

High Occupancy Vehicle Survey Report

January 2021

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Western Australian Local Government Association (WALGA), *High Occupancy Vehicle Survey Report*, WA Local Government Association, January 2021.

Published January 2021

General Information

The WA Local Government Association's (WALGA) RoadWise program is the Local Government and Community Road Safety Program.

WALGA's RoadWise works to build the capacity of Local Governments, the community and other agencies to effectively deliver road safety initiatives aligned to WA's Road Safety Strategy 2020 - 2030.

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Acknowledgements

RoadWise is funded by the State Government through the Road Trauma Trust Account (speed and red light camera fines) and the State Road Funds to Local Government Agreement (sourced from WA vehicle licensing fees).

The Western Australia Local Government Association would like to acknowledge the Minister responsible for road safety, the Road Safety Council, the Road Safety Commission and the State Advisory Committee.

A special note of appreciation is extended to Katherine Celenza for compiling this document.

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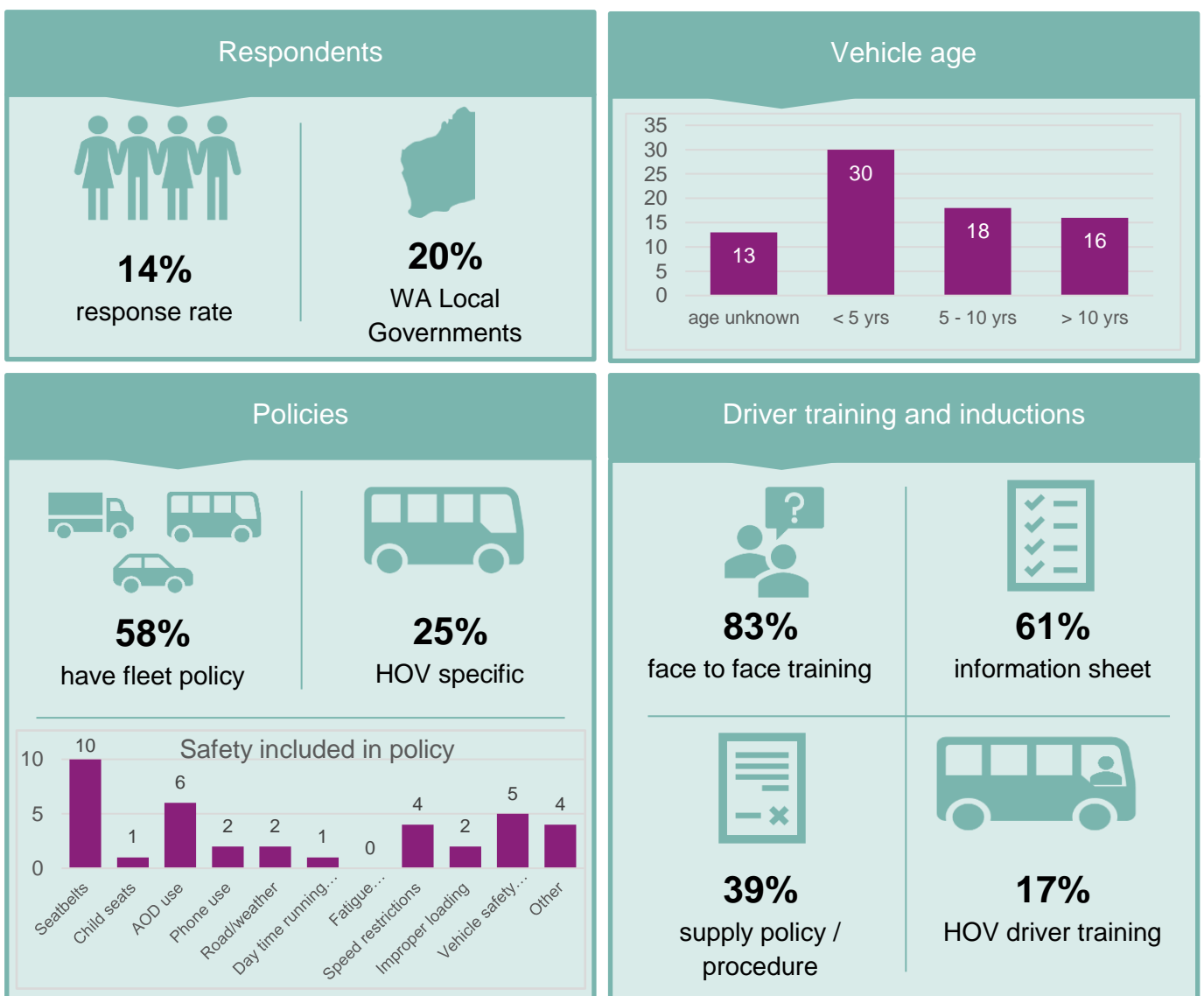
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Executive Summary

High occupancy vehicles (HOVs) have been identified as a potential emerging issue for road safety due to an increased crash risk for HOVs and the potential for injury or fatality in a crash are increased. In the event of a crash, HOVs have a high propensity to result in a rollover, however, this risk triples as the number of occupants in the vehicle increase.¹

HOVs are identified as an on-road vehicle which carries nine to approximately 25/30 passengers and is below the heavy vehicle classification of 4.5 tonnes.

Local Governments, as managers of a significant collective fleet, were identified as a potential group who could provide a better understanding of the common practices, procedures and challenges related to these vehicles. This report outlines the findings gathered from a Local Government high occupancy vehicle survey to obtain baseline information to identify challenges, policies and procedures for these vehicles and identify gaps or areas in which WALGA may provide support to Local Governments, or advocate for improved safety practices, in regards to HOVs.



Introduction

This report presents the results of the High Occupancy Vehicle (HOV) Survey which was conducted by the Western Australian Local Government Association's (WALGA) RoadWise Program in November 2019.

The survey was developed to identify baseline information on the practices and policies Local Governments utilise in the management of these type of vehicles.

The survey aimed to identify any gaps or areas in which WALGA may provide support to Local Governments or advocate for improved safety practices in regards to HOVs.

A National HOV working group identified that HOVs could become an emerging issue for road safety. These vehicles have an increased crash risk due to the potential for injury or fatality in the event of a crash. Carrying a larger number of passengers within the single vehicle and tending to have limited safety features creates the higher risk in the event of a crash occurring.

Generating a base of information was integral to understanding the extent of use and issues associated with managing these vehicles and to assist in understanding what challenges Local Governments experience in managing HOV vehicles.

Background

The National Road Safety Partnership Program (NRSP) has established a HOV working group, of which WALGA is a member. The purpose of the HOV Working Group is to explore the safety management approaches relating to the movement of an organisation's personnel in buses and people movers (between five – 25 people).

Local Governments, as managers of a significant collective fleet, were identified as a potential group who could provide a better understanding of the common practices, procedures and challenges related to these vehicles.

A HOV is an on-road vehicle which carries nine to approximately 25/30 passengers and is below the heavy vehicle classification of 4.5 tonnes.

¹HOVs have been identified as a potential road safety issue due to:

- rollover crashes being more likely,
- tendency to be older vehicles,
- tendency to have less safety technologies fitted,
- common usage in remote areas, and
- HOV occupants having a higher likelihood of severe injury in the event of a crash.

Research has shown that the crash risk for HOVs and the potential for injury or fatality in a crash are increased. In the event of a crash, HOVs have a high propensity to result in a rollover, however, this rate triples as the number of occupants in the vehicle increase.¹

For more information on HOV safety, download the [NRSP Thought Leadership: High Occupancy Vehicle Safety](#) fact sheet.

Aim

The survey aimed to:

1. Obtain feedback from Local Governments, as fleet managers of HOV vehicles, to identify challenges, policies and procedures for these vehicles.
2. Identify any gaps or areas in which WALGA may provide support to Local Governments, or advocate for improved safety practices, in regards to HOVs.

The information collected from this survey will be used to identify baseline practices for these vehicles and guide future work in relation to HOV vehicles.

Methodology

The HOV Working Group was established through the NRSPP. Through this group, it was identified that the potential issues and challenges related to these vehicles may also be experienced by Local Governments as significant fleet managers.

Through established relationships, WALGA RoadWise was able to gather baseline information from Local Governments on the current management and responsibilities of these vehicles. A WALGA RoadWise HOV Group was then established to gather information from Local Governments in relation to their HOV vehicles.

The group met with a Local Government representative identified as having an interest or role in managing HOV vehicles for Local Government. This helped to establish a base of understanding and identify the nature of information which may be obtained.

A survey was identified as being the most appropriate tool to gather the required information, and Survey Monkey was used to prepare a survey. An email invitation to complete or forward the survey onto relevant staff was sent to all (139) Local Government CEOs. Following this, a separate email was sent to 352 Local Government Fleet and/or Works Managers or Coordinators asking them to complete the survey with the aim of increasing the likelihood that the survey was viewed by the most relevant people within the Local Government.

WALGA communications were also used to promote the survey, including two editions of the WALGA enewsletter, *LG News* – Issue 41 and Issue 44, which is distributed to 442 recipients each week. The *WALGA RoadWise Road Safety Newsletter*, Issue 57, also promoted the survey and was received by 1,769 road safety network stakeholders.

The survey remained open for a period of four weeks. A copy of the survey can be found at Appendix 1.

Results

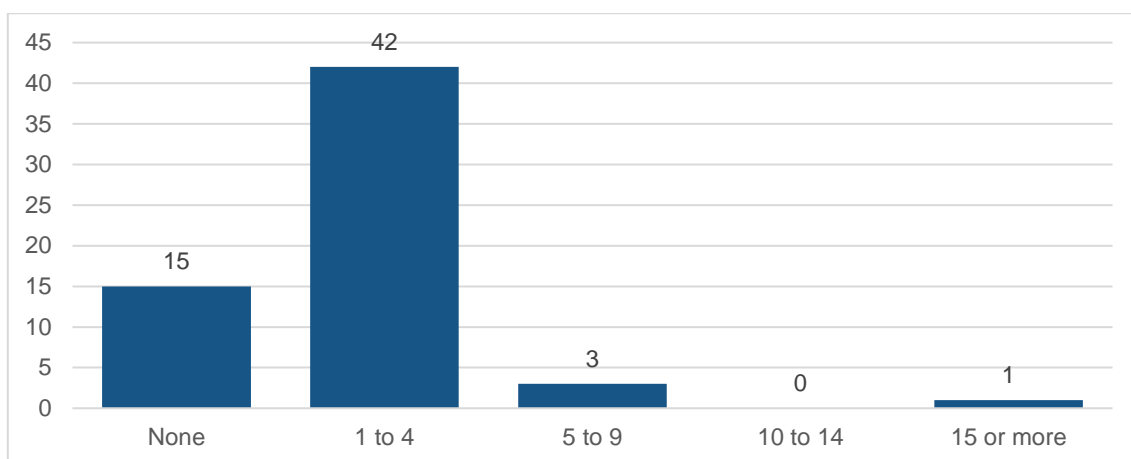
Response Rate

A total of 491 CEOs and officers were directly emailed with the Survey Monkey link, along with news items placed in WALGA's *LG News* and WALGA's *RoadWise Road Safety Newsletter*. A total of 62 responses were received (14.1% of contacts directly emailed the survey link).

While absolute figures are difficult to establish as to how many individuals were aware of the survey, using the 491 specific contacts who were directly emailed the link as a baseline, the response rate was 14.1%. The respondents represented more than 20% of Western Australian Local Governments.

Number of HOVs Managed by Respondents

Respondents were asked to indicate the number of HOV vehicles the Local Government was responsible for managing. There were 61 responses for this question, with one respondent skipping the question. If the answer 'None' was chosen, the respondent was exited from the survey as the remaining questions were specific to having these vehicles. Graph 1 below shows the extent of the HOV fleet.



Graph 1: Local Government HOV Fleet

Most respondents, 42 (68.9%), identified being responsible for between one and four HOVs. There were 15 (24.6%) respondents who answered that the Local Government had no HOVs under their management. These 15 respondents were exited from the survey, with the remaining 47 respondents being eligible to complete the remainder of the survey.

HOV Fleet

In order to gain an understanding of the types of vehicles which are utilised by Local Governments for transporting groups, respondents were asked to outline the make, model, year and number of seats (including the driver) of the vehicles.

Table 1 outlines the variety of vehicles and the total number of each vehicle type the 36 respondents who completed this question are responsible for (the 11 remaining respondents skipped this question).

| Make and Model | Total number | Age breakdown of vehicles | | | |
|-------------------------------|--------------|---------------------------|-------------------|--------------|-------------------|
| | | Unknown | < 5 years | 5 – 10 years | > 10 years |
| Toyota Commuter | 23 | 3 | 9 | 8 | 3 |
| Toyota Coaster | 19 | 5 | 5 | 2 | 7 |
| Mercedes Sprinter (313 / 416) | 13 | 0 | 11 | 2 | 0 |
| Mitsubishi Fuso Rosa | 11 | 3 | 1 | 4 | 3 |
| Higer Munro / Commuter bus | 2 | 0 | 0 | 2 | 0 |
| Hyundai | 2 | 1 | 1 | 0 | 0 |
| Kia Carnival | 2 | 1 | 1 5 Star ANCAP | 0 | 0 |
| Yuton Comm Bus | 2 | 0 | 2 | 0 | 0 |
| Ford Transit | 2 | 0 | 0 | 0 | 2 3 Star ANCAP |
| Iveco | 1 | 0 | 0 | 0 | 1 |

Table 1: Make and Model of Local Government HOV fleet

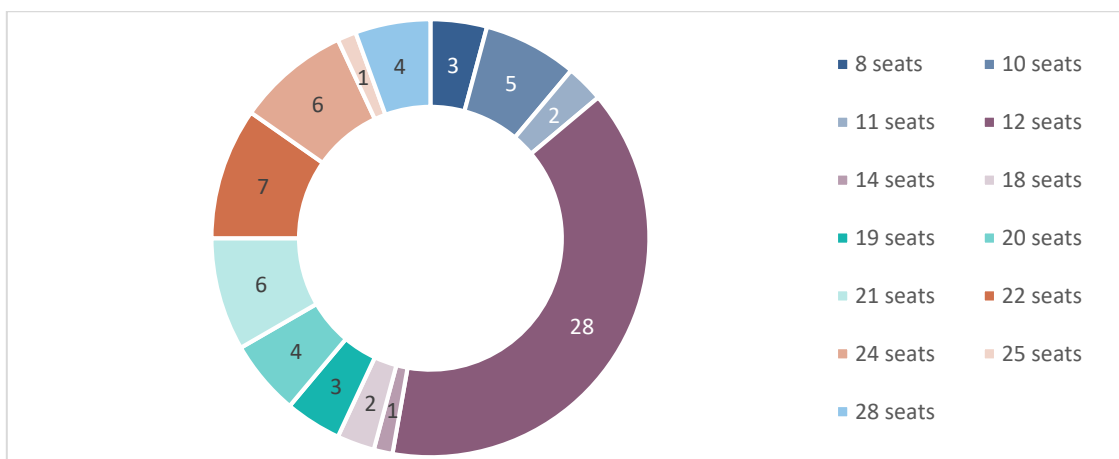
The age range for the vehicles Local Governments are responsible for managing ranged from 31 years (1988 model) to less than one year (2019 model). Of the 77 vehicles listed, 64 provided a year of manufacture. Of these, 30 (46.9%) were identified as being less than five years of age, 18 (28.1%) were between five to ten years of age and 16 (25%) were greater than ten years of age. The average year of manufacture was 2012 (seven years old).

Identifying the age of the vehicles within the Local Government fleet was important as the vehicle ages provided information on the safety features incorporated with the vehicles. Newer vehicles are more likely to include passive and active safety features, which will provide additional protection to passengers.

From the 77 vehicles listed, there were only three which could be identified with an Australasian New Car Assessment Program (ANCAP) rating. This included the two Ford Transits 2008 models which had an ANCAP safety rating of three stars and the 2018 Kia Carnival which had a five star safety rating. The remaining 74 listed vehicles either had not yet been rated on ANCAP or were not listed on the Used Car Safety Rating (UCSR).

From the 77 listed HOV vehicles, 72 of the vehicles also provided the number of seats within each HOV. The vehicles ranged from eight to 28 seaters. While there is a large variety of seating arrangements within these vehicles, the most common were 12 seater vehicles with 28 being managed by the Local Governments. Identifying the number of seats in the vehicles can also assist in classifying the level of risk of these vehicles. When more passengers are carried, the risks can increase if an incident occurs.

Graph 2 below shows the variety of seat numbers available within the Local Government HOV fleet.

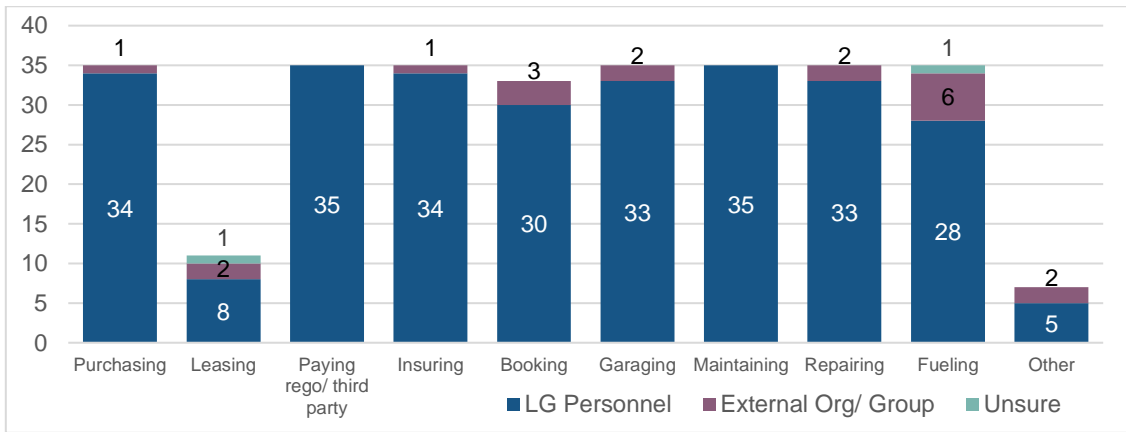


Graph 2: Seat Numbers Available Within Local Government HOV Fleet

Performance of Tasks Relating to HOV Fleet

Respondents were asked to identify the body responsible, Local Government or external organisation, for tasks such as paying the HOV registration or garaging the HOV.

Graph 3 shows the breakdown of information provided by the 35 respondents who answered this question.



Graph 3: Responsibility of Tasks Relating to HOV

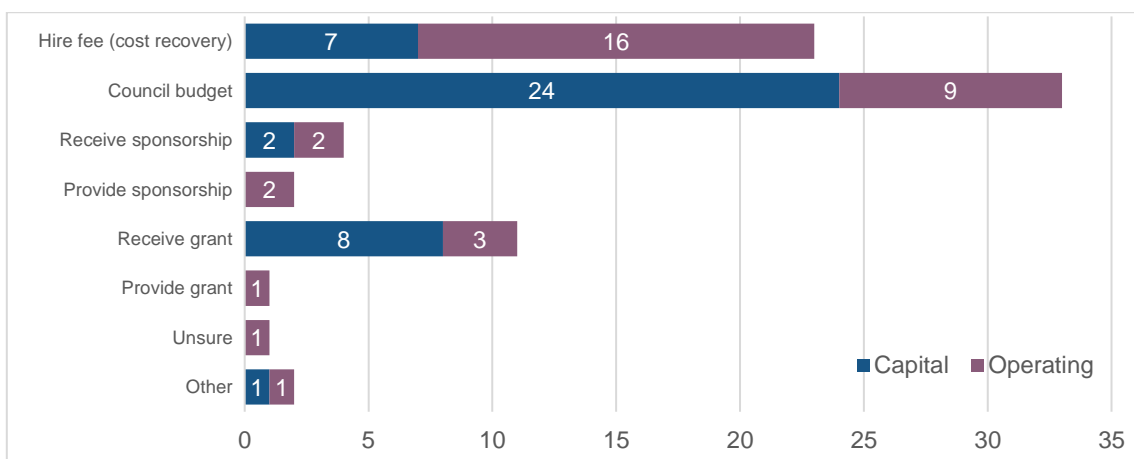
The data shown in graph 3 identifies that in most cases the Local Government is responsible for all aspects of managing these vehicles including purchasing, registration, insurance, maintenance or running costs. A small number of Local Governments outsource some of these tasks.

Further comments were provided by respondents which have been outlined below.

- *“Regular dealer servicing is conducted by external organisations, usually the dealer. Minor, running and necessary functional modifications and additions are conducted by Local Government Personnel”*
- *“Hirer of the Bus fill prior to returning”*
- *“Currently looking to purchase new bus. Fuelling may be carried out by both Shire staff and Hire Users”*
- *“Volunteers provide everything in second column”*
- *“Condition of use is bus’s to be returned full of fuel”*

Meeting the Capital and Operating Costs

To identify how a HOV is acquired and operated, the respondents were asked how the capital and operating costs were met. Of the 47 remaining respondents, 35 answered this question.



Graph 4: How Capital and Operating Costs are met

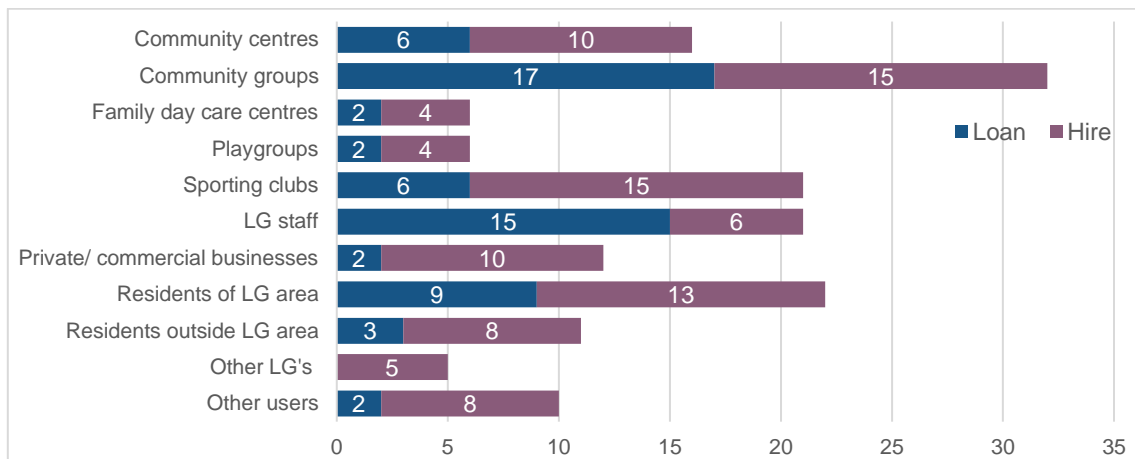
Graph 4 outlines how these costs are met, showing that there is a spread of avenues for acquiring and operating a HOV vehicle. As seen, 24 (68.6%) indicated that the Council budget was the main avenue for the capital costs and 16 (45.7%) indicated that a hire fee for cost recovery was the main source for the operating costs.

Further comments were provided by three respondents, as outlined below.

- “Your survey will not allow me to indicate that the capital and operational costs are BOTH met out of budget”
- “We have funds in reserve – capital to purchase. Yearly running costs will be via Operational Budget. Hire fees will apply”
- “No, grants, sponsorship, or other are provided”

Arrangements for the use of HOVs

The HOV fleet is available to be used by a range of organisations, groups and other users, and in a variety of arrangements. Graph 5 shows the extensive assortment of users.



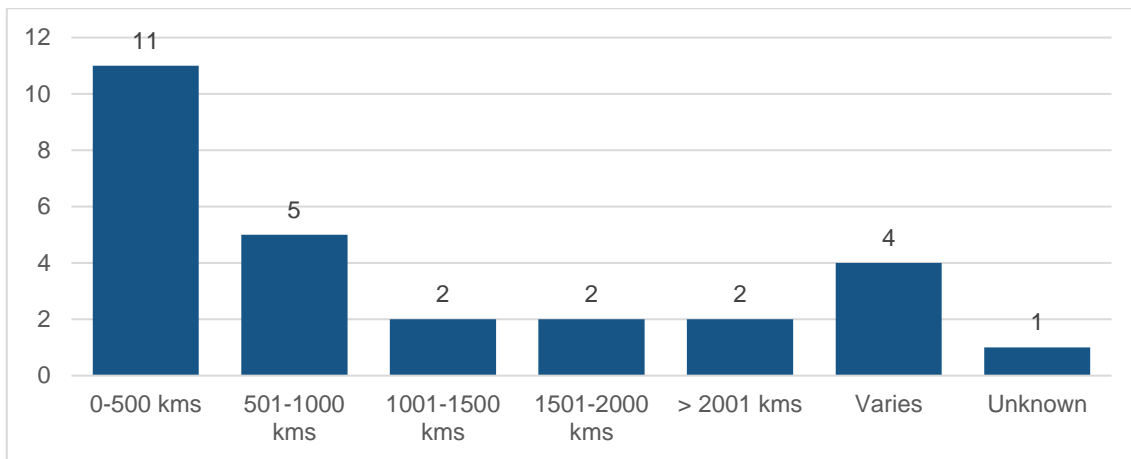
Graph 5: HOV User Arrangements

Further comments were provided by six respondents indicating other groups, organisations or users which utilise the HOVs. These have been outlined below.

- “MRWA”
- “Proposed users at this stage as bus not purchased as yet”
- “Reduced charges for Seniors and Youth Groups”
- “Councils child care centre’
- “Donation for service”
- “School bus if local one is broken down”

Total Kilometres Travelled per Month

This question was an open ended question allowing respondents to input the relevant information for the total kilometres travelled per month by the HOV fleet. There were 27 responses to this question which have been grouped and shown in Graph 6 below. The actual responses and groupings can be seen in Appendix 2.



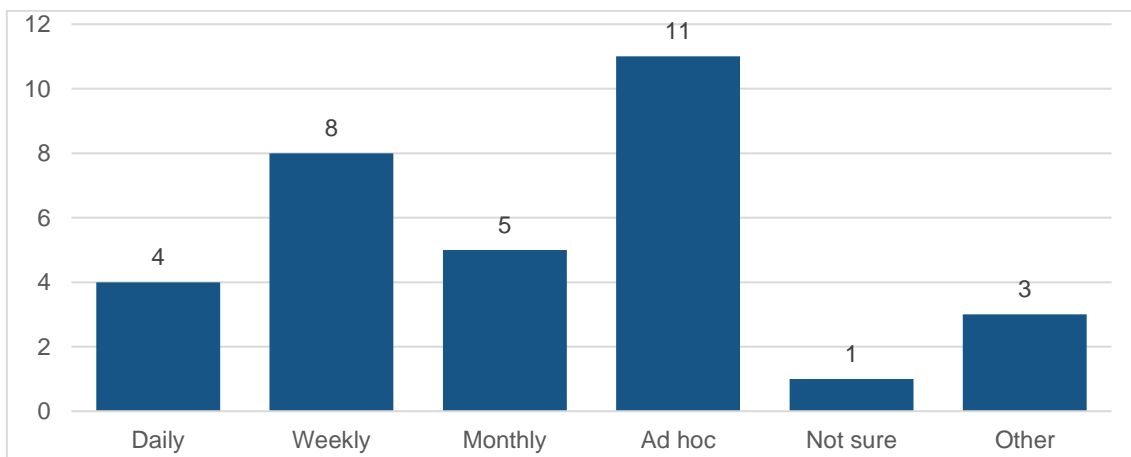
Graph 6: Total Kilometres Travelled per Month

The majority of the respondents (11, 40.7%) indicated that their HOV fleet travels 500km or less per month, whilst five (18.5%) indicated travelling between 500-1,000km per month, and six (22.2%) indicated traveling greater than 1,000km per month. Five (18.5%) respondents indicated their travel varies or fluctuates each month.

From the supplied comments where a figure was given (22 comments), the average kilometres travelled by the respondents' HOV fleets is 1,724km per month. (If a kilometre range was provided, the upper limit was noted).

Frequency of Bookings

In order to determine utilisation of the HOV vehicles, respondents were asked how often the HOVs are booked. Thirty-two of the remaining 47 respondents completed this question. The spread of booking frequency for HOVs throughout Local Governments can be seen in Graph 7.



Graph 7: Frequency of HOV Bookings

Most respondents indicated that bookings are 'ad hoc' (11, 34.4%). Following this, 'weekly' bookings were the next most common response (8, 25%). When respondents selected the option 'Other', they were asked to specify the other alternatives to the suggested frequency for bookings.

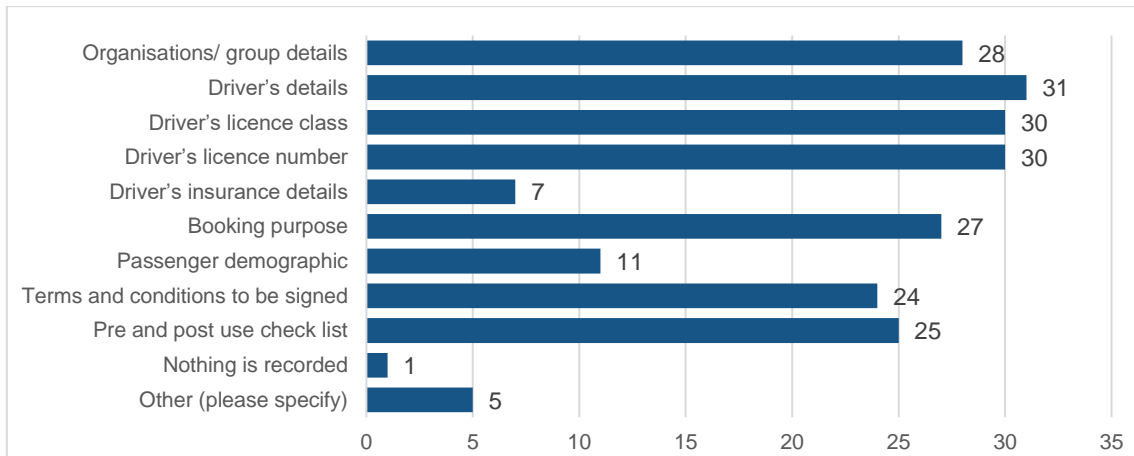
Further comments were provided by three respondents as outlined below.

- "Depends on events held in the area"
- "Not operational as yet"
- "Weekly"

Information Recorded Through Booking Process

The information gathered through the booking process was requested in order to determine what Local Governments are currently capturing, whilst evaluating if there is any information being missed through the process.

Respondents were provided a number of options for information that is currently captured through the booking process and were able to select 'all options that apply'. Of the 47 remaining respondents, 32 completed this question. Graph 8 details the information gathered through the booking process.



Graph 8: Booking Process Information Captured

As seen in Graph 8, majority of respondents currently captured most of the booking information outlined. It was interesting to note that seven (21.9%) respondents captured a drivers' insurance details. This factor would be interesting to investigate further to establish whether a drivers' insurance details are required to be captured or if this is fully covered by the Local Governments insurance policy, regardless if this is a staff member, volunteer or person hiring the vehicle.

Additionally, it is interesting to note that only 11 (34.4%) respondents captured the passenger demographics. Identifying the passenger demographics can assist in determining whether there are special requirements for passengers, such as the requirement for child car restraints for children under seven years of age where legally required.

As outlined in question two, the number of seats within the HOV fleet indicated that of the 77 HOV vehicles listed, Local Governments were responsible for 10 (13.9%) HOVs that had less than 12 seats (including the driver). The Road Traffic Code 2000 outlines that drivers of buses are exempt from complying with child car restraint regulations. Buses are classified as a motor vehicle that seats more than 12 adults (including the driver). Therefore the 10 HOVs, which have less than 12 seats, would be required to comply with child car restraint regulations.

Under the 'Other' selection, respondents were asked to specify if there was any other information captured as part of the booking process. Five respondents provided further details as outlined below.

- *"Drivers insurance is covered by the City's insurance in all cases"*
- *"Bus Log Book"*
- *"These items to be put in place once we commence hire of bus"*
- *"Not for public use, internally only"*

Who is Driving the HOV

The respondents were asked to identify the people involved in driving the HOVs and whether they are a Local Government staff member, volunteer or an external driver who will be supplied by the group or organisation hiring the HOV.

This question was important to gain an understanding of the chain of responsibility if an incident occurs and how this might concern the Local Government. The results show a consistent spread across the options where drivers are provided, with none of the respondents indicating that the driver of the HOV was unknown or provided under other circumstances (see Graph 9).



Graph 9: Who is Driving the HOVs

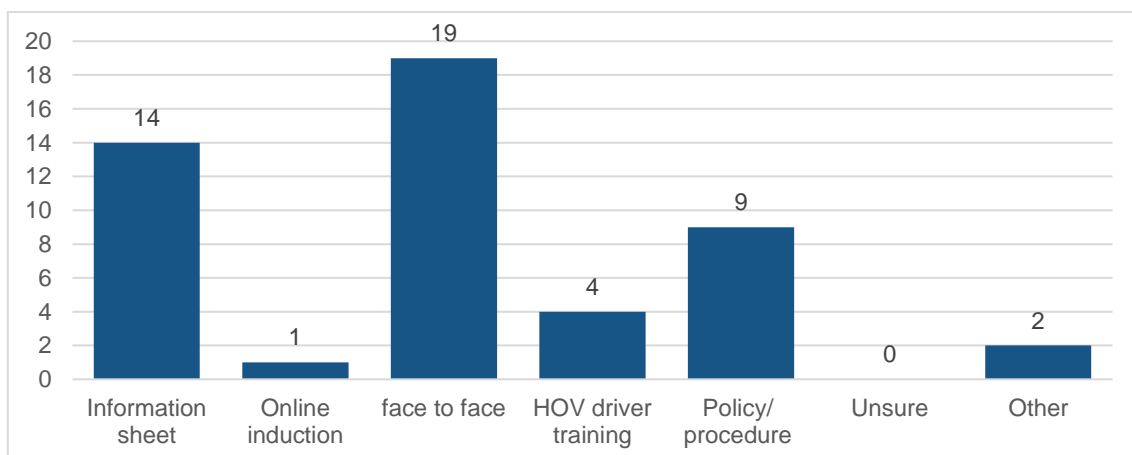
Driver Inductions

Questions 11 and 12 of the survey focused on what training or inductions HOV drivers are required / provided. Firstly, respondents were asked if drivers are provided with an induction. This was a yes or no question.

Thirty-one respondents answered this question with 22 indicating that an induction is provided to drivers and nine indicating that no induction is provided.

Following this, it was important to identify what is included as part of the respondent's induction process. Respondents could select 'all' options that apply for this question. There were 23 respondents who identified what was included in their induction process.

Respondents were provided a number of induction options and given an 'other' option where alternative processes could be included. Graph 10 outlines the responses for what is involved in the induction process.



Graph 10: HOV Driver Induction Process

There were two respondents who indicated an ‘other’ process as part of their HOV induction, the written responses provided included the following:

- *“pre start sheets required to be completed”*
- *“Vol Drivers specific to HOV. If Community Group via info sheet”*

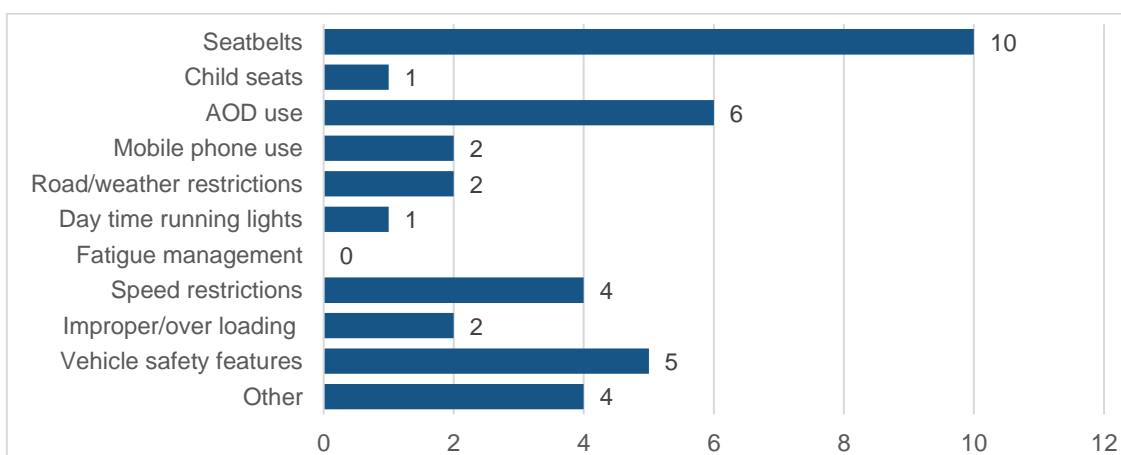
HOV Specific Policy

Implementing fleet policies is a way to ensure the vehicles, maintenance and usage are aligned to the direction and focus of the Local Government. Identifying if the Local Government includes their HOV vehicles as part of the entire fleet policy or if it has a specific policy was considered valuable information in terms of an area where WALGA’s RoadWise might provide advice or assistance.

HOV vehicles have the potential to sit outside the everyday activities of the Local Government fleet vehicles in that they may be used intermittently, used by other organisations or community members and the community service they provide is the transportation of the community. Potentially, this could mean that these vehicles have different priorities or policy focus areas compared to other fleet vehicles and therefore a policy for these vehicles may differ to the other fleet vehicles.

When respondents were asked if the Local Government has a specific policy covering HOVs, 32 respondents answered this question. Eight respondents identified having a specific HOV policy, 18 identified not having a specific HOV policy, whilst six respondents were unsure.

Those who answered ‘Yes’ or ‘Unsure’ were then directed to a follow up question to identify if the policy considers safety. All 14 of the respondents who answered ‘yes’ or ‘unsure’ in the previous question completed this item. Graph 11 outlines the spread of safety elements which are included in their HOV policy.



Graph 11: HOV Policy Safety Outcomes

Interestingly, there were no respondents who included fatigue management within the HOV policy. Within Graph 11 above, the option of ‘AOD use’ is referring to the use of alcohol and other drugs. There were four additional written comments provided as part of the ‘Other’ selection, these are outlined below.

- *“Ticked unsure in previous question – not applicable”*
- *“Provides wheelchair access”*
- *“Unsure”*
- *“Policy generally relates to overall use of the bus and condition of hire”*

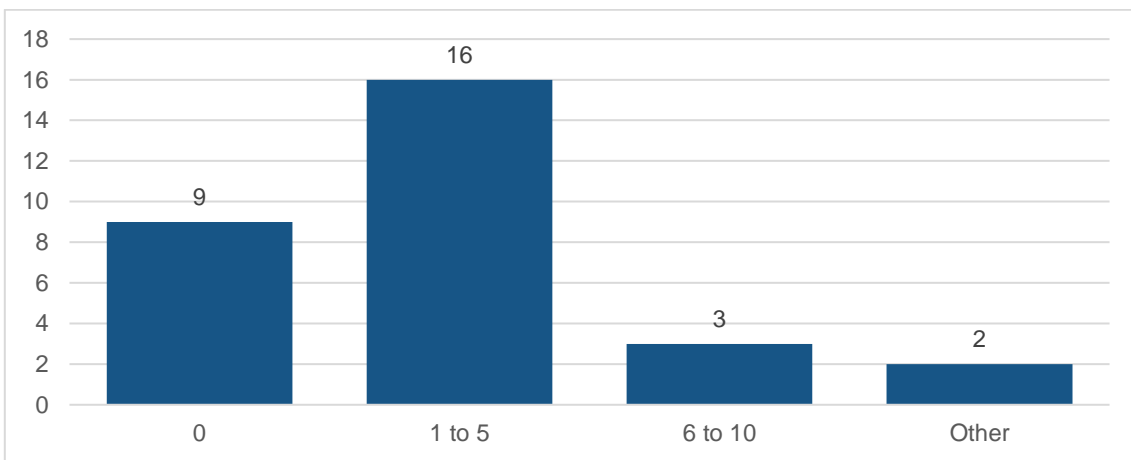
HOV Incidents

In order to identify what kind of incidents commonly occur within the HOV fleet, respondents were asked a series of questions. Firstly, it was important to identify if HOV incidents are recorded by the Local Government.

A total of 33 respondents completed this question with 28 indicating that incidents were reported in their Local Government, one indicated that incidents were not reported, while the remaining four advised being unsure.

Those who answered 'yes' or 'unsure' were then directed to a follow-up question to identify approximately how many incidents are recorded annually. Responses for this question were open-ended to allow respondents the ability to elaborate further on their responses.

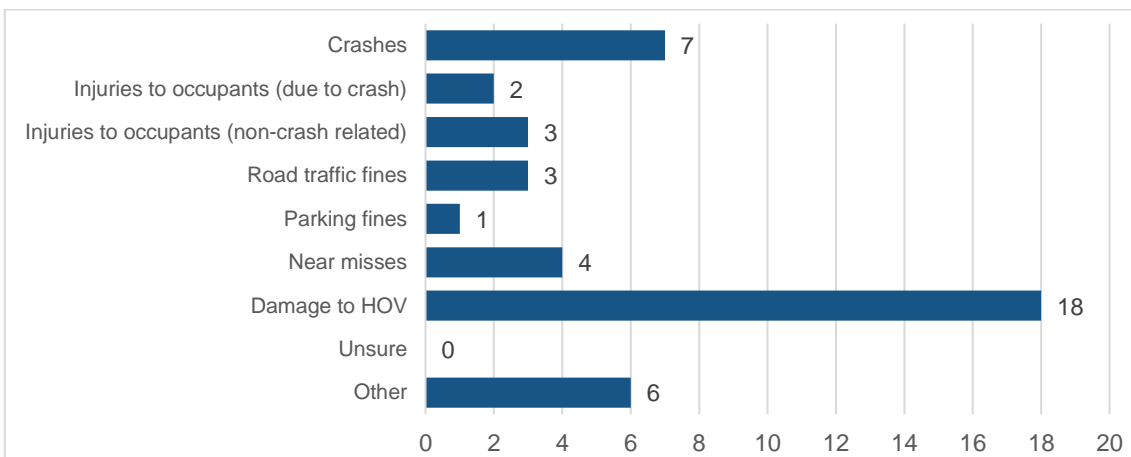
There were 30 responses to this question, these have been categorised and are shown in Graph 12 below. Appendix 3 shows the actual responses and categorisations.



Graph 12: HOV Annual Incidents

While a number of respondents indicated that annually there are no incidents recorded with these vehicles, the majority of respondents (16, 50%) recorded between one to five annual incidents occurring and three (10%) respondents indicated having six to ten incidents annually.

Respondents were then asked what the incidents were related to and the severity of the recorded incidents. Graph 13 outlines the breakdown of responses.



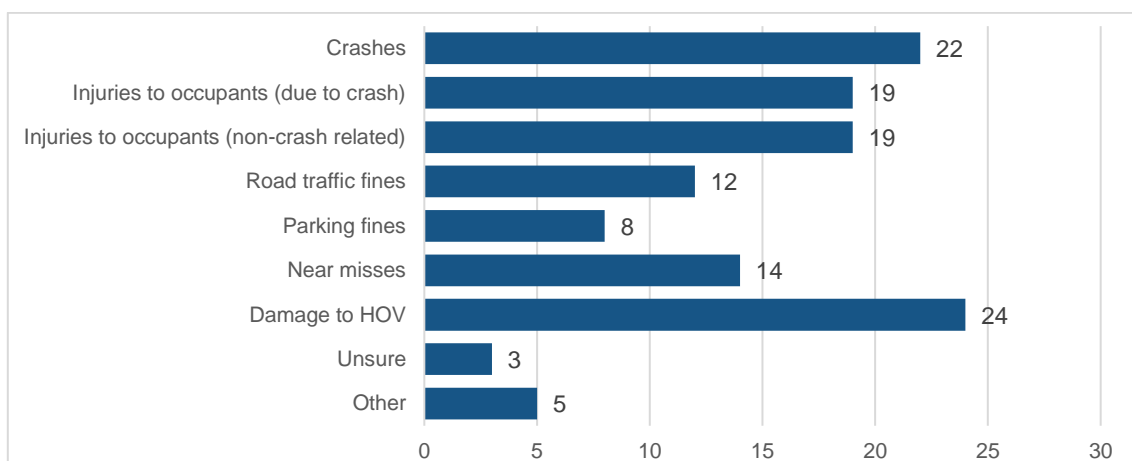
Graph 13: HOV Reported Incidents

Those that indicated 'other' were asked to specify, with the below written responses received by respondents.

- "Mechanical issues"
- "N/A as no incidents reported so far"
- "Roo damage"
- "Backed into post"
- "Large loose item in rear of vehicle broke rear window"
- "Wildlife damage, i.e. kangaroo being hit"

Identifying if Local Governments have a procedure which covers the reporting of HOV incidents was then examined. It was found that the majority of the 32 respondents, 23 (71.9%), indicated that there was a procedure for the reporting of HOV incidents. There were four (12.5%) respondents who indicated there was no procedure and five (15.6%) respondents were unsure. The respondents who marked 'yes' or 'unsure' to this question were then questioned further as to what was recorded as part of incident reporting.

For this question, the same options seen in Graph 13 were provided. Graph 14 outlines the responses for what the 9 respondents recorded as part of reporting incidents.



Graph 14: Incident Reporting - What is Recorded

The results indicate that a range of information is recorded as part of incident reporting for these vehicles and that general incidents such as fines and damage, but also serious road incidents such as crashes, injuries to occupants and near misses are recorded. It is significant to see that 14 of the 28 respondents noted that near misses are included in incident reporting. This can help identify if there are consistent issues/locations which might need to be addressed or if further training is required.

Fleet Policy

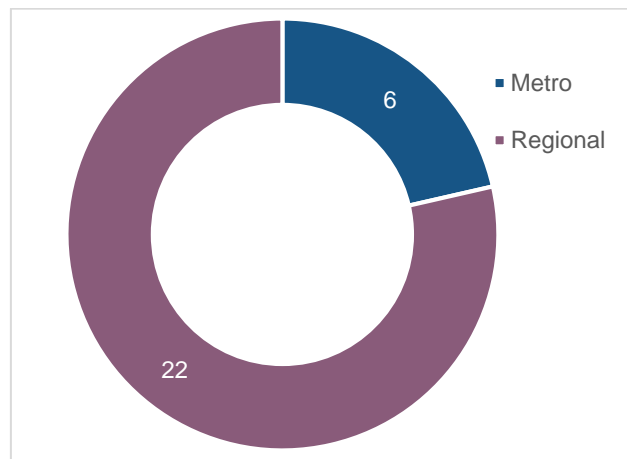
While a minimal number of respondents (8, 25%) identified having a specific policy covering HOV vehicles, there was a likelihood that these vehicles were covered under a general fleet policy. Participants were asked if the Local Government had a fleet policy. There were 33 responses to this question with 19 (57.6%) indicating there was a fleet policy, nine (27.3%) indicated there was not a fleet policy and five (15.2%) were unsure if there was a policy.

It is significant that almost one third of respondents noted that there was not a fleet policy within the Local Government. When combined, almost 50% indicated other than 'yes', meaning that further work could be done with Local Governments to either create a fleet safety policy or ensure staff are aware of the Local Governments fleet safety policy.

Participating Local Governments

Participants were asked to identify specific contact details such as a contact person, the Local Government they are representing and position. This was to identify the range of Local Governments around the state who participated in the survey and if further information was required for future contact.

Graph 15 outlines the breakdown of the metro versus regional Local Governments who participated in this survey and provided valuable information on the topic of HOV vehicles. The list of participating Local Governments was not exhaustive due to participants being exited from the survey if the first question was answered with a 'no' which identified that the Local Government was not responsible for managing HOV vehicles. Therefore, the Local Government that they represent would not be included in the numbers within Graph 15 as they would not have reached this question. However, their participation provided information which assisted in this survey.



Graph 15: Participating Local Governments

Discussion

High Occupancy Vehicles have been raised as a potential road safety issue due to their high crash risk. These vehicles can carry a large number of passengers and the likelihood for serious or fatal injuries to occur if these vehicles are involved in a crash is high, being that they tend to lack safety features.

The identification that these vehicles are a high crash risk due to their tendency to be older aligned with the survey results in that there was a large range in the year of manufacture with the oldest date being 1988. However, the average age of the HOV vehicles under the responding Local Government management was found to be lower, at seven years, than that of the Australian average age of motor vehicles (passenger fleet) which was estimated at 10.1 years as of the 29 May 2020.²

Newer vehicles are more likely to include passive and active safety features which will provide additional protection for passengers. The majority of HOV vehicles managed by the responding Local Governments have not yet been included or assessed under the Australasian New Car Assessment Program (ANCAP) or the Used Car Safety Rating (UCSR). This identified that research and information should be promoted on the safety requirements, risks and safe lifespan of HOV vehicles. Further advocacy to include HOVs in these programs would be beneficial due to their identified high risk if a crash was to occur.

Identifying the number of seats within the HOV vehicles assists in classifying the level of risk for these vehicles. It has been noted that in the event of a crash, HOVs have a high propensity to result in a rollover. This rate triples as the number of occupants in the vehicle increases.¹ The identification of the number of seats also indicates where the responsibility for ensuring passengers are using a seatbelt falls. Within the Road Traffic Code 2000 a bus is described as a motor vehicle built mainly to carry people, which seats over 12 adults including the driver. The Road Traffic Code 2000 also states that passengers seated in a

seating position which is fitted with a seatbelt or is required to be fitted with a seatbelt must use that seatbelt by law unless they have an exemption.

The identification of a HOV being classified as a bus determines whether the onus to ensure passengers are correctly restrained falls on the driver or the passenger. Ensuring that all passengers are seated and restrained correctly is the responsibility of the driver, except if the vehicle has been classified as a bus. There were a number of HOV vehicles under the management of Local Government which did not meet the classification of a bus, therefore having less than 12 seats, which then requires the driver to ensure passengers are seated safely. This also extends to child car restraints and their availability, which is why it is important to know the demographics of the passengers.

One of the main aims of conducting this survey was to identify baseline information in relation to how HOV vehicles are managed, the policy practices which are in place to manage the vehicles, and passenger safety. While it was identified that a large range of important booking information is currently captured in the management of these vehicles, it was also identified that the management arrangements of these vehicles are very diverse. These can include the Local Government managing, maintaining and providing staff drivers to the external management and provision of drivers, while the Local Government owns and maintains the HOV. Consistency in the collection of information or the process of booking requirements, driver training and policy practices was identified as a priority to provide a greater understanding in the chain of responsibility and the risk management of these vehicles.

More work needs to be done with Local Governments to establish fleet policies and to incorporate road safety practices within these. From the survey respondents there were only a small amount of Local Governments who identified having a specific HOV policy and slightly more than half of the Local Governments indicated that there was a fleet policy.

Implementing fleet policies is a way to ensure the vehicles maintenance and usage are aligned to the direction and focus of the Local Government. Incorporating road safety into the policies along with the normal requirements for purchasing and maintenance will strengthen safer driving cultures within work and may extend to personal driving practices.

Recommendations

The results from this report provide a baseline of information as to the management, responsibilities, policy and reporting requirements relating to high occupancy vehicles (HOV). There are several areas where WALGA can further provide some guidance or resources.

It is recommended that WALGA explore providing support to Local Governments in the safety management of HOVs through the following opportunities:

1. Provide safety-related information associated with HOV vehicles to Local Governments. This will include:
 - a) Relevant research,
 - b) The role of vehicle safety in the systems approach to road safety,
 - c) Specific risks,
 - d) Passive and active safety features in vehicles,
 - e) Vehicle age and safety features,
 - f) Safety testing and rating,
 - g) Safety-related legislation and regulation (Road Traffic Code 2000, Australian Design Rules etc),
 - h) Safety and duty of care considerations for managing HOV vehicles/fleets:
 - i. The seven elements of best practice fleet safety.
 - ii. Data collection, monitoring and evaluation.
 - iii. Hire or loan agreements.

- iv. Driver (user) induction and responsibilities (seatbelts, mobile phones, alcohol and drug use, travel speed, fatigue management etc).
 - v. Incident reporting.
 - vi. Procuring and disposing of HOV vehicles.
 - vii. Care and maintenance of HOV vehicle.
2. Develop safety-related guidelines, model policies, templates and checklists to assist Local Governments. This may be stand-alone or incorporated into the existing *WAGLA RoadWise Local Government Fleet Safety Kit*. Topics will include:
- a) Procurement
 - i. Consideration of safety features, e.g. Australasian New Car Assessment Program (ANCAP) and Used Car Safety Ratings (UCSR) in the selection of HOV vehicles (including limitations, e.g. lack of safety ratings for commercial vehicles),
 - ii. Vehicle age considerations. Disposing of / turning over vehicles, taking into consideration:
 - a) duty of care for occupant protection, and
 - b) on-selling / passing on older vehicles with lower safety ratings to the community.
 - b) Management
 - i. Hire or loan arrangements / procedures (essential data to be collected: booking information, incident reporting, pre and post-use roadworthiness and maintenance checklist).
 - ii. Driver induction or training.
 - iii. Driver (user) agreement (e.g. responsibility for seatbelt and child car restraint use, fatigue management, drug and alcohol use, mobile phone use etc).
 - iv. Licence requirements.
 - v. Feedback for ongoing improvement (see below).
 - vi. Employee awareness, engagement and responsibilities.
3. Working with Local Governments to improve fleet safety, for example:
- a) Develop a process to enable the sharing of information between Local Governments (e.g. case studies, policies and procedures, data etc.).
 - b) Develop and embed tailored HOV/fleet safety policies and practices.
 - c) Identify gaps in the available information, tools and resources and any emerging issues.
 - d) Raise awareness and promote HOV and fleet safety among Local Government employees.

References

1. National Road Safety Partnership Program (NRSPP), *NRSPP Thought Leadership: High Occupancy Vehicle Safety*. May 2019. <https://s3-ap-southeast-2.amazonaws.com/cdn-nrspp/wp-content/uploads/sites/4/2019/05/11181656/High-Occupancy-Vehicle-Safety-2019-v2.pdf>
2. Australian Bureau of Statistics, *9309.0 – Motor Vehicle Census, Australia, 31 January 2020*. Downloads page, data cubes, Motor Vehicle Census Australia. Latest issue released 29 May 2020. <https://www.abs.gov.au/AUSSTATS/abs@.nsf/DetailsPage/9309.031%20Jan%202020?OpenDocument>. Sourced 29 June 2020.

Appendices

Appendix 1: High Occupancy Vehicle Survey



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WALGA

High Occupancy Vehicles (HOV) Survey

Thank you in advance for taking the time to complete this survey.

With your input, WALGA intends to gain a better understanding of the challenges and issues Local Governments face coordinating a fleet of vehicles. This survey specifically aims to gather information from Local Governments on high occupancy vehicles (HOV's).

Your participation in this survey will help identify any gaps or areas which WALGA can advocate for improved safety practices in regards to HOV's.

A high occupancy vehicle (HOV) is an on-road vehicle which carries 9-25 passengers and is below 4.5tonnes. Examples include community buses and vans.

¹Research has shown that the crash risk in HOV's and the potential for injury or fatality in the event of a HOV crash are increased. Some problems include:

- Rollover crashes are more likely in HOV's
- HOV's tend to be older
- HOV's tend to have less safety technologies
- HOV's are commonly used in remote areas
- HOV occupants have a higher likelihood of severe injury in the event of a crash

For more information on HOV's, download the National Road Safety Partnership Program's (NRSPP) *Thought Leadership: High Occupancy Vehicle Safety* fact sheet [here](#).

This survey should be directed to the person responsible for managing the Local Government vehicle fleet, though may require input from multiple departments.

¹National Road Safety Partnership Program, *Thought Leadership: High Occupancy Vehicle Safety* fact sheet, May 2019, <https://www.nrspp.org.au/resources/nrspp-thought-leadership-high-occupancy-vehicle-safety/>.

This survey should be directed to the person responsible for managing the Local Government fleet.

Data collected will be deidentified and used for internal purposes only. If indicated, respondents may be contacted for further information.



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WALGA

High Occupancy Vehicles (HOV) Survey

1. How many HOV's are you responsible for managing for Council?

None

5 - 9

15 or more

1 - 4

10 - 14

2. Please provide details of the HOV fleet with make, model, year and number of seats - including driver.

E.g. Toyota, Commuter, 2011, 12 seats (if there are multiples of the same vehicle indicate the number rather than repeating)

Vehicle 1

Vehicle 2

Vehicle 3

Vehicle 4

Vehicle 5

Vehicle 6

Vehicle 7

Vehicle 8

Vehicle 9

Vehicle 10

Vehicle 11

Vehicle 12

Vehicle 13

Vehicle 14

Vehicle 15

3. If there are more than 15 HOV's please provide further details below in the same format as above.

4. Who performs the following tasks related to the HOV fleet?

| | Local Government personnel | External organisation/ group | Unsure |
|---------------------|----------------------------|------------------------------|-----------------------|
| Purchasing | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Leasing | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Paying registration | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Insuring | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Booking | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Garaging | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Maintaining | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Repairing | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Fueling | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Other | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

Please provide other details

5. How are the capital and operating costs for the HOV vehicles met? (tick all that apply)

| | Capital | Operating |
|--------------------------|-----------------------|-----------------------|
| Unsure | <input type="radio"/> | <input type="radio"/> |
| Council budget | <input type="radio"/> | <input type="radio"/> |
| Hire fee (cost recovery) | <input type="radio"/> | <input type="radio"/> |
| Receive grant | <input type="radio"/> | <input type="radio"/> |
| Provide grant | <input type="radio"/> | <input type="radio"/> |
| Receive sponsorship | <input type="radio"/> | <input type="radio"/> |
| Provide sponsorship | <input type="radio"/> | <input type="radio"/> |
| Other | <input type="radio"/> | <input type="radio"/> |

Please provide other details

6. Who uses the HOV's and what is the arrangement? (indicate all that apply)

| | Loan (no cost) | Hire (costs incurred) |
|---|-----------------------|-----------------------|
| Community centres | <input type="radio"/> | <input type="radio"/> |
| Community groups (seniors, youth) | <input type="radio"/> | <input type="radio"/> |
| Family day care centres | <input type="radio"/> | <input type="radio"/> |
| Playgroups | <input type="radio"/> | <input type="radio"/> |
| Sporting clubs | <input type="radio"/> | <input type="radio"/> |
| Residence of Local Government area | <input type="radio"/> | <input type="radio"/> |
| Residence outside the Local Government area | <input type="radio"/> | <input type="radio"/> |
| Local Government staff | <input type="radio"/> | <input type="radio"/> |
| Private/Commercial business | <input type="radio"/> | <input type="radio"/> |
| Other Local Governments | <input type="radio"/> | <input type="radio"/> |
| Other users | <input type="radio"/> | <input type="radio"/> |

Please specify others

7. What is the total kilometres travelled, per month, by the HOV fleet?

8. How often are the HOV's booked?

- Daily
 Ad hoc
 Weekly
 Not sure
 Monthly
 Other (please specify)

9. What information is recorded as part of a HOV booking process? (tick all that apply)

- | | |
|--|--|
| <input type="checkbox"/> Nothing is recorded | <input type="checkbox"/> Drivers insurance details |
| <input type="checkbox"/> Organisation/ group details | <input type="checkbox"/> Booking purpose |
| <input type="checkbox"/> Drivers details | <input type="checkbox"/> Passenger demographic |
| <input type="checkbox"/> Drivers licence class | <input type="checkbox"/> Terms and conditions to be signed |
| <input type="checkbox"/> Drivers licence number | <input type="checkbox"/> Pre and post use check list |
| <input type="checkbox"/> Other (please specify) | |

10. Who drives the HOV's when transporting passengers? (tick all that apply)

- Local Government personnel
- Registered volunteers
- Hirer provides driver (paid or volunteer)
- Unsure/ don't know
- Other (please specify)

11. Are drivers provided with an induction?

- Yes
- No

12. As part of the induction process, what is provided? (tick all that apply)

- | | |
|--|--|
| <input type="checkbox"/> Information sheet provided | <input type="checkbox"/> Driver training specific to the HOV |
| <input type="checkbox"/> Online induction undertaken | <input type="checkbox"/> Policy or procedure provided |
| <input type="checkbox"/> Face to face induction | <input type="checkbox"/> Unsure |
| <input type="checkbox"/> Other (please specify) | |



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High Occupancy Vehicles (HOV) Survey

13. Does the Council have a specific policy covering HOV's?

- Yes
 No
 Unsure

14. Does the policy consider safety? (tick all that apply)

- | | |
|---|---|
| <input type="checkbox"/> Seatbelts available and used | <input type="checkbox"/> Day time running lights |
| <input type="checkbox"/> Child car restraint use | <input type="checkbox"/> Fatigue management |
| <input type="checkbox"/> Alcohol and drug use | <input type="checkbox"/> Speed restrictions |
| <input type="checkbox"/> Mobile phone use | <input type="checkbox"/> Improper or over loading |
| <input type="checkbox"/> Road/ weather condition restrictions | <input type="checkbox"/> Vehicle safety features |
| <input type="checkbox"/> Other, please specify | |

15. Are HOV incidences recorded?

- Yes
 No
 Unsure

16. Approximately, how many incidents are recorded annually?

17. Does the Council have a procedure covering the reporting of HOV incidences?

- Yes
 No
 Unsure

18. As part of reporting incidences, what is recorded? (tick all that apply)

- | | |
|--|--|
| <input type="checkbox"/> Crashes | <input type="checkbox"/> Parking fines |
| <input type="checkbox"/> Injuries to occupants (due to crash) | <input type="checkbox"/> Near misses |
| <input type="checkbox"/> Injuries to occupants (non-crash related e.g. tripping) | <input type="checkbox"/> Damage to HOV |
| <input type="checkbox"/> Road traffic fines | <input type="checkbox"/> Unsure |
| <input type="checkbox"/> Other (please specify) | |



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High Occupancy Vehicles (HOV) Survey

19. Does the Local Government have a fleet policy?

- Yes
 No
 Unsure

20. Any additional comments?

* 21. Please complete below

Local Government

Contact Person

Position

22. Would you be happy to be contacted for further information, if required?

- No
 Yes, please provide best contact details below (email or phone)

If you would like further information or assistance with developing a policy we can assist. Send us an email to roadwise@walga.asn.au

Appendix 2: Total Kilometres Travelled per Month

Survey Question 7 – What is the total kilometres travelled, per month, by the HOV fleet?

The below table shows the qualitative responses provided as written in the survey, and how they have been categorised for Graph 6 within the report.

| 0-500 kms | 501-1000 kms | 1001-1500 kms | 1501-2000 kms | >2000 kms | Varies | unknown |
|-----------------------|--------------|-----------------|---------------|-----------|--------------------------|---|
| <300 | 1000 | 1,275km / month | 1,000-2,000 | 4,603 | Fluctuates | Unknown at this stage, bus not operational as yet |
| 400 approx. | 900 | 1,132 | 2,000 | 18,468 | Varies on usage of buses | |
| 200 | <1,000km | | | | Varies | |
| 200km | 700 | | | | Varies each month | |
| 500 | 1,000 | | | | | |
| 500km | | | | | | |
| 400 | | | | | | |
| Est 300 | | | | | | |
| + 500km | | | | | | |
| 220-250 kms per month | | | | | | |
| 300 | | | | | | |

Appendix 3: Annual Incidents

Survey question 16 – Approximately, how many incidents are recorded annually?

The below table shows the comments provided as written in the survey, and how they have been categorised for Graph 12 within the report.

| Category | Comments | Total |
|------------------------|--|-----------|
| Zero incidents | <ul style="list-style-type: none"> - 0 - 0 - 0 (so far) - No incidents reported in the last 5 years - Nil at this stage – however when operational all will be recorded | 9 |
| 1 – 5 Incidents | <ul style="list-style-type: none"> - 1 - 2 - 3 - 1 - 1 - May be 1 or 2 at most | 16 |
| 6 -10 Incidents | <ul style="list-style-type: none"> - 1 - 3-4 - 1 - 1 - 2 | 3 |
| Other comments | <ul style="list-style-type: none"> - 2-5 - 1 - 2 - 4 - 2-3 <ul style="list-style-type: none"> - 6 - 6 - 10 last financial year <ul style="list-style-type: none"> - Not annually, more ad hoc involving a kangaroo - Checks on bus carried out on return and all faults recorded so issues can be sorted by mechanic. Incidents very minimal | 2 |

Appendix 4: Report and Data Notable Elements

The below are notable elements from the data which have been developed into the recommendations.

- Age of vehicles – policy on lifespan
- Share research and information on HOV lifespan, risks, safety requirements
- ANCAP ratings for HOVs
- Seats and child car restraints if carrying children – information for drivers, requirements/policy of child restraint requirement if carrying children
- Booking process template – information which should be captured as part of booking process i.e. passenger demographics to identify if child restraints are required, (the lowest recorded item from respondents)
- Driver induction process (for staff, volunteers, hirers) incorporates road safety and vehicle features and risks
- HOV specific vehicle policy, which incorporates safety as well as purchasing/ maintenance requirements.
- Reporting of incidents – what to report, template policy or form, procedure for reporting incidents and what should be included
- More work to be done with LGs to develop a fleet policy or ensure staff are aware of this. Does this policy include more than purchasing and maintenance of vehicles, does it include safety? Are HOVs included in this or have a specific focus

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