



**Manitoba
Public Insurance**

Thin Business Case

Expansion of Enhanced Enforcement Activities for Distracted Driving

DRAFT

This report has been prepared as advice, opinions, proposals, recommendations, analyses or policy options developed by or for the public body or a minister, as per Section 23(1) of the Freedom of Information and Protection of Privacy Act.

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OVERVIEW

Enhanced Enforcement

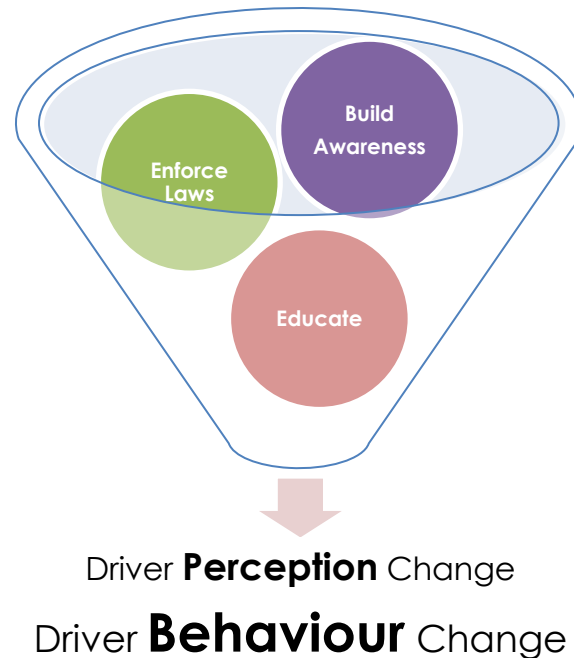
Education and Awareness campaigns are generally aimed at encouraging members of the public to make good driving decisions (not drinking and driving, wearing seatbelts, not driving distracted etc.) and to teach road users about the laws that govern their behaviour. Significant, visible enforcement is necessary to increase a road user’s perceived risk of apprehension for breaking the rules of the road. Combining **enforcement** with **education** and **awareness** efforts is a recognized international proven practice to increase compliance and improve road safety.

Manitoba Public Insurance has a history of providing funding support to law enforcement partners through Enhanced Enforcement initiatives going back to 1998. Corporate initiatives began with RoadWatch (which targets impaired driving) and have expanded to include distracted driving (using handheld electronic communication devices while operating a motor vehicle), school zone safety, as well as winter roads and snowmobile trail enforcement in recent years.

As road safety issues have evolved over time, MPI road safety priorities have evolved as well. In 2015, for the first time, distracted driving has eclipsed other contributing factors causing collisions on Manitoba roadways. As such, it has emerged as the dominant priority for road safety programming that is developed and delivered to the motoring public.

This proposal brings our current Enhanced Enforcement programming more in alignment with current priorities, building on the success of the RoadWatch program, and expanding our efforts to battle driver distraction through roadside enforcement of current legislation. It recommends a significant increase in funding of distracted enforcement activities while maintaining our aggressive approach on impaired driving enforcement.

Figure 1: Significant, visible enforcement is necessary to increase a motorist’s perceived risk of apprehension for breaking the rules of the road.

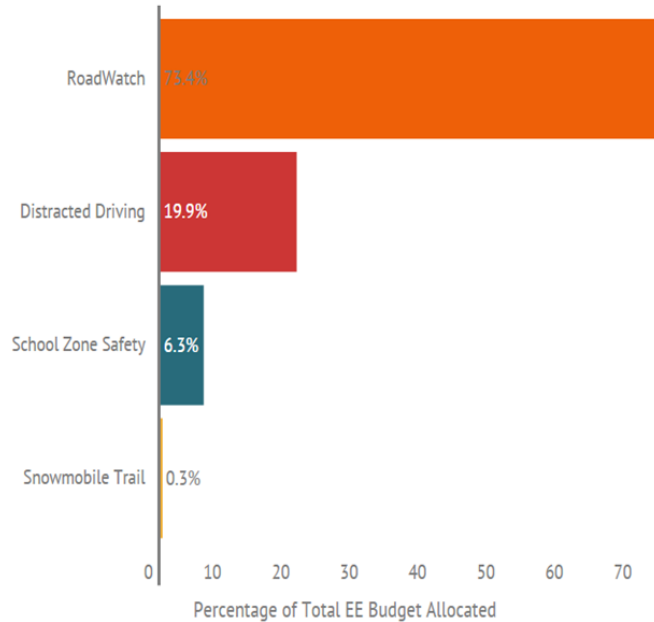


Enhanced Enforcement Targeting Distracted Driving

Enhanced enforcement helps create new social norms by making dangerous behaviours (i.e. impaired driving and distracted driving) socially intolerable^{1 2}. Collisions statistics show that distracted driving as a contributing factor is on the rise, while impairment is on the decline.

Funding for RoadWatch has increased substantially over time, based on successful results and the capacity of law enforcement to take on more activities. Since 2012, when the Corporation began to support distracted driving enforcement, funding has increased incrementally, but remains at a level far below funding levels targeted at impaired driving. In 2014/15, 73.4 percent of Corporate enhanced enforcement dollars targeted impaired driving and 20 percent targeted distracted driving.

**Enhanced Enforcement Funding Summary
2014-2015 Actual**



APPROACH

The concept for an expansion of enhanced enforcement for distracted driving was approved in principle by the Manitoba Public Insurance Executive Committee as a part of the *2015/16 Road Safety Program Ideation & Issue Analysis Report* from the Road Safety Programming Department. From the report:

Concept Idea 1.2: Expansion of enhanced enforcement aimed at distracted driving. This includes reallocation of budgeted RoadWatch dollars in 2015/16 to fund more distracted enforcement (less impaired) and potentially new additional funding in future budgets (2016/17 onward).

Rationale: Research shows enforcement is effective in reducing dangerous driving behaviours, such as impaired driving, through the distribution of offence notices and increasing the perception of apprehension. Further, enhanced enforcement helps create new social norms by making dangerous behaviours socially intolerable (as with impaired driving). Collisions statistics suggest that distracted driving as a contributing factor is on the rise, while impairment is on the decline. Currently, approximately 75 percent of MPI enhanced enforcement dollars budgeted are assigned to target impaired driving and 16 percent at distracted driving. A reallocation of funding would ensure enhanced enforcement activities are more closely aligned with Corporate road safety priorities. The prospect of new additional funding for the RoadWatch program should be considered if a reduction to impaired

¹ Paul Atchleya, C. H. (2012). Stuck in the 70s: The role of social norms in distracted driving. *Accident Analysis & Prevention, Volume 48*, Pages 279-284.

² Uta Meesmann, H. M. (2015). Impact of alcohol checks and social norm on driving under the influence of alcohol (DUI). *Accident Analysis & Prevention, Volume 80*, Pages 251-261.

enhanced enforcement increases the risk of impaired driving. Further study is required for this determination, but will be addressed in the current program evaluation of the impaired driving portfolio of programs.

Objective(s):


- To increase awareness about distracted driving and increase the public perception about the likelihood of being apprehended for distracted driving.

The business case proposal recommends an expansion of enhanced enforcement aimed at distracted driving while maintaining current funding for RoadWatch. This proposed expansion is intended to be a sustained increase for a minimum three year period from 2016/17 through to 2018/19. An examination of the results from the increased funding for distracted driving is proposed at the conclusion of this period to determine if funding levels should stay the same, continue to increase, or be reduced based on results over the three-year period.

The business case also provides two alternative options that may be considered if the Corporation is unable to commit additional programming dollars at this time. A detailed summary of the recommended programming option and how it compares to the proposed alternatives on the basis of the selection criteria outlined in the *Road Safety Programming Program Development Framework*³ follows below.


Recommended Option:
Significant Increase to Total Enhanced Enforcement Budget

QUICK SUMMARY




14%

Increase in the total Enhanced Enforcement budget



Nearly twice the budget for distracted driving enhanced enforcement



0.2%




Decrease in funding for RoadWatch

Significantly increase the total enhanced enforcement programming budget (proposed 18% increase), double the funding for distracted driving enhanced enforcement while maintaining current funding levels for RoadWatch to ensure there is no potential decrease in alcohol impaired driving enforcement levels.

Selection Criteria	
Alignment with current Road Safety priorities	Excellent alignment. Distracted driving is currently the No. 1 Corporate road safety priority and reductions in this area are critical to the Corporate Loss Prevention Strategy moving forward.
Time to implement	Based on information provided by key internal stakeholders, it is estimated that this initiative will take approximately six months to complete from the submission of the business case to projected approval of funds from the Executive Committee.
Impact on clients and partners	This option would likely have a significant impact on clients and partners by allowing them to carry out more distracted driving enhanced enforcement (thus more citations, increased perceived risk of apprehension etc.) while still maintaining current levels of impaired driving enhanced enforcement (i.e. RoadWatch).

³ See the **Road Safety Programming Development Framework** document Section 1.2.2 *Pros and Cons of Options* for more information on the selection criteria.

Cost implications	<p>Estimated costs associated with this option are:</p> <ul style="list-style-type: none"> Total Enhanced Enforcement Funding – \$1.1 million Total Distracted Driving Funding – \$320,900 Total RoadWatch Funding - \$700,000
Implications from a delivery standpoint	<p>The primary implications of this option from a program delivery standpoint are:</p> <ul style="list-style-type: none"> An extra month of distracted driving enforcement annually; The potential for significant increases in distracted driving citations as well as other HTA related offences; Increased awareness of the issue of distracted driving as well as increased perception of apprehension; and No decrease in levels of impaired driving enhanced enforcement.
Legal considerations	Moderate legal work – letters of agreement, information requests and contracts related to funding etc.
Impact on other Departments within the Corporation	The impact on other Departments within the Corporation would be minimal. The only exception would be Communications/Advertising who would be involved in any proposed changes to the Manitoba Awareness and Enforcement Integrated Calendar.

Alternative Option 1: <i>Moderate Increase to Total Enhanced Enforcement Budget</i>	
QUICK SUMMARY	
 4%	<p>Increase in the total Enhanced Enforcement budget</p>
	<p>Nearly twice the budget for distracted driving enhanced enforcement</p>
 14%	<p>Decrease in funding for RoadWatch</p>
<p>Moderately increase the total enhanced enforcement programming budget (proposed 8% increase), double the funding for distracted driving enhanced enforcement while implementing a moderate decrease in RoadWatch funding (proposed 14% decrease) to compensate for the increase in distracted driving enhanced enforcement.</p>	
Selection Criteria	
Alignment with current Road Safety priorities	Moderate alignment. Distracted driving is currently the No. 1 Corporate road safety priority and reductions in this area are critical to the Corporate Loss Prevention Strategy moving forward.
Time to implement	Based on information provided by key internal stakeholders it is estimated that this initiative would take approximately six months to complete from the submission of the business case to projected approval of funds from the Management Committee.
Impact on clients and partners	This option would likely have a significant impact on clients and partners by allowing them to carry out more distracted driving enhanced enforcement (thus more citations, increased perceived risk of apprehension etc.). What needs to be considered is the potential for a moderate decrease in impaired driving enhanced enforcement (i.e. RoadWatch).
Cost implications	<p>Key estimated costs associated with this option are:</p> <ul style="list-style-type: none"> Total Enhanced Enforcement Funding – \$1 million Total Distracted Driving Funding – \$320,900

	<ul style="list-style-type: none"> Total RoadWatch Funding - \$600,000
Implications from a delivery standpoint	<p>The primary implications of this option from a program delivery standpoint are:</p> <ul style="list-style-type: none"> An extra month of distracted driving enforcement annually; The potential for significant increases in distracted driving citations and other HTA related offences; The potential increased awareness of the issue of distracted driving as well as increased perception of apprehension; and <p>Potential decrease in levels of impaired driving enhanced enforcement.</p>
Legal considerations	Moderate legal work – letters of agreement, information requests and contracts related to funding etc.
Impact on other Departments within the Corporation	The impact on other Departments within the Corporation would be minimal. The only exception would be Communications/Advertising who would be involved in any proposed changes to the Manitoba Awareness and Enforcement Integrated Calendar.

Alternative Option 2:
No Increase to Total Enhanced Enforcement Budget

QUICK SUMMARY



0%

Increase in the total Enhanced Enforcement budget



Nearly twice the budget for distracted driving enhanced enforcement



26%

Decrease in funding for RoadWatch

No increase in the total enhanced enforcement programming budget, double the funding for distracted driving enhanced enforcement while implementing a significant decrease in RoadWatch funding (proposed 26% decrease) to compensate for the increase in distracted driving enhanced enforcement.

Selection Criteria

Alignment with current Road Safety priorities	Excellent alignment. Distracted driving is currently the No. 1 Corporate road safety priority and reductions in this area are critical to the Corporate Loss Prevention Strategy moving forward.
Time to implement	Based on information provided by key internal stakeholders it is estimated that this initiative would take approximately six months to complete from the submission of the business case to projected approval of funds from the Management Committee.
Impact on clients and partners	This alternative option would likely have a significant impact on clients and partners by allowing them to carry out more distracted driving enhanced enforcement (more citations, increased perceived risk of apprehension etc.). What needs to be considered is the potential for a significant decrease in impaired driving enhanced enforcement (i.e. RoadWatch) compared to current levels.
Cost implications	<p>Key estimated costs associated with this option are:</p> <ul style="list-style-type: none"> Total Enhanced Enforcement Funding – \$965,000 Total Distracted Driving Funding – \$320,900 Total RoadWatch Funding - \$522,400
Implications from a delivery standpoint	<p>The primary implications of this option from a program delivery standpoint are:</p> <ul style="list-style-type: none"> An extra month of distracted driving enforcement annually; The potential for significant increases in distracted driving citations

	<p>and other HTA related offences;</p> <ul style="list-style-type: none"> • The potential increased awareness of the issue of distracted driving as well as increased perception of apprehension; and • Potential decrease in levels of impaired driving enhanced enforcement.
Legal considerations	Moderate legal work – letters of agreement, information requests and contracts related to funding etc.
Impact on other Departments within the Corporation	The impact on other Departments within the Corporation would be minimal. The only exception would be Communications/Advertising who would be involved in any proposed changes to the Manitoba Awareness and Enforcement Integrated Calendar.

BENEFITS OF THE RECOMMENDED OPTION

There are a variety of potential benefits associated with the proposed project including:

- Increased enforcement levels potentially contributing to reductions in collisions (total, fatal, serious injury and property damage) which in turn contributes to overall loss prevention.
- Possibility to simultaneously address other high-risk HTA related offences at the same time such as speeding, impaired driving and seatbelt non-compliance.
- Increased perception of apprehension by the public generated by increased high visibility enforcement.
- Additional enhanced enforcement focused on distracted driving provides the potential for additional opportunities for education and awareness on the issue through:
 - The Manitoba Awareness and Enforcement Integrated Calendar
 - The Manitoba Public Insurance Distracted Driving Simulator
 - The High School Driver Education Program
 - Potential outreach activities (simulator, special events, sponsorships, community events etc.) through the Community Relations team
- Maintenance of the current commitment and progress to stop impaired driving (perceived and actual). The community of practice on road safety is in agreement that we cannot yet begin to withdraw from an aggressive approach to impaired driving, despite the significant progress made. Impaired driving continues to be a primary contributing factor in nearly one third of fatal collisions in Manitoba.

TIME, EFFORT AND COSTS

Cost Estimates

Cost estimates were provided in the APPROACH section of this document above.

Time

Work Tasks

Below are estimates on the time it would take to implement the new funding structure from the submission of the thin business case to the approval of new requests for funding by police partners. These estimates are based on the normal Corporate budgeting process and the normal funding request process for RoadWatch.

Implementation Time Estimates															
Work Tasks	2016							2017							
	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun		
Submission of Thin Business Case		█					Corporate Budgeting Ends								
Consultation with Police Partners			█	█											
Approval of Business Case By Executive Committee				█											
Approval of Funds by Executive Committee						█									
Submission of Funding Requests by Police Partners										█	█				
Approval of Funding Requests											█				
Enhanced Enforcement Programs Based on New Funding Begin												█	█	█	█

Implementation Time Options

Two potential options are being put forward for implementing the new distracted driving enhanced enforcement.

Recommended Option: Align Campaigns with Existing Collision Data

This option would see distracted driving campaigns take place in the months when fatalities and serious injuries linked with distracted driving are high. The rationale behind this recommendation is:

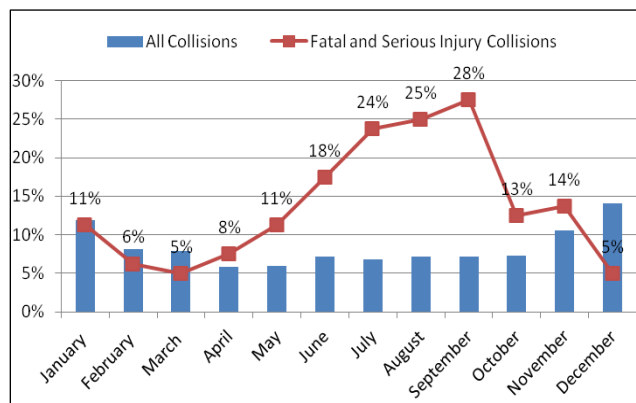
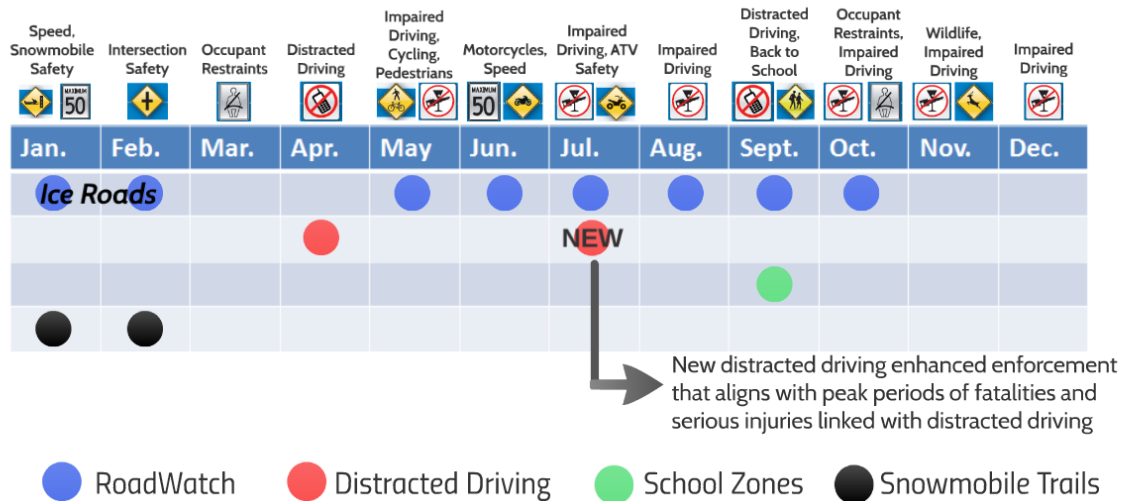


Figure 2: Distracted driving collisions (total and fatal + serious injury) by month for 2012/13

- Given the demonstrated effectiveness of enhanced enforcement coupled with educational and awareness messaging at changing behaviour, maximum resources should be applied to periods of maximum risk (i.e. summer months with fatalities and serious injuries are highest).
- Distracted driving and alcohol-impaired driving occur during different peak periods allowing for the potential of enhanced enforcement campaigns that overlap each other simultaneously:
 - Peak periods for distracted driving – July through September, between 12:00 pm and 6:00 pm and common during all days of the week

- Peak periods for alcohol-impaired driving – June through September, between 12:00 am and 6:00 am, predominantly between Friday and Sunday

Recommended Implementation Option : Align with Collision Data

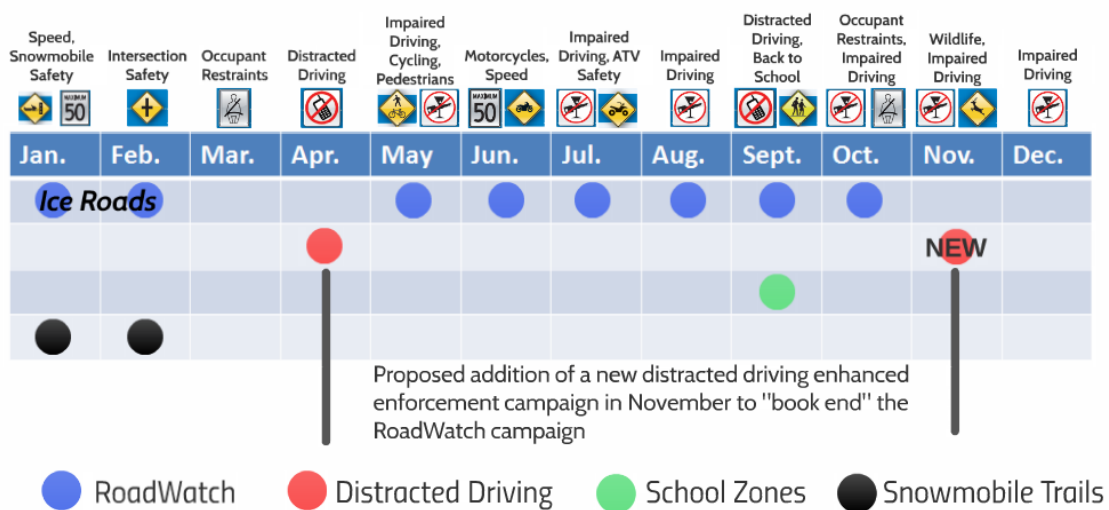


New distracted driving enhanced enforcement that aligns with peak periods of fatalities and serious injuries linked with distracted driving

Alternative Option: "Book End" the Current RoadWatch Season

This option would see the addition of a new distracted driving enhanced enforcement campaign in November while maintaining the current April campaign. This option allows impaired driving to remain the focus during the summer months (June – September) while allowing for additional enhanced enforcement with education and awareness at a time when there is available enforcement resources (i.e. officers)

Implementation Alternative: "Book End" the RoadWatch Season



Proposed addition of a new distracted driving enhanced enforcement campaign in November to "book end" the RoadWatch campaign

STRATEGIC IMPORTANCE

Prominence of Distracted Driving as a Corporate Priority

The proposed program is strategically important because distracted driving is the top road safety priority of Manitoba Public Insurance. Although distracted driving includes a wide spectrum of driving behaviours that can divert drivers' attention away from the task of driving (i.e. talking with passengers, eating, drinking, control adjustments, dealing with children, etc.) the most common behaviour associated with distracted driving is talking on a handheld cell phone or electronic device⁴.

Distracted Driving Fatalities in Manitoba: 2008-2012 Average

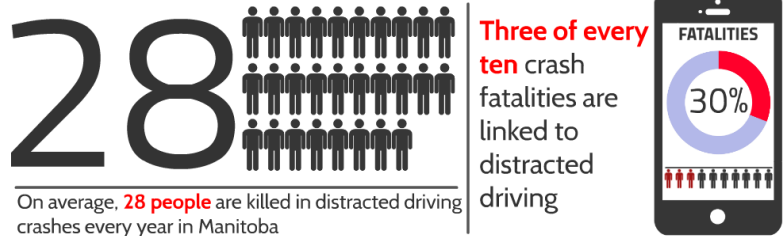
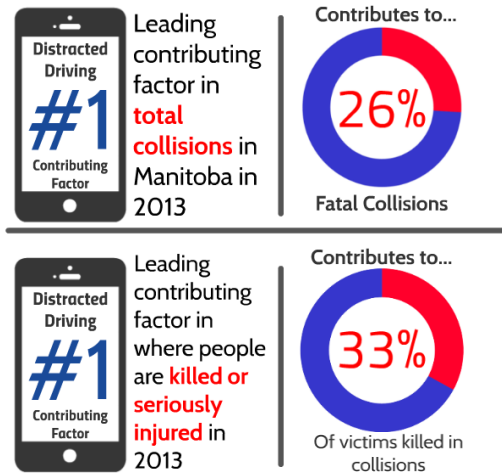


Figure 3: Distracted driving is a major contributing factor in vehicle collisions and is linked to numerous fatalities on Manitoba roads annually.

The key reasons for the placement of distracted driving at the top of the list of current Corporate road safety priorities is:

- It is the number one contributing factor in total collisions in Manitoba;
- It is the number one contributing factor in collisions involving fatalities and serious injuries;
- Collisions involving distracted driving are a significant cost to the Corporation; and
- Manitobans are supportive of Corporate efforts to address distracted driving including investing resources and developing new road safety programs aimed at the issue.

Distracted Driving as a Contributing Factor in Collisions in Manitoba in 2013



Source: (2014) Traffic Collision Statistics Report 2013, Manitoba Public Insurance

Figure 4: Distracted driving is the leading contributing factor in all major collision categories

⁴ National Safety Council . *Understanding the distracted brain: WHY DRIVING WHILE USING HANDS-FREE CELL PHONES IS RISKY BEHAVIOUR*. Itasca, IL : National Safety Council, 2012.

Alignment with Corporate Strategic Priorities

Link to the Road Safety Department Mandate

The proposed program aligns with the key elements of the Road Safety Department Mandate including⁵:

- Working closely with law enforcement by funding strategic traffic enforcement programs and aligning relevant awareness and enforcement efforts to maximize effectiveness; and
- Working to educate Manitobans about key road safety risks that contribute to collisions, fatalities and serious injuries through a wide variety of initiatives and messaging.



Figure 5: An expansion of distracted driving enhanced enforcement can be linked to several Corporate strategic goals and objectives, most notably to those relating to loss prevention.

Links to the Corporate Strategic Plan

Given the prominent role of distracted driving in total collisions, fatalities, serious injuries and overall financial losses incurred by the Corporation, it follows that programming designed to effectively address this issue is inextricably linked to one of the primary purposes the overall Corporate Strategic Plan for Manitoba Public Insurance – **contributions to overall loss prevention.**

Indeed, working with our law enforcement partners to tackle this important issue, which evidence suggests is occurring more frequently⁶, connects to several key elements of the *2014-2018 Corporate Strategic Plan* (see below)

ASSUMPTIONS

Some of the key assumptions of this proposed initiative are:

- Key law enforcement partners will be supportive of the proposed initiative;

⁵ Manitoba Public Insurance . (2014). *Road Safety Operational Plan 2014-2017*. Winnipeg: Manitoba Public Insurance .

⁶ Data from the 2013 Traffic Collision Statistics report suggests that distracted driving collisions are trending upwards. Additionally in 2013 distracted driving surpassed impaired driving as the No.1 contributing factor in fatal collisions and people killed for the first time.

- Key law enforcement resources will either be available or made available to support the proposed options;
- Corporate financial resources will be made available at, or near, the levels proposed for this project; and
- Communications and Advertising Departments will be willing and able to make proposed changes to the Manitoba Awareness and Enforcement Integrated Calendar.

RISKS

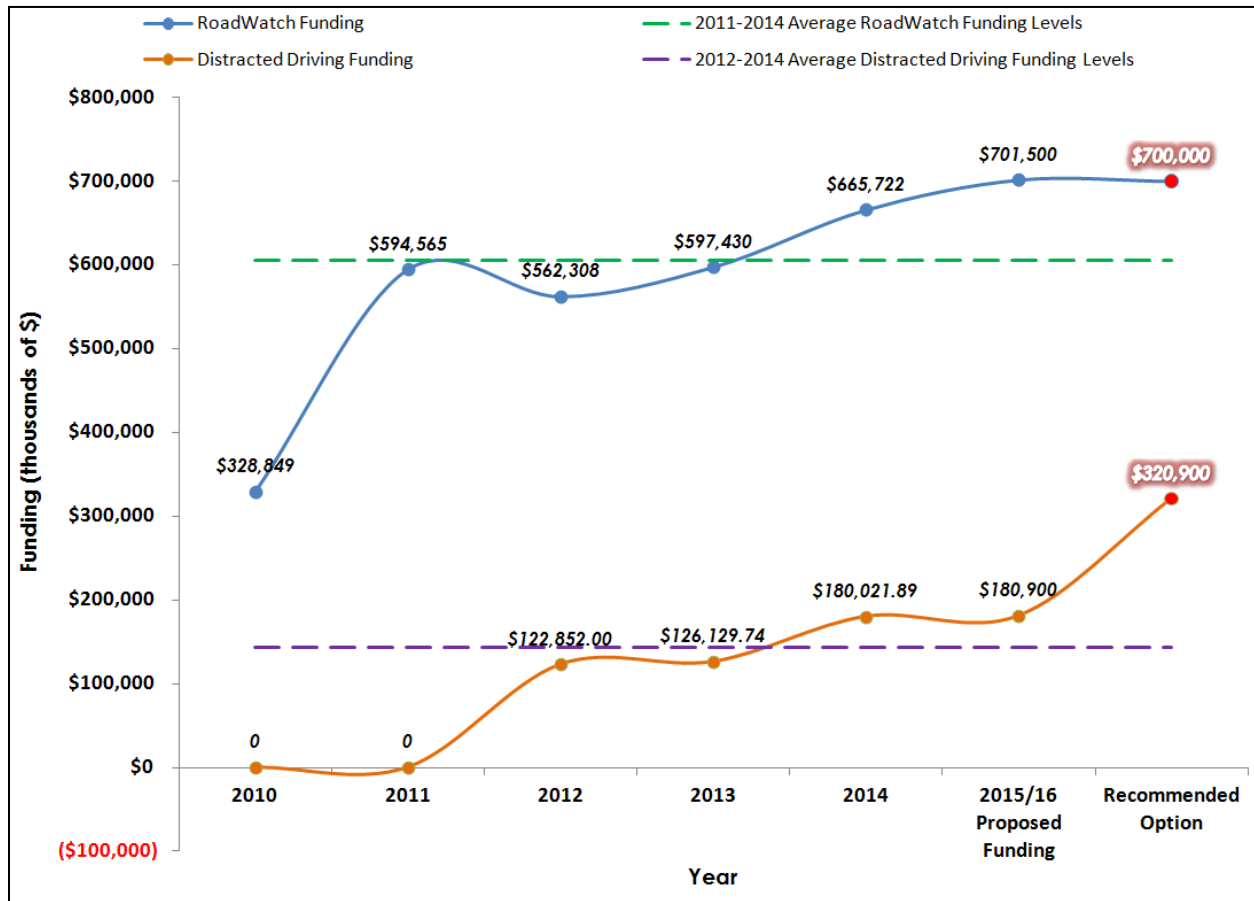
Some of the risks associated with this proposed initiative include:

- Restriction on resources, commitment and time available from internal stakeholders (i.e. Communications, Advertising, etc.);
- Lack of support/commitment from law enforcement partners for the proposed project;
- Insufficient resources available, in the form of law enforcement officers, to execute the options proposed in this initiative; and
- Unavailable Corporate resources, in the form of finances, for the proposed options of this initiative.

MEASURING SUCCESS

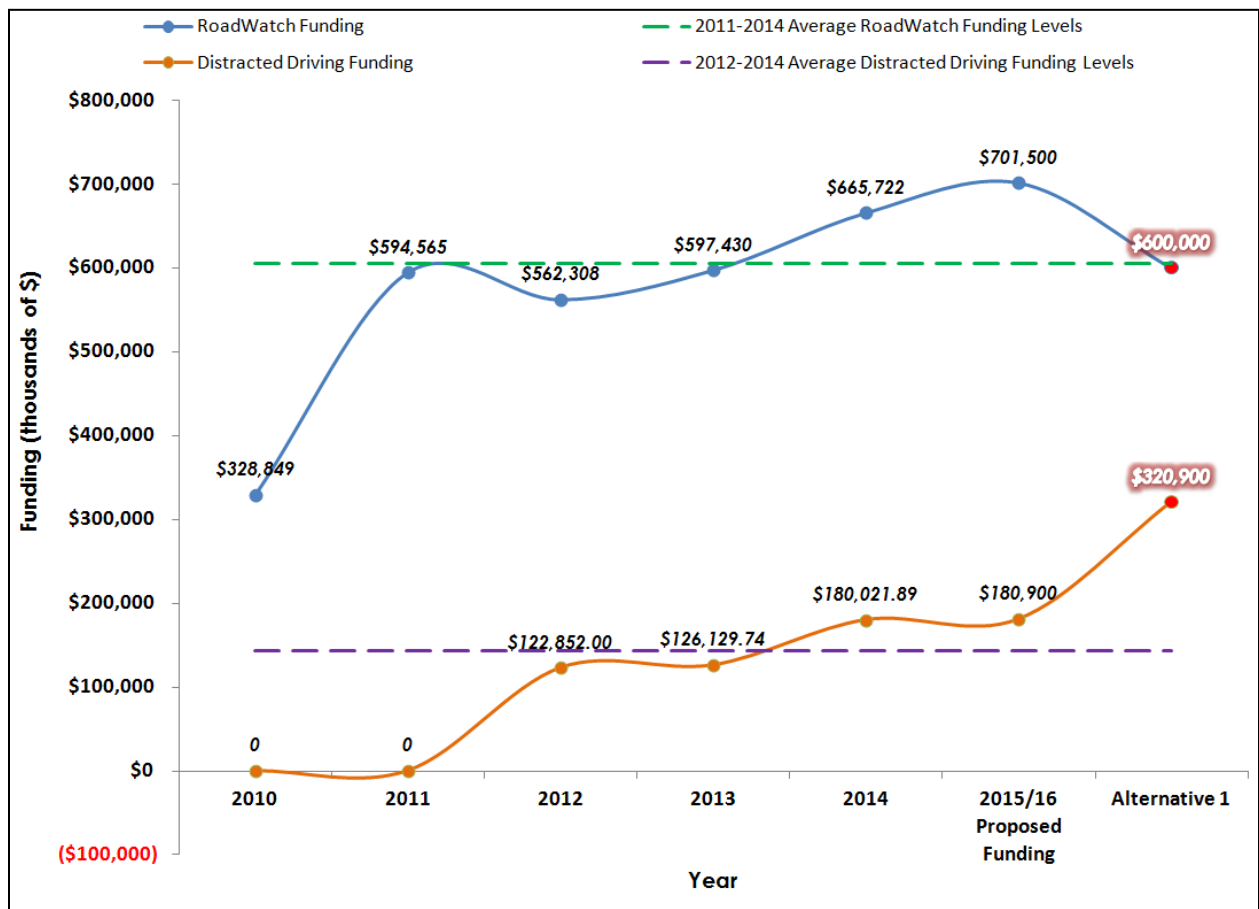
Programming efforts will be evaluated and assessed for their effectiveness in achieving the core objective to increase awareness about distracted driving and increase the public perception about the likelihood of being apprehended for distracted driving. Robust evaluation reporting has been developed for RoadWatch and the same standards and measures will apply to Distracted Driving Enhanced Enforcement programming in future.

Appendix 1: Enhanced Enforcement Programming Options Projections – RoadWatch

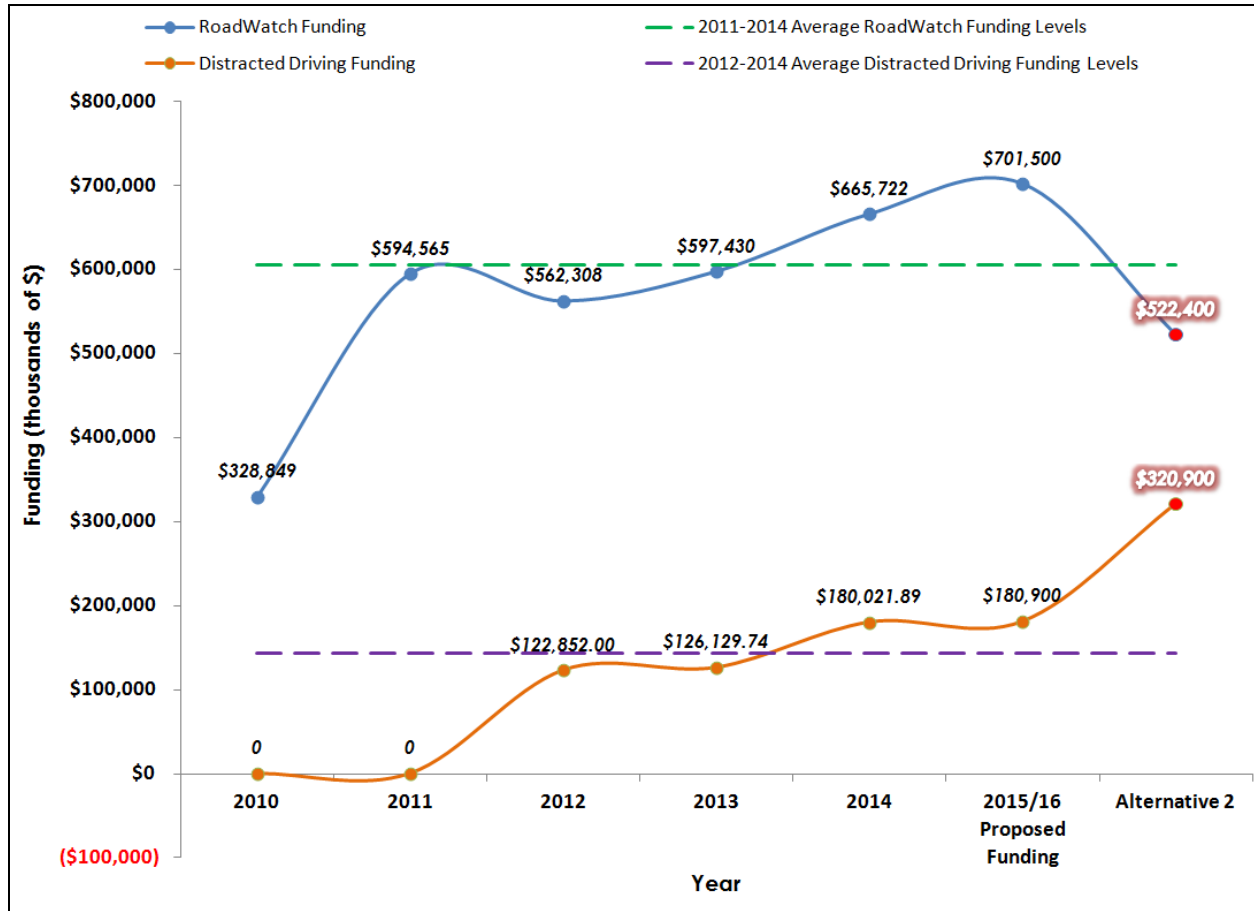


Projected Changes in Key RoadWatch Indicators Resulting from the Implementation of the Recommended Funding Option ⁷						
	Key Indicators					
	Check stop dates	Check stop locations	Check stop hours	Officer hours	Vehicles screened	Drivers tested
2011-2014 Average	135	351	1,150	8,316	68,354	707
Projected effect of the recommended option	134	343	1,134	8,324	69,150	720
% Change	-0.7%	-2.3%	-1.4%	0.1%	1.2%	1.8%

⁷ NOTE ON PROJECTIONS - The projections offered are estimates that take into account 2011-2014 averages, total RoadWatch funding levels and inflation. Degrees of funding do not always correspond to increases or decreases in numbers offered above. Consider vehicles screened for example - in 2011 Total RoadWatch funding was \$594,565 and 58,830 vehicles were screened. In 2012 RoadWatch funding fell to \$562,308 (drop of 5%) but vehicles screened increased to 63,278 (an increase of 1%). Due to variances such as this, it was decided that averages from 2011-2014 (years of sustained funding over \$500,000) would serve as the base for all projections to eliminate variables such as those mentioned above while still taking into account inflation and the potential effects of increases or decreases to RoadWatch funding levels and the effects of inflation.



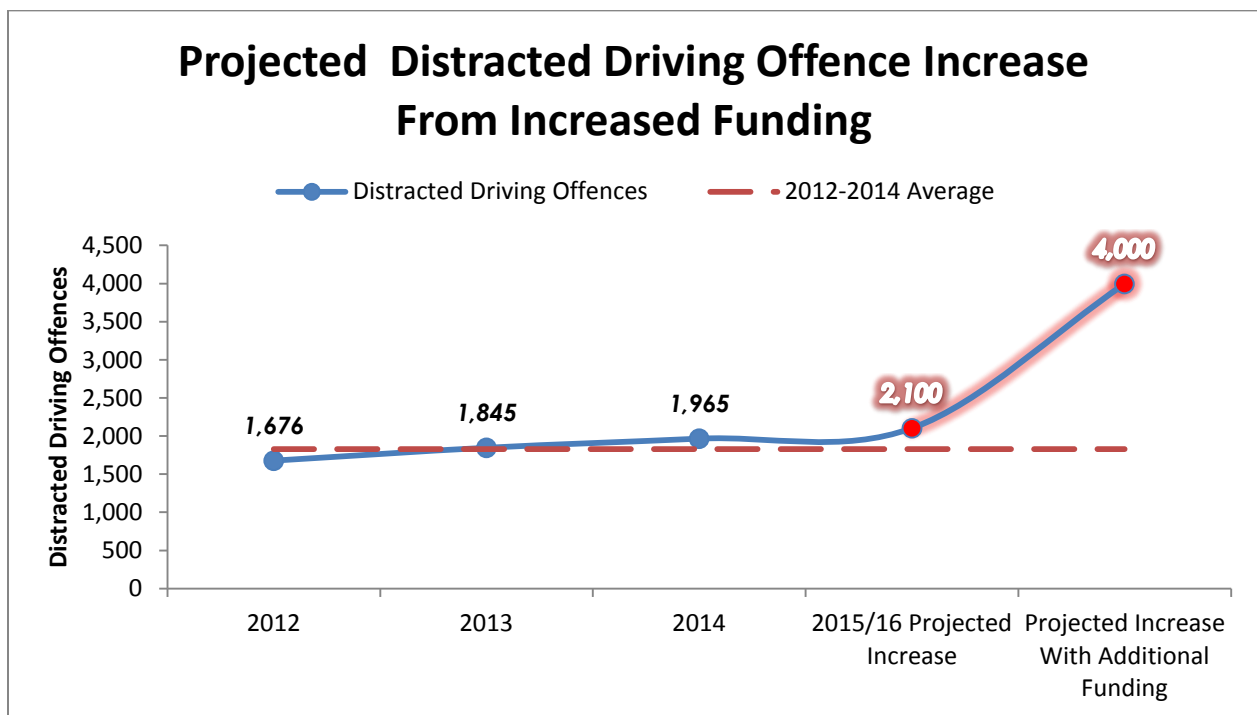
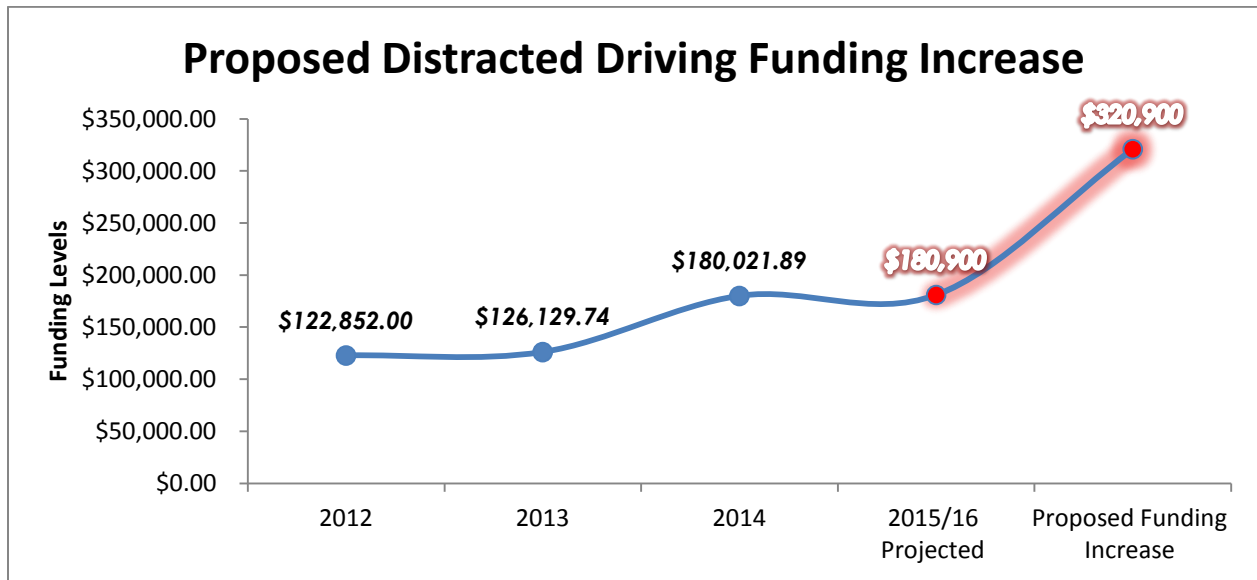
Projected Changes in Key RoadWatch Indicators Resulting from the Implementation of the First Alternative Funding Option						
	Key Indicators					
	Check stop dates	Check stop locations	Check stop hours	Officer hours	Vehicles screened	Drivers tested
2011-2014 Average	135	351	1,150	8,316	68,354	707
Projected effect of the Alternative Option 1	128	330	1,110	7,925	66,915	654
% Change	-5.1%	-6.0%	-3.4%	-4.7%	-2.1%	-7.4%



Projected Changes in Key RoadWatch Indicators Resulting from the Implementation of the Second Alternative Funding Option ⁸						
	Key Indicators					
	Check stop dates	Check stop locations	Check stop hours	Officer hours	Vehicles screened	Drivers tested
2011-2014 Average	135	351	1,150	8,316	68,354	707
Projected effect of the Alternative Option 2	123	297	1,027	7,391	59,979	608
% Change	-8.9%	-15.4%	-10.7%	-11.1%	-12.3%	-14.0%

⁸ The projections offered take into account 2011-2014 averages, total RoadWatch funding levels and inflation.

Appendix 2: Enhanced Enforcement Programming Options Projections – Distracted Driving⁹



⁹ The projections offered take into account 2012-2014 averages, previous distracted driving enhanced enforcement levels and inflation.

