



Proposed road safety strategy actions

Draft framework

OUR VISION

A New Zealand where no one is killed or seriously injured in road crashes.

OUR PRINCIPLES

We plan for people's mistakes.

We design for human vulnerability.

We strengthen all parts of the road transport system.

We have a shared responsibility for improving road safety.

2030 Target (TBC)

Our actions are grounded in evidence and evaluated.

Our road safety decisions support health, wellbeing and liveable places.

Safety is a critical decision-making priority.

OUR FOCUS AREAS

Infrastructure and speed

- Tackling unsafe speeds programme
- Review standards and guidelines
- Increase investment in safety treatments

Vehicles

- Stronger minimum standards for vehicles
- ABS for motorcycles

Workplace

- Support best practice
- Strengthen the regulatory system

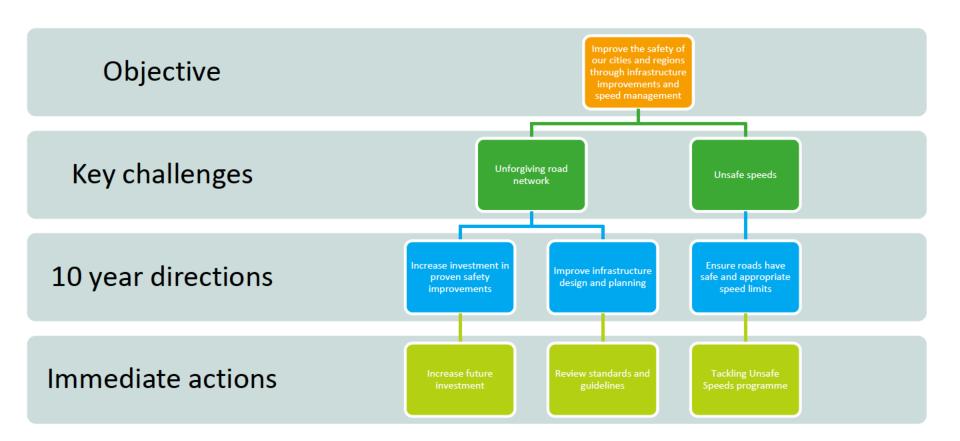
Road User Choices

- Vision Zero approach to road policing
- Enhance drug driving enforcement
- Review of penalties
- Motorcycle safety package
- Accessible Streets package

System management

 Strengthen leadership, coordination and evidence

Infrastructure and speed





Tackling Unsafe Speeds

Scope	 The proposed Tackling Unsafe Speeds programme will include: implementing a new regulatory framework for speed management and setting speed limits, which includes requiring Road Controlling Authorities (RCAs) to develop speed management plans requiring RCAs to implement lower speed limits in areas with high numbers of active mode users interacting with motorised traffic (i.e. around schools and in CBDs and town centres)
Impacts	 adopting a new 'highly-visible, no-surprises' approach to safety cameras. The proposed new regulatory framework would streamline and coordinate the process for setting speed limits and ensure a whole of network approach is taken to speed management. Implementing lower speed limits in areas with high numbers of active mode users interacting with motorised traffic will help to support more liveable and thriving communities by improving safety and encouraging more active modes of transport. It will have modest impacts on travel speed times in some areas. The new approach to safety cameras is intended to encourage safer driving across more of the road network, particularly in high-risk areas.
Risks	Speed management is a difficult and often highly controversial issue. There is often a highly emotive reaction from some members of the public to efforts from government or enforcement authorities to reduce speed on the roads. Any interventions that seek to address speed limit settings need to engage the public and ensure credible changes are made to achieve 'buy-in'.
Progress	The Ministry has undertaken targeted consultation with a range of stakeholders on the proposed <i>Tackling Unsafe Speeds</i> programme. The Ministry is carrying out regulatory impact analysis to inform a Cabinet paper, with the aim to seek Cabinet approval to the proposed programme in mid-June 2019.
Implementation	Subject to Cabinet's approval, the Ministry will commence necessary legislative and rule changes in the second half of 2019. Legislative changes are expected to be made through the Regulatory Systems (Transport) Amendment Bill in 2020.

Review of standards and guidelines

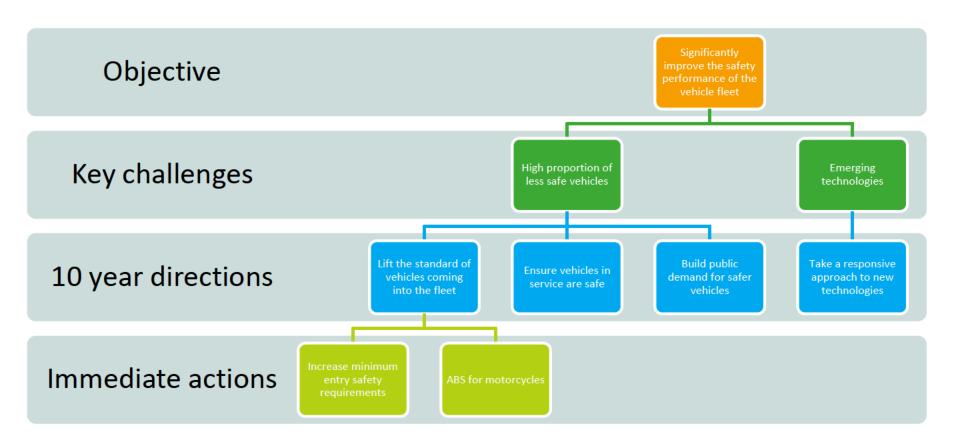
Scope	An action signalling that a comprehensive review will be undertaken on the application and content of standards and guidelines for planning, design, construction and maintenance of land transport infrastructure The review will consist of a stocktake of existing standards and guidelines, and the development of an assessment framework to review of how these are currently being applied.
Impacts	A review was identified and ranked as the top priority for inclusion in the first action plan by the Infrastructure reference group. Infrastructure investments are expensive and long-lasting, so it is important to get it right the first time. The aim of this action is to provide a stronger framework for practitioners that prioritises safety of all modes. This would enable planners, designers, engineers, construction companies, developers and policy makers to apply a more consistent and broader lens to infrastructure, planning, design and maintenance, while also encouraging innovation.
Risks	Effective implementation of this action will require sustained focus and resource over an extended period.
Progress	 The project is currently in its scoping phase. NZTA is currently preparing advice on how standards and guidelines are being implemented through the NLTP process, which is due with you this week. •
Implementation	The review will be scoped to identify and focus on the most critical standards and guidelines from a safety perspective, and will take into account international best practice, such as design guides produced by NACTO. Depending on the recommendations/outcomes from the review, formal changes to existing standards and guidelines are likely to follow. Costs associated with the amendments to and implementation of new/strengthened standards and guidelines are difficult to quantity at this time.

Future infrastructure investment

Scope	An action signalling that at a significant increase in investment in safety treatments in the 2022-2025 NLTP period will be supported through the next GPS. The level and focus of investment will be informed by the analysis currently being undertaken to inform the overall targets for the strategy. The action will aim to highlight the need for significantly increased investment levels if we are going to be able to track towards our targets.
Impacts	The level of investment required and the projected reductions in deaths and serious injuries associated with this action will be calculated as part of the analysis being undertaken to inform overall targets for the strategy. In general, there is a well-established relationship between a number of road safety treatments and reductions in deaths and serious injuries and costs for these interventions are also well understood.
Risks	While we do not expect that this action would commit to a specific \$ level of investment, there is a risk that it effectively pre-commits a portion of NLTF funding in isolation from other priorities. Ideally Ministers would consider the full range of competing funding priorities before making even high level decisions about future funding, however, the next GPS is still in its very early stages of development. It is, however, not unusual to signal this sort of commitment outside of the development of the GPS, and we will provide Ministers will a broad sense of likely competing funding priorities to inform their decision on this action.
Progress	The current modelling work being undertaken to support the development of targets for the strategy will be the key input for this action.
Implementation	This action will feed into both the development of the next GPS and the NZ Transport Agency's planning for safety investment under the next NLTP.



Vehicle safety





Increase minimum entry safety requirements

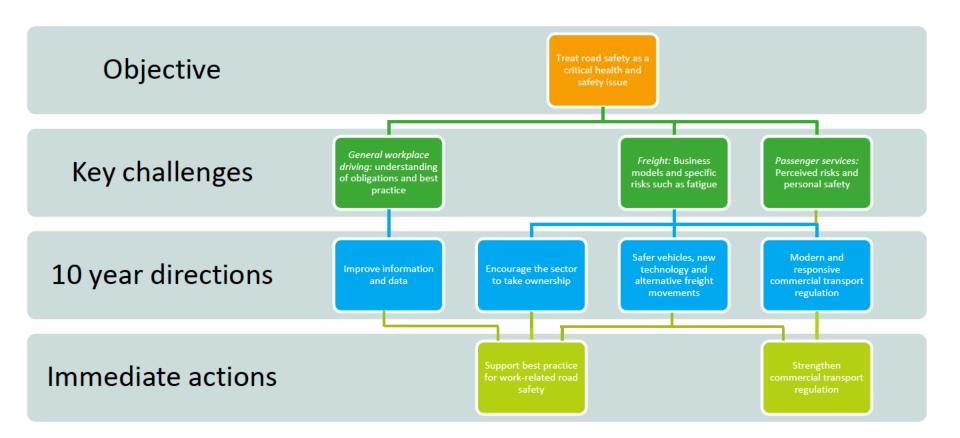
Scope	 The vehicle standards project will aim to answer three main questions: Which is the best regulatory approach to ensure we improving the safety of light vehicles entering the fleet (mandating standards or restrictions based on a vehicle safety rating/star rating)? What immediate standard or action could be used to improve the safety of vehicles? What will be the impact on vehicle supply, including on consumer choice?
Impacts	A vehicle's ability to prevent a crash or protect its occupants is a key determinant of the outcome of any crash. The design of the vehicle, its structural integrity, and the safety features or technology included in the vehicle can lessen the risk to its occupants if a crash occurs (passive safety features), or in some cases, prevent a crash occurring (active safety features). New Zealand's vehicle fleet provides significant opportunity to improve safety outcomes. Approximately 45% of vehicles have a 1 or 2 star safety rating and these vehicles are overrepresented in DSI statistics.
Risks	Mandating technologies for New Zealand-new vehicles is not usually contentious, provided these technologies are already mandated, or are planned to be mandated in similar jurisdictions such as Europe and Australia at the same time. The key risks of any decision to improve the safety of the vehicle fleet is around the social and economic costs. These costs will primarily relate to mandating standards to the used car market, which makes up approximately half the vehicles entering the fleet each year. Significantly disrupting the supply of used vehicles may cause people to retain existing vehicles for longer, potentially leading to worse safety outcomes.
Progress	This work is in the early policy development stages. The Ministry is currently contracting a supplier to assist with this work. The indicative timeframe is: Initial research and policy advice of the proper regulatory approach – completed 30 April A cost benefit analysis of a vehicle standard which will provide the greatest safety benefit – completed 30 June Written report – completed 15 July
Implementation	Subject to the outcome of the analysis, this project will help inform future policy work to allow a specific standard to be mandated to the fleet.

confidentiality of advice

Mandating ABS for Motorcycles

Scope	The action proposes to mandate the fitting of anti-lock braking system (ABS) on motorcycles over 125cc or a simpler system known as a combined braking system (CBS) on smaller motorcycles.
Impacts	Motorcyclists are disproportionately represented in annual road safety statistics. An extensive body of international research confirms that ABS is very effective in reducing motorcycle crashes. The collective evidence indicates that ABS has the potential to reduce motorcycle injuries by around 30 percent. No other motorcycle related technology is available that can deliver such large gains in rider safety. It is estimated that the introduction of mandatory ABS for new motorcycles in 2019 and used motorcycles in 2021 would prevent 34 fatalities, 375 serious injuries and 656 minor injuries between 2019 and 2046 based on current road safety trends, with a net safety benefit (benefits over and above costs) conservatively estimated at \$186.6 million. The benefit to cost ratio is 43.8:1. The costs of the policy over the same period are estimated at \$4.3 million. The vast majority of this cost (\$4.25 million) is based on increased purchasing costs. It is estimated that the average price increase as a result of the proposed change for each additional used motorcycle fitted with ABS will be less than \$90. It is likely, especially in the first few years after implementing any requirement, there will be some reduced choice of both new and used motorcycles.
Risks	No major risks associated with this action.
Progress	Public consultation has recently opened on the draft rule. Anticipated timeframes for introduction of the new rule as follows: June 2019 – briefing to Minister with final changes following consultation August 2019 – final Cabinet decisions, Minister signs rule September 2019 – Rule gazetted
Implementation	We are proposing, as part of public consultation, that these requirements take place from 1 November 2019 for new motorcycles and for existing model new and used motorcycles from 1 November 2021. This will not include retrofitting ABS or CBS to existing motorcycles within the fleet.

Work-related road travel





Support best practice for work-related road safety

Scope	A package of measures to ensure that organisations are aware of work-related road safety risks and their obligations and to build an understanding of best-practice for different sectors, including: Improving data around work-related driving, including by incorporating journey purpose into the Crash Analysis System. WorkSafe and NZTA developing guidance material on obligations and best practice, integrating HSAW and LTA requirements. The Government Health and Safety Lead focussing on driving for work as a common critical safety risk for government agencies.
Impacts	Members of the Vehicles as a Workplace reference group raised issues about the lack of understanding how to effectively manage the risks associated with workplace driving in different sectors, including a lack of knowledge from freight owner drivers about what they can do to address safety risks and the need for a simple clear guide on these issues. We have also frequently heard that some businesses do not think about road safety as a critical safety issue, and rely on the road rules to manage these risks. In general the evidence shows that guidance needs to be supported by other interventions to be effective. Research, including Dr Clare Tedestedt George's recent PhD thesis on the trucking sector, have highlighted the importance of using the broader supply chain to drive safety improvements.
Risks	All components on the project are dependent on buy-in and action by other agencies.
Progress	obligation of confidence WorkSafe and NZTA have agreed in principle to the development of work-related road safety guidance, building on international examples, such as recent guidance issued by Austroads in partnership with a number of Australian health and safety regulators. Further discussions are
	required to confirm this approach. We are working with the Government Health and Safety Lead to support their new focus on driving for work.

Strengthen commercial transport regulation

Scope	A review of the current regulatory settings applying to work-related driving, particularly freight and passenger services, with a focus on
	opportunities to improve fatigue management, including:
	 Implementing the outcomes of the review of the NZ Transport Agency's regulatory functions.
	• Ensuring that the regulatory system under the Land Transport Act is fit for purpose, including examining the roles and powers of

- A review of log book and work time requirements as part of the 2019/20 rules programme
- Ensuring effective coordination between NZTA and WorkSafe, including examining the boundary between their roles.

The Vehicles as a Workplace reference group raised significant concerns about fatigue and other risk factors and were supportive of measures to strengthen the regulatory regime for commercial transport operators, noting that broad obligations also apply under the Health and Safety at Work Act. Other jurisdictions with lower maximum driving hours generally have lower numbers of commercial vehicle crashes.

Truck crashes in New Zealand account for in 15-20% of road deaths, and approximately 25 percent of road deaths involve someone driving for work.

All components on the project are dependent on buy-in and action by other agencies.

Initial changes to strengthen NZTA's powers under the Land Transport Act are being considered as part of the Improving Transport Legislation project.

The current review of NZTA's regulatory functions, along with NZTA's recent experience in strengthening its regulatory approach, are also expected to highlight opportunities for improvement in this area. The need to strengthening NZTA's ability to improve compliance with work time requirements has already been raised from this work.

confidentiality of advice

We expect that this action will progress in three broad phases:

- July 2019: Consultation on the Improving Transport Legislation project
- Q4 2019:

Risks

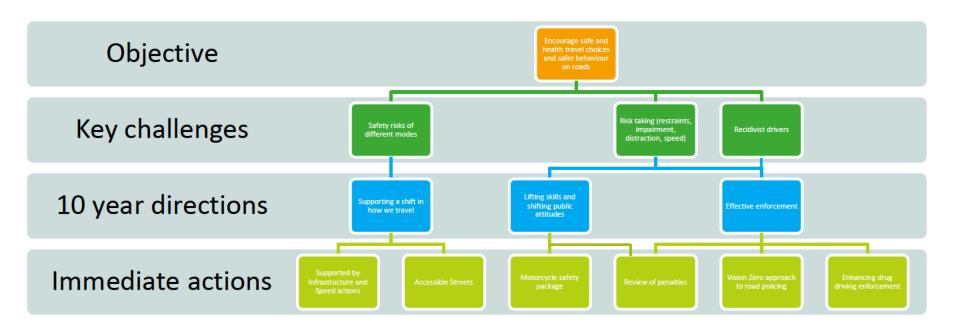
Progress

Implementation

regulators

- Review of log book and work time requirements as part of the 2019/20 rules programme.
- Introduction of any legislative changes resulting from the review of NZ Transport Agency's regulatory functions or MoT's regulatory stewardship work programme.
- Scoping of a broader review of commercial transport regulation, potentially including the licensing system.

Road user choices





Accessible Streets

Scope	The Accessible Streets Regulatory Package (Accessible Streets) is a collection of rule changes designed to increase the safety and accessibility of our footpaths and cycle paths. Accessible Street's proposals include enabling use of cycle lanes and cycle paths by devices such as e-scooters, setting a framework for vehicles operating on the footpath and improving the safety of vulnerable users at intersections and in traffic.
Impacts	Accessible Streets aims to enhance a regulatory environment that supports safe and accessible travel for all road users. It also supports the strategic objectives of the Government Policy Statement on Land Transport 2018 (the GPS) to improve people's access to social and economic opportunities, and to increase people's safety when using the transport system.
Risks	All parts of Accessible Streets are likely to be of interest to the public. Therefore, there may be quite a lot of media around the proposals, once they are confirmed by Cabinet. We propose to undertake targeted consultation, as well as public consultation, to help manage this.
Progress	Accessible Streets is well-developed and Cabinet papers are being prepared for the Economic Development Cabinet Committee on 1 May 2019. Post Cabinet decisions, draft rule changes would be prepared with public consultation taking place later in 2019.
Implementation	Following current timeframes, it is likely that any changes made would be implemented by the middle of 2020.

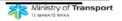


Motorcycle safety package

Scope	The first part of this package is implementation of ACC and the Motorcycle Safety Advisory Council (MSAC)'s work programme, which has been developed under five broad themes: rider skills; human factors; vehicle technology; personal protective equipment; and roads and roadsides. The second component of this action is a review of motorcycle licensing requirements, building off ACC's experience with the Ride Forever Programme and the motorcycling part of the evaluation of the Graduated Driver Licensing System.
Impacts	Motorcycles are disproportionally high in risk and crashes compared to other road users. The risk of being killed or injured in a road crash is 21 times higher for a motorcyclist than a car driver over the same distance travelled. ACC's programme of motorcycle safety initiatives, developed with MSAC, are projected to prevent 1,200 motorcycle deaths and serious injuries over the next 6 years and to deliver a return on ACC investment of 2:1. In particular, an evaluation of the Ride Forever training programme indicates a reduce ACC claim risk of 27% between those completed the trained and those that have not. The success of Ride Forever, alongside initial analysis of the current motorcycle licensing system and international best practice, indicates that there is value in re-examining motorcycle licensing requirements and pathways.
Risks	There is insufficient data and analysis to determine what changes, if any, are required to the motorcycle licensing system. Any changes to the licensing system will need to take into consideration that a significant proportion of motorcyclists killed or seriously injured are unlicensed.
Progress	The existing ACC and MSAC work programme is well developed, and is currently focussed on rider training, road infrastructure and protective equipment. Currently 10,000 riders will be trained over the next 12 months, taking the amount trained to over 30,000; work has commenced on 25 roads to improve motorcycle safety though infrastructure, with 24 roads seeking investment over the next 3 months; working with MotorCap to develop a 5 star rating system for protective gear, and strategy to increase uptake; research has commenced on suitable approach to rider and driver to increase awareness of both road uses and their inter action. The evaluation of the Graduated Driver Licensing System has only provided initial results. We are working with ACC to expand the dataset for the evaluation to incorporate ACC injury data.
Implementation	We would propose to commence the licensing review component of this action in the second half of 2019, with any changes to be
	implemented as part of the 2020-21 Rules Programme.

Review of financial penalties

Scope	Across all modes, there are a range of financial penalties (infringement fees and fines before a court). There are also demerits for some driving related offences. The penalties and demerits are located across the regulatory system, including Acts, Rules, Regulations, Bylaws and other instruments. These have developed over time, and changes have been made without reference to the functioning of the whole system. This has led to many inconsistencies both within and across modes. As a part of the 'Improving Transport Legislation' project, a framework will be developed and applied to align the risks and harms from offences with the level of penalty.
Impacts	A functional compliance system is reasonable, proportionate and effective in deterring negative behaviour. Applying a risk based framework to financial penalties and demerits will help to ensure that this is the case by enabling the categorisation of offences, based on the relative risk and actual harm, both to people, and wider harms to the system and the environment/property. By placing offences in categories, it will be easier to compare offences with similar levels of harm, remove anomalies, and update penalties over time ensuring a coherent system of penalties. Placing existing fees and fines in a framework may trigger changes to some individual penalties, however is not intended to lead a overall increase in revenue, and it may be that some penalties decrease.
Risks	There are a large number of individual offences across modes, and identifying, categorising and amending these is a sizable task. It is likely that some of the areas of penalties under consideration, e.g. parking infringements, or demerit related offences may be of particular interest to the public.
Progress	A public consultation document is being developed as part of the Improving Transport Legislation project. Public consultation is likely to take place in mid 2019.
Implementation	 A staged implementation is proposed: Consultation on the proposed framework Detailed consultation on the application of the framework to penalties in Regulations, and consequential updates to these Regulations Detailed consultation on applying the framework to financial penalties in Acts Changes to primary legislation via a future Bill (select committee process) which will likely be followed by consequential changes to embed the framework in secondary legislation



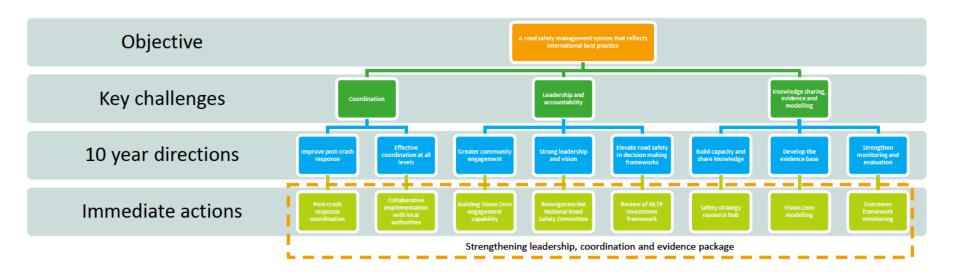
Vision Zero approach to road policing

Scope	Building on the ongoing development of Police's enforcement approach, the first component of this action would signal an increased focus by Police on ensuring effective prevention and enforcement measures are in place for alcohol and drugs, stronger enforcement of restraints, distraction and speed, and broader use of community-based wrap around services for recidivist offenders. This will link to potential changes to the use of automated speed enforcement under the <i>Tackling Unsafe Speeds</i> action.
Impacts	Evidence suggests that general police enforcement, particularly in relation to speed, alcohol and restraints, is a crucial parts of an effective road safety system. A number of studies and meta-analyses, have shown significant relationships between the level of enforcement of these factors and serious vehicle crashes. For example, a 2009 meta-analysis by the Norwegian Institute of Transport Economics found that speed enforcement reduced crashes by 18% and alcohol testing checkpoints reduced crashes by 15%, while seat belt enforcement increased wearing rates by 21%. https://www.vtt.fi/files/sites/pepper/docs/pepper d9 wp4.pdf
Risks	The scope of this action is subject to Ministerial decisions. confidentiality of advice
Progress	The Road Safety Partnership has identified a number of priority activities for road policing – these would form the basis for the first part of this action.
Implementation	

Enhancing drug driving enforcement

Scope	Enhancements to New Zealand's current drug driver detection and enforcement regime. The current impairment testing regime (based on a roadside behavioural test) is to be retained. Legislation to be developed to provide Police with power to use screening devices to detect drugged drivers. Policy options sit on a continuum from random screening of drivers, to screening when there is 'good cause to suspect'. Development of associated offences and penalties, including consideration of: A mix of infringement and criminal penalties A tiered penalty regime Health referrals for drugged drivers
Impacts	Data from the NZ Transport Agency's Crash Analysis System shows that the number of fatalities from crashes where a driver has been found to have used drugs before driving has increased. Last year 71 deaths from crashes where a driver was proven to have consumed drugs. Fatalities involving drivers who have used drugs are now more than half those involving drivers who have consumed alcohol, and more than the number of fatalities involving drivers who have exceeded drink driving limits. Our current system for identifying drug-impaired drivers is effective but provides limited general deterrence of drug driving - only 26 percent of drivers think they are likely to be caught drug driving, compared to 60 percent for drink driving.
Risks	Time pressure for the development of penalty options, e.g. health referrals, which requires analysis of sector capability. Bill of Rights Act impacts to manage, as options will involve detention and search and seizure. Issues are complex and controversial. Potential for media/commentators to skew or confuse the debate on issues.
Progress	A public consultation document is being finalised. Public consultation on possible approaches to address drug driving will take place in April/May 2019. Policy options are scheduled to be presented to Cabinet in July 2019. Considerable research and analysis has been undertaken previously on drug-impaired driving, including the development of a continuum of options, a cost benefit analysis and a regulatory impact analysis.
Implementation	Amendments to the Land Transport Act via the Regulatory System (Transport) Amendment Bill and relevant regulations. The Bill is currently scheduled for introduction at the end of 2019. Timeframe for implementation yet to be determined.

System management



Strengthening leadership, coordination & evidence

Scope	This is a package of actions to address the need for greater levels of co-ordination and leadership across government and to strengthen our body of data and evidence. Key elements include: • Modelling of the interventions necessary to implement a road safety strategy based on a Vision Zero approach • Expanding research to deepen our understanding of road trauma and what happens to people who are seriously injured on our roads • Developing an monitoring framework to track the effectiveness of road safety interventions • The collaborative implementation of the strategy with local government at a region by region level. • Strengthening inter-agency coordination and leadership, including through the National Road Safety Committee.
Impacts	This package recognizes that changes to system management and governance are essential if the road safety strategy is to be implemented effectively. Evidence from other jurisdictions highlights the importance of strong leadership, accountability for results and coordinated action across government agencies. It also emphasises the need to gather, analyse, utilise and share reliable data to understand road safety issues and prioritise resources efficiently.
Risks	The package of system management actions contains a large number of diverse individual actions. Successful implementation of these changes will require sustained cross-agency co-ordination and adequate levels of resourcing.
Progress	The actions proposed in this package are at different stages: some are at the scoping stage while more progress has been made on others. System management issues have been a key focus of our conversations other agencies with local government to date. We have mapped the concerns and priorities highlighted through this engagement, forming the basis for the scope of this action. MoT held a workshop with key stakeholders on 8 April 2019 on post-crash response as part of the new road safety strategy. Key issues that were raised include integration between health and transport data, communications access in rural areas, emergency services dispatch and access and traffic management at a crash site.
Implementation	It will be critical that the improvement of system management for road safety has broad buy-in from key agencies in central and local government.