demographic. MPI will be collaborating with law enforcement and sharing the data to enhance targeted enforcement.

### Stakeholder Comments and Questions

- Will there be more research into the careless driving category to determine the specific types of high-risk behaviours?
- Concern was expressed about onboard screen displays, in particular on import vehicles and whether those functions are being or able to be disabled to reduce their impact on distraction. Are the Federal and/or provincial governments reviewing this issue?
- Has MPI looked at telematics for monitoring speed, braking, acceleration etc., which might help address careless driving?

### MPI Responses

- The observational study did not find very many people interacting with onboard screen displays but this is something MPI will continue to monitor
- MPI is in the process of kicking off a Request for Proposal to look at telematics in multi-phases. The first phase will be working with the Taxi Coalition and installing and deploying those devices in vehicles in the fall.

## **2. Speed Study**

Over the last six years, on average, speed was a factor in 1 in 4 fatalities in Manitoba, but the data has fluctuated. Serious speed convictions have continued to increase from 2019 to 2021, during the pandemic. This study is being undertaken to better understand the prevalence, location and degree of speeding on various road types, in different seasons, times of day and days of the week. It will provide an objective, valid estimate of the prevalence of speeding in various regions of the province and gather better data to tailor communications. The study will also provide baseline data for measuring the impact of programs or interventions over time.

### Stakeholder Comments and Questions

- There is a need to further analyze the data with respect to the difference between driving too fast for conditions and speeding.

- Is there any plan to look at video conflict analytics to examine different types of scenarios and interactions such as near misses, pedestrian movement, etc?
- Has there been consideration of the placement of the data gathering devices for example at intersections away from photo radar intersections?

#### MPI Response

- Yes, locations were considered in the placement of data gathering devices.

### **3. Roadside Survey**

This study focuses on alcohol and drug use and impaired driving. Data from 2015-2020 shows that 1 out of 3 fatalities in Manitoba is related to impaired driving. In addition, data from the last roadside survey in 2016 showed that significant numbers of drivers had drugs in their system with cannabis or marijuana being most prevalent. This is a follow-up to the 2016 survey and is planned for the fall of 2022. It will allow MPI to better understand the prevalence of drugs and alcohol among drivers. MPI will compare the results of this study to those of 2016 and analyze the changes to better target future impaired driving programming efforts.

### **4. Program Evaluations**

MPI provided a brief overview of objectives of each planned evaluation in 2022 and shared preliminary findings of some work underway. The goal of its evaluation strategy is to measure the effectiveness of the MPI road safety program initiatives of which 27 are being or will be evaluated.

Preliminary findings show that safe ride home services such as that for New Year's Eve, Operation Red Nose, are successful in reducing impaired driving. There has also been a decline in fatalities and injuries during the graduation season since Safe Grad was introduced in the 1980's. MPI is also finding that enhanced enforcement campaigns are most effective when they are highly targeted. A good example is the School Zone Enforcement program where higher risk school zones are identified by police and enforcement is targeted. Finally, community programs are also proving to be cost-effective methods for positively impacting views around unsafe driving behaviours, in particular for youth. This includes the Mothers Against Drunk Driving and Friends for Life speaker series.

#### Stakeholder Comments & Questions

- Does MPI evaluate the effectiveness of the communications media chosen?

#### MPI Responses

- MPI's communications group evaluates the effectiveness of its media campaigns and analyzes social media metrics as part of this process.

- External resources are used to analyze the data and tools for evaluating the effectiveness of MPI's media campaigns.

## **5. Large Vehicle Study (PUB requested data analysis)**

This study was directed by the PUB following discussion at an earlier General Rate Application process regarding European research that showed that large vehicles, especially pick-up trucks, were having a differential impact when involved in collisions with bicyclists and other vulnerable road users. MPI's analysis used claims and claims cost data to be able to compare different vehicle types on collision impacts.

Analysis included 294,439 crash incidents involving at least two vehicles or a single vehicle incident involving a vulnerable road user. The study found that there were a number of vehicle categories that, when compared to the overall crash population, had higher costs. A few of the result highlights are presented below.

There are higher costs per incident, per injury and per vulnerable road user when pick-up trucks are involved, compared to compact cars. Similarly, mid-size cars were found to have a higher injury cost per incident, higher injury cost per person injured, and a higher injury cost for vulnerable road users. Drivers in pickup trucks, mid-size/full-size cars, passenger/cargo vans, and SUVs were all more likely to be at fault.

The magnitude of costs analyzed within this data set is over \$2.5 billion where the cost for crashes involving compact cars is almost half that value, or around \$1 billion. The total number of incidents is a key driver of overall costs, with vehicle size playing a role in differential impact.

### Stakeholder Comments and Questions

- Request to analyze the data to compare collisions involving pick-up trucks with compact sedans.
- Is there any data on registrations versus collisions to see if there is some sense of whether pick-up trucks are more likely to be involved in a collision versus sub-compact cars?

### MPI Responses

- The above analysis can be explored while the data on registration and collisions is available in the GRA annual filing.

## DAY 2 – June 24, 2022

### C. Stakeholder Engagement

#### 1. Assembly of Manitoba Chiefs (AMC) Partnership

MPI has been working with the AMC to develop a First Nations Road Safety Engagement Strategy which is intended to align with the Truth and Reconciliation Commission's call for action. Development of this strategy promotes increased dialogue and partnership with First Nations communities to foster a better understanding of their needs, challenges and opportunities.

There are some unique challenges faced by First Nations communities borne out by available data. One in five (20%) of all crash victims in First Nations communities are either killed or seriously injured compared to about 5% in the rest of Manitoba. There are also differences in contributing factors, crash configuration and victim types. On average there have been about 8 fatalities every year, but in 2021 there were 17 in First Nations communities.

In December 2021, MPI and the AMC signed a letter of intent to collaborate on road safety engagement activities and programming in First Nations communities. The letter of intent established funding for a road safety coordinator position at AMC and for First Nations road safety forum with road safety experts, First Nations leadership, and First Nations technicians.

Key objectives of MPI's approach to partnership align with the Truth and Reconciliation Commission's Calls to Action by:

- promoting increased dialogue, partnership and activities with First Nations communities to foster a better understanding of their needs, challenges and opportunities;
- providing equitable access opportunities for members of Manitoba's First Nations; and
- adopting learning and communication strategies that respect the traditions, culture and knowledge of the First Nations people.

A goal of the MPI/AMC partnership is a First Nations Road Safety Strategy to support road safety in and around First Nations communities. The strategy will seek to:

- expand the network of stakeholders and strategic partners such as Tribal Councils, University College of the North, and Manitoba First Nations Police;
- improve engagement at the community level; and
- establish and evolve reliable data sources.

MPI regularly works to enhance services for First Nations communities, for example, through its mobile service community which has improved access, reduced barriers and increased efficiency by developing processes to assist customers in meeting ID requirements and

providing alternative payment methods. Other service enhancements include better access to Class 5 road tests.

In 2022, MPI dedicated two additional staff out of the Thompson service centre to work with remote northern First Nations communities, focusing on improving access to MPI services. An example of improved services in the installation of traffic control signage, addressing requirements for road testing, and pedestrian fatalities on the Peguis First Nation.

Establishing and evolving data sources will enable evidence-based decisions and evaluation. Currently, geographical reporting and statistics limit the scope of MPI's analysis. Road safety data in and outside of First Nations communities is reported and tracked in different ways. Engaging with different partners, such as in the health sector, will also contribute to better data collection and sharing.

MPI stated that one of its challenges is establishing a network to communicate with all 63 First Nations in the province. The current practice is to go through the AMC with an established First Nations liaison to help reach out to northern communities.

### Stakeholder Comments and Questions

- CAA asked how they could be involved to help make their programs more responsive to First Nation's needs. Will there be more First Nations representation within the external stakeholder group?
- In developing solutions, MPI should talk to vulnerable road users such as pedestrians, and not just car or vehicle drivers.
- Safety Services Manitoba expressed its strong support for the initiative with the Peguis First Nation.

### MPI Responses

- MPI welcomes CAA's involvement and collaboration, and the External Stakeholder Committee is likely the right place for that discussion to take place.
- MPI will also be looking to include First Nation organizations on the external stakeholder committee.

## **2. External Stakeholder Committee on Road Safety**

The intent in forming the External Stakeholder Committee was to strengthen existing relationships and identify new opportunities for partnership with like-minded organizations with interests in road safety. It was anticipated that the committee would provide opportunity for all interested road safety stakeholders to engage collaboratively to enhance road safety and reduce the number of serious injuries and fatalities as a result of motor vehicle collisions.



The current committee is comprised of a broader group of road safety partners and stakeholders including:

- ▶ Active Aging in Manitoba (AAIM)
- ▶ Association of Manitoba Municipalities (AMM)
- ▶ Bike Winnipeg
- ▶ CAA Manitoba
- ▶ City of Winnipeg
- ▶ Coalition of Manitoba Motorcycle Groups (CMMG)
- ▶ Consumers Association of Canada (CAC)
- ▶ Green Action Centre (GAC)
- ▶ Manitoba Association of Chiefs of Police (MACP)
- ▶ Manitoba Transportation and Infrastructure (MTI)
- ▶ Manitoba Trucking Association (MTA)
- ▶ Safety Services Manitoba (SSM)
- ▶ Transportation Options Network for Seniors (TONS)Winnipeg Transit

Following the 2019 Technical Conference, MPI was asked to survey committee members on their views and recommendations on how the committee could be improved. While they undertook a survey later in the spring of 2019, only three completed surveys were returned so the committee was canvassed for their views at a separate meeting. Members felt that there was value in continuing the committee, but there is more room for collaborative work on road safety issues and developing potential solutions, as opposed to using this forum primarily for information sharing. New terms of reference were developed to facilitate this approach to collaboration and clarify the role of this committee vis a vis the Provincial Road Safety Committee.

However, the committee has not met for over a year because MPI has been prioritizing finalizing the role and new mandate for the Provincial Road Safety Committee, to ensure there is still a distinction between the work of both committees. That work was recently completed in spring 2022. In addition, with many stakeholders and public sector organizations focusing their attention on operational impacts resulting from the COVID pandemic, fulsome collaboration and discussion on road safety initiatives were deferred until post-pandemic.

#### Stakeholder Comments and Questions

- It was suggested that Active Aging Manitoba and Transportation Option Network for Seniors be contacted about their participation on the committee, especially from a pedestrian perspective.
- MPI was asked about First Nations representation on the committee.

## MPI Responses

- MPI will reach out to Active Aging Manitoba and Transportation Option Network for Seniors and invite them to participate on the committee.
- MPI has invited First Nations to the committee in the past and will continue to reach out to build relationships and engage on the issue of road safety.

### **D. Road Safety Data**

#### **1. Updating on Publicly Available Dataset of Collisions**

MPI's development of a new Public Road Safety Dashboard is intended to improve the way road safety data is organized and shared with others who would benefit from it. Its release is planned for late 2022 or early 2023. This initiative builds on the wealth of collision data available in the province and responds to those road safety stakeholders who value having more and better access to MPI's collision data. Having learned from previous experience that an overly ambitious approach to integrating multiple data sources has proven too complex, the new dashboard will initially be focused on what is currently reported in the Traffic Collision Statistics Report (TCSR) but will be provided in a more analytically friendly manner.

The new dashboard will be customizable, that is, stakeholders will be able to see what matters most to them rather than presenting a pre-defined view of the data. The dashboard format allows for a large volume of data to be shared in ways that facilitate analysis. In addition, data will be provided monthly, as it becomes available, as opposed to the TCSR, which was published once annually. The dashboard will include redefined parameters for which collisions are included, for example, collisions in First Nations communities. Finally, the new dashboard will also allow MPI to facilitate exploration of the data and data-driven decision making.

## Stakeholder Comments and Questions

- Stakeholders are very supportive of this work. CAA uses the data for designing their own public education campaigns and responding to media; the more timely the data, the better. What has been more challenging to find is data on school zones and collisions in school zones, which would be of interest to the stakeholders.
- Bike Winnipeg is also supportive of the increased accessibility and timeliness of MPI's road safety data. They would like to see collision types and more information on the nature of the collision included, as well as the location of the incident to facilitate information on the rural/urban split. Bike Winnipeg has requested that the tables be downloadable so that they might be easily dropped into an Excel spreadsheet.
- What is key for Safety Services Manitoba is being able to track the type of violations and, in the case of repeat offenders, being able to identify them and know whether they have been through one of their courses, and if so, whether it is a responsible driving, novice driving or defensive driving course. They would be interested in building a database on the impacts of their programs including recidivism.

- Will the annual lengthy PDF document continue to be published for a period of time so there's continuity of information that's publicly available in its current format while the new online dashboard is gradually being introduced?
- CAA and Manitoba Trucking Association want to encourage MPI to either consider continuing to publish the TCSR until it's shown that the dashboard is a suitable replacement or make sure that the same information is available in the new format.
- Will the dashboard have the capability to produce tables that are identical to the current report?

#### PUB Comment

- MPI may wish to conduct an inventory on what tables are currently being provided and which ones may drop away in the new format and develop a strategy to link back to the old format for a couple of years to manage the stakeholder and user needs during the transition from current to future model.
- MPI may wish to consider a tool like a checkbox to provide some feedback about any challenges people are experience on the dashboard or any information that they are looking for but were not able to find.

#### MPI Responses

- The first release of the dashboard may not include geographic information on school zone collisions, but MPI will consider it a priority for improvements to the dashboard as they build on it.
- MPI will be including collision types and some information on the nature of the collision, in the new dashboard, which is based on the Transport Canada national collision database reporting framework. MPI is able to commit to providing data to facilitate analysis on the urban/rural split.
- MPI has not yet considered traffic convictions for the dashboard.
- MPI will be providing data on the type of vehicle used and would look at whether they could provide the level of detail on electronic versus autonomous etc.
- The difficulty in sharing some of the requested details is that there is sometimes private, identifying information included and it would require manual review of tens of thousands of files to get the information onto the dashboard.
- The plan is to discontinue the traffic collisions statistics report and replace it with the new dashboard which is being built based on what is currently in the TCSR. Every effort is being made to have as much continuity as possible between the two.
- MPI won't be reproducing every single table that's included in the 200-page report but is including information believed to be most relevant. If there's something that's not included in the first release that's of value to stakeholders, MPI will look at building it into future updates where possible.
- MPI will consider some sort of feedback mechanism in transitioning from the current road safety reporting to the new dashboard format.

## **2. Board Requested Data Analyses**

### **a. Driver testing and training study**

This part of the presentation outlined results of analysis of Manitoba's driver training and testing data for class 5 and class 1; highlighting the state of road safety knowledge among novice drivers and strategies to address identified issues. The test results that are recorded following every road and knowledge test allow MPI to evaluate pass rates and compare performance across different segments of the driving population, for example, those that have taken drivers education and those that have not. With this data MPI can better understand where specific errors are committed and determine the most frequent causes of failure in knowledge and road tests.

In addition to current data collection efforts, MPI is evaluating how newer technologies can provide more in-depth insights into driver ability. MPI is piloting a computer-based assessment tool designed to evaluate skills that are highly indicative of collision avoidance abilities. Driver readiness assessment software, Ready Assess, provides an objective standardized evaluation of driving ability by presenting simulated scenarios to gauge applicant performance related to critical driving skills and crash avoidance. Depending on the findings of the Driver Readiness Assessment pilot, the tool may be used to assess student progress, instructor performance and curriculum gaps.

For Class 5, by comparing knowledge test pass rates for those who took driver education and those who did not, the former, on average, scored about 25% higher than those who did not take driver education. Most students who take driver education do not commit a critical error during testing. They also commit fewer critical errors over every section of the road test, compared to other applicants. Testing has surfaced gaps in road safety knowledge in the areas of:

- Speeding
- Left turns
- Intersection driving

Data shows that driver education is effective in improving knowledge in those areas listed above. The data shows a similar gap in road test pass rates, with those who took driver education performing better than those who did not.

Based on this analysis, MPI is undertaking a review of the effectiveness of its driver education programs in the current fiscal year. That includes a quantitative analysis of how effective driver education is in reducing collisions. MPI will also be looking at expanding opportunities for driver training to a broader group of customers and doing a jurisdictional comparison to make sure MPI's driver training standards are in line with best practices in other jurisdictions.

For Class 1, the results of data analysis are impacted by the implementation of mandatory entry level training in September 2019, which resulted in changes to the Class 1 road test. Revision of the Class 1 road test impacted the initial pass rates upon introduction of Mandatory Entry Level Training (MELT), but the data has begun to level out and pass rates are improving. There has been a slight decline in pass rates for on-road testing with MELT, but a bigger impact has been seen on the inspection and coupling parts of the test. Pass rates on both segments have steadily improved since MELT implementation, in particular as driver training schools align their training and curriculum with the new standards.

MPI is improving Class 1 driver safety through development of a new governance framework to clarify standards and requirements for training providers. Since MELT was introduced in 2019, all Class 1 applicants must complete an approved training program before attempting the road test. Through engagement with training providers, a need was identified for more clear and consistent oversight. Since summer 2021, MPI has worked with the Manitoba Trucking Association and training providers to develop a new governance framework to clarify standards and requirements for training providers. Audit and compliance activities under the new framework began in April 2022.

#### Stakeholder Comments and Questions

- MPI should continue to identify the knowledge and skill gaps in driver training.
- Is there some way to determine those drivers who have taken the Bicycle Education and Skills Training (BEST) program in grades 6-8, and whether that has any impact on road test results?

#### MPI Responses

- MPI will look at whether it can obtain this data on those drivers who have taken the BEST program and determine if there's a way to assess the impact on road test results.

#### **b. Geo-mapping of speed collisions**

MPI was asked to look at the speed-related collisions in the context of geo-mapping. Geo-mapping allows for the data to pinpoint problem areas when looking at collisions with speed as a contributing factor.

For this analysis, data were sourced from the MPI Insurance Data Warehouse which is used to produce the collision claims and Traffic Accident Report, using speed as a contributing factor. Worth noting is that while speed was the contributing factor being analyzed, it may not have been the cause of the collision.

Data were selected for collisions in Brandon and Winnipeg<sup>1</sup> (primarily in urban areas) involving a registered Manitoba vehicle or driver. Analysis involved the nearest intersection of a speed-related collision which was assigned a latitude and longitude coordinate and subsequently “mapped”. The study looked at each city in terms of severity of collisions related to speed with severity captured in bodily injury collisions, property damage only collisions, and fatalities. Analysis demonstrated the relationship between speed and collisions with property damage only, injuries and fatalities.

A number of key findings were presented. In Winnipeg, speed-related collisions were more numerous along the high-speed loop linking SW and SE areas of the city. Fatalities in speed-related collisions were generally clustered in North Winnipeg. For Brandon, speed-related collisions were found to be more numerous in the downtown area. Those collisions which caused injury were also more concentrated in the same downtown area.

While more results of the geo-mapping data were presented, they were indicative of their value as key indicators of where speed-related collisions are occurring. MPI wants to share this information with stakeholders and use it to help guide policy enforcement, infrastructure changes, and communication efforts. Geo-mapping findings will be combined with identified “hot spots” from MPI’s speed observation study to further target speed reduction strategies.

#### **E. Road Safety Budget**

Building the road safety budget is a zero-based budgeting process where program funding must be justified each year. Every program or initiative is analyzed for its need, cost and results. For any new programming, a jurisdictional scan and literature review are conducted. A business case is developed which outlines objectives, provides a cost-benefit analysis and outcome measures, and describes how it will be monitored and evaluated.

The road safety budget forecast for 2022/2023 is \$12.2 million which is accounted for in the basic insurance budget. Funding for training programs is determined by the cost to deliver the program based on anticipated student enrollment. Enhanced enforcement funding levels are determined through consultation with participating law enforcement agencies based on their proven ability to effectively support additional enforcement of key road safety issues. A summary of planned expenditures by activity is presented below.

#### ***Budget Summary (C\$ 000s)***

##### *Summary by Activity:*

- Driver Training (\$3,920)
- Advertising (\$2,191)

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<sup>1</sup> Only Winnipeg and Brandon were included in this study as they are the only municipalities where this nearest intersection available method can be used as a data point.

- Departmental Expenses (\$2,160)
- Enhanced Enforcement (\$1,671)
- Driver Educ Amortization (\$683)
- Programming (\$1,209)
- Survey/Evaluation (\$201)
- Other Projects (\$205)

There are a number of areas where the budget is much larger than in the past few years. The first is driver education. Post-COVID, the budget reflects a shift back to more normal levels of driver training. Second is impaired driving which includes funding for the roadside survey. MPI also anticipates that the enhanced enforcement budget will be used more by agencies this year than during the COVID years.

#### Priority Focus Areas for 2022/23

1. Unsafe Road User Behaviours: distracted driving, driver impairment, travelling at unsafe speeds, failure to use a seatbelt.
2. Vulnerable Road Users: pedestrians, cycling and motorcycle safety, off-road vehicle safety.
3. Special Driver Segments: novice/young and mature drivers, commercial drivers, northern, remote, First Nations and new Manitobans.

A significant portion of MPI's budget is spent on unsafe road user behaviour, one of four (4) key contributing factors to fatalities and serious injury, primarily through the driver education training program. Fatal and serious injury collisions have not dropped as sharply as total collisions and there has been a rise in speeding, aggressive, distracted and impaired driving which remains a serious concern on the road and are key contributors to fatalities and serious injury crashes. In addition, data from the recent observational study has shown that rates of seatbelt compliance are not as high as previously seen and that's a concern primarily for rural areas.

MPI has applied these learnings with strategies for enhanced enforcement this year. There will be a new dedicated seatbelt campaign focused on areas of concern from the observational study. This will be accompanied by paid media which aligns with research and best practice in changing driving behaviour.

MPI will be putting a greater emphasis on speeding based on the data and consultation with police partners. There will be a continued emphasis on impaired driving as we know it, as it continues to kill roughly one third of the people who die in collisions. Greater emphasis will also be placed on distracted driving in urban areas to align with the results of our studies and data analysis.

Increases in budget will be focused in the above-noted areas with specific increases in funding for:

- road watch;
- speed and intersection safety;
- school zone safety;
- gravel and rural roads;
- commercial vehicle enforcement;
- seatbelt campaigns; and
- distracted driving.

### Stakeholder Comments and Questions

- If roads are not getting safer, then there is not enough road safety education and the budget for this at MPI has been flat. Bike Winnipeg suggests that the budget is not sufficient. Bike Winnipeg also argued that MPI is not doing zero-based budgeting but, taking last year's budget and adjusting it according to what MPI thinks is most important at the time.
- Bike Winnipeg suggested that there be more focus on careless driving and not just distracted driving.
- Bike Winnipeg also suggested that MPI's task is to train a large number of people who are operating dangerous equipment and keeping them trained. A standard must be maintained, and much of that is done with enforcement. After initial driver training, there is not much further training.
- CAC noted that at the 2019 Technical Conference, MPI indicated it expected to see a reduction in the prevalence of distracted driving as a contributor to collisions as a result of the Enhanced Enforcement Program (EEP). However, distracted driving remains a leading contributing factor. Does MPI have a sense of when it expects to see results from the EEP leading to a reduction in the prevalence of distracted driving?
- CAC stated that while it was appreciated that MPI made a direct connection between the EEP and identifying key contributing factors to collisions, there does not appear to be a comparable exercise in the Road Safety program more broadly to help determine the scope or scale of each program in MPI's road safety portfolio.
- The zero-based budget process does not impose a budget ceiling in determining the scope or scale of each program, yet the road safety budget has stayed in the \$12-\$13 million range since about 2013. Is there some other metric that MPI is using to determine the scope or scale of each program and making sure that its road safety budget is optimized?
- As MPI looks at strategies for mitigating speed-related collisions, including through driver education, sports car enthusiasts and performance car drivers may be another group of stakeholders to involve in developing solutions. For example, the Winnipeg Sports Car Club could be invited onto the External Stakeholder Committee.



## MPI Responses

- When MPI builds the budget, it does so based on what the data suggests the priorities to be, what MPI's partners can do, and what capacity those partners have to support MPI's initiatives. MPI will take the budget feedback and continue to work with its stakeholders on future programming efforts.
- MPI is one of many players in the solutions to road safety, which includes the provincial body, and the City when it comes to infrastructure and enforcement.
- It will be difficult to give a specific time when MPI can expect a specific result given the uncertainty of the pandemic. However, MPI is hopeful that the more targeted approach referred to earlier in the presentation will have a more direct impact on distracted driving.
- One of the things Mr. Triggs has asked of his staff is to analyze all the various programs to determine if MPI is getting value for money and they are effective.

### **F. Stakeholder Roundtable**

#### **1. Bike Winnipeg**

With respect to road signs, Bike Winnipeg appreciates that the highway signs are the responsibility of Manitoba Transportation and Infrastructure. However, there are ways for MPI to work with that.

For instance, on media and other communications, there are a couple of points to keep in mind: letters to fleet operations to remind their drivers; and direct mail is a very inexpensive media. There are other ways of communicating that could be more effective and less costly than traditional or even social media.

On messaging, while data analysis has been completed in terms of identifying special segments, now MPI must understand why those segments are doing what they are doing and what might change their attitude.

## MPI Comments

When it comes to MPI's road safety education and campaigns, it's the marketing experts in that area that use best practices as to how to get the message across based on MPI's focus point and priorities. In addition, when developing these campaigns, focus groups help to determine if the message resonates and if it will change the behaviour of the driver.

#### **2. CAC Manitoba**

CAC thanked MPI for its participation. It's important for all stakeholders to keep in mind while working together toward improving this process, that MPI's work saves lives.

On reflection of MPI's opening comments, CAC recognizes the tension between engaging discussions about solutions and frank discussions assessing the road safety program for rate setting purposes. CAC acknowledges that they don't always co-exist comfortably, but it sounds like MPI is thinking about new ways to have those discussions fit together.

In discussing solutions, CAC noted that one idea that MPI hadn't discussed much was collision avoidance technology. With its growing availability, some jurisdictions, including Crown-owned insurers, offer incentives for drivers who own vehicles that implement these technologies. CAC is also aware of a growing body of literature that demonstrates a significant improvement in collision risk for vehicles that have these technologies. CAC therefore recommended that MPI continue to maintain an understanding of the rate of uptake of these technologies in Manitoba, and that it considers possible interventions if uptake of these technologies in Manitoba is slower than it could or should be.

With respect to engagement, best practices require ongoing iterative processes with regular reporting back to those who are involved. MPI has shared two key opportunities for engagement at the Technical Conference: the External Stakeholder Committee and the Provincial Road Safety Committee. For the Provincial Road Safety Committee, CAC encouraged MPI to continue its efforts in data sharing and think creatively about its role on the committee to try and maximize the opportunities that come from participation.

As MPI is the facilitator of the External Stakeholder Committee, it is well-positioned to make this a meaningful and effective group. While it is understandable that efforts have been side-lined over the past year or two, CAC looks forward participating in the committee's revitalization in the near future.

Next, optimizing MPI's road safety budget has long been a significant and important issue for the Public Utilities Board, and considering the stagnation in MPI's road safety budget dating back five (5) plus years, CAC isn't convinced that its current programming is optimized. CAC recommended that MPI do as it has committed to do, which is to assess each program and its portfolio as a whole for effectiveness and optimization.

Relatedly, in the past, CAC has advocated for the development of what has been described as a provincial road safety budget. This would be a means by which MPI could keep track of the efforts of its partners on the Provincial Road Safety Committee to make sure that all efforts with respect to road safety are complimentary and not duplicative.

Finally, in advance of the next Road Safety Technical Conference, one element of MPI's advanced materials might be a specific response to each of the action items identified in the report flowing from this Technical Conference.

### **3. CMMG**

CMMG raised the discussions regarding advanced rider training and its minimal uptake, as well as the impact on its priority for MPI. Unfortunately, that creates a circular situation. There must be an incentive recognizing that if people take this training, there will be fewer collisions and less cost. While MPI's position that no uptake results in no action, CMMG asked what MPI suggests for encouraging riders to be involved in the program. CMMG also asked whether MPI was aware of any data from other jurisdictions on whether additional rider training impacts collisions.

With respect to the budget summary, advertising would be included under motorcycle safety education. CMMG asked whether the motorcycle safety education portion of the budget is also where the cost relating to the experienced rider program would be included. CMMG requested a breakdown of the budget summary, specifically, how much relates to motorcycle rates or training.

CMMG expressed its gratitude and appreciation to MPI for sharing its data, noting that accessibility to data in a way that CMMG members can access it will help with other initiatives.

#### MPI Comments

MPI noted the importance to look at its programming opportunities and do further analysis and engage in additional discussion with its stakeholders.

MPI is not aware of any research that proves the effectiveness of rider training, but if CMMG has any, MPI would be happy to review it and will conduct some research on its own.

MPI stated that the cost for the experienced rider program is included within the driver training and education portion of the budget.

The portion of the driver education budget that is allocated to the motorcycle rebate is \$229,000.

### **4. CAA Manitoba**

CAA noted that what MPI is doing is along the right track as it regularly surveys members and Manitobans, who indicate they are concerned about speed, aggressive, and stunt driving. CAA is doing its Slow Down campaign again this year with lawn signs, distracted driving, and drug impaired driving.

CAA members are also concerned about sharing the road and traffic culture. CAA noted that many of its members that have been exclusively car drivers are picking up a bike for the first time over the pandemic or increasing their cycling. These drivers are starting to see the road from a different perspective, which CAA states is something that MPI can capitalize on.

CAA believes that school zones must be a focus in urban areas. There are thousands of patrollers out every day on school days.

Finally, with respect to measuring impact, CAA is working on an input/impact model that will allow it to measure the impact of its programs because it wants to know how it is achieving its goal of moving people safely. CAA offered to share this information with MPI.

#### **G. MPI Closing Comments (Mr. Mike Triggs)**

Thanks were expressed for all those attending the sessions and for their commitment to road safety. Finding solutions is a collaborative effort and the MPI team will continue to work with stakeholders to enhance its efforts in road safety.

At the beginning of this conference, MPI put the challenge of finding better ways of improving road safety. But there needs to be ongoing discussions and this conference contributes to the conversation and finding new ways of working together. A lot of what was discussed can be taken to the External Stakeholder Committee for further development. However, MPI wants to work with stakeholders to get them the information they need and continue the dialogue and collaboration to build effective road safety solutions.

## H. Summary of MPI Commitments and Actions

1. MPI will be implementing a new, publicly available dashboard to increase accessibility to data, make it more customizable, and will respond to stakeholder requests for enhanced data sharing. This dashboard is intended to ultimately replace the Traffic Collision Statistics Report.
2. MPI will consider some sort of feedback mechanism in transitioning from the current road safety reporting to the new dashboard format.
3. While the first release of the dashboard may not include geographic information on school zones, MPI will consider it a priority for improvements as it builds out the dashboard.
4. MPI has committed to providing data to facilitate analysis on the urban/rural split.
5. MPI will look at whether it can provide the level of detail on electronic versus autonomous vehicles.
6. MPI recognizes the need to have a better understanding of where the problems are based geographically. This is demonstrated in data and analysis to date and shared during this Technical Conference. In the fall of 2022, MPI will be doing further analysis on impairment.
7. MPI will consider developing a feedback mechanism in transitioning from the current road safety reporting to the new dashboard format.
8. MPI will work with CMMG to gather information on specific risks or dangers to motorcycle safety, which would allow for further data analysis.
9. MPI will investigate whether it can obtain data on drivers who have taken the Bicycle Education and Skills Training (BEST) program in grades 6-8 to determine if there's a way to assess the impact on road test results.
10. MPI will explore the data to compare collisions involving pick-up trucks with compact sedans. It will also explore the data on registrations versus collisions to see whether pick-up trucks are more likely to be involved in a collision than sub-compact cars.
11. MPI will enquire as to whether Transport Canada's cost of crash methodology is publicly available and if so, whether it can be shared with interested stakeholders.
12. MPI will continue to monitor the use of onboard screen displays in the context of distraction and any impacts on collisions.
13. MPI will reach out to Active Aging Manitoba and the Transportation Option Network for Seniors to invite them to participate in the External Stakeholder Committee on Road Safety.
14. MPI has invited stakeholders who wish to be on the External Stakeholder Committee to advise MPI, so that they can be added to the forum. MPI will also focus on including First Nations organizations on the committee.
15. MPI is looking at how to better meet driver training needs in First Nations communities. It will be undertaking a full review of its Class 5 driver training in 2022/2023, and that review will be informed by the results of the First Nations Road Safety Engagement.
16. As per stakeholder request, MPI will email a PDF version of a report containing maps in the GRA process (about 2000 pages).

17. MPI will review relevant research on effectiveness of rider training in reducing collisions and their severity.
18. MPI will take the budget feedback and continue to work with its stakeholders on future programming efforts.