Road Safety Strategy Ministerial Advisory Group

11 February 2019 – 4.30pm to 5.30pm

LOCATION – 1.23 Bowen House

DRAFT AGENDA

Attachments:
- Slidepack
- A3

<table>
<thead>
<tr>
<th>Time</th>
<th>#</th>
<th>Item</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 min</td>
<td>1</td>
<td>Welcome and objectives of meeting</td>
</tr>
<tr>
<td>5 min</td>
<td>2</td>
<td>Update on shorter-term safety proposals</td>
</tr>
<tr>
<td>5 min</td>
<td>3</td>
<td>Progress since last meeting on strategy and action plan</td>
</tr>
<tr>
<td>5 min</td>
<td>4</td>
<td>Proposed timeframes</td>
</tr>
<tr>
<td>30 min</td>
<td>5</td>
<td>Key areas for wider public engagement and consultation</td>
</tr>
<tr>
<td>5 min</td>
<td>6</td>
<td>Next steps</td>
</tr>
<tr>
<td>5 min</td>
<td>7</td>
<td>Close</td>
</tr>
</tbody>
</table>
Road to Zero: 
Update on the Road Safety Strategy & other safety programmes

February 2019 | Presentation prepared for the RSS Ministerial Advisory Group meeting
Progress update: Shorter-term safety proposals

- Anti-lock Braking Systems (ABS) for motorcycles
- Strengthening drug driving enforcement
- Efficiency improvements to driver licensing rules
- Accessible Streets
- Tackling Unsafe Speeds

<table>
<thead>
<tr>
<th>January</th>
<th>February</th>
<th>March</th>
<th>April</th>
<th>May</th>
<th>June</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consultation on ABS, drug driving, driver licensing rules</td>
<td></td>
<td></td>
<td></td>
<td>Proposed consultation on Accessible Streets</td>
<td></td>
</tr>
<tr>
<td>Organisation</td>
<td>Organisation</td>
<td>Organisation</td>
<td>Organisation</td>
<td>Organisation</td>
<td>Organisation</td>
</tr>
<tr>
<td>----------------------------------------------------------</td>
<td>----------------------------------------------------------</td>
<td>----------------------------------------------------------</td>
<td>----------------------------------------------------------</td>
<td>----------------------------------------------------------</td>
<td>----------------------------------------------------------</td>
</tr>
<tr>
<td>ACC</td>
<td>Cycling Action Network</td>
<td>IAG Insurance</td>
<td>Northland Road Safety Forum</td>
<td>Rural Women NZ</td>
<td>Trafinz</td>
</tr>
<tr>
<td>Auckland Transport</td>
<td>Disabled Persons Assembly</td>
<td>Living Streets Aotearoa</td>
<td>NZ Institute of Driver Educators</td>
<td>Safe and Sustainable Transport Association</td>
<td>Trafinz Conference</td>
</tr>
<tr>
<td>Automobile Association</td>
<td>Dunedin City Council</td>
<td>Local Government New Zealand</td>
<td>NZ Professional Firefighters Union</td>
<td>South Island Road Transport Committee Chairs</td>
<td>Transport Knowledge Conference</td>
</tr>
<tr>
<td>Bike Auckland</td>
<td>ERoad</td>
<td>Local Government Summit</td>
<td>NZ School Speeds</td>
<td>Southland Road Safety Influencing Group</td>
<td>Transportation Group New Zealand</td>
</tr>
<tr>
<td>Brake</td>
<td>E Tu</td>
<td>Ministry of Business, Innovation and Employment</td>
<td>NZ Tramways &amp; Public Transport Employees Union</td>
<td>Sport New Zealand</td>
<td>Regional Councils' Transport Special Interest Group</td>
</tr>
<tr>
<td>Bus and Coach</td>
<td>Federated Farmers</td>
<td>Ministry of Education</td>
<td>NZ Transport Agency</td>
<td>Students Against Dangerous Driving</td>
<td>Uber</td>
</tr>
<tr>
<td>Business Leaders’ Health and Safety Forum</td>
<td>FIRST Union</td>
<td>Ministry of Health</td>
<td>Office of Childrens’ Commissioner</td>
<td>Tamaki Makaurau Road Safety Governance Group</td>
<td>Waikato Regional Council</td>
</tr>
<tr>
<td>Business NZ</td>
<td>Generation Zero</td>
<td>Ministry of Justice</td>
<td>Plunket</td>
<td>Tamaki Transport Table (iwi leaders’ group)</td>
<td>Waikato Road Transport Forum</td>
</tr>
<tr>
<td>Canterbury Road Safety Working Group</td>
<td>Greater Auckland</td>
<td>Motorcycle Safety Advisory Council</td>
<td>Police</td>
<td>Tauranga City Council</td>
<td>Wellington City Council</td>
</tr>
<tr>
<td>Christchurch City Council</td>
<td>Hamilton City Council</td>
<td>New Zealand Planning Institute</td>
<td>Rental Vehicle Association</td>
<td>Taxi Federation</td>
<td>Woolworths NZ</td>
</tr>
<tr>
<td>Civil Contractors NZ</td>
<td>Health Promotion Agency</td>
<td>North Island Road Transport Committee Chairs</td>
<td>Road Transport Forum</td>
<td>Timaru District Council</td>
<td>WorkSafe</td>
</tr>
<tr>
<td>Ministry of Business, Innovation and Employment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Health</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office of Childrens’ Commissioner</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Piunket</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tamaki Makaurau Road Safety Governance Group</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Waikato Regional Council</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wellington City Council</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Woolworths NZ</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Feedback themes

• Safe System needs to be strengthened and embedded

• Broad (but not universal) support for Vision Zero

• Appetite for substantial change, but differing views on pace

• Need to build public understanding and support
## Timeline for wider public consultation

|---------------------|---------------------|---------------------|---------------------|
| **Develop strategy and action plan**  
(and intervention model underpinning initiatives) | **Jul 2019:**  
Public consultation | **Draft strategy & action plan** | **Finalise strategy & action plan**  
EOY 2019: Strategy & action plan published |
| **Cabinet approval to consult** | | | **Cabinet approval to release** |

---

**Develop strategy and action plan**  
(and intervention model underpinning initiatives)

**Jul 2019:**  
Public consultation

**Draft strategy & action plan**

**Finalise strategy & action plan**

EOY 2019: Strategy & action plan published
What the consultation will cover

- **Our *vision*** and level of ambition

- *Principles* to guide decision-making and investment

- Proposed *priority areas and outcomes* for the next 10 years

- Proposed *action plan interventions*
The case for change

- Unprecedented rise in the number of deaths and serious injuries
- Not the experience in many other countries
- New Zealand lacks a vision or goals for road safety
- Taking a systems approach – combined with a clear, ambitious vision – has proven effective
Should NZ adopt a more ambitious vision?

**TRADITIONAL APPROACH**

Road deaths are **caused by poor behaviour** on roads, and individual road users are responsible.

**SAFE SYSTEM (in Safer Journeys)**

Crashes may be inevitable but **deaths & serious injuries are preventable**.

**VISION ZERO**

Deaths & serious injuries are **unacceptable** – any number is too many.
What are the impacts?

Road fatalities per 100,000 population 2017 (or latest available figures)

- Norway: 2
- Sweden: 2.5
- UK (2016 data): 2.8
- Denmark: 3.2
- Australia: 5
- New Zealand: 7.9

What does adopting a bolder vision mean?

• Stronger leadership and commitment

• Safety as a critical decision-making priority

• Greater focus on system changes

• Clear framework of outcomes

• Ownership by all New Zealanders

• Capturing broader benefits of road safety
Proposed decision-making principles

• The road system accommodates human fallibility and fragility.

• Improving road safety is everyone’s responsibility.

• Road safety measures are grounded in evidence and evaluated.

• Road safety decisions take into account the particular functions of different roads and streets.

• Safety is a critical decision-making priority.
What could this look like in practice?

Changes to roads and roadsides (pictured: Mangere – before and after)
What could this look like in practice?

Safety treatments on high risk roads

Centennial Highway: median barrier hit around twice per month without a single death
What could this look like in practice?

*Shift in safety camera approach (pictured: NZ vs Sweden)*

No signage to alert motorists of camera

Upcoming camera is clearly signed
What could this look like in practice?

2007 – speed reductions on SH1 near Dome Valley reduced deaths and serious injuries by 70 percent

2011-12 – reductions in urban speed limits in Hamilton reduced crashes by 35 percent
Significant street transformations in NYC

2009 redesign of 2.3 miles of Broadway (pictured below: Times Square)

Improved traffic times
Volume of pedestrians and retail sales increased
63% fewer injuries for car users; 35% fewer injuries for pedestrians
Priority areas

- Targeted infrastructure improvements and speed management
  - Significantly improve the safety performance of the vehicle fleet
- Treat road safety as a critical health and safety at work issue
  - Encourage and incentivise safer behaviour on roads
Next steps

• Progress update on discussion document at next MAG meeting

• **Mid-2019:**
  - Cabinet approval of discussion document
  - Discussion document released

• **July:**
  - Public consultation
Objectives of meeting
The purpose of the meeting is to update you on shorter term safety proposals, and progress on the road safety strategy and action plan.

I also want to test your comfort with the direction of the strategy, including the vision and likely level of ambition and key priority areas.

Progress update: shorter term safety proposals
Cabinet (DEV) is considering a suite of shorter-term safety proposals on Wednesday, for public consultation from February.

These papers were deferred from consideration in late 2018 and include:
- A proposed rule change for mandating Anti-lock Braking Systems (ABS) for motorcycles
- Potential changes to strengthen drug driving enforcement
- Efficiency improvements to driver licensing rules (including to vision testing requirements and heavy vehicle licensing).

Two other safety programmes are also in the pipeline.
- The Ministry of Transport will continue to develop potential speed management changes, including targeted engagement with local government in March 2019.
- I am also planning to seek Cabinet approval in May 2019 to consult on the Accessible Streets package (i.e. rule changes to make it easier for people to walk, cycle or use public transport).
- Ongoing progress on these areas is necessary and should not be delayed until after the strategy is finalised.
- If approved, some of these programmes may also be reflected in the action plan.

Progress update: Strategy engagement to date
Initial discussions with a wide range of stakeholders have informed development of the strategy and action plan.

- Reference groups were set up last year.
- These consisted of more than 100 representatives of central and local government agencies and external stakeholders.
- These groups provided early input into the policy development through workshops in 2018.
- Alongside this process, officials have also engaged with regional stakeholders, iwi leaders and special interest groups.
Feedback themes

Strong themes came out from the initial engagement.

- Stakeholders considered that the Safe System approach needs to strengthened and embedded.
- There was broad (but not universal) support for adopting a more ambitious vision.
- There was appetite for substantial change, but some varying views on pace.
- Opinions differed on what the main challenges and opportunities are.
- Stakeholders emphasised the need to build public understanding and support if we want to commit to bolder action.

Timeline for wider public consultation

I am now proposing that wider public consultation on the strategy and action plan occur at the same time.

- This will enable us to clearly articulate the specific interventions that could be associated with a more ambitious approach.
- This is a change to the process outlined in the material I circulated to you in December.
- I propose that consultation occur in mid-2019.

What the consultation will cover

The purpose of public consultation is to engage on the strategy and action plan.

- One of the key challenges with our current strategy was a lack of widespread buy-in.
- We need to bring stakeholders and the public with us.
- Aims of engagement:
  - educate and myth-bust on key road safety issues
  - get buy-in to the burning platform for change
  - test support for Vision Zero and a new level of ambition
  - test support for proposed priority areas to focus on for the next decade
  - engage on proposed action plan initiatives in each priority areas.
- Public feedback will help inform how far and how fast we go in different areas, and how much we can achieve by 2030.
- Consultation will include a broad range of activity across the country, including meetings and workshops with stakeholders and community groups.

The case for change

New Zealand lacks a vision or goals for road safety which makes it difficult to drive change.

- Over the past six years we have seen an unprecedented rise in road trauma.
- On average, one person is killed every day, and another seven are seriously injured.
- This has not been the experience in many other countries with much lower levels of road trauma.
- Taking a systems approach – combined with a clear, ambitious vision – has proven effective in road safety.
Should New Zealand adopt a more ambitious vision?

Traditional approaches to road safety have targeted road user behaviour.

- Under the traditional approach road deaths are caused by poor behaviour on roads and individual road users are responsible.
- We fix the problem by improving user behaviour and preventing crashes.
- BUT what causes crashes is often NOT what causes harm.
- International evidence indicates that only about 30% of serious crashes are caused by deliberate violations and risk-taking behaviours.
- Even if all road users did their best to comply with road rules all of the time, roads deaths would only decrease by 50% and serious injuries by 30%.

In the last eight years we have tried to adopt the Safe System approach – the approach is sound but implementation has been mixed

- Safe System is based on the idea that while crashes are inevitable, we can stop people from being killed or seriously injured in them.
- We fix the problem by designing and operating the system so crashes are survivable.
- Safe System shifts some of the focus away from road user behaviour to other contributors – such as infrastructure, vehicle safety, and speed.
- But we are in the early days of embedding this approach and results have been mixed.
- Safety is only one consideration in transport decisions and is often traded off for other priorities such as efficiency.
- The scale and pace of change is incremental.

Other countries have embedded the Safe System approach successfully by adopting a Vision Zero approach (sometimes framed as Towards Zero).

- Vision Zero states that deaths and serious injuries are unacceptable. Any number is too many.
- By raising expectations in this way, safety is given greater priority in decision-making.
- Greater priority is also given to the public good rather than private good (i.e. collective community or national outcomes rather than the convenience of individual users).

What are the impacts?

Adopting a more ambitious vision (like Vision Zero) can drive more committed action.

- Countries that have embedded Vision Zero (or similar approaches) have made significant strides in reducing road trauma.

What does adopting a bolder vision mean?

Adopting a more ambitious vision means doing things differently. It requires:

- Stronger leadership and a new level of commitment by everyone, including Ministers.
- Committing to safety as a critical priority for investment and decision-making.
- Greater focus on system changes rather than on addressing driver error.
- Priority areas for action and a clear framework of outcomes to measure progress.
- New methods of ensuring accountability for delivery and results.
- Greater partnership and ownership by all New Zealanders.
- Capturing the co-benefits of road safety on wider health, environmental and social outcomes.
Proposed decision-making principles

Clear guiding principles can help to set expectations for decision makers across all parts of the system. The proposed guiding principles are:

- The road system is designed and operated to accommodate human fallibility and fragility.
- Improving road safety is everyone’s responsibility.
- Road safety measures are grounded in evidence and evaluated.
- Road safety decisions take into account the particular functions of different roads and streets.
- Safety is a critical decision-making priority. The extent to which safety is prioritised will depend on how ambitious we want to be in reducing deaths and serious injuries.

What could this look like in practice? (1)

It could mean more roads/streets that cater to all modes of travel, not just vehicles.

- Currently, many of our urban roads are designed for motor vehicles, and pose significant risk to vulnerable road users.
- Adopting Vision Zero could incentivise more initiatives like Future Streets in Auckland.
- This is an integrated community-led retrofitting project to allow for safer walking and cycling.
- Initial results show speeds have reduced and walking/cycling has increased.

What could this look like in practice? (2)

It could mean more safety treatments (e.g. median barriers) and/or reduced speed limits on high-risk roads.

- Currently, around 70% of NZ roads have a medium to high infrastructure risk rating.
- These roads often have no or little safety treatments.
- Centennial Highway was one such road. There used to be on average at least one death per year on this 3.5km stretch.
- After a flexible median safety barrier was installed in 2005, and the speed limit lowered to 80kph there have been no fatal crashes. The barrier is hit around twice per month without a single death.

What could this look like in practice? (3)

It could lead to a shift in how we think about and operate safety cameras.

- New Zealand has very few safety cameras compared to other jurisdictions.
- Motorists are not warned of safety cameras. This creates a feeling among drivers that speeding can be detected at anytime, anywhere.
- Many drivers feel persecuted and consider this approach to be a revenue-gathering exercise.
- Sweden has adopted a different approach.
  - They have significantly more safety cameras on their network and primarily use them to signal high-risk areas.
  - Motorists are informed (through signage) where cameras are located.
  - This approach has a higher level of public acceptance and is successful in reducing death and serious injuries.
What could this look like in practice? (4)

It could mean reducing speeds on high-risk stretches of state highways.

- In 2007, the Transport Agency implemented a reduction in speed limit from 100km/h to 80km/h on a 9km stretch of SH1 at Dome Valley (north of Warkworth).
- This section of SH1 has had a poor crash history in the past.
- After the change, there was a decrease in the overall number of crashes per vehicle-kilometre-travelled (VKT). The number of fatal crashes reduced by 70% in the five years post-change.

It could also mean reducing speeds in certain urban areas.

- In 2011-12, Hamilton City Council introduced 40 km/h Safer Speed Areas.
- The 40 km/h Safer Speed Areas have been extended to significant residential areas.
- In these areas, mean speeds have dropped.
- In the first year after the 40 km/h speed limit was implemented, there was a 35% reduction in crashes. Crashes have increased on other local roads.
- Hamilton City now has 40 km/h speed limits outside all schools.

An international example

Dramatic street transformations have also happened in other parts of the world e.g. NYC.

- One of the NYC’s biggest undertakings in 2009 was redesigning 2.3 miles of Broadway.
- The project created 65,000 square feet of pedestrian plazas to help ease traffic congestion and improve safety (including Times Square – pictured).
- In a 2010 evaluation, the NY Department of Transportation found that the project improved traffic times, with an overall 7% increase in taxi speeds.
- The volume of pedestrians in Times Square increased by 11%, and retail sales also increased.
- There were 63% fewer injuries for car riders and 35% fewer injuries for pedestrians.

Proposed priority areas

The proposed principles need to be embedded in key priority areas to drive change over the next decade.

- Proposed priority areas include:
  o Targeted infrastructure improvements and speed management.
  o Significantly improve the safety performance of the vehicle fleet.
  o Treat road safety as a critical health and safety at work issue.
  o Encourage and incentivise safer behaviour on roads.
- Unpinning these priority areas are key success factors for implementation. This includes:
  o building sector capacity and capability
  o developing a results framework to drive accountability and change.

Priority area: Infrastructure and speed

Problem:

- New Zealand has an unforgiving road network – 84% is rated medium to high risk, and 87% does not have a safe and appropriate speed limit.

Opportunities include:

- Increasing safety treatments on high risk roads (combined with speed management)
- Improving safety standards for all new roads and significant upgrades
• Changing speed camera approach

Examples of interventions:

• An additional 1000km of median barriers could save 117 deaths and serious injuries per year
• Reducing speeds on the top 10% highest-risk roads could save 78 deaths and serious injuries per year

Priority area: Vehicles

Problem:

• New Zealand has a large number of less safe cars – approx. 45% of light vehicles have a very low safety performance (1- & 2-star Used Car Safety Rating).
• Crashes involving these low performing vehicles are much more likely to result in death or serious injury and are overrepresented in road crashes.

Opportunities include:

• Promoting the uptake of new vehicle technologies (e.g. active assistance and automation)
• Increasing demand for safer vehicles (especially amongst highest risk drivers)
• Reducing the number of less safe vehicles in the fleet (removing 50% of 1- and 2-star safety rated vehicles could save 62 deaths and serious injuries per year)

Examples of interventions:

• Increasing minimum standards on new cars and imports
• Updating vehicle maintenance requirements
• Incentives to scrap unsafe vehicles
• Requiring safety star ratings for vehicles being sold.

Priority area: Workplace

Problem:

• About 25% of road deaths involve someone driving for work or commuting, a large proportion of which involve heavy freight vehicles.

Opportunities include:

• Leveraging existing legal obligations under the Health and Safety at Work Act 2015, including obligations on those purchasing transport services.
• Government taking a leading role in promoting best practice.
• Regulatory issues are being considered as part of the review of NZTA’s regulatory activities.

Examples of interventions:

• Strengthening the licensing regime for commercial transport services
• Improving coordination between safety regulators and providing clear guidance on best practice
• Mandating or incentivising the uptake of telematics technology that tracks the safety performance of work vehicles.
Priority area: Road user behaviour

Problem:

- Road user behavior continues to be important in improving safety outcomes, and a significant proportion of deaths and serious injuries still involve deliberate risk-taking behaviour.

Opportunities include:

- Improving seatbelt wearing rates – around 100 people not wearing seatbelts die on the road every year
- Strengthening enforcement of alcohol and drug impairment
- Addressing fatigue and distraction as key risks
- Greater use of automated enforcement.

Examples of interventions:

- Supported resolution programmes to help recidivist offenders get a drivers licence
- Enhanced roadside drug driving enforcement
- Introduction of enforcement technology to identify distracted driving.

Next steps

- I am seeking Cabinet decisions on shorter-term safety programmes on 13 February, followed by public consultation if approved.
- Over the next few months there will be ongoing work to develop the strategy and action plan.
- I will update Ministers on progress and discussion document content at the next MAG meeting.
- You will then receive a finalised discussion document through the cross-party consultation process in mid-2019.
- I'll then seek Cabinet approval to release the discussion document in July 2019.