

New Zealand Government

ROAD TO ZERO

Consultation on the 2020-2030
Road Safety Strategy





Finding your way around this document

With thanks to the NZ Transport Agency and Tourism NZ for use of their photo libraries

Purpose and structure of this document

This document outlines proposals for a new road safety strategy for New Zealand, to replace *Safer Journeys*, the current road safety strategy which expires at the end of this year. It also sets out a preliminary set of actions under the new strategy.

01 Case for change



Outlines the importance of road safety in New Zealand, the reasons for a new Road Safety Strategy, and how the proposals in this document were developed.

p8

02 Vision



Sets out the proposed vision statement for road safety.

p18

03 Target for 2030



Sets out where we want to be by 2030, as a step towards achieving our overarching vision.

p22

04 Principles



Sets out the proposed principles to guide decision-making.

p26

Consultation questions and feedback

You are invited to provide feedback on the proposals. Consultation questions are included in the text at the end of every section. A summary of the questions is also provided in the Executive Summary.

Submissions must be lodged by 5pm on 14 August 2019.

Submissions can be completed online at www.transport.govt.nz/zero.

For more information

View the road safety strategy webpages at www.transport.govt.nz/zero

Ask the road safety strategy team at roadsafetystategy@transport.govt.nz

05 Focus areas



Outlines the five proposed focus areas for the next decade. Together, these play a part in meeting the significant challenges and opportunities of road safety facing New Zealand in the years ahead. Part 5 also sets out some initial actions being proposed under each area.

p32

06 Measuring success



Sets out a draft outcomes framework that will help hold us accountable to progress.

p56

07 Next steps



Details the process for developing, finalising and implementing the new road safety strategy.

p60

KUPU WHAKATAKI HUKIHUKI MĀ TE MINITA



“Ko ngā mate me ngā wharanga kino kāore i te pai, ā, ka taea te ārai.”

He take tino hira te whakapai ake i te haumaruru i ō tātau rori mō tēnei whenua.

Putā noa i Aotearoa, neke atu i te kotahi tangata ka mate i ia rā, ā, e whitu atu anō ka whara kinotia i ngā tukinga i te rori. Kei raro rawa a Aotearoa i te hauwhā o raro o te OECD mō te haumaruru rori, ā, ko ngā whakatau tata hou rawa a Te Manatū Waka mō ngā utu pāpori o ēnei tukinga he \$4.8 piriona i te tau. Kāore e taea ngā pānga ki ngā parurenga, whānau, hoa, hapori me ngā wāhi te ine.

He aituā ā-motu tēnei, i te mea ko au te Minita mō te haumaruru rori, he hōhonu te titi o te whakahau ki roto i ahau kia whakatikahia tēnei. Ā, i a tātau e titiro ana ki ngā tau 10 e heke iho mō te haumaruru rori i Aotearoa, he nui ngā whai wāhitanga hira e kite ana ahau.

Kaua ko ngā whai wāhitanga anake ki te ārai i ngā matenga tino maha rawa me te ārai i te whara kino o te mano tini o ngā tāngata me te pānga ki ō rātau ao. Ko ngā whai wāhitanga anō ki te whakapai ake i te āhua noho o ngā iwi o Aotearoa: ki te whakaawe i te āhua o tā tātau nekeneke haere me ō tātau whakaaro mō te hāereere; te tautoko i te hauora me te oranga o te tangata, me te whakapai ake i ngā takiwā me ngā wāhi e kaingākautia ana e tātau. Me tētahi whai wāhitanga ki te tuku i tētahi ara ōrite, ara rautaki ki te haere i runga rori, e āhei ana ngā tāngata kia tae pai atu i ō rātau haerenga ahakoa noho ai i ngā tāone toritoro rawa, i ngā wāhi tuawhenua, ātaahua hoki.

E tono ana tēnei tuhinga kōrerorero Road to Zero i a koe kia whai whakaaro ki tētahi ara hou ki te haumaruru rori, i ahu mai i te whakaaro kāore ko ngā mate me ngā wharanga kino i te pai, ā, ka taea te ārai.

He whakawhānui ake i te ara pūnaha haumaruru i whakamanahia i roto i te Safer Journeys, me te tono i a tātau kia whakapakari haere tonu i ngā wāhanga katoa o te pūnaha rori: ngā rori me ngā taha rori e haumaruru ana, ngā waka haumaruru, kia haumaruru te whakamahi rori me ngā tere haumaruru.

He tono anō kia āta whakaaroarohia e tātau e hia te nui o te whetuki e rata ana tātau i runga i te rori: kia hia atu anō ngā matenga, kia hia atu anō ngā whānau ka noho i raro i te kapua pūri?

E mōhio ana mātau he roa te wā ki te whakatika i ō tātau whanonga me ngā tūmanako kia ū ai ngā huringa e hiahia ana. Kei roto i tēnei tuhinga kōrerorero ko tētahi whāinga o te whakaheke i ngā matenga me ngā wharanga kino mā te 40% i roto i ngā tau 10 e heke nei. Mā te āta ū haere atu ki tēnei whāinga ka iti ake i te 750 ngā tāngata ka mate, ā, 5,600 ngā tāngata kāore e whara kinotia i roto i te tekau tau e ai ki ngā tūkinotanga onāiane.

Kua āta whakatauiratia e mātau tēnei ara, ā, he nui ngā mahi mā mātau, engari kei te pūmau mātau. Kei te hiahia mātau i ō whakaaro mō tēnei.

Mō tātau katoa e whakamahi ana, e hoahoa ana, e tiaki ana i ngā rori, ngā ara hīkoi me ngā ara pahikara ēnei whakawhitihiti kōrero. Mā te mahi ngātahi, ka taea e tātau tētahi pūnaha rori te waihanga hei tiaki i a tātau mai ō tātau ake hapa me ngā hapa o ētahi atu.

Me whai wā koe ki te tuku mai i ō whakaaro mō tēnei take hira. Mā tātau katoa e puta ai he hua. Me tīmata tātau ināiane.

Associate Minister of Transport
Julie Anne Genter

MINISTER'S FOREWORD

Improving the safety on our roads is of critical importance for this country.

Across New Zealand, more than one person is killed every day and seven others are seriously injured in road crashes. New Zealand now ranks at the bottom quarter of the OECD for road safety and the Ministry of Transport's latest estimate puts the social cost of these crashes at \$4.8 billion per year. The impacts on the victims, whānau, friends, communities and workplaces are immeasurable.

This is a national tragedy and as the Minister responsible for road safety, I feel a deep sense of responsibility to do something about it. And as we look ahead to the next ten years of road safety in New Zealand, I also see great opportunities.

Opportunities to not only save hundreds of lives and prevent thousands of people from suffering horrendous, life-altering injuries. Opportunities also to improve Kiwi lifestyles: to influence how we move around and how we feel as we travel; to support people's health and wellbeing, and improve the places and spaces we love. And an opportunity to provide a consistent, strategic approach to road travel so that everyone, whether they live in our most lively cities or our most remote and beautiful places, has the same right to arrive safely on their journey.

This *Road to Zero* consultation document asks you to consider a new approach to road safety, founded on a position that deaths and serious injuries on our roads are unacceptable and preventable.

It builds on the safe system approach adopted in *Safer Journeys*, and calls on us to continue to strengthen all elements of the road system: safe roads and roadsides, safe vehicles, safe road use and safe speeds.

And it asks us to consider carefully what level of trauma we're willing to accept on our roads: how many more lives are we prepared to lose and how many more families should we expect to grieve?

We know it will take time to strengthen our road system and adjust behaviours and expectations to make the changes needed. This consultation document proposes a target of a 40% reduction in deaths and serious injuries over ten years. Steady progress towards this target would mean about 750 fewer people would be killed and 5,600 fewer would be seriously injured over ten years compared to current levels of harm.

We have modelled this approach carefully; there is a lot of work to do, but we are committed. We want to know what you think.

This consultation is about you and me and everyone who uses, designs and maintains the roads, footpaths and cycleways. Together, we can build a road system that protects us from our own mistakes and those of others.

I encourage you to take the time to share your views on this important topic. It's going to take all of us to make a difference. Let's start now.

Associate Minister of Transport
Julie Anne Genter

EXECUTIVE SUMMARY



New Zealanders and visitors use our roads every day. Our highways, streets, footpaths and cycleways connect us to each other and to the places we love.

People should be able to travel safely on our roads, yet on average, one person is killed every day on New Zealand roads, and another is injured every hour. The ripple effect of these tragedies on families, survivors, colleagues and communities, as well as the economy and health system, is devastating and it is unacceptable.

Other countries similar to New Zealand do not have the same rates of road deaths and serious injuries. We can and should do better.

Safe roads are a foundation of a safe New Zealand. Road safety goes beyond our obligation to prevent deaths and injuries to improving lives and lifestyles too. It ensures people feel safe riding their bikes and letting their children walk, bike or scooter to school. It creates road networks that connect people and communities rather than dividing them. It is part of making New Zealand – our towns and our cities – places we like to be.

Traditionally, we have focused most of our efforts to achieve safe roads on trying to improve driving skills, and addressing risk-taking behaviours. While this is important, it will not solve the road safety problem by itself. No one expects to crash, but people make mistakes – including those of us who are usually careful and responsible drivers.



We need to build a safe road system that is designed for people. This means doing our best to reduce crashes, but acknowledging that crashes will continue to happen. When crashes occur, we can prevent serious harm through safe vehicles, safe speeds and forgiving design.

This approach has dramatically improved road safety in other countries, so we know it works. It was introduced in our current road safety strategy *Safer Journeys*. In the instances where we have fully applied this approach, it has been proven to save lives on our roads. But we haven't done enough.

Safer Journeys has not been implemented as intended. Although it was based on a sound approach and compelling evidence, it did not have sufficient buy-in, investment, leadership and accountability to achieve a significant reduction in deaths and injuries. Most critically it did not have the buy-in from all New Zealanders that it is unacceptable for people to be killed or injured on our roads.

Safer Journeys concludes at the end of the year. We now have the opportunity to do more and to go further. We can commit to a bolder vision about what is possible – no longer regarding zero deaths and serious injuries as an aspiration but as necessary and achievable.

Adopting this vision for road safety represents a commitment to embed road safety in transport design, regulation, planning and funding. Safety should be a critical investment priority and should not be traded off against other priorities. Every death or serious injury on our roads is a call to act, investigate, diagnose and address.

Over the last year, the Ministry of Transport has engaged with representatives from central and local government, key players in the transport sector, and road safety experts and advocates through a series of reference group workshops. They have also held workshops with stakeholders from across New Zealand to listen to the road safety concerns and priorities they have for their communities and regions, and to gauge their level of support for a new road safety vision.

We thank all those involved to date. These discussions have helped shape the content and proposals in this document.

This document articulates the proposed vision statement, guiding principles for how we design the road network and how we make road safety decisions, as well as targets and outcomes for 2030. It also sets out the five areas we want to focus on over the next decade, and some immediate actions we will take to drive change in each of these areas.

Our proposed vision is:
a New Zealand where no one is killed or seriously injured in road crashes. This means that no death or serious injury while travelling on our roads is acceptable.



Underpinning this vision are seven proposed guiding principles:

- 01 We plan for people's mistakes
- 02 We design for human vulnerability
- 03 We strengthen all parts of the road transport system
- 04 We have a shared responsibility for improving road safety
- 05 Our actions are grounded in evidence and evaluated
- 06 Our road safety actions support health, wellbeing and liveable places
- 07 We make safety a critical decision-making priority

As a step towards achieving this vision, we propose a target of a 40 percent reduction in deaths and serious injuries by 2030.

This will be achieved through action in five key areas:

- 01 Improve the safety of our cities and regions through infrastructure improvements and speed management
- 02 Significantly improve the safety performance of the vehicle fleet
- 03 Treat road safety as a critical health and safety at work issue
- 04 Encourage safer choices and safer behaviour on roads
- 05 Drive action through effective system management

Our proposed immediate set of actions is:

- 01 Invest in safety treatments and infrastructure improvements
- 02 Introduce a new approach to tackling unsafe speeds
- 03 Review infrastructure standards and guidelines
- 04 Enhance safety and accessibility of footpaths, bike lanes and cycleways
- 05 Raise safety standards for vehicles entering the fleet
- 06 Promote the availability of vehicle safety information
- 07 Implement mandatory anti-lock braking systems [ABS] for motorcycles
- 08 Support best practice for work-related travel
- 09 Strengthen the regulation of commercial transport services
- 10 Prioritise road policing
- 11 Enhance drug driver testing
- 12 Support motorcycle safety
- 13 Review financial penalties and remedies
- 14 Strengthen system leadership, support and coordination.

We want to know what you think.

We want to hear from you on our proposed vision and principles, our target for 2030, the key focus areas for the ten years, and the immediate actions we want to take. The public submission process from 17 July – 14 August 2019 is intended to formally capture your views. The questions highlighted in the orange boxes in this document can be answered at www.transport.govt.nz/zero.

We invite you to be part of this conversation.



SUMMARY OF KEY CONSULTATION QUESTIONS

The questions highlighted in this box can be answered at www.transport.govt.nz/zero

- ▶ To what extent do you support the proposed vision?
 - What was the reason for your rating? Do you have any further comments about the proposed vision?
- ▶ To what extent do you support the proposed target for 2030?
 - What was the reason for your rating? Do you have any further comments about the proposed target?
- ▶ To what extent do you support the proposed decision-making principles?
 - What was the reason for your rating? Do you have any further comments about the proposed principles?
- ▶ To what extent do you support the focus areas?
 - What was the reason for your rating? Do you have any further comments about the focus areas?
- ▶ What are your top priorities for the first action plan?
 - Do you have any further comments about these priority actions?
- ▶ Do you have any suggestions about other actions we could consider for future action plans?
- ▶ Do you have comments about the way that we intend to monitor our performance?



01

CASE FOR CHANGE

SUMMARY



New Zealanders and visitors travel on our roads every day for work and leisure. The road system, including our streets, footpaths, cycleways, bus lanes and state highways, shapes how we get around, and how we use and interact around public spaces. Last year, 377 people were killed on our roads, and thousands more seriously injured.

Deaths or serious injuries should not be an inevitable cost of travelling around. We can and should do better. We need to commit to taking sustained action to create a transport system where human life is protected and no one is killed or seriously injured in road crashes.

By placing safety at the foundation of our transport decisions, we open up opportunities for New Zealanders and our visitors to choose different modes of travel and to think carefully about how we want to shape our towns and cities, and how we want to connect to each other.

The new road safety strategy will chart a bold course for the next decade. It will help us build the safest road system we can, and work towards zero deaths and serious injuries on New Zealand roads. The new strategy will set out priority focus areas to drive national road safety performance to the end of 2030. It will also lay the groundwork for longer-term goals and aspirations, and hold us accountable through clear and measurable outcomes.



Safe roads are a foundation of a safe and healthy New Zealand.

Our road system shapes how people and products move around, and how communities interact. It plays an important role in connecting people, and gives New Zealanders access to education, work and recreation. It also supports economic activity through movements of freight, by connecting businesses with their employees, customers, and goods and services, and by creating vibrant towns and cities.

The safety of our roads and streets is a critical part of ensuring the system delivers on these purposes. A safe road system not only prevents needless deaths and serious injuries, but can help improve lives and lifestyles too.

Improving road safety makes our towns and cities more accessible, connected and liveable, ensuring people feel safe to walk or cycle. A safer road network would encourage parents to let their children walk to school and improve accessibility for older and disabled people. Walking and cycling trips can support healthier lifestyles, improve mental health, and reduce pressure on our health system.

Improving road safety can also support environmental sustainability. More people walking and cycling reduces emissions and improves air quality. Well designed and safer roads support productive economic activity resulting from fewer crashes and reliable travel times. Local economies benefit too, as people who walk or cycle have been found to be more likely to stop and visit shops and businesses on the way to their destination.

When we think about road safety in this way, we also think about designing towns and spaces that people want to be in, not just travel through.

Beyond this strategy, the Government is also undertaking a number of initiatives and investing in public transport, walking and cycling, and rail infrastructure. Over time this will see more people travelling by other modes – reducing emissions and congestion, and resulting in less trauma on our roads.



People in New Zealand spend an average of **AN HOUR A DAY TRAVELLING**



37% of people aged 15+ in New Zealand have **USED PUBLIC TRANSPORT IN THE PAST YEAR**



31% of people aged 15+ in New Zealand have **CYCLED IN THE PAST YEAR**





Recent research found that **SAFETY CONCERNS WERE A BIGGER DETERRENT TO TRYING CYCLING THAN TRAVEL TIME OR WEATHER** [TRA, 2018].

WALKING is estimated to provide **HEALTH BENEFITS OF \$2.60 PER KILOMETRE** and **CYCLING OF \$1.30 PER KILOMETRE** [NZTA, 2013]



There are
94,000KM
OF ROADS ON THE NETWORK

There are
83,000KM
OF LOCAL ROADS

There are
11,000KM
OF STATE HIGHWAYS

On average, **ONE PERSON IS KILLED EVERY DAY ON NEW ZEALAND ROADS**, and another seven are seriously injured.

However, thousands of people are killed or seriously injured on our roads every year.

Last year, 377 people were killed on our roads, and thousands more were seriously injured. Over the past six years we have seen an unprecedented rise in the number of deaths and serious injuries.

We know the rate of increase is partly due to an increase of people travelling on our roads. But this isn't the only factor.

The number of deaths and serious injuries are increasing at a much faster rate than can be explained by simple traffic growth.

About half the people who were harmed did not contribute to the crash. They were harmed by other people's errors in judgement, and were let down by a system that failed to protect them from those mistakes.

We collect and publish a large amount of information on road safety. For more information, please visit:

- ▶ The Ministry of Transport's website for Annual Crash Statistics and fact sheets:
<https://www.transport.govt.nz/mot-resources/new-road-safety-resources/>
- ▶ NZTA's website for road safety information and tools:
<https://www.nzta.govt.nz/safety/safety-resources/road-safety-information-and-tools/>

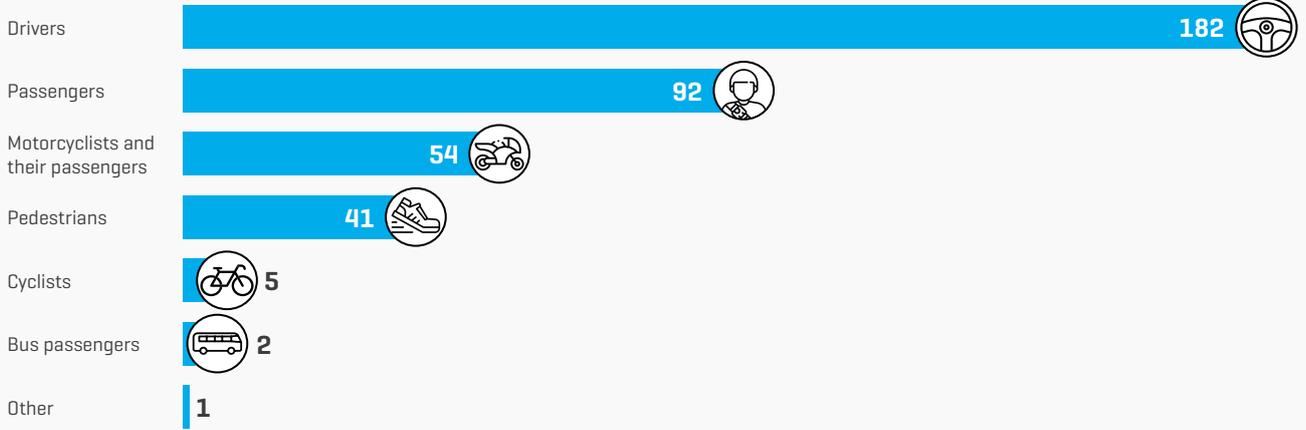


About the photo: In July 2010 a couple were driving from Napier to Taupo in their four wheel drive vehicle. It was mid-morning and a bright, sunny day – ideal driving conditions. But they never got to Taupo. A car going in the opposite direction suddenly crossed the centre line. There was no time for anyone to brake, and this was the result. Both drivers were killed. The passenger in the four-wheel drive vehicle was seriously injured.

The Coroner was unable to determine the reason for the driver crossing the centre line so sharply. Neither driver was speeding, neither driver was using a cell phone, neither driver had been drinking alcohol. They were both wearing seatbelts. Until that moment, they had both been obeying the law.

However, there was no median barrier on the road, which could have prevented a head-on collision. The vehicles involved did not protect the occupants from the crash forces, and the posted speed limit was too high for the nature of the road.

Casualties by road user type 2018 *[Ministry of Transport, 2018]*





**We do not have to accept this.
We can and should do better.**

Deaths and serious injuries should not be an inevitable cost of travelling in New Zealand.

Most other developed countries have far lower rates of death on their roads. If New Zealand’s roads were as safe as Norway’s [a country with a similar 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 [IRTAD, 2018].

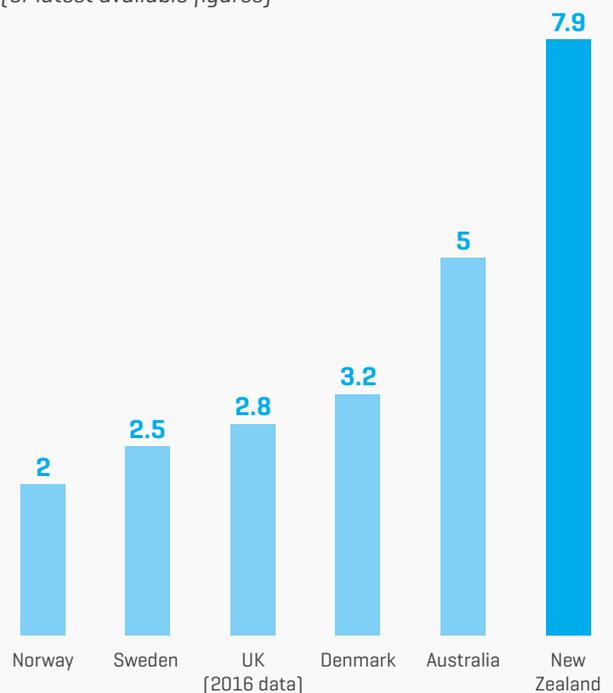
If we continue as we are, we estimate that by 2030 around 3,000 people will have lost their lives between now and 2030. Approximately 30,000 people will have been seriously injured with ongoing or long-term consequences.

The social cost of these tragedies would be about \$45 billion in today’s dollars [Ministry of Transport, 2019].

This social cost is not just the cost on individuals, our health system and the disruption and delay on our road network. It reflects the permanent and profound devastation that deaths and serious injuries have on loved ones, families and whānau, colleagues and workplaces, and communities.

Alongside these alarming numbers, we need to consider the unquantifiable impact of these tragedies on thousands of whānau, friends, colleagues and workplaces, as well as on the emergency services personnel and the many other professionals who respond to the crashes.

Road fatalities per 100,000 population 2017
[or latest available figures]





We need a safe system which recognises crashes are inevitable but deaths and serious injuries are not.

Traditional approaches to road safety assume that the root of the road safety problem is crashes. As a result, individual road users – who are often blamed for being “bad drivers”, “careless cyclists”, or “distracted pedestrians” – have historically been presented as the cause of the problem.

But international evidence shows that only about 30 percent of serious crashes are caused by deliberate violations and risk-taking behaviour, while the majority result from simple errors of perception or judgement by otherwise compliant people [International Transport Forum, 2016].

Instead of simply asking: “Why did that person crash?”, what if we also asked: **“Why was that person killed or seriously injured in the crash?”**

In shifting our focus, we’re required to develop solutions that target a different culprit: an unforgiving system that doesn’t take into account the fact that people sometimes make mistakes when using our roads.

While actions to improve people’s skills and behaviour are still important, and we will need to continue to deter risk-taking behaviour, this alone will not fix the problem.

We must also turn our attention to fixing a transport system that fails to protect people – by improving our road network, tackling unsafe speeds and lifting the safety of our vehicle fleet.

This kind of ‘Safe System’ thinking has dramatically improved road safety in some countries, and underpins approaches adopted in other fields like aviation, shipping, and workplace health and safety. It was introduced to New Zealand in our current road safety strategy *Safer Journeys*. In cases where we have successfully adopted this approach, it has proved to save lives on our roads.

We now have the opportunity to do more and to go further.

The Safe System approach remains the gold standard in road safety. However, New Zealand has had mixed results in embedding this approach. Other countries have done better through adopting a galvanising vision [such as Vision Zero], underpinned by clear targets to reduce road trauma.

Safer Journeys concludes at the end of the year. We now have the opportunity to commit to a bolder vision about what is possible. We can learn from what did or did not work in relation to *Safer Journeys* and take more transformative actions to reduce deaths and serious injuries on New Zealand roads.

OVER 50% of major trauma injuries treated in our hospitals are from road crashes [Major Trauma Network, 2018].

ROAD CRASHES ARE THE SECOND LARGEST CAUSE OF DEATH from injury, after suicide [IPRU, 2012].

Even **IF EVERYONE OBEYED THE ROAD RULES**, New Zealand would still have **MORE THAN 180 DEATHS** on the road each year.



Safe System in action: Centennial Highway

SH1 Centennial Highway, a 3.5 km stretch of road just north of Wellington, was once particularly treacherous. On average, at least one person died and another was seriously injured here every year.

In 2005, a flexible median safety barrier was installed and the speed limit was lowered to 80 km/h. Since then, there have been no fatal or serious injury crashes. The barrier is hit around twice per month without a single death.

What can we learn from reviews of *Safer Journeys*?

In 2015, an independent interim evaluation of the effectiveness of *Safer Journeys* found that while the focus of the strategy was sound, there was insufficient leadership and sector capacity necessary for successful implementation. Greater collective and sustainable leadership, coordination and participation from Ministers and government agencies was needed.

In addition, *Safer Journeys* lacked national targets and overall outcome targets. This allowed operational focus to shift away from road safety. It also meant there was limited ability to track the impacts of interventions and the overall impact of the strategy over time.

The interim evaluation made a series of recommendations about how the road safety system is managed in New Zealand. These included recommendations that any new strategy set ambitious trauma reduction targets and that we update the value of statistical life to help us allocate resources more rationally. It also recommended that we strengthen road safety management capability and refresh the high-level governance group for road safety in New Zealand.

The new road safety strategy will chart a bold course for the next decade.

The new road safety strategy for 2020-2030 will articulate a shared vision for New Zealand, as well as the key principles to guide decision-making across the system. It will outline our approach to the challenges of the next decade and the steps we need to take to meaningfully reduce road trauma.

The strategy will be supported by several action plans. These will set out the key interventions that will support progress towards each of the focus areas. This document sets out some immediate actions. There will be opportunities for the initial action plan to be updated and for further action plans to be developed over the course of this strategy.

The Road Safety Strategy will complement a number of other Government strategies and work programmes. This includes the strategy to achieve mode shift to public and active transport (currently being developed by NZTA), the Future of Rail review, and the Government's Urban Growth Agenda.

Ongoing engagement with tangata whenua will be important

We recognise iwi Māori as tangata whenua of New Zealand holding unique and direct relationships with the Crown. The government has obligations under the Treaty of Waitangi to work in partnership with Māori, to ensure equal participation at all levels, to protect Māori interests, and to reflect the views and aspirations of Māori in decision-making that directly affects them.

In developing this strategy, the Ministry of Transport consulted with a range of Māori-focused stakeholders. The insights from these groups have been appreciated. Work is underway to better understand the issues and opportunities for Māori in road safety, but much more is needed to build relationships, insights, and responses to appropriately meet the needs of tangata whenua in New Zealand. Ongoing partnership with Māori will be a focus as we move from the development of the strategy to finalisation, and then implementation. On the specific actions in the strategy, we recognise that mainstream policy approaches do not always work for Māori and different policy responses may be needed.

This is the start of what will be an ongoing and important process.



WHAT WE HAVE HEARD TO DATE

Road Safety Summit

Work on the strategy began in April 2018 when the Associate Minister of Transport, Hon Julie Anne Genter, held a one-day Local Government Road Safety Summit in Wellington. More than 100 senior local government representatives from across New Zealand took part in the event.

Attendees expressed near universal support for a Vision Zero approach to road safety. They said they wanted strong leadership from central government to promote safety and for the new strategy to adopt measurable and meaningful road safety targets. There was widespread recognition that speed was a key road safety issue. Improving the safety of children, cyclists and pedestrians was also a common theme.

Reference groups

In July 2018, five 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, took part in four half-day meetings.

The reference groups focused on five areas: infrastructure, design and planning; speed; vehicles as a workplace; road user behaviour; and vehicles, vehicle standards and certification. Although the groups were not asked to reach a common position, a number of themes emerged – including broad (but not universal) support for a Vision Zero approach. The groups acknowledged the level of complexity in improving road safety and highlighted the importance of clear and ambitious outcomes. They wanted initiatives to be supported by additional investment and stronger Government leadership, and greater focus to be put on the capacity and capability of agencies to deliver a more robust strategy. The selection of the focus areas in the action plan were informed by these groups.

Roadshows and further engagement

Over the last 19 months, officials from the Ministry of Transport also met with a wide range of people with an interest in road safety, including regional and local road safety groups, industry groups and advocacy groups, and iwi. We sought feedback on a Vision Zero approach and heard a broad range of perspectives and concerns about road safety. There was a clear appetite for substantial change but differing views on pace. Stakeholders called for support to bring the community with us, especially in our regions.

As work on the consultation document developed, officials met with local government representatives and regional stakeholders at 14 roadshows held across the country in March–April 2019. Overall, we received positive feedback on the direction and content of the consultation document, and support for a more ambitious approach. Stakeholders often focused on driver behaviour as a key factor in road safety. Many also noted the importance of speed and were keen to see the streamlining of the processes for setting speed limits. Some stakeholders stressed that the strategy needed to take into account rural needs, issues of equity, and access to jobs and services.

Ongoing communication from the public

Transport Ministers and officials have received a substantial number of letters and emails on the subject of road safety since work on the new strategy began. Many correspondents have urged the Government to take additional action to make the road network safer for all road users, including cyclists and pedestrians. There has been a high volume of correspondence reporting unsafe road use, as well as the impacts of high speeds on communities.



02 VISION

SUMMARY



Our vision is a New Zealand where no one is killed or seriously injured in road crashes. It is based on Vision Zero – a global movement that has seen significant decreases in road trauma in Sweden, New York and parts of Australia.

Adopting this vision for road safety means we need to make concerted efforts towards building a road transport system that protects everyone from road trauma. It represents a commitment to embed road safety principles and harm reduction in transport design, regulation, planning, operation and funding.



Our vision is a New Zealand where no one is killed or seriously injured in road crashes.

Adopting this vision means acknowledging that:

- ▶ no loss of life is acceptable in the transport system
- ▶ deaths and serious injuries on our roads are preventable
- ▶ we all make mistakes, but these mistakes should not cost us our lives.

What does this mean?

It means no longer viewing the deaths on our roads as a “toll” that we’re prepared to pay for mobility. Systems cannot be designed to prevent every crash. But they can – and should – keep people alive when crashes happen.

When we board an aeroplane, we expect that those responsible, the airline and the aviation authorities, have taken responsibility for our journeys, and that the system is safe and works for everyone. When we go to work, our health and safety laws places clear expectations and responsibilities on our employers to ensure that everyone who goes to work comes home healthy and safe. In the same way, we should expect our road system to be designed for people, travelling in different ways, instead of blaming people for failing to survive in the system we have designed.

It is not acceptable that people die. This is what fundamentally underpins our vision.

The Vision Zero approach

Our vision is based on Vision Zero. First launched in Sweden in 1997, Vision Zero provided a common vision that brought together stakeholders, changed public attitudes and raised public expectations. Over the years this vision has led to infrastructure improvements (e.g. road barriers that separate cars from bikes and oncoming traffic, and safer pedestrian environments), lower urban speed limits, and an emphasis on safe vehicles. In the 20 years since launching the strategy, road deaths in Sweden have halved.

Vision Zero has become a global movement. It has been adopted by places like Norway, New York and London, and has led to significant decreases in road trauma. Vision Zero is framed as ‘Towards Zero’ in some jurisdictions, such as Victoria and New South Wales in Australia, as well as Canada and the European Union.

Vision Zero in action

New York City

Since introducing a Vision Zero approach to road safety in 2014, New York City has experienced a 28 percent decline in road deaths (including a 45 percent reduction in pedestrian deaths). Fewer people now die on New York’s streets than at any time since records began. This progress has been credited to the focussed and coordinated Vision Zero approach, which has strongly prioritised safety, achieved strong community buy-in and effectively used data to target investment.

New York City’s people-centric approach has prioritised pedestrian and cyclist safety, through changes to pedestrian crossings and protected bike lanes, alongside strengthened enforcement and education. Speed limits were also reduced across the city, from 30 m/h [48 km/h] to 25 m/h [40 km/h]. These changes have been combined with widespread use of speed cameras and increased enforcement focussed on the offences most likely to cause a death or injury.



Vision Zero in action

Changes to roads and roadsides, Mangere – before and after



Before



After

Adopting this vision means doing things differently.

Adopting a more ambitious vision represents a commitment for New Zealand to make some transformative changes. It requires stronger leadership and a new level of commitment by everyone, underpinned by a shift in the national conversation on road safety. Adopting Vision Zero means committing to safety as a critical priority for investment and decision-making, and a greater focus on system changes rather than on addressing human error alone. It requires us to set clear goals and measure our progress against them.

This vision can be achieved if, as a country, we fundamentally shift the way we think about road safety and what we are prepared to accept. Achieving lasting change in road safety will require Government, industry and the broader community to work together. It will also require significant improvements in the way we manage the safety of our road transport system.

A car can never be safe unless the passengers use seatbelts. A road is never safe for the wrong speeds or impaired drivers. If the whole system is to work, a number of different measures are necessary that allow us to travel at the right speed, protect us in the right way and ensure that we all behave responsibly on our roads – supported by laws and technology to remind us to do the right thing.

Our collective task is to build a culture where safety is an integral part of all decision-making that affects the road system, its operation and its use.



WHAT DO YOU THINK?

- ▶ To what extent do you support the proposed vision?
- ▶ What was the reason for your rating?
- ▶ Do you have any other comments on the proposed vision?



03

WHERE DO WE WANT TO BE BY 2030?

SUMMARY



As an intermediate target towards achieving our vision, we propose to reduce deaths and serious injuries on our roads by 40 percent over the next decade. 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.



A white motorhome is driving across a metal truss bridge. The bridge spans over a dense forest of trees with bright yellow autumn foliage. The scene is captured from a low angle, looking up at the bridge and the trees. The motorhome is in the middle ground, moving from left to right. The background is filled with tall, thin trees with vibrant yellow leaves, creating a warm and scenic atmosphere.

As a step towards achieving our vision, we propose to target a 40 percent reduction in deaths and serious injuries by 2030.



We recognise that we have a long way to go, and that zero deaths and serious injuries on our roads may not be achievable in the next ten to 20 years. We have a road system that hasn't always been designed with the safety of all users as a priority, a network that can feel hostile when people are walking or cycling on it. We have a large number of less-safe vehicles on our roads, a growing number of heavy vehicles and motorcycles on the network, and a vehicle fleet that is slow to turn over. We have a culture that has not always made road safety a priority. Change will not happen overnight.

However, if we are truly committed to this vision, we need to set a target for achieving sustained and substantial reductions in deaths and serious injuries. This target must be backed by evidence and we must rigorously monitor and evaluate our progress towards it.

We are proposing a target of reducing annual deaths and serious injuries on our roads by 40 percent by 2030 [from 2018 levels]. This is a challenging but achievable target, based on modelling of a substantial programme of road safety improvements over the next ten years. This target will ensure that we continue to prioritise effective road safety interventions and allow us to be held to account on overall outcomes.

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.

Modelling suggests that substantial levels of sustained investment in proven infrastructure safety treatments, such as median barriers, and in effective enforcement, will be a key part of achieving this target. The Government has already elevated safety as an investment priority – this will need to be sustained and expanded on over the next decade.

These expanded levels of investment in road safety will need to be accompanied by an substantial programme of changes to establish safe and appropriate speed limits, improve the safety of vehicles, and support effective deterrence of high-risk behaviours.

Our target also takes account of broader changes to how we travel on our roads, such as shifting towards safer and more sustainable modes, and future changes in vehicle technologies. The impact of these developments may be significant, but the timing and size of these impacts is less certain. We will need to respond flexibly to these opportunities and challenges over the next decade.

WHAT DO YOU THINK?



- ▶ To what extent do you support the proposed target for 2030?
- ▶ What was the reason for your rating?
- ▶ Do you have any other comments on the proposed vision?



04 PRINCIPLES

SUMMARY



Clear guiding principles provide a shared understanding of how we will work, and the values that will guide our actions and decision-making.

Our proposed seven guiding principles for our road safety strategy are:

- 1 We plan for people's mistakes
- 2 We design for human vulnerability
- 3 We strengthen all parts of the road transport system
- 4 We have a shared responsibility for improving road safety
- 5 Our actions are grounded in evidence and evaluated
- 6 Our road safety actions support health, wellbeing and liveable places
- 7 We make safety a critical decision-making priority



Clear and transparent guiding principles are integral to how we design the network and how we make road safety decisions.

Our vision is grounded in the Safe System. We have built on its principles¹ to create a broader set of guiding principles for the new strategy.

These guiding principles are 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.



¹ 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.



1

We plan for people's mistakes

People make mistakes and some will take risks. This will sometimes eventuate in crashes. Most serious crashes are not caused by people deliberately breaking the law, but are rather the result of a momentary lapse or error in judgement. The most common crash is by an average driver [or motorcycle rider] who makes an error of judgement. Even really well-trained drivers and riders make mistakes. These mistakes should not result in loss of life or serious injury.



2

We design for human vulnerability

In the event of a crash, there are physical limits to the amount of force our bodies can take before we are injured, and our chances of survival or avoiding serious injury decrease rapidly above certain impact speeds. For a pedestrian, cyclist or motorcyclist hit by a car, it's around 30-40 km/h. In a side impact collision involving two cars, it's around 50 km/h. And in a head-on crash involving two cars, it's around 70-80 km/h. In designing our road system, we must acknowledge the limits of our capabilities and plan for human error, so that the impact of a collision does not cause fatal or serious injuries.



3

We strengthen all parts of the road transport system

We need to improve the safety of all parts of the system – roads and roadsides, speeds, vehicles, and road use – so that if one part fails, other parts will still protect the people involved. This means that when crashes do happen, death and serious injuries can be avoided through safe vehicles, forgiving infrastructure design, and safe and appropriate speeds. We also need to understand and make roads and streets safer for unprotected road users such as pedestrians, cyclists, motorcyclists and scooter riders.

Principle in action: What could this look like in practice?

If a distracted parent driving a car turns their head for a second to see why their child is crying in the back, tactile edge lines on the road or a lane departure warning device in their vehicle could alert them in time to recover. Where there is no time to recover, a barrier could prevent them from hitting another vehicle head-on or running off the road, hitting a tree and being killed.

4

We have a shared responsibility for improving road safety

The responsibility for safety needs to be shared amongst those who design, build, manage and use the road transport system. Individuals and communities also need to play a part and use our roads with care, but the burden of road safety responsibility cannot rest on the individual road user alone. Many organisations – the ‘system managers’ – have a responsibility to provide a safe operating environment for road users. This includes government, local government and industry organisations that design, build, maintain and regulate roads and vehicles, as well as those who are part of post-crash responses, rehabilitation and care. Businesses and organisations need to provide a safe workplace and actively manage for a safety-focussed environment. Our strategy and interventions need to ensure that there is appropriate collective responsibility and accountability.



5

Our actions are grounded in evidence and evaluated

Decision-making should be informed by the best available science and information, and needs to operate in an environment of continuous learning and system improvement. We need to keep abreast of emerging road safety issues, changing trends, and new solutions over the life of this strategy. We expect, for example, that some technology-based solutions to road safety will develop within the next decade. New problems may also emerge. This is why it is critical that we invest in research, robust analytics and modelling to inform key interventions and decisions. This also needs to be supported by regular process and outcome evaluation so we can see what works, doesn't work or needs to be altered, so we can maximise effort and also achieve ongoing buy-in to change.



6

Our road safety actions support health, wellbeing and liveable places

Roads and streets do not just help people and goods move from one point to another – they are spaces that can add or detract from the vibrancy of an area, particularly in our urban and residential areas. Roads and streets, including our footpaths, can be places where people meet, shop and where children play, rather than just a means of moving people and freight between destinations. Our built environment is a key determinant of public health, access, and the ease of incorporating physical activity into our day-to-day lives. These functions should be central to how we think about safety on different roads.

Principle in action: What could this look like in practice?

Where a road plays a key role as a place for a community, our road safety focus should be broader – seeking to leverage safety to improve urban access and liveability. Our roads and streets should also promote accessibility for all road users. This is particularly important for disabled people, with personal mobility recognised as a right under the United Nations Convention on the Rights of Persons with Disabilities [ratified by New Zealand in 2008].

In contrast, where a road is key to part of the freight network, ensuring good road infrastructure and maintaining appropriate higher speeds will be important.



7

We make safety a critical decision-making priority

Taking more ambitious action means that safety objectives, along with wider social priorities such as public health and sustainability, must be prioritised in our investment and regulatory frameworks, rather than being optional or nice-to-have add-ons. The extent to which safety is prioritised depends on how effective we want to be and how quickly we want to act. This does not mean that other objectives, such as increased efficiency, are not achieved. However, we need to achieve these in a way that promotes safety.



WHAT DO YOU THINK?



- ▶ To what extent do you support the proposed decision-making principles?
- ▶ What was the reason for your rating?
- ▶ Do you have any other comments on the proposed principles?



05 FOCUS AREAS

The journey towards our vision will require significant effort to enhance the quality of our roads, to strengthen regulation and social expectations for safer vehicles, to improve people's compliance with traffic laws and to create a more empathetic transport culture that protects human life. Action across these areas must be underpinned by effective system management to drive long-term change.

The new strategy will highlight areas that will require our sustained focus over the next decade, and the strategic directions that we will need to take to address them. By examining how and why crashes occur, and what interventions have been proven to be most effective, we have identified the following five proposed focus areas.

OUR FIVE FOCUS AREAS

- 1 Infrastructure improvements and speed management
- 2 Vehicle safety
- 3 Work-related road safety
- 4 Road user choices
- 5 System management

Under each focus area, we have also identified an immediate set of actions to support our objectives and targets. We have prioritised our immediate actions for each focus area based on known issues, existing evidence, and what we have heard from experts and stakeholders through our engagement to date. Further actions will be developed in future action plans.

These proposed key areas would focus – but not limit – action under the new road safety strategy. This is because, over the next ten years, there will be things we won't have foreseen. There are also issues that may be prioritised under other programmes of work that would have road safety implications. For example, improvements in trauma care and rehabilitation are important issues for the health system, and can have significant impacts on overall outcomes for crash victims. We will also continue to take action in areas where we identify the potential to make improvements to road safety outcomes.





FOCUS AREA 1

Infrastructure improvements and speed management

OUR OBJECTIVE



Improve the safety of our cities and regions through infrastructure improvements and speed management.

Our roads and streets reflect our natural landscape and changing communities: our roads are winding, hilly and often narrow, and our streets can be full of people, and bustling retail areas. Not all risks are visible, and often our roads and streets are not self-explaining. This means the wrong speed can result in an unforeseen tragedy. Improving our road infrastructure and setting and enforcing safe speed limits are some of the most powerful ways we can create a road system that is forgiving of human mistakes.



New Zealand roads can be unforgiving and the speed limits are not always safe for the road.

We all know that not all roads are equal. The safety of a road's design and the speed we travel on it influence both the risk of a crash and whether we survive it.

By improving the safety of our roads, streets and footpaths, and setting and maintaining safe travel speeds, we can save lives and prevent injuries.

Long stretches of our highway networks are narrow, unseparated two-way roads lined with roadside hazards such as fences, ditches and trees. In our towns and cities, we have high volumes of people walking, biking and in mobility scooters and wheelchairs travelling alongside fast-moving vehicles with no separation.

We cannot continue to rely on four inches of paint for avoiding head-on collisions between vehicles travelling at 100 km/h towards each other on busy stretches of open road. Equally, we cannot continue to define cycle lanes as a painted white line that disappears when it gets too hard, or place unrealistic expectations on our most vulnerable road users as they try to co-exist with two-tonne vehicles travelling at unsurvivable speeds on a complex urban network.

In our conversations to date, there has been clear agreement about the importance of tackling infrastructure and travel speeds together. Roads and streets can either be engineered up to support existing or higher travel speeds, or speeds lowered to reflect the context and risk of streets and the surrounding environment.

We have also heard a strong call for enforcing safe speed limits as a priority to achieve our safety ambitions. Stakeholders noted the need to address both the highest risk parts of the network, where the greatest potential road safety improvements lie, and the areas where safe infrastructure and safe speeds can help to promote active, liveable communities.

A safe road network starts with good planning.

We need to start by embedding our road safety principles into infrastructure planning, design, operations and maintenance decision-making.

Infrastructure is expensive and long-lasting, so it is important to get it right, and to properly prioritise where we invest. Safety for all modes of transport and improved accessibility need to be a priority right through the infrastructure lifecycle and in investment decision-making.

Stakeholders have told us that we need to improve our standards and guidelines to deliver a nationally consistent approach to infrastructure design and maintenance. This will help to establish self-explaining roads, incentivise innovation, and support the creation of safe and liveable urban areas.

There are also opportunities to better integrate transport with urban and land-use planning to deliberately shape how the road network is used and what infrastructure investments are required. Population and housing growth are generating new and different demands for transport services, and transport technologies are also changing. We need to make sure that our roads and streets are safe as people increasingly choose to get around by public transport, active modes and emerging mobility devices.

In the last ten years (2009-2018)

929
PEOPLE DIED IN
HEAD ON CRASHES

A further
372
WERE KILLED IN
CRASHES AT
INTERSECTIONS

while another
1,254
DIED IN CRASHES
WHERE A DRIVER
LOST CONTROL OR
RAN OFF THE ROAD

Meanwhile,
332
PEDESTRIANS

and
78
CYCLISTS DIED
IN CRASHES
INVOLVING OTHER
MOTOR VEHICLES,
largely in our urban
areas.





Biomechanical research indicates that the chances of survival or avoiding serious injury decrease rapidly above certain impact speeds. [IRTAD, 2018]

For a
**PEDESTRIAN, CYCLIST
OR MOTORCYCLIST HIT
BY A CAR,**
it's around
30-40 KM/H.

In a
**SIDE IMPACT COLLISION
INVOLVING TWO CARS,**
it's around
50 KM/H.

And in a
**HEAD-ON CRASH
INVOLVING TWO CARS,**
it's around
70-80 KM/H.

Building a safe road network means investing in infrastructure safety treatments that are proven to save lives.

While infrastructure safety treatments can be expensive, when well planned, designed and managed, they provide lasting safety benefits for all road users.

International research shows flexible barriers fitted along the side and centre of high-speed roads can reduce the number of people killed by up to 90 percent [Johansson, 2009]. Rumble strips alone can reduce all crashes by around 25 percent and fatal run-off-road crashes by up to 42 percent. Similarly, treatments such as roundabouts can help reduce casualties at intersections and raised crossings can make it easier and safer for people to cross streets.

In urban areas, safer infrastructure can also provide environmental, health, and access benefits by ensuring road users feel safe to choose more active transport. This includes treatments such as traffic calming, separated walking and cycling facilities or safe shared-use pathways, and clear lighting and path definition

New Zealand already has a significant programme of work underway to improve our infrastructure but much more is needed. This investment needs to be targeted to where the greatest potential trauma and risk reductions are possible, focussed on the most effective treatments to address key crash types.





It requires us to establish safe and appropriate travelling speeds across our road network.

The maxim: 'The faster you go, the bigger the mess' remains as true today as when the campaign was launched more than a decade ago. Faster travel speeds reduce everyone's ability to avoid or recover from mistakes, and exponentially increase the trauma to everyone involved in a crash when it happens.

Slower travel speeds will save lives. They also reduce the stress for other road users, including passengers, and help other people feel safe to walk, bike, or travel with children. Slower speeds can also reduce harmful emissions.

A critical issue in New Zealand is that approximately 87% of our current speed limits are not appropriate for the conditions of our roads. Reducing travel speeds across parts of the network is one of the most efficient and immediate things we could do to reduce trauma.

During the life of the strategy, we will work to create more consistent speed limits for roads according to their function, design standards and risk. While we can engineer up on the highest risk and economically important roads, speeds will need to be lowered in some other areas. From our engagement to date, we have heard considerable support for reducing speeds around schools and urban centres where vehicles and people walking and cycling use the same space.

We have also had strong feedback from local councils about the need to streamline the process for setting speed limits across the network. The current process is complex, and reduces the ability and incentives for people to put in place safe speed limits.

However, we also know the safety benefits of speed reductions are not always obvious, and the costs, particularly impacts on travel times, can often be overestimated. Sustained improvement in speed management will require everyone involved in road safety to work to build the support of our communities by explaining and demonstrating the benefits of lower speeds.



PERCEPTION

Reducing speeds in some areas won't save lives, it will just take people longer to get anywhere.

RESEARCH FINDINGS

Research has shown that reducing your speed a little generally results in a very small increase in travel time [Rowland & McLeod, 2017].

When you factor in traffic lights, congestion and intersections, travel times don't vary as much as many people think. If you drove for 10 km at 80 km/h instead of 100 km/h, it would take you between 30 to 48 seconds more. In some instances, lower travel speeds can also deliver significant fuel savings.

When France lowered speed limits from 90 km/h to 80 km/h in some areas in 2018, the move saved 100 lives in six months, but increased average travel times by only one second per kilometre [Cerema, 2019]. Similarly, when the speed limit on most of Saddle Road [a 14 km stretch near Woodville, New Zealand] was reduced from 100 to 60 km/h due to an increasing number of crashes, average travel times only increased by around 50 seconds [or less than four seconds per kilometre].

We also need to help people comply with these speeds.

Whatever the speed limit, improved compliance and enforcement of the limit plays a vital role in improving the safety of all road users.

Our engagement and research to date has highlighted ways in which New Zealand could improve its approach to using safety cameras. New Zealand currently operates an 'anytime, anywhere' approach where enforcement can occur anywhere on the network without signage, with the purpose of discouraging drivers from speeding anywhere on the network.

Countries like Sweden have adopted a very different approach where there are hundreds more cameras on the network, all placed in high-risk areas, and clearly marked so drivers know where they should slow down.² The aim is to ensure that people slow down and drive safely on dangerous stretches of road. This kind of approach has a higher level of public acceptance as drivers view it as fairer. Most importantly, the Swedish approach has been successful in reducing deaths and serious injuries.

Changing our approach and improving how we use safety cameras will be a key priority for this strategy. This needs to be combined with effective officer enforcement and a review of penalties and demerits, as discussed in *Focus Area 4: Road User Choices*.

Over the life of this strategy, new vehicle technologies (such as intelligent speed assistance) will also help support the majority of law-abiding drivers to avoid inadvertently travelling above the speed limit. Other technologies (such as speed limiting devices) could also be targeted to recidivist offenders.



² Sweden has about 11 safety cameras per 100,000 population (this includes fixed cameras, mobile cameras, average speed cameras, red light cameras and combined red light/safety cameras), whereas New Zealand has about 2.2 cameras per 100,000 population (New Zealand does not currently have any operational average speed or combined red light/safety cameras).



Immediate actions

Further investment in safety treatments and infrastructure improvements

In 2018, Government announced plans to invest \$1.3 billion in safety improvements through the Safe Networks Programme in partnership with local government. The Safe Networks Programme is a three-year programme which aims to make 870 km of high-risk roads safer by 2021. Specific projects around the country includes fixing dangerous corners, safety improvements for high-risk intersections, barriers, rumble strips, improved skid resistance, and safe level crossings. The Safe Networks Programme is complemented by increased investment in cycling and walking infrastructure, and additional investment from ACC to improve the highest-risk routes for motorcyclists.

The Government will also support the delivery of a substantive package of additional infrastructure safety investments through the next three National Land Transport Programmes. The infrastructure package for the next National Land Transport Programme, which is currently in the early stages of development, is 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. These investments will play a critical part in helping us achieve our proposed target of reducing deaths and serious injuries by 40 percent.

A new approach to tackling unsafe speeds

The Ministry of Transport is developing a Tackling Unsafe Speeds programme for speed management. Key initiatives being considered include improving the way councils plan and implement speed limit changes, transitioning to lower speed limits in areas around schools and in urban centres, and adopting a new approach to safety cameras. The Ministry of Transport undertook targeted engagement on the proposals in early 2019. Cabinet decisions are planned in the second half of 2019, with legislative and rule changes to follow in 2020.

Review infrastructure standards and guidelines

The NZTA will review, update and replace [if required] relevant standards and guidelines. In the short term, this programme of work will focus 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.

Enhance safety and accessibility of footpaths, bike lanes and cycleways

Our current regulatory settings and road rules do not adequately support walking, cycling and use of other mobility devices. The Accessible Streets package is a set of regulatory proposals aiming to enhance the safety and accessibility of our footpaths. It aims to simplify and clarify rules around vulnerable users (defined as including pedestrians, cyclists, wheeled recreational device users, and the mobility impaired) on our footpaths, making it easier for people to follow the rules. Consultation on the Accessible Streets package is anticipated in late 2019.

WHAT DO YOU THINK?



- ▶ To what extent do you support this focus area?
- ▶ What was the reason for your rating?
- ▶ Do you have any further comments on this focus area?

FOCUS AREA 2

Vehicle safety

OUR OBJECTIVE

**Significantly improve the safety performance of the vehicle fleet.**

The design and safety features of our vehicles matter. Safer vehicles not only help drivers avoid crashes, but also protect occupants and other road users when crashes do happen. A focus of this strategy will be 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.





New Zealand has a high number of unsafe vehicles.

The safety of your vehicle matters. Safer vehicles not only help drivers avoid crashes, but also protect occupants and other road users when crashes do happen.

Vehicles with high safety performance and features such as airbags and seatbelts are designed to absorb the impacts of a crash and protect people from serious trauma.

Increasingly, they are also built with active safety features to reduce the chances of a crash occurring in the first place. These include features such as lane-keep assistance, collision warning systems and autonomous emergency braking. For motorcycles, anti-lock braking systems (ABS) are proven to reduce out-of-control crashes.

Rapid advances in technology mean vehicles are getting safer, and we have the data to support good consumer choices. Yet, many New Zealanders don't know about the role their car's safety plays in their chances of having or surviving a crash.

While most new vehicles coming into New Zealand have good safety features, not all do – and more expensive cars aren't necessarily safer either. We also import many used vehicles that vary greatly in their safety performance. Most of these vehicles will stay on our roads for well over a decade before they are finally scrapped. If we do nothing, it could take a long time for the rapid improvements in new vehicle technologies to be available to most New Zealanders.

In our engagement to date, we have heard clear calls to increase the overall safety performance of the fleet. There was strong support for greater regulation by Government in this space, supported by initiatives aimed at building greater consumer demand for safe vehicles. Key players in the vehicle sector [including insurers, manufacturers, and vehicle testing and inspection providers] have indicated their desire and willingness to help. Their support will be critical for making significant gains in this area.

We need to improve the safety of the vehicles on our roads.

A focus for this strategy will be on lifting minimum standards for vehicles coming into the fleet for both new and imported used vehicles. We will look for opportunities to adopt standards that improve both safety and emissions outcomes.

We will also need to support the uptake of proven safety technologies into our existing fleet. Not all technologies can be easily retrofitted, but some technologies, such as alcohol interlocks, can be.

We also know that some vehicle types (e.g. motorcycles and heavy vehicles) are over-represented in death and serious injury numbers. Fitting these vehicle types with safety technologies (e.g. ABS in the case of motorcycles) can bring significant safety benefits. Further information on heavy vehicles can be found in *Focus Area 3: Work-related road safety*.

We will also need to review our warrant of fitness and certificate of fitness systems to ensure that the existing vehicles in New Zealand are as safe as they can be. In particular, our vehicle inspection regime must be fit to assess emerging safety technology, and we will need to look at ways we can incorporate new testing technology into the inspection process.

In the medium-to-long term, we need to work with the vehicle industry to promote the scrappage of less safe vehicles. There are benefits for both safety and environmental outcomes if we can find effective, sustainable and equitable ways of increasing the number of unsafe vehicles that are permanently removed from the fleet.



A car with a **FIVE-STAR SAFETY RATING** or crashworthiness rating offers the **SAFEST LEVEL OF PROTECTION** for its occupants while a **ONE-STAR CAR OFFERS THE LEAST**.

Vehicles with a **ONE AND TWO STAR** crashworthiness rating make up **45% OF THE FLEET, BUT 66% OF DEATHS AND SERIOUS INJURIES** on our roads occur in these vehicles.

Young drivers are more likely to be driving less safe cars. **81% OF DEATHS AND SERIOUS INJURIES FOR YOUNG PEOPLE OCCUR IN ONE AND TWO STAR CARS.**





You're at least **90 PERCENT MORE LIKELY TO DIE** or be seriously injured in a crash **IN A ONE-STAR SAFETY-RATED CAR** than in a five-star safety-rated car.

1 IN 5 VEHICLES imported in 2016 had **A ONE OR TWO STAR SAFETY RATING**.

You're **21 TIMES MORE LIKELY OF BEING KILLED OR INJURED IN A ROAD CRASH ON A MOTORCYCLE** than in a car over the same distance.

Approximately **20 PERCENT OF DEATHS** on our roads every year **INVOLVE A HEAVY VEHICLE**.

We also need to build public demand for safer vehicles.

Many people are unaware of the role their car's safety would play in crash outcomes, and that the safety of different vehicles – both used and new – can vary greatly. If we want people to buy safer cars, they need reliable, understandable and accessible information about which cars to buy.

We can improve our fleet safety through building demand for safer vehicles. This includes building on existing initiatives, such as making the information on the RightCar website (which contains data on safety, fuel economy and vehicle emissions) more readily accessible. This can help people choose safer, cleaner and more economical cars.

We also need to investigate ways to ensure vehicle safety ratings are consistent, accurately applied and communicated to consumers. This could start immediately by promoting two existing vehicle star-rating programmes that can help buyers to make informed decisions. The Australasian New Car Assessment Program (ANCAP) assigns star-ratings based on the vehicles ability to protect the occupants and other road users in a crash and its ability to avoid a crash.



Immediate actions

The Used Car Safety Rating (UCSR) programme provides crashworthiness ratings based on how well vehicles perform in protecting occupants and other road users in real-world crashes. Taking every opportunity to promote and explain ANCAP and UCSR results will be an important part of this strategy.

As discussed in *Focus Area 3: Work-related road safety*, businesses and organisations will continue to have a significant role to play in generating demand for safer vehicles and improving the vehicle safety of the New Zealand fleet over time.

This will be supported by a responsive approach to new technologies.

New and emerging technologies are continuing to make our transport system safer.

While fully-autonomous, self-driving vehicles may play a role in our future, the greatest technological safety benefits during the term of this strategy are likely to come from the continued adoption of active safety features and driver-assistance technologies. The development of connected vehicle-to-road infrastructure technologies will also assist people – and eventually vehicles – to drive more safely, providing drivers with real-time information about road risks, speed limits and road conditions.

However, we also need to anticipate some transitional challenges, including drivers finding it difficult to switch between vehicles with safety features they rely on (e.g. rear-view cameras and collision avoidance systems) and vehicles without these features.

New Zealanders' attitudes towards new transport technologies and services will affect the speed of any transitions. A growth of shared vehicle fleets could accelerate the modernisation of vehicles, but only if attitudes towards vehicle ownership also change. New technologies can also create both opportunities and barriers to people who find it difficult to travel due to disabilities, age or financial hardship.

Alongside the benefits, new and emerging technologies will require us to continue to adapt over the next ten years and beyond. New standards will be required to ensure that different systems are compatible. Some of our existing infrastructure will need to be modernised, and data privacy and cyber-security issues will become increasingly important. Our policy and regulatory settings need to be responsive and ready to deal with technological change when it starts to happen.

Raise safety standards for vehicles entering the fleet

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

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.

Implement mandatory ABS 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 that would mandate the fitting of ABS on motorcycles over 125cc or a simpler system known as a combined braking system (CBS) on smaller motorcycles. We anticipate that this rule will be introduced in late 2019.



WHAT DO YOU THINK?

- ▶ To what extent do you support this focus area?
- ▶ What was the reason for your rating?
- ▶ Do you have any further comments on this focus area?



FOCUS AREA 3

Work-related road safety

OUR OBJECTIVE



Ensure that businesses and other organisations treat road safety as a critical health and safety issue.

Employers have a moral and legal responsibility to ensure that work-related road travel is safe for their staff and the public. They also have the expertise, resources and influence to make a real difference to our road safety outcomes. About 25 percent of the deaths on our roads involve someone driving for work, whether as a commercial driver or as a secondary part of their main role. Ensuring that road safety is treated as a critical health and safety at work issue has the potential to significantly reduce this harm.



Research suggests that around **25 PERCENT OF ROAD FATALITIES INVOLVE A PERSON DRIVING FOR WORK** [Lilley, 2019].

This makes **ROAD CRASHES** by far the **SINGLE LARGEST CAUSE OF WORK-RELATED FATALITIES**.

BUSINESSES AND OTHER ORGANISATIONS HAVE BROAD OBLIGATIONS under the Health and Safety at Work Act 2015 to **ENSURE THE SAFETY AND HEALTH OF WORKERS** and others.

Commercial transport services also have specific obligations under the Land Transport Act 1998, such as **MAXIMUM WORKING TIMES**.

While **TRUCKS** are not involved in significantly more crashes per kilometre than other types of vehicles, these **CRASHES ARE FAR MORE LIKELY TO BE FATAL**, accounting for over **20 PERCENT OF ROAD DEATHS**.

Road safety is a critical health and safety at work issue.

Every day, thousands of New Zealanders travel on our roads while at work. Some of these people are professional drivers, moving people and goods around the country. Others drive as a secondary part of their main role, such as a tradesperson moving between jobs or a salesperson visiting clients. All of these people have the right to come home from work healthy and safe.

However, far too many workers are involved in crashes that result in deaths and serious injuries. Often it is other road users who are killed in these crashes, particularly if they collide with heavy vehicles.

Work-related road safety is a critical issue for the new strategy, not only because of the size of the problem, but also because there is a real opportunity for businesses across the supply chain to take steps to significantly improve the safety of their workers and the public on the road. Shifting driving culture at work may also flow on to personal driving choices.

In our conversations to date, stakeholders have expressed concern that some businesses do not treat road safety as a critical health and safety risk, and that businesses in all sectors need better information about how to meet their obligations. Fatigue, distraction and vehicle safety have been seen as priority issues, as well as using chain of responsibility obligations to drive change. Stakeholders have also noted that factors such as long working hours can also impact on the safety of workers travelling to and from their workplace.

This issue is already a focus for several agencies and sectors. It is an important part of WorkSafe's developing focus on working in and around vehicles, as well as delivering on the Government's recently published *Health and Safety at Work Strategy 2018-2028*. Actions to improve work-related road safety will contribute towards both strategies, and be delivered in partnership across agencies, together with businesses and other organisations to effectively drive change.

The whole supply chain needs to take ownership of road safety.

There is significant further scope for organisations to drive improvements in road safety – especially as safety risks can be impacted by factors such as incentives, employment arrangements and scheduling. While some organisations are showing admirable leadership in improving road safety, others do not treat safety risks on the road the same way that they would treat similar risks on the worksite.

Businesses and other organisations have clear legal obligations for work-related road safety, and need to take ownership of this issue. Organisations should identify the particular road safety risks that apply to their workers, and implement policies and requirements that are specifically aimed at addressing those risks.

This should start with central and local government agencies, who employ thousands of New Zealanders, many of whom drive for work. These agencies can play an important role in improving road safety outcomes for their employees and in setting a best practice example for other organisations.

Safety obligations extend to organisations across the supply chain, including those who purchase transport services. These organisations can help to drive change by setting clear safety standards for safety practices and technologies in their procurement practices and by maintaining appropriate oversight over the services they contract. Agencies will work together to ensure that obligations across the supply chain are clear and are enforced in an effective and coordinated way.

Purchasers of freight services have a critical role to play. Recent research has highlighted the way in which tight margins and business structures in the freight sector can cause drivers to make unsafe choices to meet deadlines and remain price competitive [Tedestedt George, 2018]. We are seeing leadership on this issue from some major purchasers of freight services who are establishing clear minimum safety standards and effectively monitoring driver safety. Supporting the whole supply chain to take up this challenge will be a key focus for the new strategy.

We need a modern and responsive regulatory framework for commercial transport.

Business leadership needs to be accompanied by a regulatory framework that incentivises the right behaviours in commercial transport, applies obligations at the right level and is enforced in a responsive and risk-based manner.

We heard clear concerns from stakeholders about the adequacy of the regulatory framework under the Land Transport Act 1998 to address key safety issues such as fatigue. They also noted that regulation also needs to prioritise the personal safety of both passengers and drivers on passenger services.

We also heard concerns about the effectiveness of our current approach to oversight and enforcement. Reference group members emphasised the need to strengthen the NZTA's regulatory activities and powers in relation to commercial transport services, and for it and WorkSafe to work effectively together to drive safety improvements across the sector.

Safer vehicles and new technologies can help to reduce risks.

Businesses purchase the vast majority of new vehicles that enter the New Zealand fleet, and typically sell them after three to five years. These vehicles will usually stay on New Zealand's roads for another 15 years before they are eventually scrapped. This means that lifting business demand for safer vehicles can improve not only the safety of those driving for work, but also lift the overall safety of New Zealand's fleet in the longer term.

Businesses will be important in leading the uptake of many of the emerging technologies discussed in *Focus Area 2: Vehicle Safety*. These new safety features, such as active driver assistance systems, will be particularly critical for our heavy vehicle fleet. Emerging technologies over the next decade will not only improve crash outcomes, but also help to avoid the chances of the crash occurring in the first place. In the longer term increasing levels of vehicle automation may help businesses manage the risks associated with freight movement.



Immediate actions

Organisations also have the opportunity to install aftermarket technologies that can help them and their drivers to improve their safety on the road. For example, telematics devices and other in-cab technologies that record and transmit information about vehicle travel can enable businesses to better identify, manage and monitor key safety risks, such as speed, fatigue and hours travelled.

We need to improve our understanding of the size of the challenge.

To properly address the problem of work-related road safety, we need to clearly understand it. While we can piece together data from a range of sources to get an understanding of the total level of harm, we do not currently have the full picture of the key risks at play and harms that are occurring.

Improving this data will help us to better target our efforts on work-related road safety, giving us a better understanding of the causes of work-related crashes, the types of vehicles involved, and the industries and sectors that have the highest levels of harm. There are also opportunities to work with the private sector to better share and coordinate work-related road safety information.

Support best practice for work-related road safety

The Government is developing a package of initiatives 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. Key elements of this package include:

- improving data around work-related driving, including by incorporating journey purpose into the Crash Analysis System
- supporting and encouraging private sector initiatives to establish best practice road safety standards in the supply chain
- improving the information that WorkSafe and NZTA provide to businesses on road safety best practice and on their legal obligations
- supporting the Government Health and Safety Functional Lead to focus on driving for work as a common critical safety risk for government agencies.

Strengthen commercial transport regulation

The Government will also strengthen the current regulatory settings applying to work-related driving, particularly freight and passenger services, with a focus on opportunities to improve fatigue management. Key elements of this programme include:

- implementing the outcomes of the review of the NZTA's regulatory functions
- reviewing log-book and work-time requirements as part of the 2019/20 rules programme
- ensuring that the regulatory system under the Land Transport Act 1998 is fit for purpose, including examining the roles and powers of regulators
- ensuring effective coordination between NZTA and WorkSafe, including examining the boundary between their roles.



WHAT DO YOU THINK?

- To what extent do you support this focus area?
- What was the reason for your rating?
- Do you have any further comments on this focus area?



FOCUS AREA 4

Road user choices

OUR OBJECTIVE



Encourage safer choices and safer behaviour on our roads.

We make choices on our roads and streets every day. We choose whether to speed up or slow down at a yellow light, whether to take the call or let it go to voicemail, whether to pull over or keep driving when we're feeling tired. When it comes to driving or riding, most people think that other people are the problem – but we all have a responsibility for making safe choices. Over the next ten years, it will be critical that we continue to promote responsible behaviour and consideration of others on our roads and target deliberate violations if we are to achieve our vision.

Everyone has a responsibility to act with care and consideration on our roads.

Supporting good road user choices and building a safety culture where people not only accept but expect road safety interventions is fundamental to tackling road trauma.

While a safe road system requires us to plan for people's mistakes by investing in improving our road network, tackling unsafe speeds and lifting the safety of our vehicle fleet, there is also an ongoing task to positively influence people's behaviour and attitudes on our roads.

There is no doubt that if everyone followed the rules, stayed alert and sober, drove at safe travel speeds for the road, and wore a seatbelt, death and serious injuries on our roads would decrease.

We know this is also important to New Zealanders. Throughout our conversations, we have heard that the safety and skill of road users is a major concern for communities across the country and there is a strong desire that we continue to promote good, law-abiding driving. As a community, it's important that we have a culture where the loss of life and injury is not accepted as inevitable, and we all take active steps to not get complacent or overconfident on our roads.



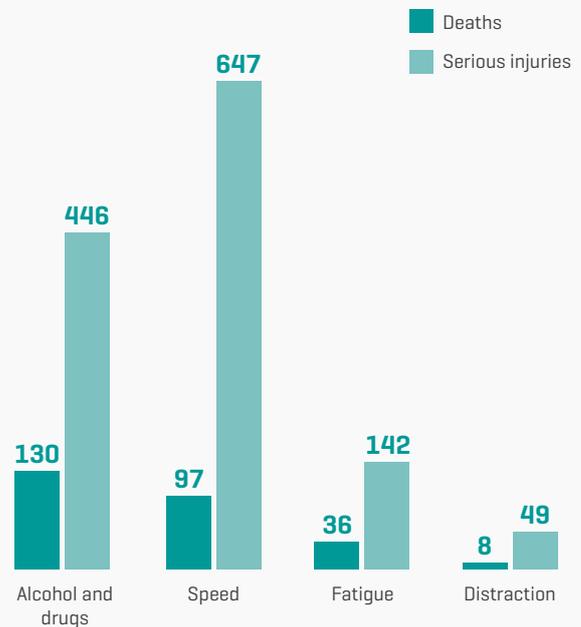
WEARING A SEATBELT DURING A CRASH DOUBLES YOUR CHANCES OF SURVIVING a serious crash. Yet, every year, over 80 people die in crashes not wearing a seatbelt.

A recent AA survey found **66 PERCENT** of surveyed members **CONSIDERED ROAD USER BEHAVIOUR THE MOST IMPORTANT AREA FOR SAFETY GAINS** over the next decade [AA, 2019]

DISTRACTION OF TWO SECONDS or more can significantly increase the likelihood of a crash.

ONLY 26 PERCENT OF DRIVERS THINK THEY ARE LIKELY TO BE CAUGHT DRUG DRIVING, compared to 60 percent for drink driving.

Contributing factors to death and serious injuries (2017)



Dangerous behaviours continue to be a major factor contributing to deaths and serious injuries.

Driving (and motorcycling riding) are complicated tasks that require both knowledge and skill as well as dedicated, constant attention.

While most road users intend to follow the rules of the road, many of us will push the limits or make poor choices occasionally. It could be going too fast while turning at a busy intersection, or driving too close when passing a cyclist or school bus. Or it could be diverting attention – even for a second or two – to a phone or a passenger.

All of these actions – along with speeding (discussed in more detail in *Focus Area 1: Infrastructure improvements and speed management*), driving under the influence of drugs or alcohol, choosing not to wear seatbelts or use child restraints, driving while fatigued or driving while unlicensed or disqualified – are contributors to harm.

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 can

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 problem is an important part of improving the safety of our roads.

The effect of drugged driving can be escalated by alcohol, with both combined having far worse effects on driving ability than either substance alone. Our current system for identifying drug-impaired drivers, based on a roadside behavioural test, is effective but does not adequately deter drug driving. Roadside testing for drug driving is undertaken infrequently, and is time-consuming to administer.

We also know that there is a small cohort of high-risk drivers that take part in deliberate, high-end and repeat offending and risk taking. These drivers make up a very small part of the population but are significantly over-represented in fatal or serious injury crashes. High-risk drivers include unlicensed and disqualified drivers, high-end alcohol and speeding offenders, repeat offenders, fleeing drivers, and drivers involved in illegal street racing. Many of these drivers do not respond well to traditional enforcement measures and deterrence-based initiatives.



Over the last five years, **YOUNG DRIVERS WHO HAVE NEVER HELD A DRIVER LICENCE** were involved in **165 FATAL OR SERIOUS INJURY CRASHES.**

We need to shift public attitudes, behaviour and understanding of road safety.

In 2018, the Government increased funding for road safety education and promotion through the National Land Transport Fund. Our road safety advertising is currently focused on speed, impaired driving, vehicle safety, cycling and keeping left.

Over the next ten years, we will continue to advance our advertising and education programmes to build a social licence for the type of changes we need to see, and encourage more empathetic and considerate behaviour on our roads. These initiatives are aimed at helping the community understand and support the need for infrastructure improvements, speed management and other road safety initiatives.

We will continue to ensure that our driver licensing system and training programmes equip drivers and motorcycle riders with the skills required to be safe, alert and compliant. We also need to reduce the number of people on our roads who are driving without a licence. Skills training initiatives, such as BikeReady for cyclists, and Ride Forever for motorcyclists, will continue to be delivered.

Driver education is also an important part of promoting the safety of overseas drivers on our roads. Programmes, such as the Visiting Drivers Project, aim to provide overseas drivers with the information they need about New Zealand's roads and road rules to help them travel safely while they visit our country.

These initiatives will be supported by ongoing efforts to make it easier for people to behave safely on our roads, including through clear road design and a new approach to safety cameras [as set out in *Focus Area 1: Infrastructure improvements and speed management*]. As discussed in *Focus Area 2: Vehicle safety*, we will also encourage the uptake of emerging in-vehicle technologies which can simplify the driving task and reduce driver error.

In April 2019, the Prime Minister announced a new initiative that will **COVER THE COSTS OF PROFESSIONAL DRIVING LESSONS FOR YOUNG PEOPLE ON YOUTH BENEFITS.** 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.**

We also need to ensure that we deliver effective enforcement targeted towards risk.

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. Over the last year, NZ Police has focussed on targeting its road enforcement and prevention activities to risk. In the immediate term, they will focus on the behaviours we know cause the most harm: impaired driving from alcohol, drugs and fatigue, speed, distracted driving (especially from mobile phone use) and not wearing seatbelts or using a child restraint.

Over the life of this strategy, we will take a systems approach that looks at how we mobilise infrastructure improvements, safety cameras and police enforcement to achieve positive safety outcomes across the highest-risk parts of the network.

We heard a strong desire from our stakeholders for enhanced enforcement. We also want road users to understand and support the use of enforcement, and better appreciate the role it plays in keeping people safe. We know that many of our current financial penalties and remedies are often inconsistent with each other and do not provide the desired deterrence effect. We need to impose effective penalties that reflect the relative seriousness of the road safety risk created by the offending behaviour.

Our approach also needs to address the underlying issues which lead to some people's offending, rather than responding solely to the behaviour itself. This will include a new approach to dealing with the highest risk drivers, providing for alternative resolutions to convictions and supporting locally-led prevention programmes to reduce recidivist high-risk behaviours in a fair and equitable way.



Immediate actions

Prioritise road policing

The Government will invest in road policing through the 2019-2021 Road Safety Partnership Programme (RSPP). The RSPP will set out clear priority activities for road policing that are aligned with the proposed focus areas for the Strategy, along with supporting activities from partner agencies. The programme is being developed based on expert advice on the most effective type and level of interventions, and will include a clear outcomes and reporting framework. 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 and drug 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.

Review of financial penalties and remedies

The Ministry of Transport is undertaking a regulatory review of transport financial penalties and remedies. The intent is to align the risks and harms of offending behaviour with the level of penalty applied. This will help ensure that our compliance system is reasonable, proportionate and effective in deterring behaviour that creates risk and harm. The Ministry of Transport expects to consult on changes to our penalties framework in late 2019, with changes to specific penalties to follow (prioritising key safety offences).

Enhance drug driver testing

The Ministry of Transport is developing regulatory options to enhance New Zealand's current drug driver detection and enforcement regime. This includes providing additional powers to the Police to use screening devices to detect drugged drivers, and consideration of a mix of infringement and criminal penalties (including health referrals for drugged drivers). Public consultation has recently closed on this issue. Feedback from the consultation will inform final policy decisions, and legislative changes are anticipated in 2020.

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, encouraging the use of protective gear, and creating safer roads and roadsides. 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. A review will build off ACC's experience with the Ride Forever programme and the evaluation of the Graduated Driver Licensing System.



WHAT DO YOU THINK?

- To what extent do you support this focus area?
- What was the reason for your rating?
- Do you have any further comments on this focus area?

FOCUS AREA 5

System management

OUR OBJECTIVE



Develop a management system that reflects international best practice.

Road safety belongs to all of us. Everyone who uses, designs, manages and maintains our roads, streets and footpaths has an important role to play. Leadership, coordination, engagement and accountability will therefore be critical if we are to achieve our road safety ambitions.





“Where leaders effectively communicate the vision that road traffic does not need to be deadly, their contribution can be critical in creating a sense that road safety must improve and that a Safe System is the way to go.”

[International Transport Forum, 2016]

We need to work together to deliver this strategy.

Road safety belongs to everyone. This strategy’s success will require visionary leadership, strong partnerships, sound governance, and communities working together. We need to build strong relationships across the network so that we can share information and implement collaborative approaches.

An effective road safety strategy requires effective system management. The road safety system is complex – involving many agencies at both national and local level. It is vital to embed Safe System thinking across all those working in road safety, and to ensure accountability and alignment of relevant decision-making and investment processes.

We also know that change is often most effective and long lasting when it is driven by communities and grounded in their deep understanding of the needs in their area. Our conversations to date have stressed the importance of ensuring communities are empowered to address local road safety priorities.

Effective leadership and coordination is critical for a well-functioning system.

International studies highlight the importance of leadership and inter-agency coordination in the delivery of an effective road safety strategy. Countries that have made meaningful improvements to road safety have had leaders that have effectively made the case for change, and commitment to bringing communities with them.

In our conversations, stakeholders have also been clear that delivering on our vision will require strong leadership and commitment from all levels. We need to ensure that everyone working in road safety shares our vision and has the confidence to make change happen.

Strong leadership, however, must be accompanied by coordination and collaboration across the sector. Research carried out in New Zealand, along with feedback received from stakeholders, tells us that there is room for improvement.

We will continue to embed and strengthen the role of the National Road Safety Committee, which brings together central government agencies to coordinate road safety policy.

Local government also has an important role to play, both because of its significant responsibilities for local road networks but also as an advocate for road safety in the community. Stronger central and local government partnerships can help support local government leadership and promote effective coordination within and between regions. This should include sharing knowledge and best practice through forums such as Regional Transport Committees and the Road Controlling Authorities Forum.

Delivering on the Government’s obligation to work in partnership with Māori will require a stronger focus on Māori engagement, not only on the initial actions, but also throughout the life of the strategy. The initial priority will be to strengthen our mechanisms for engaging and collaborating with Māori on road safety, in order to better understand and respond to the particular road safety challenges facing Māori communities.





We need to build public understanding and support for action.

We know that people care about road safety, and yet proven safety interventions can sometimes meet community resistance. Actions to increase public understanding of how to reduce road risk will need investment and coordination. Without public and political support at all levels, it will be difficult to embed changes required to achieve our road safety goals.

Shared responsibility for road safety starts with building collective understanding. We need to develop a greater level of awareness of the complexity of the problem and solutions to road safety to bring about a shift in thinking. Our strategic vision and objectives will need to be explained clearly to the community to encourage public discussion and understanding.

The ongoing development and sharing of road safety evidence will be important.

Decision makers need access to sound data and a strong evidence base about what works if they are to take action with confidence. It is vital that we collect accurate and carefully targeted data and monitor new developments, particularly in the context of rapid social and technological change.

Regional road safety stakeholders have been clear in their conversations with us that they face real challenges in collecting and understanding road safety data and trends. We need to provide agencies, local government and road safety groups with better information, intelligence and tools, and support capacity- and capability-building across the sector, to help them understand, communicate and respond to their road safety issues.

We will embed monitoring and evaluation of our road safety actions.

We will continue our work on an intervention model that will enable us to model and analyse the effectiveness of particular interventions with greater accuracy. Data provided by the intervention model will underpin future action plans.

A new results management framework will support effective monitoring and evaluation by highlighting critical intermediate outcome and output measures [discussed in more detail in *Part Six: Measuring Success*]. Regular public monitoring and reporting of performance indicators will help us evaluate which programmes are working and where changes may be required. It will also help hold responsible agencies accountable to delivering on outcomes. It is also important that we closely monitor the trends and lessons from serious crashes and that this informs our approach at both a national and local level.



A recent report found that improved **POST-CRASH CARE COULD HAVE AFFECTED 11 PERCENT OF FATAL CRASHES** sampled [Opus Research, 2018].

Most of these relate to crashes that occurred in rural areas. **IN SOME CASES THERE WAS NO ONE ABLE TO CALL 111** and in others it was difficult for emergency services to access the crash site.

Improving how we work together to respond to crashes will save lives.

The way we respond to crashes can affect whether people are killed or left with life-changing injuries. A focus of the new strategy will be to ensure that post-crash response is recognised as an important part of the road safety system.

Good post-crash response requires action in a number of systems, including communications and health, to ensure that crashes are reported to emergency services as soon as possible, assistance arrives quickly and injured people receive the highest standards of care, both at the crash site and afterwards.

Initial research and engagement suggests that while many parts of the system are working well, we can make it more effective in a number of areas.

In particular, we have heard that there is scope to improve our crash notification systems, the way that emergency services gain access to crash sites, and the consistency of care that injured people receive. Improvements in these areas depend on decision makers across relevant agencies sharing their learning and coordinating effectively. Improved data collection and information sharing will also strengthen our understanding of the impacts of road safety on our emergency services and health systems, and improve responsiveness and capability.

Immediate actions

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 operational coordination and intelligence sharing between agencies through the Road Safety Partnership, 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.

A package of additional actions is also being developed. This includes strengthening the role of the National Road Safety Committee to provide greater central government leadership and oversight over the delivery of the strategy. To hold agencies to account for outcomes, the Ministry of Transport will also develop a robust monitoring framework for the strategy, and publicly report on progress.

Central government transport agencies will 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. We will also strengthen our mechanisms for engaging and collaborating with Māori on road safety.

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.



WHAT DO YOU THINK?

- ▶ To what extent do you support this focus area?
- ▶ What was the reason for your rating?
- ▶ Do you have any further comments on this focus area?



06

MEASURING SUCCESS

Regular monitoring and reporting is critical to keep us on track towards our 2030 target.

Achieving our 2030 target will require significant and sustained commitment by Government and government agencies at all levels to implement the actions outlined in this document. It also requires the support of businesses, organisations and community groups that play an important role in promoting road safety and influencing the way the road system functions.

An overall outcomes framework with a clear results focus can provide robust monitoring of how the road safety system is performing, help drive action and hold relevant agencies publicly accountable for the delivery of the strategy.

This framework will set out the key measures that can help us track progress towards our 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.

Some indicative measures are set out in the draft outcomes framework overleaf. These are not exhaustive, and are intended to give a sense of the types of measures being considered. The full reporting framework will continue to be developed and refined in the strategy and action plans.

The road safety strategy's outcomes framework will also complement a number of other reporting mechanisms. This includes formal reporting requirements by key government agencies in delivering the Government Policy Statement on land transport and the Road Safety Partnership Programme.



Draft outcomes framework



OUR VISION

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



2030 TARGET

A 40 percent reduction in deaths and serious injuries on New Zealand roads [from 2018 levels]



OVERARCHING OUTCOME MEASURES

Number of road deaths
[total, per capita, and per distance travelled]

Number of serious injuries on roads
[total, per capita, and per distance travelled]



FOCUS AREA

Infrastructure and speed

Vehicles

OBJECTIVE

Improve the safety of our roads and roadsides through infrastructure improvements and speed management

Improve the safety performance of the vehicle fleet to prevent crashes or mitigate their consequences

INDICATORS

- | | |
|---|---|
| <ul style="list-style-type: none"> ▶ Number of deaths and serious injuries in head-on, run-off-road, and intersection crashes ▶ Number of deaths and serious injuries where speed is a contributing factor ▶ Proportion of vehicle kilometres travelled on roads with safe and appropriate speed limits³ ▶ Proportion of vehicle kilometres travelled on roads with an appropriate infrastructure risk rating (IRR) measure⁴ ▶ Proportion of urban schools with speed limits of 30-40 km/h ▶ Proportion of rural schools with speed limits of 60 km/h ▶ Proportion of urban network with speed limit of 40 km/h or below ▶ Proportion of road network treated with automated speed enforcement ▶ Perceived likelihood of being caught when driving over the posted speed limit | <ul style="list-style-type: none"> ▶ Number of deaths and serious injuries involving a vehicle with a low safety rating ▶ Number of deaths and serious injuries where vehicle fault is a contributing factor ▶ Proportion of light vehicle fleet that has a medium to high safety rating ▶ Proportion of motorcycles with ABS or CBS ▶ Public understanding of vehicle safety ▶ Perceived importance of having safer vehicles |
|---|---|

³ This indicator intends to assess changes in collective risk exposure as a result of setting and aligning speed limits to safe and appropriate speed.

⁴ IRR is a road assessment methodology designed to assess road safety risk, and takes into consideration road stereotype, alignment, carriageway width, roadside hazards, land use, intersection density, access density, and traffic volume.



Workplace

Road user choices

System management

Treat road safety as a critical health and safety at work issue

- ▶ Number of deaths and serious injuries involving a person driving for work
- ▶ Number of deaths and serious injuries involving a person driving for work, where fatigue is a contributing factor
- ▶ Number of deaths and serious injuries involving a heavy vehicle

Encourage and incentivise safer behaviour on roads

- ▶ Number of deaths and serious injuries where alcohol and/or drugs are a contributing factor
- ▶ Number of deaths and serious injuries where fatigue is a contributing factor
- ▶ Number of deaths and serious injuries where distraction is a contributing factor
- ▶ Number of vehicle occupant deaths where restraints are not worn
- ▶ Number of deaths and serious injuries of motorcyclists
- ▶ Number of passive and breath screening tests conducted
- ▶ Number of tests conducted by roadside drug testing
- ▶ Proportion of road safety advertising campaigns that meet or exceed their agreed success criteria
- ▶ Number and/or proportion of motorcyclists having undertaken an approved training course
- ▶ Perceived likelihood of being caught for undertaking risky behaviours ⁵

Drive action through effective system management

- ▶ Sector and public perception about the level of road trauma and the progress being made to reduce it
- ▶ Public acceptance and understanding of Vision Zero and the Safe System approach
- ▶ Outcomes and road safety indicators are tracked and released to public annually

WHAT DO YOU THINK?



- ▶ Do you have comments about the way that we intend to monitor our performance?

⁵ Risky behaviours include drink driving, drug driving, driving while tired, driving while distracted, & not wearing appropriate restraint.



07 NEXT STEPS

Your feedback on the proposals contained in this document will inform policy development and shape what will become the 2020-2030 road safety strategy.

We invite you to make a formal submission on the proposals. The submission form can be found at www.transport.govt.nz/zero, and we encourage you to complete your submission online. **Submissions must be lodged by 14 August 2019.**

The Government will consider all feedback received during the public consultation process. This will inform the 2020-2030 road safety strategy and initial actions. After Cabinet approval, the strategy will be publicly released by the Associate Minister of Transport.



APR 2018



Minister Genter announces the development of a new road safety strategy at the Local Government Road Safety Summit.

MAY 2018



Online feedback opens for interested parties to share their perceptions of the current context as an input into the drafting of the strategy.

JUL 2018



Five reference groups [consisting of more than 100 representatives of central and local government agencies and external stakeholders] established to provide early input into the policy development.

OCT 2018 - APR 2019



Early engagement with regional stakeholders, iwi leaders and special interest groups. Proposals developed, consultation document prepared.

**JUL
2019**

Public consultation on the road safety strategy and immediate set of actions.

**AUG
2019**



Public submissions analysed.

**OCT
2019**



Government decisions on the final content of the strategy and initial actions.

**OCT
2019**



Road safety strategy and immediate set of actions publicly released.

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