

9 ROAD SAFETY

BACKGROUND

- 9.1** Road safety is a complex issue that involves many factors, including human (driver, passenger, pedestrian), vehicle, road and weather variables. The responsibility for these elements of safety is shared between the federal, Provincial and municipal governments, law enforcement agencies, private organizations, and each driver and pedestrian in Nova Scotia. Road safety issues are broader than the mandate of any single organization.
- 9.2** In November 2002, there were approximately 641,000 Nova Scotia residents licensed to drive a vehicle, representing approximately 70% of the population of the Province. There are approximately 23,000 kilometers of road under Provincial government responsibility in Nova Scotia. The Province pays the RCMP to patrol the approximately 1,800 kilometers of 100 series Provincial highway. All other roads in the Province are patrolled by municipal police, including RCMP services paid for by municipalities either through the Provincial government or on a direct basis.
- 9.3** In 2002, there were 13,824 reported collisions, 5,187 (38%) on Provincial roads and 8,637 (62%) on municipal roads. Often, collisions cannot be attributed to only one factor. However, driver inattention is often the attributed factor. In 1998, the Canadian Council of Motor Transport Administrators publication *State of Road Safety in Canada* noted Nova Scotia had the third lowest fatality rate of 12 Canadian jurisdictions. In 2001, Transport Canada traffic statistics indicated Nova Scotia had the third lowest fatality and injury rates of 13 Canadian jurisdictions.
- 9.4** In the fall of 2000, the Ministers of Transportation of Canadian provincial, territorial and federal governments initiated a collaborative effort named *Road Safety Vision 2010* which resulted in road safety targets. Background material indicated that in 2001 road fatalities accounted for more than 90% of all Canadian transportation related deaths. Traffic fatalities peaked in the early 1970's. Since that time, Canada's population has grown by 40%, and the number of vehicles has increased by 80%. Despite the increased mobility, the number of traffic deaths nation-wide has declined by more than half. In Nova Scotia, government reported that fatalities decreased from 277 to 70 between 1973 and 2003. The improvement is the result of a combination of factors, including increased use of seat belts and fewer instances of driving after drinking, improved vehicle safety standards, better road design, improved emergency medical services and tougher laws and enforcement.
- 9.5** In Canada, responsibility for road safety is shared among the federal, provincial, territorial and municipal levels of government. The federal government is responsible for the development and implementation of new motor vehicle

safety standards and the enhancement of existing standards, as well as for inter-provincial commercial vehicle safety. Provinces and territories are responsible for road operation, construction and maintenance; commercial vehicle operations; driver and vehicle licensing; policing of 100 series highways; and the development and implementation of local safety initiatives. Municipalities are responsible for local road operation, construction, maintenance and policing. In addition, non-governmental agencies play important roles in the development and delivery of safety programs.

- 9.6** In Nova Scotia, the Department of Transportation and Public Works (TPW) is responsible for highway operation, construction and maintenance; enforcement of commercial vehicle operations; and development of road safety programs. Service Nova Scotia and Municipal Relations (SNSMR) is responsible for commercial carrier registration, as well as driver and vehicle licensing. The Department of Justice administers the Provincial Police Service Agreement with the RCMP, which includes series 100 highway patrol. Municipalities pay for their own police road patrol, or pay for RCMP resources through the Provincial Police Service Agreement or by direct contract with the RCMP. In 2002-03, TPW spent \$119.7 million on annual highway programs and \$78.7 million on capital highway projects. SNSMR spent \$4.3 million on motor vehicle related programs, and RCMP highway patrol costs the Province approximately \$8.0 million each year, paid from the Department of Justice budget.
- 9.7** In September 1997, the Province created the Road Safety Advisory Committee (RSAC) to assist in the development, implementation and evaluation of government safety strategies relating to drivers, vehicles and roadways. The committee includes representatives from Service Nova Scotia and Municipal Relations, Department of Transportation and Public Works, Department of Justice, Nova Scotia Safety Council, RCMP, Police Chiefs Association of Nova Scotia, Insurance Bureau of Canada, Department of Health, and Mount St. Vincent University. Sub-committees of RSAC were formed to facilitate the achievement of targets identified in Road Safety Vision 2010, as well as other initiatives identified by the Province.

RESULTS IN BRIEF

- 9.8** The following are our principal observations from this audit.
- The quality of public reporting of road safety information should be improved to include regular comprehensive, comparative reports on the status of road safety initiatives and progress toward road safety targets.
 - Recent information indicates that in 2001 Nova Scotia had the third lowest traffic fatality and injury rates of 13 Canadian jurisdictions.
 - The Department of Justice spends approximately \$8.0 million on RCMP highway patrol, but does not have any outcome measures related to highway safety.

- The Department of Justice's 2003-04 objectives, priorities and goals for the RCMP under the Provincial Police Service Agreement contained only one item relating to highway patrol, and it was for a matter that had previously been substantially completed by the RCMP. The RCMP has adopted its own goals relating to road safety, but the Department of Justice does not require any reporting by the RCMP against the goals.
- Several road safety initiatives recommended by Transport Canada and implemented in other jurisdictions were approved by the Road Safety Advisory Committee and the Deputy Ministers to which it is accountable. However, required legislative changes have not yet been pursued and the status of the initiatives has not been reported to the Committee.

AUDIT SCOPE

- 9.9** In March 2004 we completed a broad scope audit of Provincial road safety programs and systems in accordance with Section 8 of the Auditor General Act and auditing standards established by the Canadian Institute of Chartered Accountants. Our audit included all tests and other procedures we considered necessary in the circumstances.
- 9.10** The objectives of this assignment were to assess:
- the systems for ensuring compliance with Provincial legislation and regulations relating to road safety;
 - the quality of reporting for road safety information and performance; and
 - whether road safety program activities and outputs/outcomes are adequately planned, measured, monitored and compared to management expectations (i.e., goals and objectives).
- 9.11** Our work included interviews with management and staff, as well as examination of committee minutes, manuals, reports and other documents. We did not meet with the RCMP to discuss issues related to road safety.
- 9.12** The audit did not address commercial carriers, public passenger vehicles or off-road vehicles. The data presented in this Report include statistics from both rural and urban roads. We did not attempt to limit incident statistics to only Provincial highways. As well, we did not verify all statistical data provided by the Department of Transportation and Public Works and Service Nova Scotia and Municipal Relations. However, we detected situations which indicated road fatalities and collisions may be under-reported. We describe this situation more fully in the section of this chapter titled Data Integrity.
- 9.13** Audit criteria were developed to assist in planning and performing the audit. The criteria were discussed with, and accepted as appropriate by, management of

the Department of Transportation and Public Works and Service Nova Scotia and Municipal Relations.

PRINCIPAL FINDINGS

Compliance

- 9.14** There is no explicit legislative mandate for road safety. Section 4 of the Public Highways Act designates management and control responsibilities for public highways to the Minister of Transportation and Public Works. The Public Service Act, Sections 68 and 73, designates management and control responsibilities to both the Department of Transportation and Public Works (TPW) and Service Nova Scotia and Municipal Relations (SNSMR). Staff of the Departments are made aware of changes to the Act and Regulations through various committees, distribution of the Act and Regulations, and designation of staff to oversee specific provisions. Policies are developed in consultation with affected stakeholders.
- 9.15** There are also a number of other Acts and Regulations that relate to highway safety. We reviewed several, including the Motor Vehicle Act, Public Highways Act, Motor Carrier Act, Transportation of Dangerous Goods Act, Railway Act, and the Occupational Health and Safety Act. We tested selected legislative requirements for compliance and did not detect any situations where legislative requirements were not being fulfilled.
- 9.16** In April 1996, all functions and responsibilities of the Registry of Motor Vehicles were transferred from TPW to the former Department of Business and Consumer Services (now SNSMR). The transfer resulted in a sharing of responsibility for road safety between the two departments. In 1997, a Memorandum of Understanding (MOU) was signed between Business and Consumer Services and TPW. The objective of the MOU was to integrate motor vehicle related record keeping, program development, management and delivery. The MOU specifies the roles and responsibilities assigned to each of the two Departments to achieve the objective.
- 9.17** The MOU included a requirement for the formation of a committee to clearly define the roles, functions and responsibilities for the various sections of the Motor Vehicle Act and related Regulations. We found that no committee was formed. Roles, functions and responsibilities were not documented and delegated to specific departments. Management indicated to us that this had been accomplished informally and that proposed legislative amendments to the Motor Vehicle Act that involve a shared interest or that need broad multi-disciplinary support are presented to the Road Safety Advisory Committee for resolution. Also, the responsibilities of stakeholders are specified through business group mandates or position descriptions. During 2001 a committee was formed with members from TPW and SNSMR to examine the best delivery location of established and future responsibilities within government. We advised that the Departments amend formal agreements if specified actions are no longer necessary.

- 9.18** Draft legislation was developed for several Road Safety Advisory Committee initiatives which would require amendments to the Motor Vehicle Act. The legislation was intended to improve road safety and clarify various sections of the Act. The draft legislation included requirements for an ignition interlock device for vehicles of drivers found guilty of impaired driving, drivers to pay sole attention to the operation of a motor vehicle, and private vehicles to display a warning sign when the operator is learning to drive. None of these amendments have yet been presented by government to the House of Assembly.

Accountability

- 9.19** The background section of this chapter describes the many levels and agencies of government involved in road safety matters, and the various responsibilities assigned to each. However, our review of legislation indicates there are no specific reporting requirements to either ministers, government or the House of Assembly regarding road safety.
- 9.20** We found that the Road Safety Advisory Committee reports to the Provincial Deputy Ministers of Justice, SNSMR and TPW through presentation of reports and recommendations. SNSMR reports data publicly on drivers and vehicles on a fiscal year basis, while TPW reports collision data publicly on a calendar year basis. Each Department has its own methods to report such information and there is no comprehensive, consolidated and comparative reporting to the public or House of Assembly.
- 9.21** In the fall of 2000, the Canadian Ministers of Transportation initiated a collaborative effort titled Road SafetyVision 2010 which resulted in nine road safety sub-targets (see Exhibit 9.1, page 112). Nova Scotia accepted the sub-targets as goals that would be pursued locally. We found that TPW reports publicly on one sub-target and SNSMR reports publicly on four sub-targets, but there is no document which describes Nova Scotia's progress on all of the sub-targets of Road SafetyVision 2010. We noted an internal document was prepared in 2003 which summarized the Province's progress toward eight of the sub-targets (one target had not been defined yet). The 2010 target to decrease the number of young drivers involved in collisions had almost been met. The 2010 target to reduce collisions involving commercial vehicles had been exceeded. Targets relating to collisions involving alcohol and speed, and intersection related crashes had not been met yet (Exhibit 9.2, page 113). However, this information was not released by the Province.
- 9.22** Transport Canada compiles road safety information and publishes Canadian Motor Vehicle Traffic Collision Statistics, which includes data comparing the 13 Canadian jurisdictions. Transport Canada receives information directly from provinces and also from Statistics Canada which collects information from each jurisdiction. Such comparative information is not reported by the Nova Scotia government.

Recommendation 9.1

We recommend that regular comprehensive, comparative reports on the status of road safety initiatives and progress in achieving road safety targets be prepared and reported to the public.

- 9.23** The following paragraphs discuss accountability issues pertaining to specific Provincial departments.
- 9.24** **Department of Transportation and Public Works** - TPW publishes annual motor vehicle collision statistics, business plans, outcome measures, and accountability reports on its website. The 2003-04 outcome measures report notes a target of "Improve highway safety." The report defines the measure of change in highway safety as "Casualty (fatality and injury) rates per 10,000 motor vehicles registered." However, as of the fall of 2003, the most recent accountability report on TPW's website was for 2000-01.

Recommendation 9.2

We recommend that TPW publish its accountability reports on a more timely basis.

- 9.25** We reviewed government publications and news releases related to road safety for the past several years. We noted TPW press releases in 1997, 1998, 1999 and 2002 sometimes reported the overall trend in highway fatalities, or only just the year-to-year change in fatalities. The annual number of collisions and trends in collisions has not been reported.
- 9.26** On January 15, 2003 TPW issued a press release which compared the number of fatalities in five years of operation of the Cobiquid four-lane, divided toll road with the number of fatalities in the previous 10 years on the two-lane trunk road. Such comparisons should be made for equivalent periods of time. The article did not provide comparative numbers of collisions and we noted that the number of collisions increased after the opening of the divided toll road.

Recommendation 9.3

We recommend that public information on the status of road safety be comprehensive, comparable and provide credible information which is fairly presented.

- 9.27** **Service Nova Scotia and Municipal Relations** - The SNSMR website includes business plans and accountability reports. The 2003-04 business plan includes an outcome measures section. The Department has a target to "Improve the program standards (in the functions of policy development, program administration and public awareness) in the program area of driver and vehicle safety." There were four measures in the area of

driver and vehicle safety which were described as the change of “deaths and injuries due to operation of a motor vehicle, deaths and injuries due to incidents of drinking and driving, deaths and injuries due to incidents of not wearing a seat belt, deaths and injuries due to incidents involving commercial carriers.” In February 2004, after our audit fieldwork concluded, government reassigned responsibility for commercial vehicle enforcement and development of road safety programs from SNSMR to TPW.

- 9.28** **Department of Justice** - The Justice website includes business plans and accountability reports. The strategic goals of Justice include improving public safety and security, but neither the 2003-04 business plan nor the 2002-03 accountability report include any outcomes or measures related to road safety. The Department administers the 1992 Provincial Police Service Agreement with the RCMP, which expires in 2012. The duties of the RCMP under the agreement include responsibility for traffic services and patrol of Provincial 100 series highways. The Department of Justice estimated that highway patrol costs the Province approximately \$8 million each year, which is about 10% of the Department’s net budget. The RCMP also patrol other Provincial and municipal roads in the Province and the cost is paid by municipalities.

Recommendation 9.4

We recommend that the Department of Justice include outcome measures related to highway safety in its business planning process.

- 9.29** The Provincial Police Service Agreement with the RCMP requires the Minister of Justice to set the objectives, priorities and goals of the Provincial Police Service. No objectives, priorities and goals were set for the first ten years of the Agreement, until the summer of 2002. The 2002 objectives and goals made no reference to the traffic services program or promoting highway safety.
- 9.30** In July 2003, the Department sent a letter to the RCMP concerning the objectives and goals for 2003-04. The goals were not communicated to the RCMP until three months (25%) of the fiscal year had passed. The goals included one on road safety initiatives for the traffic services program, which “encouraged” the completion of the restructuring of RCMP traffic services under a single Officer in Charge. However, the RCMP 2002 Annual Report indicates the reorganization was completed in 2002, before the goal was provided by the Department. The RCMP has also published a strategic plan for traffic services titled Road Safety Vision 2010. The plan includes eight of the nine sub-targets which were developed by the Ministers of Transportation and published in the Transport Canada Road Safety Vision 2010 booklet.

Recommendation 9.5

We recommend that objectives, priorities and/or goals related to the traffic services component of the Provincial Police Service Agreement be communicated to the RCMP before the fiscal year begins. The targets should relate to expected future progress and achievement.

Performance Management

- 9.31** **Background** - Transport Canada compiles road safety information and publishes Canadian Motor Vehicle Traffic Collision Statistics which include comparisons of the thirteen Canadian jurisdictions. Transport Canada receives information directly from the provinces, as well as from Statistics Canada which collects information from each jurisdiction. Transport Canada published Road Safety Vision 2010 and Canada's Road Safety Targets To 2010. The publications overview the status of road safety in a number of countries and set national quantitative targets for Canada. There is one overall target and nine sub-targets which are intended to provide goals against which road safety program efforts can be measured (Exhibit 9.1, page 112). The publications also include suggested strategies and methods to improve safety on roads and highways.
- 9.32** In Nova Scotia in 2002, more than 24,000 vehicles were involved in collisions, over 33,000 people were involved, about 6,000 people were injured and there were 88 fatalities. Information is collected on collision report forms which are completed by police when they are called to respond to motor vehicle accidents. Individuals are required to complete collision report forms at a police station, within 24 hours, if police do not attend the collision scene and damage to personal property exceeds \$1,000. Information compiled for us by TPW indicates that in 2002, of 13,497 collision report forms tabulated, 8,668 forms (64%) were completed by police and 4,829 forms (36%) were completed by others.
- 9.33** SNSMR receives the collision reports and enters the data in a computer database. Once a month, data is provided from the database to TPW which is responsible for producing statistical data on collisions. Data integrity is checked by computer edit routines, and staff at SNSMR and TPW make efforts to ensure information is complete and correct. TPW staff ensure all required information is received when a death is involved. SNSMR reports data on drivers and vehicles on a fiscal year basis, while TPW reports collision data on a calendar year basis. Statistical data is shared with Transport Canada, the Canadian Council of Motor Transport Administrators and the Traffic Injury Research Foundation.
- 9.34** The Traffic Injury Research Foundation (TIRF) reported that in 2002, 38% of fatally injured drivers in Canada had been drinking alcohol. TIRF reported that, in the same year, 45% of fatally injured drivers in Nova Scotia had been drinking alcohol. Provincial data indicate that road users fatally or seriously injured in crashes involving a drinking driver have increased from 80 in 2000 to 89 in 2002.

- 9.35** In 2002, 65 vehicle occupants were killed and 26 (40%) of these were not wearing seatbelts. Minutes from a 2001 meeting of the RSAC Deputy Minister oversight committee noted that “seat belt compliance rates, especially in the rural areas, is running approximately 20% below the urban rate of 88%.” As part of Transport Canada’s Road Safety Vision 2010, a seat belt compliance target rate of 95% had been identified.
- 9.36** The following paragraphs discuss road safety performance management issues relating to specific Provincial departments and the Road Safety Advisory Committee.
- 9.37** [Service Nova Scotia and Municipal Relations](#) - SNSMR’s 2003-04 business plan includes road safety related outcomes and measures. The Department has selected four sub-targets of Road SafetyVision 2010 as critical aspects of performance in the road safety area. The Department has base-year data, quantitative targets for 2010, and has reported progress from the base-year.
- 9.38** On April 4, 2003 SNSMR signed a one-year Letter of Agreement with the RCMP concerning commercial vehicle enforcement. The agreement required both parties to develop statistical reports for monthly submission to a Working Management Group formed to oversee the agreement. The agreement also anticipated an evaluation of the enforcement initiative through a mutually agreed upon joint quality assurance process. We understand neither party to the agreement have developed or implemented the statistical reports or the quality assurance process. In February 2004, government reassigned responsibility for commercial vehicle enforcement operations from SNSMR to TPW.

Recommendation 9.6

We recommend that the Province ensure all significant requirements of the Letter of Agreement with the RCMP on commercial vehicle enforcement are met.

- 9.39** [Department of Justice](#) - As noted in the Accountability section of this Report, the Department of Justice does not have any performance measures related to road safety. Justice has also not set any specific Departmental goals related to road safety. The RCMP have adopted eight of the nine road safety sub-targets set by the Ministers of Transportation in the fall of 2000, but the Department has no requirement for performance reporting by the RCMP against such goals.
- 9.40** In addition, the 1992 Provincial Police Service Agreement requires the RCMP to give the provincial Justice Minister quarterly statements of the composition of the Provincial Police Service. Justice staff indicated to us that the RCMP submit monthly financial reports, but such quarterly statements have not been provided. The Department expects the quarterly statements will become available April 1, 2004.

Recommendation 9.7

We recommend that the Department of Justice request the RCMP to report progress relating to road safety as it pertains to services the RCMP provide under the Provincial Police Service Agreement. The Department should also ensure that all reporting requirements of the Provincial Police Service Agreement are met.

- 9.41** Department of Transportation and Public Works - TPW receives collision data from SNSMR on a monthly basis and compiles calendar year statistical tables which are published on its website. Most of the data are for a single calendar year, though the Department began including multi-year charts after 2002. Unless required, TPW does not compare road safety results before and after improvements to highways.
- 9.42** In the past, TPW prepared collision rate books which documented the collision rate for each section of numbered highways for the past five years. The collision rate books were intended to help identify unsafe road conditions by providing an analysis of road sections that have double the expected collision rate for that class of road. If the cause of collisions was attributed to a design or structural problem, TPW could then use the information to prioritize road improvements.
- 9.43** The last rate book was prepared in September 2001. We were informed that the accuracy of the information produced for the rate books is questionable and TPW has not used the information to review road performance for several years. TPW officials informed us that collision rates are only one factor which influence a decision to improve roadways. Other factors include traffic volumes, collision severity, road capacity and policy issues. We were also told that, subsequent to our audit fieldwork, a new rate book was produced which is believed to be accurate.

Recommendation 9.8

We recommend that TPW resolve the problems with the accuracy and timeliness of the collision rate books and use the information to determine road sections with high collision rates.

- 9.44** On May 3, 2001 TPW published Nova Scotia's Primary and Secondary Highway Systems: 10-Year Needs and posted the document on its website. The study identified action plans to improve primary and secondary highways in the Province. The report was to be used as a guide for future decision making about highway infrastructure, in terms of both funding and overall strategy. During the audit we found that there was no comprehensive follow-up related to the report, such as prioritized lists of system expansion projects, pavement preservation projects, new paving of gravel roads, and bridge rehabilitation and repair projects. We advised the Department to follow up reports and studies which have a bearing on road safety.

9.45

Road Safety Advisory Committee - RSAC's objectives are to "assist in the establishment of Government road safety priorities, review programs offered by the Government and suggest changes/improvements, examine new initiatives and determine merit, and partner delivery of programs where possible." RSAC is co-chaired by staff of SNSMR and TPW. The Committee formed four sub-committees to research, review and make recommendations for specific initiatives affecting road safety.

9.46

RSAC and its sub-committees are facilitated by a full-time coordinator who is now located in TPW. The coordinator position was vacant much of the time during our audit, as one coordinator left in December 2002 and his replacement left in May 2003. We found that minutes were not available for all meetings of RSAC and its sub-committees. Minutes were also not available after December 18, 2001 for meetings of the committee of Deputy Ministers which oversees RSAC.

Recommendation 9.9

We recommend that minutes be prepared, approved and retained for all meetings of RSAC, its sub-committees and its Deputy Minister oversight committee.

9.47

RSAC recommendations are summarized in briefing reports to the Deputy Ministers and, upon approval, are referred to line departments for action. A number of initiatives recommended by the Committee are also recommended in Transport Canada's Road Safety Vision 2010 and in place in other jurisdictions, but have not yet been implemented in Nova Scotia. The Committee has received no information on why legislative or regulatory amendments have not yet occurred. For example:

- In March 2001 RSAC recommended requiring ignition interlock devices for vehicles of drivers convicted of impaired driving, which was supported by the Deputy Ministers.
- In October 2001 RSAC minutes indicated an initiative regarding the usage of booster seats for children had been agreed to by the Minister of SNSMR.
- In March 2002 RSAC minutes indicated an initiative involving the elimination of certain seat belt exemptions was approved by the Deputy Ministers.

Recommendation 9.10

We recommend that responsible departments report back to the Road Safety Advisory Committee on the status of initiatives which it has recommended.

9.48

RSAC terms of reference include assisting in establishing the annual business plan for government with respect to its road safety programs. We noted that RSAC was

discussing the Committee's 2002-03 business plan in September 2002, six months after the fiscal year had begun. We also noted that RSAC was discussing its 2003-04 business plan in April 2003, again after the fiscal year had begun. There were no RSAC meetings between November 2002 and April 2003, and we understand the lack of a coordinator was a contributing factor.

Recommendation 9.11

We recommend that Road Safety Advisory Committee business plans be formulated and communicated to affected organizations and departments before the beginning of the fiscal year to which they pertain.

Data Integrity

- 9.49** In this Report we quote collision and death statistics published by TPW. We found that both SNSMR and TPW make certain efforts to ensure the integrity of the data. However, we found problems in the compiling and reporting of some information.
- 9.50** As part of this assignment we attempted to compare the number of road deaths reported by TPW with the road fatalities reported by the Vital Statistics Division of Service Nova Scotia and Municipal Relations. Vital Statistics is responsible for registration of events such as birth, death, marriage and stillbirth which occur in the Province. We compared the number of deaths for five calendar years and found that the numbers were not equal in any of the years. Discussion with staff of Vital Statistics indicated there are several reasons the numbers will not be equal, including the coding rules used by Vital Statistics and the reporting of cause-of-death at hospitals. Deaths due to automobile accidents will sometimes be attributed to an injury resulting from the accident, or to a disease that the patient had (e.g., AIDS). Due to the difference in these figures, we could not conclude on whether all deaths resulting from road collisions are attributed to that cause in reported statistics.
- 9.51** We also compared the total motor vehicles registered as reported by SNSMR and Statistics Canada for the years 1999 to 2002, and we noted differences. We recalculated casualty rates for 2002 and noticed that Statistics Canada was reporting 40,935 fewer vehicles than Nova Scotia. We understand that Statistics Canada obtains the registered vehicle data from SNSMR. We did not interview Statistics Canada staff, therefore we were unable to determine why differences occur.
- 9.52** Police will visit automobile accidents for which a 911 call was placed, or which they encounter while on patrol. When police are not present at an accident, self-reporting of collisions is required. In 2002 police only visited 64% of reported collisions. However, the Insurance Bureau of Canada has fewer collisions reported for 2002 than were reported to the Province. Due to the current situation with high vehicle insurance costs, we believe that the number of collisions may be under-reported, not only to insurance companies but to the government as well.

- 9.53** When collision information is reported and tabulated in Provincial systems, there is a high “unknown” factor for certain information reported. 2002 collision information indicates over 70% of collisions had an “Other” driver-condition noted, over 90% of collisions had an “Other” driver-action noted, over 85% of collisions were not attributed to any unusual environmental conditions, and over 50% of collisions do not have any contributing factor attributed to them. Together, they do not provide a clear view of what is causing collisions in Nova Scotia.

CONCLUDING REMARKS

- 9.54** We believe the quality of public reporting of road safety information should be improved to include regular comprehensive, comparative reports on the status of road safety initiatives and progress toward road safety targets.
- 9.55** There are methods to ensure the government complies with Provincial legislation and regulations pertaining to road safety.
- 9.56** The government manages road safety issues through a multi-stakeholder committee, as well as various safety-related programs. However, we could not form a conclusion on the adequacy of the management systems employed. We could not review minutes for all meetings of the Road Safety Advisory Committee and for the committee of Deputy Ministers which oversee it. We encountered problems with data used by the government to manage road safety programs. There is no reporting to the Province on goals the RCMP have adopted for road safety.
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Road Safety Vision 2010

The following targets were approved in October 2000 by the Council of Ministers of Transportation and Highway Safety to provide broad-based benchmark data of key road safety indicators against which intervention efforts can be measured.

Overall target:

- 30% reduction in the average number of fatalities and serious injuries during 2008-2010 compared to 1996-2001 figures.

Sub-targets:

- a minimum 95% seat belt wearing rate and proper use of child restraints by all motor vehicle occupants;
- a 40% decrease in the number of unbelted fatally or seriously injured occupants;
- a 40% decrease in the percent of road users fatally or seriously injured in crashes involving a drinking driver;
- a 20% reduction in the number of road users killed or seriously injured in speed or intersection related crashes;
- 20% decrease in the percent of drivers who commit three high risk driving infractions (two if they are alcohol related) within a two year time frame;
- 20% decrease in the number of young drivers/riders (aged 16 to 19 years) killed or seriously injured in crashes;
- 20% decrease in the number of road users killed or seriously injured in crashes involving commercial carriers;
- a 30% decrease in the number of pedestrians, motorcyclists and cyclists killed or seriously injured; and
- 40% decrease in the number of road users fatally or seriously injured on rural roadways.

Results and Targets in Nova Scotia (unaudited)

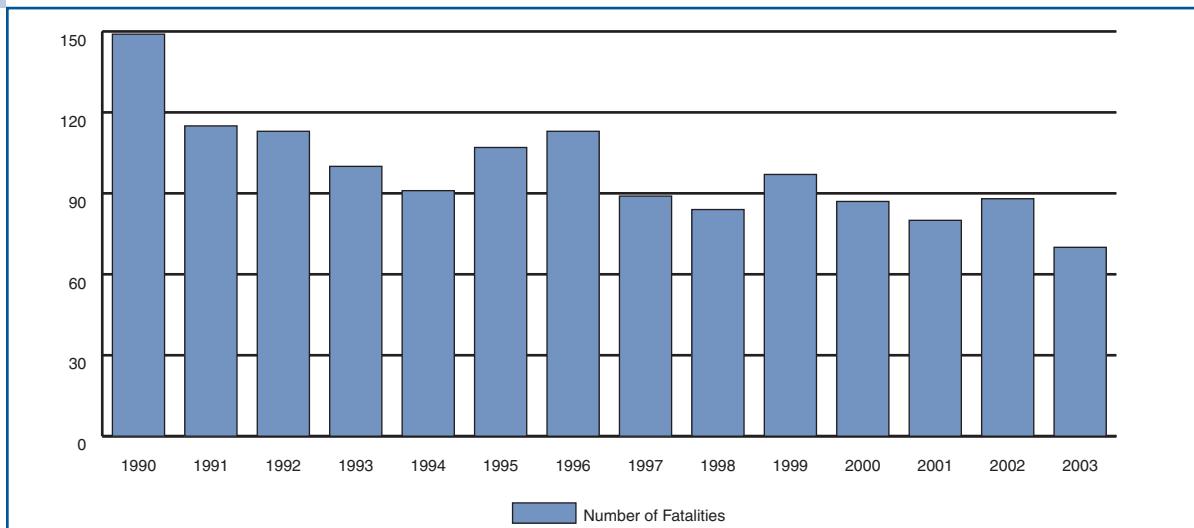
Exhibit 9.2

MEASURE	1996-2001 Baseline	2002 Results	2010 Target
Overall target – fatalities and serious injuries	503	467	352
Subtargets:			
Minimum seat belt wearing rates	87.5%	88%	95%
Reduction in unseatbelted incidents	93	73	56
Reduction in impaired driving	86	88	51
Reduction in speed related crashes	47	46	37
Reduction in intersection related crashes	91	92	73
Reduction in young drivers in crashes	28	23	22
Reduction in commercial vehicle incidents	35	22	28
Reduction in number of vulnerable road users	95	93	67
Reduction in rural roadways incidents	299	294	180

Source: Service Nova Scotia and Municipal Relations

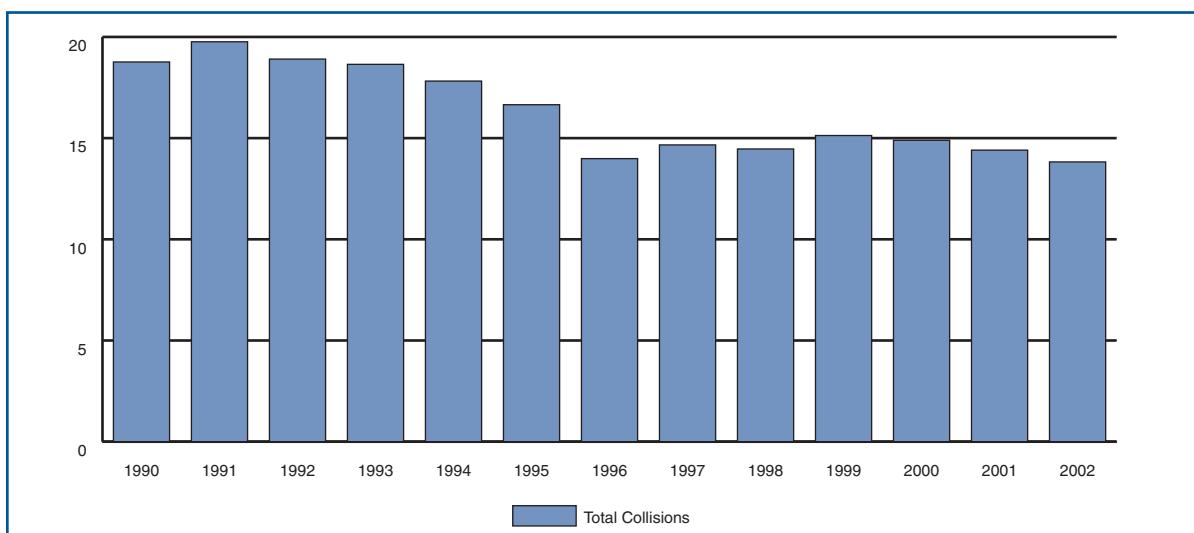
Exhibit 9.3

Road Fatalities in Nova Scotia For Years Ended December 31 (unaudited)



Source: Department of Transportation and Public Works

**Road Collisions in Nova Scotia For Years Ended December 31
(in thousands, unaudited)**



Source: Department of Transportation and Public Works

Canadian Motor Vehicle Traffic Collision Statistics: 2002 (unaudited)

Exhibit 9.4

	Per 100,000 Population		Per Billion Vehicle-Kilometres		Per 100,000 Licensed Drivers	
	Fatalities	Injuries	Fatalities	Injuries	Fatalities	Injuries
Canada	9.3	725.1	9.3	721.2	13.9	1,076.3
Newfoundland and Labrador	7.1	502.3	10.0	701.2	11.2	787.7
Prince Edward Island	13.6	749.0	14.3	789.8	18.9	1,041.7
Nova Scotia	9.3	629.7	8.5	574.0	13.5	912.4
New Brunswick	13.7	666.0	12.2	592.3	20.0	966.8
Quebec	9.4	716.1	9.9	749.1	15.3	1,160.3
Ontario	7.3	696.3	7.1	679.4	10.5	998.8
Manitoba	9.5	828.3	10.8	948.9	16.0	1,395.8
Saskatchewan	13.5	719.2	12.3	652.7	20.6	1,092.0
Alberta	11.9	931.0	10.1	783.6	15.9	1,241.6
British Columbia	11.3	708.6	12.4	776.6	16.7	1,047.5
Yukon	40.1	909.0	25.3	572.6	54.0	1,224.8
Northwest Territories	7.2	555.5	8.4	643.2	10.8	828.9
Nunavut	10.4	N/A	N/A	N/A	N/A	N/A

Source: Transport Canada website

**DEPARTMENTS OF
TRANSPORTATION AND PUBLIC
WORKS, JUSTICE, AND SERVICE
NOVA SCOTIA AND MUNICIPAL
RELATIONS' RESPONSE**

The Departments are pleased that the audit confirms that there are systems for ensuring government compliance with provincial legislation and regulations that relate to road safety. The conclusions and recommendations presented will assist to strengthen the administration, management, analysis and evaluation procedures contributing to a continuing decrease in collisions, deaths and injuries as Nova Scotia strives to achieve the Road Safety Vision 2010 objectives.

The following statements are offered to provide clarification on specific elements of the report:

- The Department of Transportation and Public Works accurately reports on an annual basis the number of motor vehicle deaths that happen on public streets and highways consistent with the established criteria to classify these deaths. The persons involved in any collision where death or injury occurs, or property damage exceeds \$1,000, have a legal responsibility to report the collision to the Registrar of Motor Vehicles.
- Service Nova Scotia and Municipal Relations is confident that the motor

vehicle database accurately reflects vehicle registration for the Province.

- The Department of Justice sets strategic goals for the RCMP to ensure a broad focus is brought to bear on provincial priorities. The RCMP Act and Provincial Police Service Agreement require that operational management decisions be made by the RCMP who have the expertise and flexibility to ensure responsiveness in an ever changing public safety environment. The RCMP publish an annual report which outlines initiatives and results in response to the strategic priorities set by Nova Scotia. We collaborate with the RCMP and Municipal Police on road safety through monthly executive meetings between the RCMP and Justice Officials and other forums such as the Nova Scotia Chiefs of Police meetings.

The following actions respond to the principal observations from the audit:

- The quality of information and reporting is being addressed. Transportation and Public Works is currently developing two annual reports. The first is to report the annual collision statistics for the province and, the second, to report the progress towards Road Safety Vision 2010 objectives and benchmarks. Service Nova Scotia and Municipal Relations

has commenced design of an automated process to capture and analyze collision reports with improved accuracy and timeliness.

- The Department of Justice is improving the governance relationship with the RCMP to better understand their internal operational measures and to develop appropriate reporting mechanisms to allow for more detailed reporting on strategic goals.
- Administrative action has been taken to ensure complete records and communication protocols for the Road Safety Advisory Committee and Deputy Minister oversight committee.