

In Confidence

Office of the Associate Minister of Transport
Chair, Cabinet Economic Development Committee

ROAD SAFETY STRATEGY: SEEKING AGREEMENT TO PUBLIC CONSULTATION

Proposal

1. This paper seeks Cabinet's agreement to release a public consultation document (attached as **Appendix One**) on a new road safety strategy and initial action plan.

Executive Summary

2. Deaths and serious injuries (DSI) on our roads have risen significantly in the past five years. In 2018, 377 people died on our roads and thousands more were left with injuries, many of them life-changing. This carries a personal cost to individuals, their families and whanau and an economic cost to the country as a whole.
3. Road crashes are the single largest cause of death from injury in children and young people aged between four and 19, and the second largest cause of death from injury for the population as a whole (after suicide)¹.
4. The Ministry of Transport estimates that the total social cost of motor vehicle injury crashes in 2017 was \$4.8 billion, up by 15 percent on the previous year. Over 50 percent of major trauma injuries treated in our hospitals relate to road crashes and in the 2017/18 financial year ACC paid \$547 million in motor vehicle related claim costs.
5. New Zealand now lags behind many other developed countries on road safety. Figures from 2017 show that we are in the bottom quarter of OECD countries when it comes to the number of road fatalities per capita.
6. In March 2018, Cabinet agreed to the development of a new road safety strategy to replace the current strategy, *Safer Journeys*, which concludes at the end of 2019. This included investigation of a Vision Zero approach to road safety [DEV-18-MIN-0025 refers].
7. The Vision Zero approach involves acknowledging that no loss of life is acceptable and that deaths and serious injuries on our roads are preventable.
8. The subsequent development of the new road safety strategy has been underpinned by considerable sector engagement, analysis and modelling. The engagement has included a multi-stage reference group process involving over 100 representatives (in their capacity as subject matter experts), a regional roadshow for local

¹ Injury deaths are deaths from external causes and exclude deaths from medical causes such as disease.

government representatives and meetings/hui with a large number of interested groups.

9. Engagement to date has established a clear appetite for change and broad support for a Vision Zero approach to road safety. Common feedback themes include an acknowledgement of the level of complexity in improving road safety; the importance of clear outcomes; and the need to increase investment, exercise stronger Government leadership and ensure we have the capability and capacity to deliver the new strategy.
10. In parallel, a range of short- to medium-term road safety initiatives have also been progressed. This includes a stronger focus on safety in the Government Policy Statement on land transport 2018 and the commencement of the Safe Network programme. We have restored dedicated road police officer numbers to over 1000, introduced mandatory alcohol interlock sentences, and introduced new driver training and licensing initiatives.
11. Work has also begun on some of the actions proposed in the initial action plan in order to ensure progress in key areas alongside the development of the strategy. These actions were also supported through discussions with stakeholders. These include the development of the 'Accessible Streets' regulatory package, a proposed new approach to speed management, and commencement of public consultation on drug driving enforcement and mandatory anti-lock braking systems (ABS) for motorcycles.
12. I am now seeking your agreement to consult on the proposed new 10-year road safety strategy and initial action plan (**Appendix One**).
13. The consultation document proposes a new vision for road safety, based on a Vision Zero approach, with a target of reducing deaths and serious injuries by 40 percent by 2030. Modelling suggests that substantial investments in road safety, including both infrastructure and enforcement, will be required to achieve this target, alongside regulatory changes, such as minimum vehicle safety standards and an improved speed limit setting approach. The consultation document also proposes new principles to guide decision-making, and actions under five key focus areas.
14. The purpose of the consultation document is to seek public feedback on the proposed direction for road safety and ascertain levels of support for a transformative approach. The public will be asked the extent to which they support the vision, the target, the decision-making principles and the focus areas. They will also be asked the extent to which they support the initial actions outlined in the consultation document, what their top priorities are, and whether there are other actions that should be considered for future action plans.
15. The discussion generated by the release of the consultation document will be a central part of a national conversation on road safety. This conversation is essential to ensure the public is well informed about the key causes of crashes and deaths on our roads and the measures that are needed to reduce them. Gaining significant public support for the strategy will be vital to its success.

16. Consultation will commence in early July 2019 and run for four weeks. Following consideration of consultation feedback, I expect to seek Cabinet approval of the final strategy and action plan in October 2019. The four week consultation period recognises the fact that there has already been significant engagement with interest groups and local government on the strategy.

Comment

On average, one person is killed every day on New Zealand roads, and another seven are seriously injured

17. Although New Zealand achieved steady reductions in the number of deaths per capita on its roads between 1989 and 2013, the number of road deaths per capita has since risen.
18. In 2018, there were 377 road deaths on the road network. This was up from 253 in 2013. Thousands more were left with serious injuries. This harm has a permanent and profound impact on New Zealand communities, and is disproportionately borne by young people and their families. Road crashes are the single largest cause of death from injury in children and young people aged between four and 19, and the second largest cause of death from injury for the population as a whole (after suicide).
19. The need for change is clear. New Zealand's road death rate is now 7.9 per 100,000 people, compared to leading jurisdictions with rates between 2 and 4 per 100,000. If New Zealand's road transport system was as safe as Norway's (a country with a similar length of road network and population to New Zealand), approximately 260 of the 377 people who were killed last year would still be alive. If we performed even as well as Australia, 150 people would still be alive.
20. Road crashes impose a large social and economic cost on New Zealand. The Ministry of Transport's annual *Social Cost of Road Crashes and Injuries* report estimates that the total social cost of motor vehicle injury crashes in 2017 was \$4.8 billion, up by 15 percent on the previous year.
21. Road crashes also have direct costs to the health and rehabilitation systems. In the 2017/18 financial year, ACC paid out \$547 million in motor vehicle related claims, approximately 60% of which went towards treatment and rehabilitation and the remainder on income compensation.

This Government has committed to taking action to reduce road trauma and has made road safety a key priority

22. This Government has made safety one of its top two priorities for the land transport system and has committed to taking a new approach to road safety. I have been very clear that I do not consider the current level of harm on our roads to be acceptable or inevitable and that safety needs to be embedded in all transport decision making to make our roads safer for everyone.

23. In parallel, a range of short- to medium-term road safety initiatives have also been progressed, in particular:
 - 23.1. a stronger focus on safety in the Government Policy Statement on land transport 2018, and announcement of a \$1.4 billion investment in infrastructure through the NLTF
 - 23.2. the NZ Transport Agency has commenced a Safe Network Programme which is delivering a number of safety treatments and speed management changes on high risk state highways and local roads
 - 23.3. a number of regions have progressed speed limit adjustments in their cities and regions (including Auckland, Waikato and Canterbury)
 - 23.4. the introduction of mandatory alcohol interlock sentences
 - 23.5. dedicated road police officer numbers have been restored to 1,070, and all dedicated officers have been issued with alcohol testing devices
 - 23.6. an evaluation of the driver licensing regime, and the introduction of new driver training and licensing initiatives
 - 23.7. ongoing promotion of road safety through campaigns on speed, drink- and drug-driving, seatbelt use, distraction, young drivers and cycling.
24. Work has also begun on some of the actions proposed in the draft action plan in order to ensure progress in key areas alongside the development of the strategy. These actions were also supported through discussions with stakeholders. These include:
 - 24.1. the development of the 'Accessible Streets' regulatory package to improve safety for footpath users and encourage active transport
 - 24.2. the development of a proposed new approach to speed management
 - 24.3. commencement of public consultation on approaches to strengthening drug driving enforcement
 - 24.4. consultation on a new draft rule mandating ABS for motorcycles.

In March 2018, Cabinet agreed to the development of a new road safety strategy

25. In March 2018, Cabinet agreed to the development of a road safety strategy [DEV-18-MIN-0025 refers] to drive sustained change over the next decade. This will replace *Safer Journeys*, the current road safety strategy, which concludes at the end of the year.
26. A new road safety strategy will be critical to reducing harm on our roads. By clearly setting out the problem we are facing, establishing a clear vision and principles for

decision making, and the areas we need to focus on, a new road safety strategy can help to build momentum for change and hold decision makers to account on actions.

Development of the strategy has been informed by broad sector engagement

27. In April 2018, I hosted a one-day Local Government Road Safety Summit in Wellington and announced the development of a new strategy. More than 100 senior local government representatives from across New Zealand took part in the event.
28. In July 2018, five subject-specific reference groups were set up to discuss key road safety issues and identify priorities and potential interventions. More than 100 people, including representatives of local and central government, businesses and advocacy groups, and academics, met in their capacity as subject matter experts to inform strategy development. Reports summarising the key themes of reference group discussions have been finalised and will be published alongside the consultation document.
29. Fourteen regional roadshows over March-April 2019 have provided a platform for sector representatives in regional New Zealand to provide input. Meetings/hui with a broad range of stakeholder groups, including regional and local road safety groups, industry groups and advocacy groups, and iwi, have occurred throughout the development of the strategy.
30. My officials and I have also invited and received feedback from the general public through the Ministry of Transport's website and through a substantial amount of ministerial correspondence.
31. The engagement process informed early work on the strategy and initial actions, and their subsequent development. In particular, the reference group process has been critical in building buy-in from key stakeholders for the new strategy and actions.

There were strong calls for determined action and broad support for the proposed changes

32. There has been broad support across the board for a bolder approach to road safety and a clear appetite for substantial change. Overall, officials have received positive feedback on the direction of a new strategy and a Vision Zero type of approach.
33. Local government stakeholders want strong leadership from central government to promote safety and for the new strategy to adopt measurable and meaningful road safety targets. There is widespread recognition that speed is a key road safety issue and general support for streamlining the process of speed limit setting. Improving the safety of children, cyclists and pedestrians and encouraging greater access, walking and cycling is also a common theme.
34. Other stakeholders have told us that investment to match the level of ambition in the strategy will be key. They also stressed that sustained focus on the full range of interventions that are proven domestically and internationally (e.g. infrastructure planning design and safety treatments, speed and vehicle standards as well as driver behaviour) will be needed.

35. Our engagement with Māori groups has highlighted the issues facing rural and remote communities, the distance Māori will regularly travel to return to their marae, the challenges around driver licencing, and the issues where high-speed roads divide a marae and their urupa.
36. Members of the public have also urged the Government to take additional action to make the road network safer for all road users. There has been a high volume of correspondence reporting unsafe road use, as well as the impacts of high speeds on communities.
37. Alongside this, some stakeholders have emphasised that stronger action on road safety should not come at the cost of an efficient road transport system that supports a growing economy.

I now seek Cabinet agreement to release a public consultation document on a new strategy and action plan

38. The consultation document (**Appendix One**) proposes a new vision, a target for reducing deaths and serious injuries on our roads, and principles to guide decision-making. It also sets out proposed actions under five focus areas to bring about lasting and significant changes to road safety in New Zealand. Importantly, the consultation document incorporates a draft outcomes framework to drive action and hold relevant agencies accountable for the delivery of the strategy.
39. Key elements of the consultation document are set out in more detail below.

The consultation document proposes a bold new vision for New Zealand

40. The vision proposed for the strategy is “A New Zealand where no one is killed or seriously injured in any road crash”.
41. This vision will require a step-change not only in investment, but also the principles we apply to transport decisions. It represents a new way of thinking about our roads, and about how they contribute to making better places for individuals and communities to live, work, play and travel.
42. The vision is based on the Vision Zero approach adopted in leading jurisdictions. It involves acknowledging that no loss of life is acceptable, that deaths and serious injuries on our roads are preventable, and that we all make mistakes but mistakes should not cost us our lives. In the same way that loss of life is not considered to be an inevitable and acceptable part of the aviation and maritime sectors, Vision Zero applies that same expectation to the road system.
43. The proposed vision is underpinned by broad stakeholder support. The majority of stakeholders involved in the strategy development process have emphasised the importance of a Vision Zero approach in terms of signalling a long-term commitment to tackling road safety. It can also help in driving public demand for safety by changing the narrative about the inevitability of road deaths.
44. Vision Zero approaches to road safety have been adopted in most of the leading jurisdictions internationally, including in most of the Australian states. A number of

New Zealand cities and regions (including Auckland, Waikato, Otago and Southland) have adopted Vision Zero approaches.

45. In response to feedback from some stakeholders querying whether eliminating road deaths is a realistic goal, the vision will be communicated in a way that frames it as a long-term ambition and statement of principles, rather than a target we expect to achieve in the near-term.

It also proposes a target of a 40 percent reduction in deaths and serious injuries by 2030

46. It is important that the strategy's long-term aspirational vision is accompanied by a clear target for what we want to achieve over the next decade. An effective target focusses efforts and it makes it clear what success looks like.
47. The consultation document proposes a target of a 40 percent reduction in deaths and serious injuries by 2030 (from 2018 levels). This would equate to reducing road deaths from 377 in 2018 to 226 in 2029 and serious injuries from about 2800 in 2018 to 1700 in 2029. Initial analysis suggests that this target is bold but achievable, and will require significant investment and leadership.
48. Other Vision Zero jurisdictions have typically aimed for reductions of between 40 percent and 60 percent in every 10-year period. Progress towards these targets have varied considerably between jurisdictions, with some, such as Sweden and Norway, achieving substantial reductions in deaths and serious injuries, while others, such as the Netherlands, look unlikely to hit their current targets.
49. Steady progress towards this target would mean approximately 750 fewer people would be killed and 5,600 fewer would be seriously injured on our roads over the next ten years, compared to current levels of harm. Doing so would reduce the total social cost of road crashes on New Zealanders by approximately \$9.6 billion. It would also have a significant impact on the long-term costs to ACC of road crashes.
50. The target I am proposing has been informed by modelling, focussed on the highest value initiatives that international evidence suggests will have the greatest impact on reducing deaths and serious injuries. A number of actions in the action plan have also informed the modelling. It also allows some flexibility for mode shift resulting from Government investment in public transport and rail infrastructure, and also allows for potential technologies that might develop over the next 10 years.
51. Modelling suggests that just over half the target could be achieved through a combination of infrastructure improvements (such as median barriers and intersection treatments), targeted speed limit changes in urban areas and on the highest risk parts of the network, and increased levels of enforcement (both by safety cameras and by police officers). These changes will require increasing our investment in road safety over the next decade.

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Competing funding pressures on the NLTF, including the road safety strategy, will be considered in the context of the next Government Policy Statement on land transport, which is under development.

52. Up to a further quarter of the target could be achieved by lifting the safety performance of the vehicle fleet and mandating ABS for motorcycles. The remaining quarter would need to be achieved by a combination of other interventions, such as improvements to driver licensing and increases to penalties for safety offences, as well as broader factors, such as increased uptake of public transport and changes in vehicle technology.

Seven proposed principles will guide decision-making across the system

53. The consultation document proposes the following strategic principles:
- 53.1. We plan for people's mistakes.
 - 53.2. We design for human vulnerability.
 - 53.3. We strengthen all parts of the road transport system.
 - 53.4. We have a shared responsibility for improving road safety.
 - 53.5. Our actions are grounded in evidence and evaluated.
 - 53.6. Our road safety actions support health, wellbeing and liveable places.
 - 53.7. We make safety a critical decision-making priority.
54. These principles have been developed based on the existing Safe System principles.² They will be integral to how we design the network and how we make road safety decisions. They are intended to guide participation and decision-making across the system by providing a shared understanding of how we will work and the values that will guide our activities.

Immediate actions will be focussed in five key areas

55. By examining how and why crashes occur, and what interventions have been proven to be most effective, five proposed focus areas have been identified:
- 55.1. Infrastructure improvements and speed management
 - 55.2. Vehicle safety
 - 55.3. Work-related road safety
 - 55.4. Road user choices
 - 55.5. System management.
56. These have also been shaped by feedback from the subject matter specialists and sector stakeholders who took part in the reference group process.
57. For each focus area, the consultation document outlines a number of proposed initial actions for the first three years of the strategy. These actions include a number of key road safety initiatives that are already underway, such as consultation on strengthening drug driving enforcement, as well as actions that outline priority areas of work where policy decisions have yet to be made. Delivery of some of the actions will continue over the term of the strategy.

² The four Safe System principles are: (1) People make mistakes that lead to road crashes. (2) The human body has a limited physical ability to tolerate crash forces before harm occurs. (3) The responsibility for safety is shared amongst those who design, build, manage and use roads and vehicles. (4) All parts of the system must be strengthened so that, if one part fails, road users are still protected.

58. Once finalised, the strategy and initial action plan will be published as stand-alone documents. This allows the strategy to be enduring, and for the action plan to be refreshed on a regular basis.
59. The focus areas and proposed immediate actions are discussed in more detail below.

Infrastructure and speed

60. Improving the safety of our roads will be critical to reducing deaths and serious injuries. New Zealand roads can be unforgiving and the speed limits are not always safe for the road. Building a safe road network requires investment in infrastructure safety treatments that are proven to save lives, as well as ensuring that speeds across the network are safe, appropriate and enforced effectively. Modelling suggests that interventions in this area have the largest potential to reduce deaths and serious injuries.
61. Proposed initial actions in the area of infrastructure and speed include:

61.1. Further investment in safety treatments and infrastructure improvements

The consultation document signals the development of a substantial package of additional safety investments for the next National Land Transport Programme, to be supported through the next Government Policy Statement on land transport. Investments are likely to include a significant increase in the number of high-risk roads treated with median barriers, treatments such as roundabouts on high-risk intersections and investments associated with speed management on the highest risk parts of the network. The size and scope of the package will be tailored to support progress towards the proposed target.

The proposed package will build on the current \$1.4 billion Safe Networks Programme, which is delivering around 200km of median barriers, 322km of side barriers and 3,500km of rumble strips.

Investment in this area can deliver both significant benefits and value for money. Median barriers reduce head-on deaths and serious injuries by 92 percent, with a typical benefit-cost-ratio (BCR) of 1.4, while roadside barriers at high-risk locations can reduce deaths and serious injuries by 30 percent, with a BCR of 3.0.³ Where these interventions have been put in place in New Zealand they have saved lives – Centennial Highway, north of Wellington, for example, has not had a fatal crash since improvements in 2005, prior to which at least one person died every year.

61.2. Tackling unsafe speeds

The consultation document outlines the Tackling Unsafe Speeds package (currently being developed by the Ministry of Transport). Key initiatives considered include:

³ BCR based on medium cost barriers, as per the NZ Transport Agency Standard Safety Intervention Toolkit.

- introducing a new regulatory process to improve the way Road Controlling Authorities plan and implement speed limit changes. This process would be aligned with the land transport planning process to require Road Controlling Authorities to explicitly consider the most appropriate speed management interventions, which could include 'engineering up' infrastructure or adjusting speed limits
- transitioning to lower speed limits in areas around schools and potentially on key roads in urban centres with many active users
- adopting a new approach to safety cameras, which would include more cameras on the highest risk parts of the road network and clearly signing their location to ensure safe travel speeds in these areas.

The Tackling Unsafe Speeds package has been developed based on close engagement with broad a range of stakeholders, including extensive discussions at the Speed Reference Group. It represents a measured approach to managing speeds on the road network, focussed on establishing a more streamlined and coordinated process for speed limit setting, moving towards a more transparent and effective approach to automated speed enforcement, and reducing speeds in the highest risk areas and where there are high numbers of active users, such as around schools. There would not be blanket reductions to default speed limits.

The Ministry of Transport undertook targeted engagement on the proposals in early 2019 with local government and key sector stakeholders. There was broad support for the high-level proposals, across the full range of stakeholder interest groups, as a package of measures that is likely to have a substantial impact on deaths and serious injuries without undermining public support.

The proposed Tackling Unsafe Speeds package is still in the final stages of development and I expect to seek Cabinet decisions on detailed policy proposals in October 2019 (at the same time as the final strategy and action plan).

It is envisaged that amendments will be required to the Land Transport Management Act 2003 to implement a new regulatory framework for speed management. I intend for this work to be included in the Regulatory Systems (Transport) Amendment Bill 2019 (the Bill) that has a category of priority 4 (to be referred to a select committee in the year). I am therefore seeking Cabinet agreement to begin drafting of the necessary legislative amendments ahead of final policy decisions being taken on the *Tackling Unsafe Speeds* programme.

Appendix Two provides further information on the Tackling Unsafe Speeds proposals.

61.3. *Review infrastructure standards and guidelines*

Ensuring that our standards and guidelines for roads and street design promote road safety has been identified as a critical part of achieving our

target. Our current standards and guidelines are not always fit-for-purpose. They do not consistently cater for safety and access for all modes, help establish self-explaining roads through design, or facilitate the creation of safe and liveable urban areas.

There are also challenges with how our current standards and guidelines are applied and enforced. In some instances it does not appear that standards and guidelines are being applied appropriately throughout the infrastructure lifecycle, and are not sufficiently integrated with land use planning. In other circumstances our current approach appears to be limiting flexibility to adopt innovative design responses to road safety challenges.

The consultation document outlines a programme of work to review, update or replace relevant standards and guidelines, focussing in the short term on aligning our urban street design guidance with international best practice and ensuring that relevant guidance is integrated into the Government Policy Statement on land transport.

61.4. Enhancing the safety and accessibility of footpaths, bike lanes and cycleways

The Accessible Streets package is a set of regulatory proposals aiming to enhance the safety and accessibility of our footpaths for vulnerable users (pedestrians, cyclists, wheeled recreational device users and the mobility impaired). Among other things, it aims to clarify what types of vehicles (including mobility scooters) should be allowed on footpaths, enables e-scooters to use cycle lanes and cycle paths, and improves the safety of vulnerable users at intersections. Cabinet has agreed to the development of a draft rule to give effect to the Accessible Streets package [Cab-19-Min-0193.03 refers]. I intend to report back to DEV later in 2019 to seek approval of the proposed package and agreement to consult publicly.

The Accessible Street package will create a regulatory environment that supports safe and accessible travel for all road users. This can help support mode shift for trips in urban centres from private vehicles to more energy efficient, low-cost and healthier modes.

Vehicle safety

62. The consultation document identifies vehicle safety as a critical part of improving road safety outcomes. Safer vehicles not only help drivers avoid crashes, but also protect occupants and other road users when crashes do happen.
63. New Zealand has a high number of unsafe vehicles. Currently, vehicles with a one- and two-star safety rating make up 45 percent of the fleet, but 66 percent of deaths and serious injuries on our roads occur in these vehicles. One in five vehicles imported in 2016 had a one- or two-star safety rating – crashes in a one-star safety-rated car are over 90 percent more likely to be fatal than in a five-star vehicle.
64. In addition, some vehicle types (e.g. motorcycles) are over-represented in death and serious injury numbers – the likelihood of being killed or injured in a road crash is 21 times higher on a motorcycle than in a car over the same distance.

65. The consultation document proposes to focus on improving the safety of vehicles entering into New Zealand, ensuring that existing vehicles are as safe as they can be (including through retrofitting new technologies where appropriate), and building public demand for safer vehicles.

66. Proposed initial actions in the area of vehicle safety include:

66.1. Raise standards for vehicles entering the fleet

Increasing the safety of vehicles entering the fleet could have a significant impact on road safety outcomes. A package of vehicle safety standards recently made mandatory for all new vehicles in Europe from 2022 is estimated to reduce vehicle occupant deaths by 16 percent and pedestrian and cyclist deaths by 14.4 percent, saving almost 25,000 lives over the next 16 years.

A research project is underway to investigate the most appropriate regulatory approach that should be adopted for vehicles entering New Zealand. A staggered implementation approach of any new standards will likely be taken, with an indicative timeframe of 2022 for new vehicles and mid-2020s for used vehicles.

66.2. Promote the availability of vehicle safety information

A programme of work is being developed to promote and build demand for safer vehicles. Integral to this work is ensuring that as many vehicles as possible have a vehicle safety rating, and that vehicle safety ratings are consistent, accurately applied and communicated to consumers.

66.3. Implement mandatory ABS systems for motorcycles

ABS is a safety anti-skid braking system which operates by preventing the wheels from locking up during braking. An extensive body of international research confirms that fitting ABS on motorcycles can prevent injuries by around 30 percent. No other motorcycle-related technology is available that can deliver such large gains in rider safety.

In April 2019 the Government consulted publicly on a draft rule to mandate ABS on motorcycles entering the fleet. This rule, which is expected to be introduced in late 2019, is estimated to prevent 16 deaths and serious injuries per year by 2030, with a BCR of 43:1.

Work-related road travel

67. Recent studies suggest that around 25 percent of road fatalities involve a person driving for work. Road safety is therefore a critical health and safety at work issue. There are existing broad obligations under the Health and Safety at Work Act 2015, which apply to work-related road safety and complement the requirements of the Land Transport Act 1998.

68. The consultation document identifies significant opportunities to encourage businesses throughout the supply chain to take ownership of road safety issues, strengthen the regulatory framework for commercial transport services, promote the uptake of safer vehicles and technology and improve our understanding of work-related crashes.

69. Proposed initial actions in the area of work-related road travel include:

69.1. Support best practice for work-related road safety

A package of initiatives is being developed 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 better information, support for sector-led initiatives and government agencies leading by example.

These initiatives will support employers throughout the supply chain to effectively manage their road safety risks, including through the uptake of safer vehicles and new technology.

69.2. Strengthen commercial transport regulation

Commercial vehicle crashes account for a significant proportion of the harm on New Zealand's roads, with truck crashes in particular accounting for 15-20 percent of road deaths. An effective regulatory system is critical to managing these risks by holding commercial operators to a high safety standard.

Measures to strengthen the current regulatory settings applying to commercial transport services, such as freight and passenger services, including implementing the outcomes of the review of the NZ Transport Agency's regulatory functions and a review of log book and work time requirements. These measures will be critical to reducing the risks associated with commercial transport services, particularly fatigue.

Road user choices

70. The consultation document recognises that road users still have a vital role to play in keeping themselves and other road users safe and that dangerous behaviours continue to be a major factor contributing to deaths and serious injuries. It proposes that the new strategy focus on shifting public attitudes, behaviour and understanding of road safety and ensuring that we deliver effective enforcement targeted towards risk. This remains a key focus and area of concern for many New Zealanders.

71. In 2018, this Government increased funding for road safety education and promotion through the NLTF. The NZ Transport Agency's road safety advertising is currently focussed on speed, impaired driving, vehicle safety, cycling and keeping left.

72. Skills training and initiatives to help young people obtain their driver licence have also been rolled out. Over the last five years, young drivers who have never held a driver licence were involved in 165 fatal or serious injury crashes. The Driver Licensing Fund was announced in April 2019. The scheme is designed to increase the uptake of restricted driver licences for 16 to 24 year olds who are not in

education, employment, or training to open the door to education and jobs. Helping this group of drivers through the restricted driver licensing process can help instil safe driving habits, make the roads safer for everyone and reduce harm on our roads.

73. Other ongoing initiatives include the Community Driver Mentoring Programme (CDMP), developed by the NZ Transport Agency and the Automobile Association, which supports low socioeconomic status learner drivers achieve their restricted licence. Another is Taiohi Ararau – Passport to Life, a \$4 million initiative led by Te Puni Kōkiri aimed at helping young Māori obtain essential documents, including a driver licence, to support them into the workforce, education and training. The NZ Transport Agency also plans to invest \$23 million in Bike Ready, a national cycling education programme aimed at encouraging safe uptake of cycling among children.
74. Alongside continual investment and efforts in advertising and education programmes, skills training and drivers licensing support, further actions in the area of road user choices include:

74.1. Prioritise road policing

Enforcement and police presence will continue to be an important part of improving road safety, in particular where additional deterrence for deliberate high-risk behaviours is needed. International evidence suggests effective speed enforcement can reduce crashes by 18 percent, alcohol testing checkpoints by 15 percent, while seat belt enforcement can increase wearing rates by 21 percent. A wide range of stakeholders and members of the public have expressed a strong desire for enhanced enforcement.

The NZ Transport Agency, NZ Police and Ministry of Transport are in the process of finalising the 2019-21 Road Safety Partnership Programme (RSPP) for approval by Ministers. The RSPP will set out the level of investment into road policing over the next two years and establish clear priority activities for road policing that are aligned with the proposed focus areas for the strategy.

Both enforcement activities and effective prevention and education activities will be deployed based on risk and targeted to mitigate high-risk behaviours, particularly restraint use; alcohol, drug and fatigue impairment; driver distraction; and speed. This investment in road policing, alongside the broader investment being committed across the sector, will contribute to improved road safety outcomes.

74.2. Review financial penalties and remedies

Many of New Zealand's current financial penalties and remedies are inconsistent with each other and do not provide the desired deterrent effect. We need to impose effective penalties that reflect the relative seriousness of the road safety risk created by the offending behaviour.

We know that effective penalties can play a part in deterring high-risk behaviour. International evidence suggests that modest increases in penalties can be effective in reducing offending by some road users, although more

severe or frequent offending does not appear to be impacted. Changes to penalties also need to take account of any equity considerations or impacts on the justice pipeline.

The Ministry of Transport is undertaking a regulatory review of transport financial penalties and remedies. It expects to consult on changes to the penalties framework in late 2019, with changes to specific penalties to follow (prioritising key safety offences in the first instance).

74.3. *Enhance drug driver testing*

Impairment from alcohol and drugs remains a significant contributing factor to deaths on our roads. While drink driving rates have decreased since 2012, a significant number of New Zealanders are driving after taking recreational or prescription drugs that impair driving, with over 20 percent of road deaths involving a driver with drugs in their system. While the presence of these drugs in a driver's system does not necessarily indicate impairment, addressing this trend is an important part of improving the safety of our roads.

While drug drivers already face serious criminal penalties if caught, the current law makes it hard for Police to carry out higher numbers of tests that could deter drug driving. Only 26 percent of drivers think they are likely to be caught drug driving, compared to 60 percent for drink driving.

The Ministry of Transport is developing regulatory options to enhance New Zealand's detection and enforcement regime in this area. Public consultation on a discussion document will close in late June. Feedback will inform final policy decisions and legislative changes are anticipated in 2020.

74.4. *Support motorcycle safety*

ACC is leading a programme of motorcycle safety initiatives which aim to reduce the incidence and severity of motorcycle injuries by improving rider skills handling and encouraging the use of protective gear. Further initiatives for promoting the use of safety technology on motorcycles are being developed.

In 2020, the Ministry of Transport will also review options to strengthen the motorcycle licensing regime. Initial results from an evaluation of the Graduated Driver Licensing Scheme suggest that there are opportunities to improve safety outcomes by strengthening motorcycle licensing. The existing motorcycle training programme, *Ride Forever*, has been shown to reduce ACC claim risk by 27 percent.

System management

75. Finally, the inclusion of system management as a focus area recognises the critical importance of ensuring that the new road safety strategy is 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 build public understanding and support for action and to

gather, analyse, utilise and share reliable data to understand road safety issues and prioritise resources efficiently.

76. The proposed initial action in this area is:

76.1. Strengthen system leadership, support and coordination

A wide range of work is underway to strengthen how we manage the road safety system. This includes strengthening coordination between agencies through the RSP and the National Road Safety Committee, addressing data and research gaps through the new Transport Evidence Base Strategy and new intervention modelling, and ongoing engagement activities to build public understanding and support for a Vision Zero approach to road safety.

Central government transport agencies will also work with local government to support effective regional responses to the strategy, including strengthening coordination mechanisms and identifying and responding to key capability and capacity gaps.

Transport, health and emergency services agencies will also continue to work together to improve how we respond to road crashes and treat crash victims, and to better understand the full impact of road safety on health, emergency services and rehabilitation services.

An overall outcomes framework can provide robust monitoring of systemic performance and accountability to delivering on actions

77. The consultation document incorporates an overall outcomes framework with a clear results focus. This will help drive action and hold relevant agencies publicly accountable for the delivery of the strategy.

78. The framework will set out the key measures that can help track progress towards the overarching strategic outcomes. It will also set out a range of performance indicators to monitor progress against our objectives in each of the focus areas. This will enable us to take stock of where things are at, identify areas where more action is needed, and report publicly on our progress on a regular basis.

I propose that public consultation runs for a period of four weeks

79. I propose to consult publicly on the attached consultation document, for four weeks, following Cabinet agreement. Given there has been significant engagement with interest groups and local government already, the consultation will seek to broaden the conversation to a wider public audience and will be primarily web-based through the Ministry of Transport website.

80. I will issue a press statement to announce the release of the consultation document and invite interested parties to place a submission, the NZ Transport Agency will be delivering a campaign to help inform people about the Vision Zero approach and about the opportunity to be involved, and the Ministry of Transport will advise stakeholders that the consultation process has commenced.

81. Social media will be a key tool in publicising the consultation. A short animated video will provide interested parties with an introduction to Vision Zero and why it is being proposed for New Zealand. Additional summary material will also be published to support the consultation.
82. Targeted consultation with key stakeholder groups, through reconvening the reference groups, is also planned to support the consultation process.
83. Following receipt of submissions, the feedback will be considered and will inform development of the final strategy and action plan. The Ministry of Transport will also summarise views in a report for public release.

Consultation risks

84. Although sector stakeholders have largely been very supportive of a new approach to road safety, there are likely to be a wide range of views on the issues raised in the consultation document.
85. Based on engagement to date, I believe views of stakeholders and the wider public could include:
 - 85.1. a mix of support for a Vision Zero approach if accompanied by a clear commitment to take action to improve road safety outcomes in New Zealand, and an alternative view that the focus should be more strongly on user behaviour
 - 85.2. a level of scepticism about whether “zero” is a realistic goal
 - 85.3. concern about perceived safety gains at the risk of efficiency
 - 85.4. interest in any financial implications for the NLTF and for Councils, and interest more generally on how increased investment may be funded (e.g. increased taxation)
 - 85.5. support from pedestrian and cyclist user groups for the focus on safe active modes to support an uptake in walking and cycling in particular
 - 85.6. a range of perspectives on specific policy changes that should be prioritised.

Agency consultation

86. Ministers of Transport, Police, Education, Local Government, Health, ACC and Workplace Relations and Safety, and Agriculture and Rural Communities have met periodically throughout the development of the new strategy to consider and coordinate the progress of the strategy. Officials-level groups have supported this governance process through the National Road Safety Committee.
87. Officials from NZ Police, Ministry of Education, Ministry of Health, the ACC, Ministry of Business, Innovation and Employment, NZ Transport Agency, WorkSafe and Ministry of Justice also took part in the reference group process (in their capacity as subject matter experts).
88. The following agencies have been consulted on this Cabinet paper: ACC, Department of Conservation, Department of Internal Affairs, Local Government New Zealand, Ministry of Business, Innovation and Employment, Ministry of Education, Ministry of Health, Ministry of Justice, Ministry of Social Development, NZ Police, NZ

Transport Agency, Te Puni Kōkiri , NZ Treasury, WorkSafe, Auckland Transport. The Department of the Prime Minister and Cabinet has been informed.

89. WorkSafe notes the system-level connection between this document and the Health and Safety at Work Strategy 2018-2028 (HSWS). Specifically, the performance targets for HSWS Health and Safety will be reset over the next year or two. WorkSafe will consider this when setting targets and alignments of harm prevention activity where this relates to on-road accidents, driving for work, and working in and around vehicles.

Financial Implications

90. While the release of the consultation document will not have direct financial implications, achieving a significant level of road trauma reduction over the next decade will require increased and sustained investment in road safety. This funding is likely to be primarily drawn from the NLTF. Competing funding pressures on the NLTF, including the road safety strategy, will be considered in the context of the next Government Policy Statement on land transport, which is under development.
91. Financial implications associated with individual actions, where relevant, will be outlined when Cabinet approval is sought to progress these actions further.

Legislative Implications

92. While the release of the consultation document will not have direct legislative implications, some of the actions proposed will require legislative change.

Impact Analysis

93. The consultation document does not propose any regulatory or legislative changes that would be subject to Regulatory Impact Analysis requirements.
94. A Regulatory Impact Analysis will be included with a Cabinet paper seeking agreement to the final Tackling Unsafe Speeds proposals in October 2019.
95. Where proposed actions result in regulatory proposals, regulatory impact analysis will be undertaken prior to public consultation or policy decisions on those proposals.

Human Rights and Gender Implications

96. There are no identified human rights implications or gender implications arising from the proposals in this paper or the consultation document itself. Any subsequent actions in the action plan that have direct human rights or gender implications will be considered against the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Disability Perspective

97. Transport issues in general, and road safety in particular, are of interest to disabled people. Road related injuries are both a major cause of disability, as well as some people with existing disabilities being more vulnerable transport system users compared to other New Zealanders. Ensuring disabled people can get from one

place to another easily and safely is also a key outcome for the New Zealand Disability Strategy 2016-26.

98. Representatives of disability groups, including the Disabled Persons Assembly, have been engaged during the development of the strategy and have participated in the reference group process.
99. During the initial engagement programme, disability groups expressed some concerns about use of footpaths by users of scooters, bicycles and mobility scooters as part of the Accessible Streets Package. They also noted that the current infrastructure guidelines and standards do not adequately meet their needs.

Publicity

100. The Ministry of Transport will issue a press statement and contact stakeholders to announce the release of the consultation document and invite interested parties to place a submission.

Proactive Release

101. I intend to proactively release this paper within 30 days of the Cabinet decision.

Recommendations

102. The Associate Minister of Transport recommends that the Committee:
 - 1) **note** that in March 2018, Cabinet agreed to the development of a new road safety strategy [DEV-18-MIN-0025 refers], including investigating a Vision Zero approach to road safety;
 - 2) **note** that the number of deaths and serious injuries on New Zealand roads has been rising in recent years and that New Zealand is now in the bottom quarter of OECD countries when it comes to the number of road fatalities per capita;
 - 3) **note** that the attached consultation document (**Appendix One**) outlines the proposed framework for a new road safety strategy to 2030 and actions for inclusion in the first action plan for 2020-2022;
 - 4) **agree** to release the consultation document for public consultation;
 - 5) **authorise** the Associate Minister of Transport to agree to editorial or design changes to the consultation document before its release;
 - 6) **note** that additional summary material will be published alongside the consultation document;
 - 7) **note** that subject to Cabinet's agreement, the Associate Minister of Transport will announce that public consultation will begin following Cabinet's agreement;
 - 8) **agree** that public consultation occurs for a period of four weeks;

- 9) **note** that the final road safety strategy and initial action plan will be submitted for Cabinet approval in October 2019;
- 10) **note** to the policy direction of the *Tackling Unsafe Speeds* proposals set out in **Appendix Two** with the Associate Minister of Transport reporting back to Cabinet in October 2019 seeking approval of the *Tackling Unsafe Speeds* Programme;
- 11) **agree** to commence drafting of the necessary legislative amendments ahead of final policy decisions being taken by Cabinet on the *Tackling Unsafe Speeds* programme.

Authorised for lodgement

Hon Julie Anne Genter

Associate Minister of Transport

Appendix 1: Road to Zero consultation document

Appendix 2: Further information on the *Tackling Unsafe Speeds* package

1. Tackling unsafe speeds is a critical part of improving road safety. According to the New Zealand Transport Agency's (NZTA's) analysis, 87 percent of New Zealand's roads do not have a safe and appropriate speed limit. There is strong evidence that a decrease in the mean travel speed on a road is associated with a decrease in the number of crashes, as well as the severity.
2. Tackling unsafe speeds via speed limit changes and enforcement is an initiative that can be progressed relatively quickly at a lower cost⁴ compared to other road safety interventions, such as infrastructure changes and changes to the vehicle fleet. Tackling unsafe speeds has also been a dominant focus in other jurisdictions that have made significant road safety gains in recent years.
3. More detailed policy decisions on speed management will be sought in October 2019 when Cabinet considers the final Road Safety Strategy and Action Plan. This appendix provides a summary of the proposals on the priority speed management changes based on the Ministry's work reviewing the current system and consultation with key stakeholders. These proposals are still in development and the Ministry is working with the NZTA and NZ Police to finalise this advice. An Impact Summary will accompany detailed policy advice for Cabinet's consideration in October 2019.

[Redacted]

confidentiality of advice

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

⁴ There are still significant costs associated with speed management (e.g. signage and engagement campaign costs).

7.3. [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Lower speed limits in areas with high numbers of active mode users

8. I propose that under the new regulatory framework, RCAs would be required to plan for and prioritise transitioning to lower speed limits around urban schools, rural schools and on key roads of CBDs and town centres where there are high numbers of active mode users. These changes are intended to make these areas safer, more attractive and more accessible places for active mode users and would be a priority for the first round of speed management planning.

9. [REDACTED]

[REDACTED]

[REDACTED]

10. There would not be blanket reductions to default speed limits across the road network.

A new approach to the safety camera network

11. New Zealand currently adopts a standard enforcement approach to safety cameras whereby there are a relatively small number of cameras on the network (compared to other jurisdictions), and cameras are rarely signed (i.e. they are operated on an 'anytime, anywhere' basis).

12. I propose that we adopt a new approach to safety cameras, similar to that adopted in Sweden. This would involve increasing the number of cameras, clearly signing where they are located, and ensuring camera placement is formally incorporated into the NZTA's speed management planning process. The intent of this 'highly visible, no surprises' approach would be to encourage motorists to slow down on high-risk parts of the network, reducing excessive speeds where crashes are most likely.

5 There would be some allowance for deviation from this recommendation if RCAs had a good rationale to do so.

13. The approach to safety cameras in Sweden, along with its broader road safety interventions, has been successful in reducing deaths and serious injuries and improving public attitudes towards excessive speeds and road safety more generally.