

New Zealand Government



Action Plan 2020-2022



December 2019



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Chief Executive's foreword



New Zealanders spend on average almost an hour of every day travelling. It's a huge part of our lives, and we should have the right to do it safely.

Yet, around one person every day is killed while travelling on our roads and every year, nearly three thousand more people are seriously injured, their lives changed forever.

But any of us can make a mistake. Road travel in our country is not always easy. We live in a long, hilly country and our roads are often narrow, windy and unpredictable. Simple mistakes can be fatal.

The new road safety strategy *Road to Zero* lays out a plan to create a safe road system with people at its heart. And it lays out a vision of a New Zealand where no one is killed or injured on New Zealand roads, and provides a plan to get there with a safe system approach that plans for human mistakes and prevents crashes turning to tragedies. We will do this through a focus on safe infrastructure and speeds, safe vehicles, improved workplace road safety, safe road user choices, and sound system management.

“It is a large, ambitious plan, and I urge all our road safety partners to throw your energies into the tasks ahead.”

As we worked to develop the strategy, we had conversations with communities up and down New Zealand to understand what is happening on their roads, and their road safety challenges and opportunities. We asked them what they thought we needed to do to save lives.

This first action plan takes the information we gathered in those conversations, combined with international evidence and best practice, to lay out a programme of activity to begin to make the difference we know that we need to make.

It is a large, ambitious plan, and I urge all our road safety partners to throw your energies into the tasks ahead. I look forward to journeying with you on this important programme of work.

Ngā mihi nui

Chief Executive, Ministry of Transport
Peter Mersi

Road to Zero strategic framework



01

Executive summary



This action plan accompanies *Road to Zero: New Zealand's road safety strategy for 2020-2030*. It contains 15 initial actions within each of *Road to Zero's* five focus areas. The initial action plan will last for three years (1 January 2020 to 31 December 2022), although delivery of some of the initial actions will continue over the term of the strategy. Progress on each of the 15 actions will be key to laying the foundations for *Road to Zero's* 10-year change programme.

Our 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 guiding principles:

- 01 We promote good choices but plan for 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 Infrastructure improvements and speed management
- 02 Vehicle safety
- 03 Work-related road travel
- 04 Road user choices
- 05 System management.

Our immediate set of actions for 2020-2022 are:

- 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 Increase understanding of vehicle safety
- 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 Increase access to driver licensing and training
- 13 Support motorcycle safety
- 14 Review road safety penalties
- 15 Strengthen system leadership, support and coordination.



02 Vision



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

It is based on Vision Zero – a world-leading approach that says that no death or serious injury while travelling on our roads, streets, cycleways and footpaths is acceptable. Vision Zero has delivered significant reductions in road trauma in countries and cities that have adopted it, such as Sweden, New York and parts of Australia.

Traditionally, we have focused most of our road safety efforts on trying to improve driving skills and tackling risk-taking behaviours. This is important, but it won't solve the road safety problem by itself. No one expects to crash, but everyone makes 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 the number of crashes, but acknowledging that mistakes will happen. When they do, we can prevent serious harm through safer vehicles, safer speeds and more forgiving road design.

We can achieve our vision if we shift the way we think about road safety and work together.

03 Target



Our target is: a 40 percent reduction in death and serious injuries [from 2018 levels] by 2030.

Steady progress towards this would mean around 750 fewer people would be killed on our roads over the next 10 years, compared to 2018.

Change will not happen overnight, it will take time, investment, and teamwork to make the changes we need. If we are truly committed to this vision, we need to set an ambitious interim target and hold ourselves to account.

Our target is to reduce 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 10 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.

The modelling tells us that investing in proven infrastructure upgrades, such as median barriers and rumble strips, and in effective enforcement will be a key part of achieving this target. This will need to be supported by a programme of safety changes, including setting safe and appropriate speeds, improving the safety of vehicles, and tackling risk taking behaviour on our roads.



04 Principles

Seven principles will guide how we design the network and how we make road safety decisions.

Our seven guiding principles are:

1

We promote good choices but plan for 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.

Our principles are grounded in and build from the Safe System approach. The Safe System involves a holistic view of the road transport system and the interactions among roads and roadsides, travel speeds, vehicles and road users. It is an inclusive approach that caters for all groups using the road system.

05

Focus areas



The journey towards our vision requires us to improve the quality of our roads, to encourage people to drive safer vehicles, to incentivise people to follow traffic laws and to create a transport culture that values and protects human life. We also need to ensure that the way we manage the road safety system enables all these changes to happen.

We have examined how and why crashes happen, and what road safety measures are most effective. This work has helped identify five areas for us to focus work on over the next decade.

Our five focus areas are:

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



Measuring success

The *Road to Zero* strategy includes an outcomes framework with a clear results focus to help drive action and hold relevant agencies publicly accountable for delivery. The strategy document describes the overarching goal, outcomes indicators and safety performance indicators. For each of the focus areas, this document sets out the specific intervention indicators that are relevant to our initial actions.

FOCUS AREA 1

INFRASTRUCTURE AND SPEED

We want to make the road network safer by investing in infrastructure changes that are long-lasting and proven to save lives. Evidence tells us that median barriers virtually eliminate the risk of head-on crashes. Rumble strips and side barriers help prevent run-off crashes. Roundabouts can help reduce the number of casualties at intersections. Safer travel speeds on our highest risk roads will save lives. They also reduce stress for other road users, including passengers, and help people feel safe to walk, bike, or travel with children. Safer speeds can also reduce harmful emissions.

KEY STRATEGIC DIRECTION

OBJECTIVE

Improve road safety in our cities and regions through infrastructure improvements and speed management

INITIAL ACTIONS

Invest more in safety treatments and infrastructure improvements

Review infrastructure standards and guidelines

Introduce a new approach to tackling unsafe speeds

Enhance the safety and accessibility of footpaths, bike lanes and cycleways

The progress of these initial actions will be monitored using the following intervention indicators:

INTERVENTION INDICATORS

- Kilometres of the network treated with new median barriers
- Kilometres of the network treated with side barriers
- Kilometres of the network treated with new rumble stripes
- Number of high risk intersections treated to operate within Safe System limits
- Progress around the review of infrastructure standards and guidelines
- Percentage of highest risk roads addressed through speed management
- Percentage of rural schools with 60km/h speed limits or lower (40 percent by 2024; 100 percent by 2030)
- Percentage of urban schools with 30-40km/h speed limits (40 percent by 2024; 100 percent by 2030)
- Percentage of road safety advertising campaigns that meet or exceed their agreed success criteria
- Mobile speed camera deployment activity (hours) (increase to 80,000 in 19/20; 100,000 in 20/21)
- Number of police operations targeting speed



Action: Review of infrastructure standards and guidelines

A network of safe roads and streets starts with good planning. Infrastructure is expensive and long-lasting, so it is important to get it right. This means that the standards and guidelines that direct our efforts and form the basis of infrastructure design must have *Road to Zero* principles (grounded in the Safe System approach) embedded within them and contribute to liveable towns and cities.

Our road planning standards and guidelines should naturally lead transport planners, designers and engineers to Safe System outcomes. We want safety interventions that are designed to fit appropriately within their context, that cater for all users and that recognise that roads and streets have a place function as well as a movement function. We want urban streets designed in a way that not only reduces harm, but that can improve health by making our communities feel encouraged to walk and cycle.

WHAT WE KNOW

There is an absence of design guidance for transport and land use integration. Existing guidance and standards tend towards more technical, engineering-focussed content, and often have vehicle efficiency as a primary outcome. Land use is an important though neglected component for a Safe System because integrated planning can reduce the need for motorised travel. This reduces exposure to risk and helps create more attractive environments for active travel. However, there is currently a lack of guidance for land use planning. Infrastructure standards and guidelines, particularly around road geometry (the layout of roads and junctions) and crossing treatments, are often disconnected from higher level principles around land use and transport integration. This can result in investment in projects that do not contribute to a wider range of positive community outcomes.

There is also an absence of good practice urban street design guidance that takes into account different travel modes. Apart from walking and cycling-specific design guidance¹, most national infrastructure standards and guidelines have been developed for higher speed roads whose primary function is to move vehicles. These guidelines tend to focus narrowly on geometric design and fail to consider the important contextual differences of urban environments where more people are likely to be walking, cycling or using public transport. We have seen the success of overseas guides, such as The National Association of City Transportation Officials' (NACTO) Urban Street Design Guide, in reinforcing the value of differentiating between urban and rural contexts, looking holistically at street design and providing clear direction towards more human-centred environments. This kind of thinking considers the 'Movement and Place framework' that aims to deliver a more integrated transport system for different user groups and strike a balance to ensure urban streets serve both our communities and our economies.

Existing standards and guidelines do not have *Road to Zero* principles embedded. Currently, road infrastructure funding is not conditional on the inclusion of Safe System treatments in every project. Adding this condition would save lives and prevent expensive retrofitting of measures after projects are completed. This is critical to achieving a step change in embedding *Road to Zero* principles.

WHAT WE WILL DO

The *Review of infrastructure standards and guidelines* programme will review existing road planning standards and guidelines and update them to reflect best practice and fill gaps where they exist. The programme will also ensure the suite of guidance and standards is communicated effectively.

NZ Transport Agency (NZTA) will be responsible for delivering this work programme, in partnership with local councils. Together, the initiatives developed under this programme will strengthen the integration of Safe System planning and design with land use to create safer, healthier and more accessible urban areas.

We will review, update and embed our existing guidelines to reflect best practice

We want our existing transport-related standards and guidelines to support the outcomes of the *Road to Zero* strategy. We will need to update existing guidelines where necessary and ensure that they are fully embedded into our current practices. NZTA will also embed the updated guidelines within the standard safety intervention toolkit. This toolkit will provide a level of assurance and quality control that we are investing in the right things and at the right scale.

We will update the Pedestrian Planning and Design Guide. The current Pedestrian Planning and Design Guide will be updated to include a range of additional best practice interventions and add new topics, including shared space design and recent international and domestic case studies. It will be released for feedback in early 2020 and published in time to be launched at the '2 Walk and Cycle' conference in August 2020.

We will embed the new Austroads Guide 'Integrating Safe System with Movement and Place for vulnerable road users'. This guide provides improved technical guidance for the design of different urban environments.

We will replace the One Network Road Classification (ONRC) with a new framework that better accommodates the principles of both movement and place. NZTA is replacing the ONRC with the One Network Framework that will reflect all land transport modes and both movement and place perspectives appropriate for urban and rural contexts. Once launched, NZTA will then embed the framework in its investment processes and tools. The framework is being developed collaboratively with sector partners and with a broad array of experts involving land and urban form planners, safety planners, asset managers, and partners from urban and rural councils.

¹ For example, the Cycle Network Guidance and the Pedestrian Planning and Design Guide

We will embed the key elements of the newly released draft National Policy Statement on urban development into existing planning frameworks. This will direct road controlling authorities to place greater focus on high-quality streets, neighbourhoods and communities, and will improve the planning framework for integrating land use and transport.

We will also update road safety audit guidance to embed the Safe System. Currently in New Zealand, road safety audits are required for relevant projects to obtain funding from the National Land Transport Programme. NZTA's current Road Safety Audit Procedures will be updated to better embed the Safe System. NZTA will also investigate interim measures to incorporate Safe System Assessments into the infrastructure planning and design process in lieu of the Road Safety Audit Procedures update.

We will introduce new guidelines where we have identified key gaps

We know that we have gaps in our guidance, particularly in the areas of urban design, public transport, and integrating transport and land use. We will work to close these gaps.

We will publish the Good Practice Guide to integrating land use and transport. This guide will set out key principles in relation to strategic planning outcomes. The Good Practice Guide will enhance the planning and shaping of successful places, and provide the high-level principles-based guidance that is currently absent. The guide will also provide a comprehensive view of the full suite of design guidance available and illustrate how they are to be used in practice.

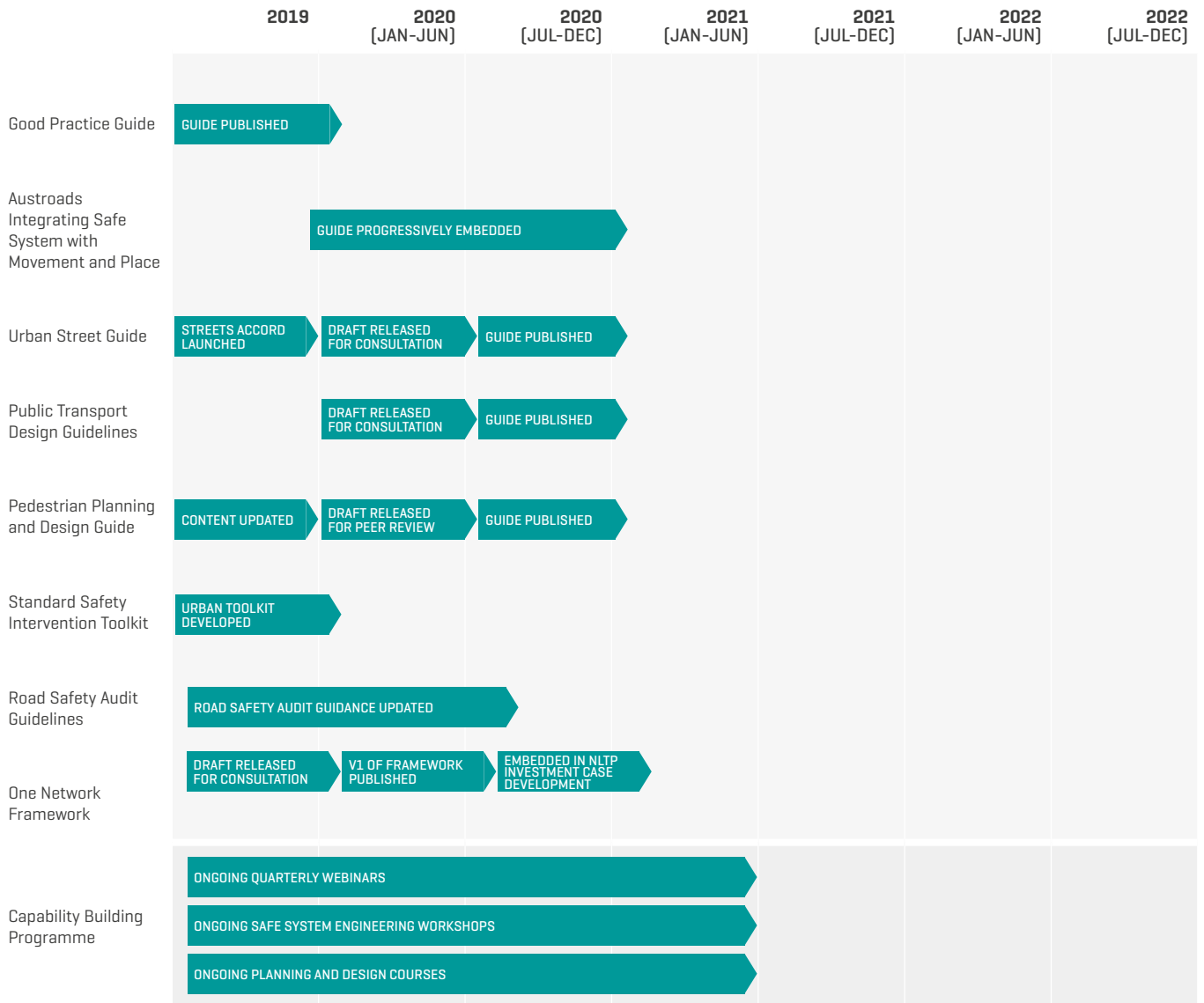
We will publish new Public Transport Design Guidelines. NZTA is working collaboratively with local government partners to develop new design guidance for public transport. The NZ Public Transport Design Guidelines are intended to support regional and local councils in delivering high-quality, user-centric public transport by providing a 'one-stop-shop' of best practice guidance, specifically suited to New Zealand's regulatory and operating environment. Wherever possible tiered guidance will be used to offer appropriate solutions.

We will develop and launch an urban street design guide. NZTA will develop an urban street design guide to provide guidance on designing new urban streets and transforming existing streets with the aim of making them safe, well-functioning and accessible for all.

We will roll out a capability building programme to inform transport professionals about the revised and newly developed design guidance

NZTA is committed to an ongoing capability building programme that will help to embed the updated guidance in day-to-day practice around the country. The programme will target a range of audiences and include formal training, workshops, webinars, published advice and guest speakers. It will also include consideration of setting up an Urban Mobility Panel to assist the integration of safety and accessibility objectives in the strategy. This initiative will build capacity and capability to enable effective regional responses to road safety issues.

DELIVERY TIMELINE



ALL ACTIONS LED BY NZTA



Action: Invest more in safety treatments and infrastructure improvements

We know that more forgiving roads and roadsides minimise the risk of crashes and reduce the number of deaths and serious injuries when crashes do occur. Infrastructure design must take into account human vulnerabilities and must cater for all likely users. Safe infrastructure not only reduces levels of road trauma but also contributes to wider health benefits and the wellbeing of our communities.

We are committed to treating our highest risk roads, intersections and urban spaces with appropriate infrastructure measures to make them safe for all road users to travel at the safe and appropriate speed, and to work towards a road network that is more closely aligned to *Road to Zero* principles.

We want our investment in infrastructure to support safe and accessible environments for walking and cycling, and to meet the transport needs of everyone in our communities, including children, older people and disabled people.

Because local councils own and maintain 88 percent of the road network, this action will be undertaken in partnership with Local Government New Zealand (LGNZ) and the local government sector.

WHAT WE KNOW

Investment in safe infrastructure should be targeted to risk. We know that 50 percent of deaths and serious injuries occur on about 10 percent of the network, so that is where we need to focus our core infrastructure investment. These sorts of tragedies occur on both the urban network (45 percent of road deaths and serious injuries) and the rural network (55 percent of road deaths and serious injuries), so we need to work on both. On rural roads, the key risks come from high speed crashes involving head-on crashes, run-off-road crashes and crashes at intersections.

Forgiving roads and roadsides can be the difference between life and death. Road infrastructure directly impacts the outcome of a crash, and can make a difference between whether someone is killed or walks away from the crash. Flexible median and roadside barriers help protect road users from hazards (such as trees, pylons, and on-coming traffic) and dissipate kinetic energy without severe damage to vehicles and occupants. Roundabouts are proven to make intersections safer by making crashes more survivable. Raised safety platforms² help reduce vehicle impact speeds, offering greater protection for pedestrians and cyclists.

Some infrastructure measures are more effective than others. Infrastructure interventions can be categorised as 'primary' or 'supportive' road safety treatments. Primary treatments align closely to Safe System outcomes. An example of a primary treatment is a median barrier. These reduce the risk of fatal head-on crashes by more than 90 percent. Supportive treatments provide incremental safety gains but not to a level that would

create a Safe System. An example of a supportive treatment would be a wide centre line with rumble strips. These reduce the likelihood of a head-on crash but are far less likely to reduce the severity of a crash should one occur. Primary treatments should be employed wherever possible.

Sustained longer-term improvements in road safety performance require a proactive approach. As more individual high risk locations are successfully treated, a growing proportion of crashes will occur at locations with no previous crash history. Currently, 61 percent of fatal and serious injury crashes occur at locations where there has been no other injury crash in the past five years³, and this is likely to increase. To achieve our road safety ambitions, we will need to take a systematic, proactive approach to anticipate where risks might happen. A proactive approach requires designers to understand where risks are inherent in a road network and plan treatments before crashes occur. Investment in safer road infrastructure such as roundabouts or median barriers can incur significant up-front expenditure. However, once constructed these measures save lives year after year.

WHAT WE WILL DO

We will increase investment in infrastructure safety treatments

The current Safe Network Programme represents about \$1.4 billion in investment over three years (2019-21) that aims to save up to 160 deaths and serious injuries every year across New Zealand's highest risk state highways and local roads through infrastructure improvements. The Safe Network Programme includes investment in infrastructure as well as speed management on the top 10 percent highest risk parts of the network. The programme targets an estimated \$600-700 million of state highway safety improvements and \$700-800 million of local road safety improvements. It is predicted that the programme will deliver approximately 198 km of median barriers, 322 km of side barriers and 3,500 km of rumble strips on state highways by mid-2021.

We plan to increase the amount of investment in infrastructure and speed management over the next 10 years by approximately 20 percent. These investments will play a critical part in helping us achieve our proposed target of reducing deaths and serious injuries by 40 percent by 2030. Our modelling indicates that approximately half of the 40 percent target would need to be achieved through infrastructure and speed management. It is estimated that this will require an investment of at least \$5 billion over the 10-year period. This represents an investment of \$500 million per year, or \$1.5 billion for each 3-year National Land Transport Programme period.

We will target investment on those roads and roadsides which offer the greatest potential impact for reducing deaths and serious injuries. We will make engineering improvements to create roads that are safe for the prevailing speed limits and reduce the risk of head-on and run-off-road crashes, urban and rural intersection crashes, and harm to vulnerable road users.

² Raised safety platforms are an elevated section of road similar to speed humps, but with a much gentler ramp to help reduce speeds.

³ 24 percent of fatal and serious injury crashes occur at cluster sites, which are defined as being within a radius of 250m (rural) and 50m (urban) and having two or more high severity crashes or three or more injury crashes in five years.

Where we cannot achieve primary treatments we will continue to improve safety for all users by adding wider centrelines, rumble strips and signs and markings; carrying out safety-targeted road widening; managing speed; and improving skid resistance. Supportive road safety treatments can act as stepping stones towards implementing Safe System solutions in the future. For example, we may install a wide central painted median line with a rumble strip with enough room to allow us to apply a flexible median barrier at a later date.

Investment in infrastructure will also support improvements to safety for cyclists and pedestrians, particularly in urban environments. Improving the safety of active modes is a key part of improving accessibility and encouraging uptake of cycling and walking as a way of improving broader health and wellbeing.

These investments will be planned through and alongside new Speed Management Plans

NZTA, in collaboration with territorial road controlling authorities, will be responsible for developing and delivering new Speed Management Plans (see *Action: Introduce a new approach to tackling unsafe speeds*) and implementing these safety investments. This process will be aligned with the land transport planning process and bring together infrastructure investment and speed management decisions. This will help ensure a more consistent and transparent process to safety infrastructure and speed management planning and implementation around the country.



Action: Introduce a new approach to tackling unsafe speeds

Faster travel speeds increase the risk of a crash and, when a crash happens, increase the trauma involved. We know that speed is a major contributing factor to deaths and serious injuries on New Zealand roads. This does not need to be the case.

We will ensure our highest risk roads have safe and appropriate speed limits and introduce an approach to enforcement that encourages all motorists to travel at these safe and appropriate speeds.

We want our road controlling authorities to have a process that allows them to adjust speed limits appropriately as population, vehicle technology, land use and roading environments change over time.

We want a consistent, transparent approach taken to speed management across our road network where decisions about engineering upgrades, speed limit changes and the roll out of safety cameras are made together and clearly set out in national and regional speed management plans.

We'd like to see our speed management decisions support safe and accessible environments for walking, cycling and travelling with children.

WHAT WE KNOW

Road controlling authorities find the current process for setting speed limits resource intensive, time consuming and complex.

This leads to confusion, delays and some road controlling authorities putting off making speed management decisions that are sorely needed on our highest risk roads. The current process does not encourage regional collaboration among road controlling authorities and speed management can often be done on a road-by-road basis. This leads to communities having little visibility about speed management changes across their region.

There are opportunities to improve safety and accessibility around schools. Current speed limits outside many schools do not make walking and cycling an appealing mode of transport. Increased rates of children walking and cycling to school may also have a range of co-benefits, including health and accessibility benefits. Many jurisdictions around the world, and some road controlling authorities in New Zealand, have implemented safer speed limits outside schools, which generally have strong public support, good levels of compliance and positive safety outcomes.

There is an opportunity for New Zealand to improve its approach to safety cameras. New Zealand currently operates an 'anytime, anywhere' approach to its safety cameras, where enforcement is carried out with the purpose of discouraging drivers from speeding anywhere on the network. Countries like Sweden have adopted a very different approach where there are many more cameras on the network, targeted in high risk areas, and clearly marked so drivers are encouraged to slow down.

WHAT WE WILL DO

The *Tackling Unsafe Speeds* programme aims to establish a more streamlined and coordinated process for speed management, move towards a more transparent and effective approach to automated speed enforcement, and introduce safer speeds around schools. NZTA's roles as regulator and as a road controlling authority will also be clearly defined to improve transparency and accountability. Over the course of this three-year Action Plan, the groundwork will be set for long-term changes to speed management and speed limit enforcement.

The Ministry of Transport is the policy lead on this programme of work. NZTA, in close collaboration with road controlling authorities, will be responsible for implementing the new regulatory framework and speed management treatments. NZTA and Police will be responsible for the implementation of the new approach to safety cameras.

The *Tackling Unsafe Speeds* proposals will be funded through the National Land Transport Fund. Speed management proposals will be planned for through speed management plans which will reflect the long-term outcomes in the *Road to Zero* strategy and the priorities set out in the Government Policy Statement on land transport 2018.

We will improve the way road controlling authorities plan and implement speed management changes

In 2020, we will introduce a new speed management process to align decisions about infrastructure investment and speed limit adjustments through new legislation and rule changes. From 2021, NZTA will be required to produce a National Speed Management Plan every six years setting out proposed speed management reviews and safety infrastructure changes on the state highway network. An independent committee will be established to review this plan.

From 2021, road controlling authorities will be required to work collaboratively with their regional transport committee and NZTA to produce Regional Speed Management Plans, setting out speed management reviews and safety infrastructure treatments in the region. These plans will align with the land transport planning process, will be developed every six years and reviewed by NZTA.

This approach will remove the current bylaw-making requirements. All speed limits will formally come into force through inclusion on a national Register. By the end of 2021, we expect draft versions of all Speed Management Plans to be publicly available. These plans will be finalised in 2022. The new speed management process will provide greater transparency for decision makers and the public regarding which roads will be subject to speed reductions.

We will transition to safer speed limits around schools

The proposed speed management planning process will allow for a more streamlined and coordinated approach to speed management. Through this planning process, road controlling authorities will be required to reduce speed limits around urban schools to 30 km/h (or 40 km/h where appropriate) and around rural schools to a maximum of 60 km/h. These could be variable speed limits where appropriate.

While these changes will not be mandatory until the new speed management planning process is in place, some road controlling authorities have already introduced safer speed limits in these areas and will continue to do so over the next couple of years. Safer speed limits around schools can lower actual travel speeds, making these areas safer, more attractive and more accessible places for children to walk and cycle to school. Road controlling authorities will also be expected to consider safer speed limits in urban centres where there are high numbers of active mode users.

By 2022 there must be a plan for all schools to have lower speed limits in place over the 10 years of the *Road to Zero* strategy. By 2024, we expect to see 40 percent of schools with speed limits in compliance with the Rule, and reductions in actual speeds in areas where speeds limits have been lowered.

We will effectively enforce changes to speed limits through a new approach to safety cameras

We will move towards a 'highly visible, no surprises' approach to safety cameras, initially targeting the highest risk parts of the network. We will adopt an incremental, risk-based approach to deployment of more cameras across the network, supported by clear communication with the public. This approach will involve:

- ▶ investing in additional safety cameras
- ▶ installing cameras on the highest risk parts of the network
- ▶ clearly signing these cameras (and the existing static safety cameras) to encourage road users to drive at the safe and appropriate speed
- ▶ transferring ownership and operation of the camera network to NZTA.

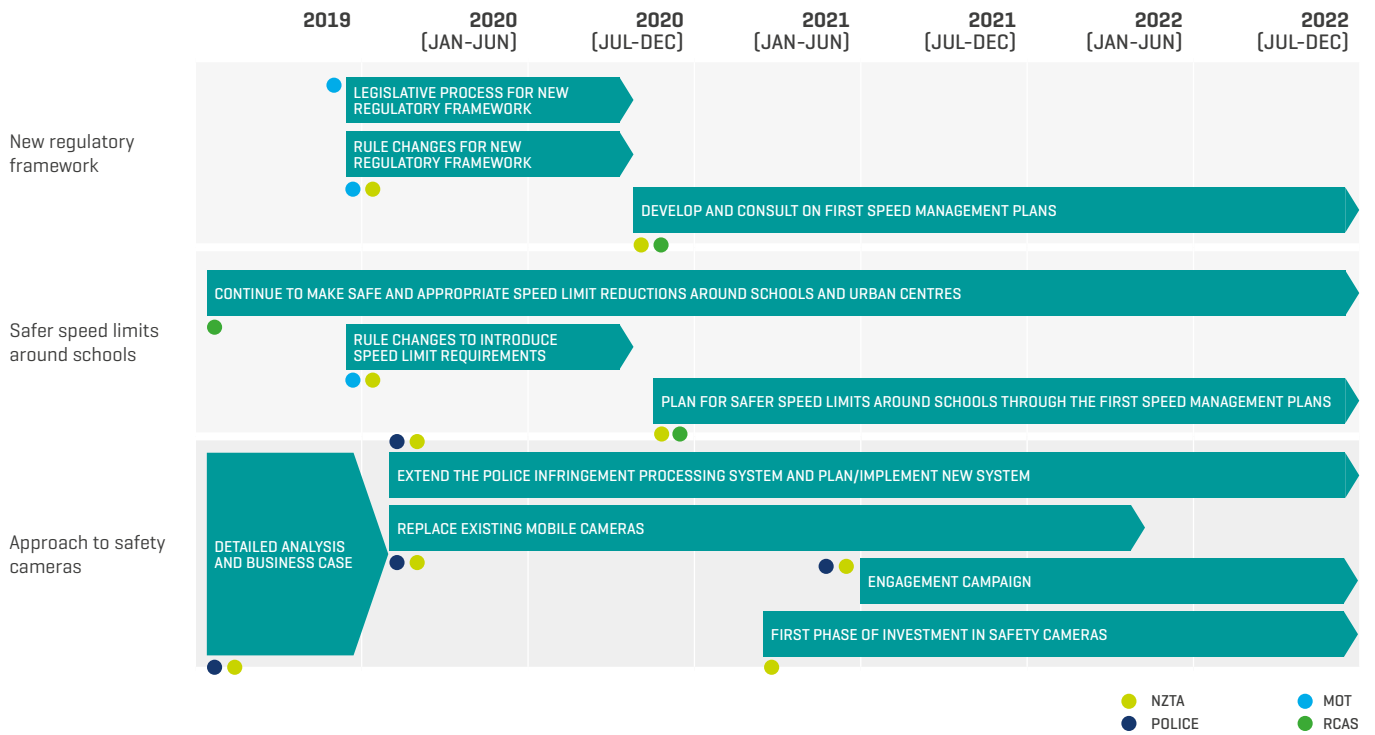
This approach is similar to that adopted in Sweden, which is part of a broader approach to road safety that has been successful in reducing deaths and serious injuries.

Between 2020-2022, Police and NZTA will upgrade the infringement processing system and upgrade the existing stock of mobile safety cameras. The first phase of investment in additional safety cameras will begin from mid-2021. This kind of approach will reduce deaths and serious injuries on our roads by encouraging motorists to slow down on the highest risk parts of the network.

While indicative only, the first phase of camera investment could include the roll out of approximately 100 additional cameras, including a range of different types of cameras [e.g. average speed⁴, mobile, red light and fixed cameras]. The roll out of additional safety cameras will be clearly set out in NZTA's National Speed Management Plan.

⁴ Also known as point-to-point cameras. These cameras calculate the average speed of a vehicle between two points, usually at least two km apart.

DELIVERY TIMELINE





Action: enhance safety and accessibility of footpaths, bike lanes and cycleways

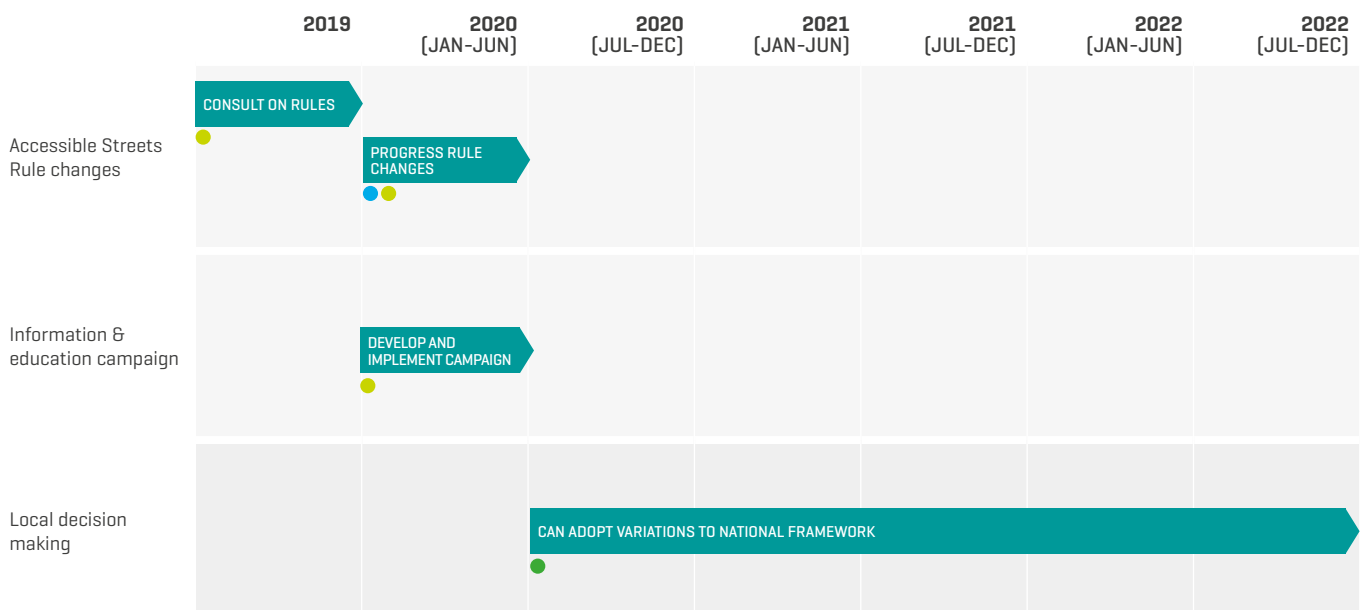
The Government has a focus on increasing the uptake of active modes of travel, to deliver benefits in road safety, health, and the environment. More people, particularly in our cities and town centres, are choosing to walk, cycle and get around by new and emerging vehicle types (such as e-scooters and e-bikes), and there are also more mobility aids being used as our population is aging. We need to ensure that, regardless of how they travel, our most vulnerable road users are safe and feel safe when using footpaths, bike lanes and cycleways.

We want the rules around footpath, bike lane and cycleway usage to be clear for everyone who uses them. We'd like to see our road rules more explicitly promote the safety of the most vulnerable road users, and to encourage more people to walk, cycle, and travel by other active modes.

WHAT WE KNOW

People who walk and cycle are disproportionately injured and killed on our roads. About three percent of on-road fatalities over the last decade were cyclist deaths, and crashes involving cyclists accounted for seven percent of serious injuries on the roads. About 10 percent of road deaths and 11 percent of serious injuries on our roads were pedestrians over that same timeframe⁵. The increased use of devices like push scooters and e-scooters has also led to an increase in risk.

DELIVERY TIMELINE



Our current regulatory settings do not adequately support walking and cycling as accessible and safe forms of travel. As the Government has a focus is on increasing the uptake of active modes of travel, there is an opportunity to support this shift by introducing a new land transport rule for the spaces they use and by changing the road user rules to improve access and safety for cyclists, pedestrians and other transport device users. Internationally, greater priority is provided for users of active modes, and steps need to be taken in New Zealand to shift the culture to achieve greater priority for these users and support this shift to active modes.

We lack a durable framework for classifying and regulating the use of different vehicle types on paths and in cycle lanes. Our footpaths and cycleways are increasingly used by new and existing vehicle types, resulting in path congestion and greater safety risks.

WHAT WE WILL DO

The *Accessible Streets* regulatory package is a collection of land transport rule changes designed to increase the safety and accessibility of our footpaths and streets. 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. Ultimately the package aims to improve people's access to social and economic opportunities, by increasing people's safety when using footpaths and modes of active travel.

The Ministry of Transport is the policy lead on this programme of work. NZTA, with road controlling authorities, will be responsible for the implementation of the programme. Consultation on the package is anticipated to begin in late 2019.

⁵ Ministry of Transport (2019) *Household Travel Survey, 2015-2018*. <https://www.transport.govt.nz/mot-resources/household-travel-survey/new-results/>.

FOCUS AREA 2

VEHICLE SAFETY

Safer vehicles not only help drivers avoid crashes, but also protect occupants and other road users when crashes do happen. Features such as airbags and seatbelts protect people from trauma. Technology such as lane-keep assistance, collision warning systems and autonomous emergency braking make us less likely to crash. 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 a growing amount of data to support good consumer choices. If we want people to drive safer cars, they need reliable, understandable and accessible information about which vehicles to buy.

KEY STRATEGIC DIRECTION

OBJECTIVE

Significantly improve the safety performance of the vehicle fleet

INITIAL ACTIONS

- Raise the safety standards for vehicles entering New Zealand
- Increase understanding of vehicle safety
- Implement mandatory ABS for motorcycles

The progress of these initial actions will be monitored using the following intervention indicators:

INTERVENTION INDICATORS

- Progress around the delivery of a package of new safety standards for vehicles entering the fleet
- Percentage of the general public exposed to advertising and/or resources on vehicle safety ratings
- Policy implemented to mandate ABS for new motorcycles over 125 cc by April 2020



Action: Raise standards for vehicles entering New Zealand

A vehicle's ability to prevent a crash or protect its occupants is key to reducing the numbers of deaths and injuries on our roads. The design of the vehicle, its structural integrity and its safety features can lessen the risk to its occupants if a crash occurs, and in some cases, prevent a crash occurring.

Currently, however, nearly half of New Zealand's vehicle fleet has a poor crashworthiness rating. This means these vehicles lack the structural integrity and safety features necessary to protect occupants in the event of a crash. These vehicles are overrepresented in our road death statistics: nearly two thirds of all road deaths and serious injuries result from crashes involving these types of vehicles.

Over the lifetime of this strategy, we want to see significant improvements in the safety of our vehicle fleet, with more people driving safer vehicles.

We'd also like to see greater uptake of the newest active safety features that help to prevent road crashes from occurring, rather than simply protecting occupants in the event of a crash.

WHAT WE KNOW

Improvements in vehicle safety over the last decade have saved the lives of New Zealanders. We know that improvements in vehicle safety technology (including features such as crumple zones, airbags, and other structural improvements in vehicle design) have significantly improved safety outcomes. Research found that improvements in vehicle safety accounted for 45 percent of the reduction in deaths and serious injuries between 1990 and 2012.

New Zealand's vehicle fleet is not as safe as it could be. Despite improvements in vehicle safety, in 2017, about 45 percent of the cars in New Zealand's fleet had a crashworthiness rating of one or two stars. These vehicles account for about 66 percent of all deaths and serious injuries. Our younger drivers, who are also among our most high risk drivers, typically drive these vehicles.

Currently, we have too much variability in the safety of the vehicles coming into New Zealand. Whilst most new cars have the newest safety features, not all do. We also know that many used cars we import vary greatly in their safety performance. We believe that this needs to change.

There are opportunities to improve the safety of vehicles entering the fleet through greater regulation. Requiring vehicles to meet specific standards at entry is the most effective method of improving the safety of vehicles entering the fleet. This creates a minimum standard that vehicles imported to New Zealand (both used and new) must meet, regardless of age. This means that the safety benefits are spread across all members of society.

WHAT WE WILL DO

The Government will undertake a programme of work to raise safety standards for vehicles entering the fleet. We will also investigate the warrant/certificate of fitness regime to ensure it remains fit-for-purpose for our future road safety requirements.

The Ministry of Transport (supported by NZTA) is the main policy lead on this work. Both agencies will also work closely with the vehicle industry when developing proposed options.

We will identify the newest safety technology that will have the greatest safety benefit

Vehicle safety technologies are growing ever more sophisticated. In addition to safety features such as airbags and seatbelts, which are designed to absorb the impacts of a crash and protect people from serious trauma, the next generation of safety features actively seeks to prevent a crash from happening, and if one occurs, looks to lessen the impacts.

In 2019, the Ministry of Transport undertook an initial investigation of several safety technologies that could be regulated as part of the first phase of this work. The technologies that showed the most promise included autonomous emergency braking (AEB), 3-point seat belts for the centre rear seats, side airbags, seatbelt reminders, and rear vision cameras.

This research will form the basis of policy work on a new suite of safety standards. In addition to these vehicle safety features, the Ministry will also investigate methods to increase the uptake of lane departure technology into the fleet. We will also look for opportunities to adopt standards that improve both safety and emissions outcomes.

We will examine all options to increase the uptake of these technologies into the fleet

In 2020, the Ministry of Transport will undertake a comprehensive policy investigation of the potential safety benefits of increasing the uptake of these technologies in the New Zealand fleet. We will work with stakeholders, including importers of new and used vehicles, to fully understand and mitigate any impact on supply, costs and equity issues for consumers.

This process will help us understand whether we should proceed with regulation or whether other options should be considered to increase fitment. Where technologies are less commonly fitted in countries that supply most of our vehicles, but the safety benefits are clear, we may use other methods, including publicity campaigns and industry initiatives, to increase levels of uptake throughout the fleet.

Where there is a clear case for specific safety technologies to be mandated through standards, we will seek public feedback before proceeding with any changes to Land Transport Rules.

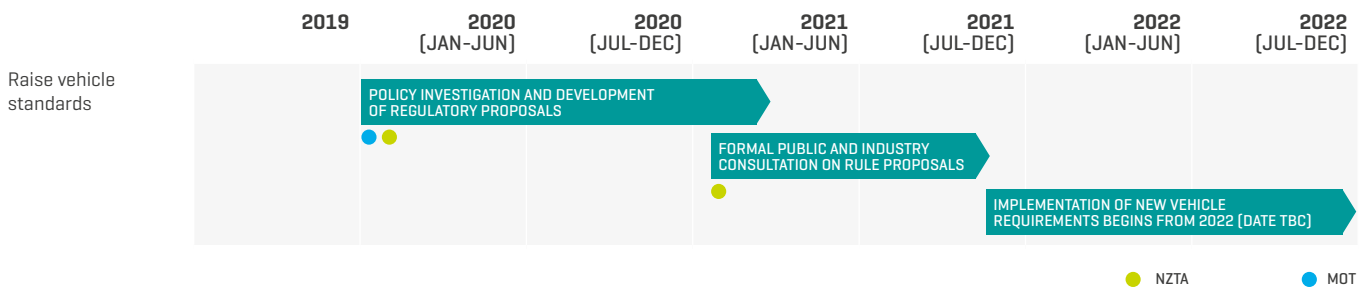
The introduction of any new standards will likely occur in 2021, with implementation to begin in 2022.

We will investigate our warrant of fitness and certificate of fitness systems to ensure existing vehicles in New Zealand are as safe as they can be

With vehicles getting more technically sophisticated and incorporating more computer software, we also need to ensure that inspection systems are evolving with these changes.

We will examine whether the current warrant of fitness and certificate of fitness tests need to be updated to account for the changes in vehicle technology. We will also look at opportunities to introduce methods to improve current testing procedures, including electronic scanning tools and other improvements in vehicle testing. This work will take place in 2021/2022.

DELIVERY TIMELINE





Action: Increase understanding of vehicle safety

The safety of different vehicles – both used and new – can vary greatly, and we know that many people are unaware of the impact of vehicle safety on crash outcomes.

We would like both vehicle buyers and sellers to understand and value the role that a safe vehicle plays in keeping them [as well as their passengers and other road users] safe on the road.

We'd like people to know how they can tell if their vehicle, or a vehicle they may be looking to buy, is a safe one, so that they can make informed choices about purchases.

We'd like information about vehicle safety performance to be readily available when people are looking to buy a vehicle, including supporting sellers to understand and share knowledge about the role vehicles play in keeping people safe.

WHAT WE KNOW

Many New Zealanders don't know about the role that their car's safety plays in their chances of having or surviving a crash.

Research shows that you are at least 90 percent more likely to die or be seriously injured in a crash in a one-star safety-rated car than a five-star safety-rated car. However, public awareness of the importance of safe vehicles is currently very low. In the absence of well-understood safety indicators, people often use factors such as warrant of fitness, vehicle age and brand to help determine whether a vehicle is 'safe'. For example, in a consumer survey conducted for NZTA in 2019, only five percent of 16-24 year-olds and three percent of those aged 25 plus stated that a safety rating is how you know if your car is safe.

Information on the safety of different vehicles is also not readily available for consumers. The safety of different vehicles can vary greatly, and this is not necessarily related to their age. Information on the safety performance of different vehicles is not readily available at the point of purchase or at other key points on the customer purchasing journey. There is no legal requirement to display safety ratings on vehicles for sale. Consumers are not informed of safety ratings or their relevance to road safety outcomes at any other point in the purchasing process [e.g. during vehicle pre-purchase inspections or purchasing insurance for their vehicle].

WHAT WE WILL DO

We will raise awareness of the importance of safe vehicles towards reducing the severity of crashes

Over the course of this three-year Action Plan, the groundwork will be set for long-term changes toward improving the safety profile of New Zealand's light vehicle fleet [see *Action: Raise safety standards for vehicles entering the fleet*].

NZTA will be responsible for leading a programme of work to increase public understanding of vehicle safety in close collaboration with the wider vehicle sector. This includes developing a comprehensive communications programme and interventions that help inform and influence people when purchasing a vehicle.

The programme will primarily focus on those in the market who have the financial capability to change vehicles but lack the information to motivate that change. This will help increase public awareness of the importance of vehicle safety in avoiding crashes and protecting occupants from crash forces when crashes occur.

We will also encourage consumers to look for a vehicle safety rating as the key measure of a vehicle's safety performance

Currently, two vehicle star rating programmes can help buyers to make informed decisions. The Australasian New Car Assessment Program [ANCAP] assigns star ratings based on the vehicle's ability to protect the occupants and other road users in a crash, and its ability to help avoid a crash. The Used Car Safety Rating [UCSR] programme provides crashworthiness ratings based on how well the vehicle model has performed in protecting occupants and other road users in real-world crashes.

NZTA will ensure there is a safety rating for as many vehicles as possible to ensure people know the likely safety performance of their vehicle or a vehicle they are looking to buy.

We will also work with the wider vehicles sector to provide easily understood, accessible and consistent information on the safety performance of vehicles

The motor vehicle industry plays a key part in educating consumers on what to look for in a safe vehicle. Motor vehicle dealers, vehicle inspectors, insurers and finance companies are all key influencers on the customer purchasing journey. As such we will work with the sector to ensure stakeholders understand the significant role that vehicles with high safety ratings play in keeping them and others safe when on the road and ensure they understand the how a safety rating is derived.

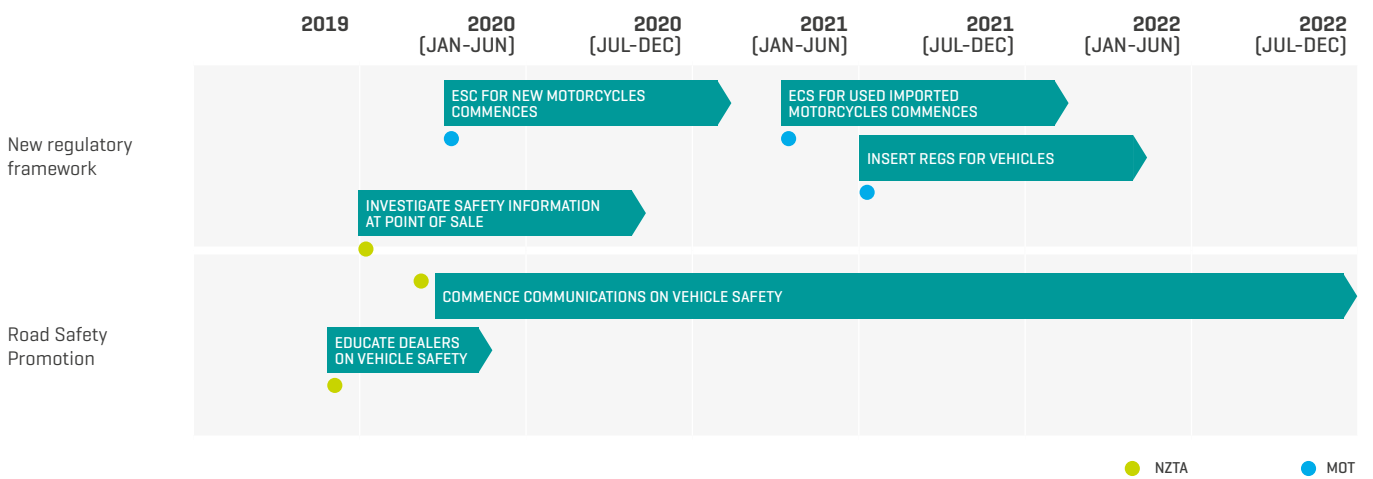
Over the next two years, NZTA will work with the vehicle industry to ensure that as many vehicles as possible will display a vehicle safety rating, and that these safety ratings are consistent, accurately applied and communicated to consumers. The NZTA will also work with them to ensure the safety rating information is visible at the point of sale and other key decision points.

By the end of 2024, we expect to see an increase in the number of people that identify a safe vehicle by its safety rating.

Together with the action to raise standards for vehicles entering New Zealand, these initiatives will help support a substantial increase in the overall safety of vehicles in New Zealand. By 2030, we want to see a greater proportion of safer 4- and 5-star safety rated vehicles with fewer than 20 percent of light vehicles having a safety rating of one or two stars.



DELIVERY TIMELINE





Action: Mandate anti-lock braking systems

Unlike cars, which have safety features such as crumple zones and air bags, motorcycles lack the protection and stability to protect their riders in the advent of a crash. This lack of protection and stability is a key reason why motorcyclists account for a disproportionate number of those killed and injured on our roads.

We know that by increasing the uptake of safety features such as anti-lock braking systems (ABS), we can significantly reduce the number of motorcyclists involved in crashes. By 2021, we expect nearly all new and used imports of motorcycles to be fitted with ABS or a similar combined braking system (CBS)⁶ for smaller motorcycles⁷. By 2030, we will see a safer motorcycle fleet with a reduction in the number of motorcyclists killed and injured on our roads.

WHAT WE KNOW

Crashes involving motorcyclists are a disproportionate contributor to deaths and injuries on New Zealand roads.

Motorcyclists are 21 times more likely to be killed than for car drivers over the same distance. In 2017, motorcyclists accounted for 12 percent of all deaths and 10 percent of all reported injuries on our roads, even though motorcyclists make up less than four percent of our vehicle fleet and less than two percent of all travel.

The evidence tells us that anti-lock braking systems are one of the most effective ways we can prevent serious injury crashes for motorcyclists. Because motorcyclists lack the protection of cars and heavy vehicles, measures to prevent crashes are a key part of reducing motorcyclist deaths and serious injuries. ABS work to prevent a motorcycle's wheel, or wheels, from locking during braking. ABS adjust the braking pressure accordingly to prevent the wheel from locking and assist with maintaining the stability of the motorcycle. International research has found that ABS has the potential to reduce severe injury crashes by approximately 30 percent.

ABS and CBS are increasingly being fitted as the standard on modern motorcycles. This is driven, in part, by the increasing international trend towards mandating it, with Europe (2017), Brazil (2019), India (2019), Japan (2021) and Australia (2021) all requiring new and used motorcycles to be fitted with ABS.

However, unless the fitting of ABS is at some point made mandatory in New Zealand, there will be a significant portion of the market that will continue to lack ABS. Mandating this requirement creates a level playing field across the market, and stops the importation of cheaper model motorcycles without ABS.

WHAT WE WILL DO

We will mandate ABS for motorcycles starting in April 2020

In 2018, the Ministry of Transport undertook a comprehensive analysis of the benefits and costs of mandating ABS. In terms of the safety benefits, mandating ABS would prevent 34 deaths, 375 serious injuries, and 656 minor injuries. This would come at a small increase to the purchasing cost for motorcycles [initially between \$30-\$100 for motorcycles over 125cc and declining thereafter].

In March-April 2019, NZTA publicly consulted on a draft Rule to mandate ABS for motorcycles. NZTA received 49 submissions; the majority of these were supportive of the proposal.

The Minister signed the Rule in September 2019. The Rule requires new-model⁸ motorcycles entering the fleet to be fitted with ABS or CBS by 1 April 2020, and all existing-model new motorcycles and all used motorcycles entering the fleet to be fitted with ABS or CBS by 1 November 2021.

We know that older motorcycles travel less than their more modern counterparts and are generally not used for everyday travel or commuting. For that reason, classic and collectable motorcycles [i.e. motorcycles manufactured prior to 1 January 1990] are excluded from the Rule.

NZTA will lead on implementation of the new Rule. By 2021, we expect to see 90 percent of all motorcycles imported to New Zealand fitted with ABS or CBS.

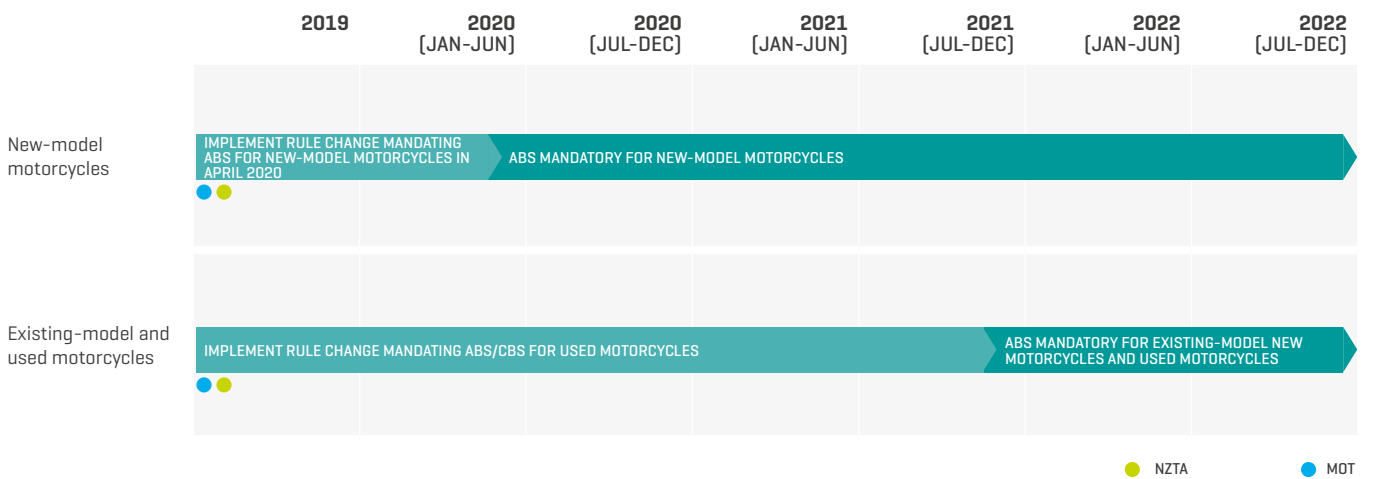
⁶ For the purposes of this document ABS will also refer to a combined braking system.

⁷ Exceptions and exemptions for a limited number of classic and collectable motorcycles will be allowed under the Rule.

⁸ New-model motorcycles are those that have not previously been sold. Existing models are those that were already available for sale at the time the Rule comes into effect and do not include used motorcycles which have already been registered in New Zealand or somewhere else. The delay is intended to allow importers to sell older stock.



DELIVERY TIMELINE



FOCUS AREA 3

Work-related road safety

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. Fatigue, distraction and vehicle safety are important issues, and we know that factors such as long working hours can also impact on the safety of workers travelling to and from their workplace.

Ensuring that businesses and other organisations take their responsibilities for work-related road safety seriously has the potential to significantly reduce harm, both to their workers and to other road users.

KEY STRATEGIC DIRECTION

OBJECTIVE

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

INITIAL ACTIONS

Strengthen commercial transport regulation

Support best practice for work-related road safety

The progress of these initial actions will be monitored using the following intervention indicators:

INTERVENTION INDICATORS

- Progress around private sector initiatives to establish best practice road safety standards in the supply chain
- Progress around the review of logbook and work-time requirements as part of the 2019/2020 rules programme
- Incorporate journey purpose into the Crash Analysis System [CAS]



Action: Strengthen commercial transport regulation

Commercial transport operators have legal obligations to ensure their staff are healthy and safe when driving for work. However, while many operators take road safety very seriously, we know there are opportunities to strengthen our current regulatory settings to better address issues such as fatigue, distraction and vehicle safety.

Our regulatory framework needs to incentivise the right behaviours in commercial transport, apply obligations at the right level, and ensure that we can enforce these obligations in a responsive and risk-based manner.

WHAT WE KNOW

Commercial transport operators have legal obligations to ensure their staff are healthy and safe when driving for work. Under the Health and Safety at Work Act 2015, businesses must ensure the safety and health of their workers and must manage the risks to the health and safety of others. This includes the risks arising from driving for work. Commercial transport operators also have specific obligations under the Land Transport Act 1998, such as maximum work-times. Commercial transport operators have legal obligations to ensure their staff are healthy and safe when driving for work.

We know that issues like fatigue, distraction and vehicle safety are areas of particular concern for commercial operators. Key challenges in the goods transport sector [e.g. those operators that deliver or carry goods in a vehicle that is 6000kg or more] include constraints caused by commercial pressures, and driver hours and fatigue. Key challenges in the passenger transport sector [e.g. small passengers services – taxis and shuttle services, and buses] include pressures caused by the operating environment, the age of parts of the bus fleet, driver skills and experience, and driving hours and fatigue.

There are opportunities to strengthen our current regulatory settings for work-related driving. While many commercial transport operators take road safety very seriously, commercial pressures and a lack of understanding mean that this is not necessarily the case across the board. We need 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.

WHAT WE WILL DO

The Government will strengthen the current regulatory settings that apply to work-related driving, particularly for goods and passenger services. This will focus on opportunities to improve fatigue management as a priority area.

The Ministry of Transport is the main policy lead on this work. As the key regulators in this space, NZTA and Worksafe, in close collaboration with the commercial transport sector, will be responsible for giving effect to the outcomes of any regulatory changes.

We will review logbook and work-time requirements under the Land Transport Act 1998

The Land Transport Act 1998 places restrictions on how long the driver of a commercial or heavy motor vehicle may work before taking rest. Restricting work-time helps reduce the risk of fatigue in drivers of commercial and heavy motor vehicles, and helps keep drivers (and those around them) safe on our roads.

Currently, maximum driving hours are set at 13 hours under the Land Transport Rule: Work Time and Logbooks 2007, and commercial drivers are required to record all work and rest time in a logbook approved by NZTA. However, we know that these regulatory standards – and the way in which we enforce them – are not as effective as they could be in promoting health and safety and reducing work-related harm.

In the immediate term, the Ministry of Transport will undertake a policy investigation to assess whether the work-time hours should be reduced to reflect the maximum driving hours set in other jurisdictions such as the European Union. This could help improve road safety outcomes and driving health and wellbeing. As part of this work, the Ministry of Transport will also undertake a regulatory review of logbook requirements, and consider whether to mandate the use of e-logbooks to improve auditing and enforcement of work-time limits. The introduction of any regulatory amendments will likely occur in 2020, with implementation to begin in 2021. NZTA will also explore non-regulatory options to accelerate the voluntary uptake of e-logbooks by the commercial vehicle sector.

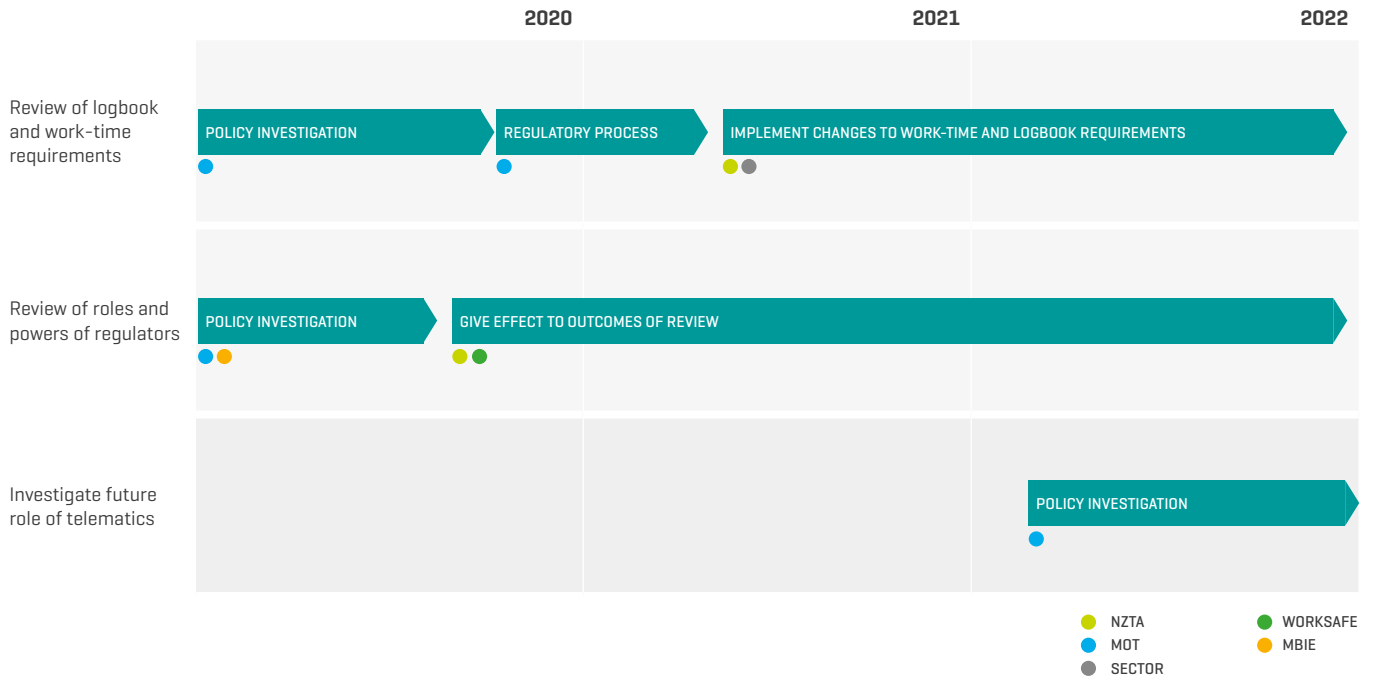
In the longer term, the Ministry of Transport will undertake a broader programme of work examining the future role of transport technology, particularly telematics [i.e. vehicle tracking and monitoring] and fatigue monitoring technology, to address safety risks in the course of driving for work. This could include providing incentives for operators to install regulatory telematics systems that share compliance information [e.g. work and rest hours, vehicle speed, location and mass] with the regulator.

We will also review the roles and powers of regulators

There is currently an overlap between the roles and functions of NZTA [the principal regulator under the Land Transport Act 1998] and WorkSafe [the principal regulator under the Health and Safety at Work Act 2015]. NZ Police also have an enforcement role in this area. To help provide clarity on the relative roles of regulators and greater coordination and leadership of work-related road safety, the Ministry of Transport, in collaboration with the Ministry of Business Innovation and Employment [MBIE], will explore ways to address regulatory overlap, including the merits of designating NZTA to take on Health and Safety at Work Act functions.

Initial policy work will be completed by mid-2020, with implementation to follow in late 2020.

DELIVERY TIMELINE





Action: Support best practice for work-related road safety

Large numbers of New Zealanders drive for work every day, whether as commercial drivers, while working in trades, or travelling long distances in agricultural and many other sectors. Around one in four fatal crashes involve a person driving for work.

Businesses and other organisations already have sound health and safety protocols and expertise within their organisation, and improving work-related road safety is an area where we could make a significant difference.

We want to ensure that businesses and other organisations have access to best practice information for safety standards and technologies that can help them to support their staff to travel safely and arrive alive. By improving our data collection about work-related driving, supporting best practice across the private sector, and making a start on safe driving standards within government agencies, we will deliver a package of activities to make improvements in this area.

WHAT WE KNOW

Road crashes are the single largest cause of work-related fatalities. Research suggests that around 25 percent of road fatalities involve a person driving for work. Some of these people are professional drivers, while others drive as a secondary part of their main role. Often it is other road users who are killed in these crashes, particularly if they crash with heavy vehicles.

Businesses have legal obligations to make sure their staff are healthy and safe, including while driving for work. 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. This includes while driving for work. Commercial transport services also have specific obligations under the Land Transport Act 1998, such as maximum working times.

There are opportunities for businesses to take steps to significantly improve the safety of their workers and the public on the road. We know that while some businesses are showing admirable leadership in improving road safety, others do not treat road safety risks the same way that they would treat similar work-related risks. We know there is further scope for businesses and other organisations to drive improvements in road safety, and central government can play an important role in supporting this focus.

WHAT WE WILL DO

We are developing a package of initiatives to ensure that businesses are aware of work-related road safety risks and their obligations, especially where there is an interface between the Health and Safety at Work Act and the Land Transport Act. This includes building an understanding of best practice for different sectors – both for professional drivers, as well as people who drive as a secondary part of their main role.

NZTA, supported by WorkSafe, is the lead government agency responsible for this work programme.

We will improve data around work-related driving

There is currently a lack of data around work-related driving, and we do not have a clear picture of the overall level of harm, the causes of work-related crashes, and the industries and sectors that have the highest levels of harm. Building a clearer understanding of the issues associated with work-related road safety will be critical to successfully delivering on both the Government's *Health and Safety at Work Strategy 2018-2028* and *Road to Zero* strategy.

The Ministry of Transport, in collaboration with WorkSafe, NZTA, NZ Police and Health Quality & Safety Commission, is leading an analysis of journey purpose information collected by Police in order to get a better picture of the scale of the problem. This analysis will be supplemented by the review of coronial files on work-related road crashes undertaken by the University of Otago, and data analysis undertaken by WorkSafe.

We anticipate completing this analysis in early 2020. It will help inform the development of best practice standards for different sectors.

We will support and encourage private sector initiatives to establish best practice road safety standards

The private sector 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. We are seeing leadership on this issue from some major organisations, including purchasers of goods services who are establishing clear minimum safety standards and effectively monitoring driver safety.

Over the life of this action plan, WorkSafe and NZTA will work with the private sector to establish initiatives in this area. A pilot programme led by the Food and Grocery Council is proposed. This initiative will build on a road safety programme launched by Woolworths NZ in 2018. It aims to establish best practice road safety standards in the retail supply chain and will inform further projects for other sectors.

We will also focus on driving for work as a common critical safety risk for government agencies

A critical work-related health and safety issue for government agencies is driving for work. WorkSafe and NZTA will work with the Government Health and Safety Functional Lead to encourage promotion of standards around safe driving for government agencies.

Together, these initiatives will help support a decrease in the number of deaths and serious injuries involving a person driving for work.

DELIVERY TIMELINE



FOCUS AREA 4

Road user choices

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. We want to support good road user choices and build a safety culture where people not only accept but expect road safety interventions. 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 for the conditions, driving too close when passing a cyclist or school bus, or allowing our attention to be diverted. We know that these behaviours, along with 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, contribute to levels of harm on our roads.

We need to shift public attitudes, behaviour and understanding of road safety. We also need to ensure that we deliver effective enforcement targeted towards risk.

KEY STRATEGIC DIRECTION

OBJECTIVE

Encourage safer choices and safer behaviour on our roads

INITIAL ACTIONS

- Prioritise road policing
- Review road safety penalties
- Increase access to driver licensing and training
- Enhance drug driver testing
- Support motorcycle safety

The progress of these initial actions will be monitored using the following intervention indicators:

INTERVENTION INDICATORS

- ▶ Number of sworn staff dedicated to road policing
- ▶ Number of breath tests conducted [increase to two million in 2019/2020 and three million in 2020/2021]
- ▶ Number of Police operations targeting restraints, impairment and distraction offences
- ▶ Number of Offender Management Plans in place for high risk drivers [1700 plus per year]
- ▶ Percentage of road safety advertising campaigns that meet or exceed their agreed success criteria
- ▶ Progress around the alignment of key road safety penalties and remedies to the appropriate framework
- ▶ Number and percentage of licensed motorcyclists that have taken an approved training course
- ▶ Progress around improving access to driver training and to the licensing system



Action: Prioritise road policing

Road policing is an essential component of improving road safety. It is focused on reducing deaths and serious injuries through delivering road safety prevention, education, investigation, and enforcement activities. Police's initial and intermediate activity measures should be reviewed in conjunction with dynamic investment, legislative and policy environments.

Police enforcement, delivery and preventative activities are deployed based on risk. They are targeted to mitigate high risk behaviours and reduce deaths and serious injuries on New Zealand roads. The range of road policing activities undertaken are supported by a strong evidence-base and will be an important part of achieving the *Road to Zero* vision.

WHAT WE KNOW

A key component of road policing is on enforcing the road rules and deterring unsafe behaviours on our roads. International experience supports targeted reductions in deaths and serious injuries on the road and demonstrates what can be achieved with a sector-wide approach, sufficient investment and resourcing.

Prevention activity needs to balance enforcement. 44 percent of public interaction occurs roadside, which provides opportunities to make referrals to health or road safety support providers, to seek compliance and other road safety outcomes that address factors appearing as a result of Police engagement (e.g. achieving graduated driver licence progression). Checkpoints and vehicle stops are event-based measures that are considered to have a prevention role through deterrence.

General deterrence is achieved when road users change their behaviour, not because of being caught, but because they believe the chances of being detected if committing an offence are high across the road network. High visibility directed patrols, breath testing checkpoints, randomly rotated semi-covert mobile speed cameras and coordinated tactical operations are examples of deployment activity that contribute to general deterrence. Specific deterrence is achieved when road users change their behaviour as result of first-hand experience with apprehension. Targeting high risk areas, high risk times, and repeat offenders are examples of deployment activity that contribute to specific deterrence.

WHAT WE WILL DO

Police will prioritise road safety through strategic alignment, committed leadership across the organisation, operational activity that will contribute towards preventing harm and a clear mandate towards a New Zealand where no one is killed or seriously injured in road crashes

Police has developed a Road Policing Action Plan for 2018-2021. This reinforces the organisational approach to road safety, and provides an actionable plan linked to Police's Prevention First operating model and the Police High Performance Framework to effectively target risk. The Road Policing Action Plan provides the platform for effective tasking and coordination directed to road safety activities.

Police has identified operational priorities for road safety that directly address those factors known to contribute to the greatest harm, specifically the use of restraints, impaired driving (including fatigue), distraction and speed.

Other operational priorities include:

- ▶ High risk drivers – Police analyses calls for service in relation to high risk drivers and delivers reports to Districts for follow up and preventative interaction with those drivers. Police is seeking to expand this process by including, amongst others, repeat impaired drivers, suspended and disqualified drivers, and fleeing drivers. Police will also be working with other agencies to identify and deliver inter-agency solutions to situations that manifest themselves in high risk road user behaviour.
- ▶ Preventative actions (including the use of compliance and other supported resolutions) – Police deliver a range of prevention initiatives and is currently working with partners and Māori organisations to enable better road safety outcomes for all drivers. The He Tangata Driver Training Pilot Programme commenced in June 2018 and focuses on improving road safety by supporting drivers in obtaining their driver licence, allowing Police to apply supported resolutions for traffic offending in line with the Road Policing Action Plan.
- ▶ Risk targeting – The Inroads initiative is currently investigating options to trial multi-agency tasking and coordination processes to improve deployment to road safety risk. This process will be evaluated, and appropriately adjusted during 2020.

Clear outputs and metrics are associated with these key priority areas, each with a clear rationale for inclusion. High visibility tools have been adopted to improve the accessibility and functionality of both new and existing datasets. There is a clear expectation that these tools are utilised to inform District Action Plans, tasking and coordination and operation orders. Delivery will be monitored, evaluated and reported on an ongoing basis.

We will ensure that Police staff are equipped and enabled

Police continues to place priority on equipping and enabling all staff to effectively deliver road safety activities that contribute directly to reducing harm on the roads. This includes technological advances and applying evidence based learnings into internal training programmes, amongst other things, focus on increasing cultural confidence. This will remain a focus for Police and is a core component to road policing initiatives.

NZTA funding processes allow submission of change initiatives [also known as Special Projects] that promote greater levels of service for DSI-related or other projects aligned with the Government Policy Statement on land transport 2018. This was done in July 2018 for a batch of change initiatives separate to the core baseline funding for road policing. Police is funded for this to the amount of \$18.5m over the three year period.

Projects currently under investigation include:

- ▶ Driver Simulation Technology – Police has investigated a number of options for fleeing driver training including virtual reality and screen simulator systems. Learnings from these investigations are currently being assessed, and Police intends to investigate further opportunities for screen simulators. Police will be seeking advice from US jurisdictions that are currently using this type of technology.
- ▶ Pursuit Management Technology – Police is currently investigating what technologies exist to assist with the management of fleeing driver events. Following completion of the initial research, Police will seek to procure any suitable technologies.

- ▶ Tyre Deflation Devices – Police is currently investigating options for improved tyre deflation devices, alongside an assessment of current training and how this might be improved. Following completion of this investigation Police will decide on a way forward that will support stopping fleeing drivers where risk assessments show it is safe to do so.

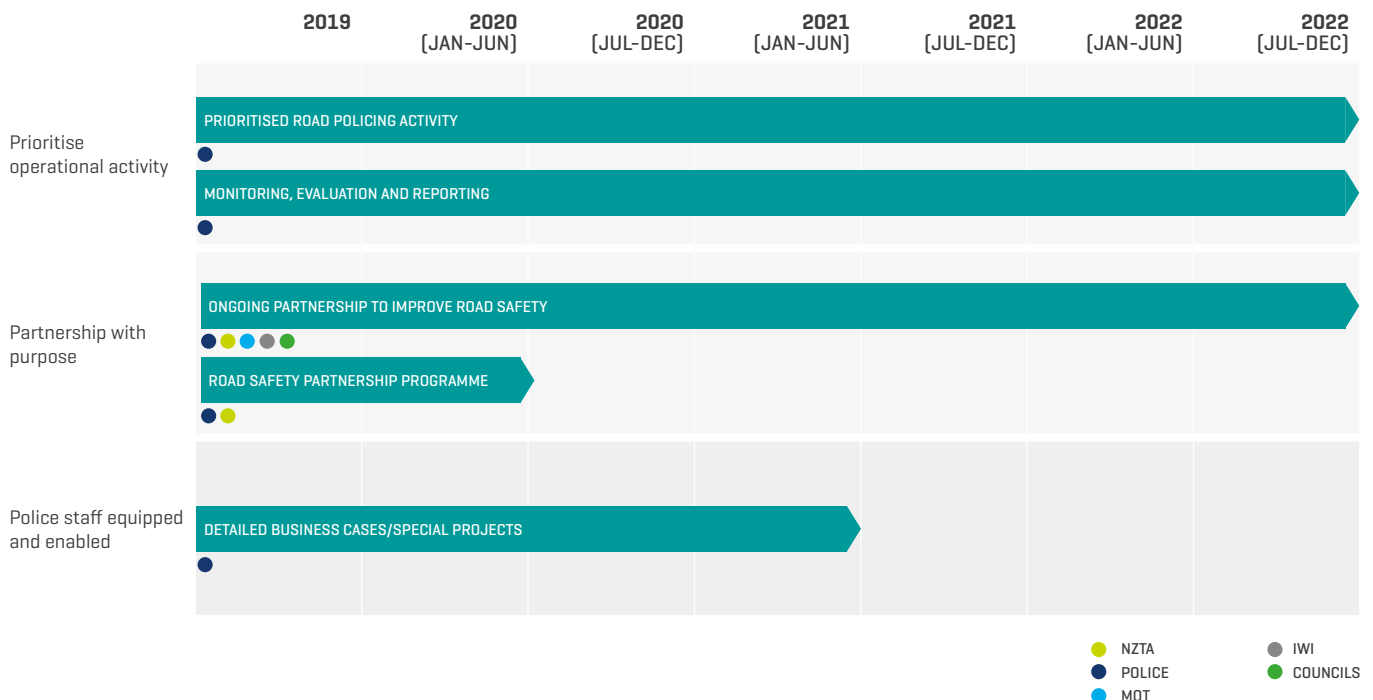
These projects provide critical resource to frontline staff to meet agreed service delivery levels. In addition, these projects are intended to maximise the time dedicated road policing staff spend on road safety activities and not on administrative tasks and travel.

We will partner with purpose

Police acknowledges the importance of ongoing relationships with local road controlling authorities, and Iwi Māori (including urban Māori) at a strategic and operational level. The National Road Policing Centre is committed to supporting Districts in the development and execution of engagement plans that identify shared outcomes and contribute to harm reduction initiatives.

Police will seek opportunities with their partners in the road safety sector, and across government, to better align Police campaigns for full effect. For example, increased speed enforcement operations timed to coincide with partner agencies' advertising related to speed.

DELIVERY TIMELINE





Action: Review road safety penalties

Transport-related financial penalties are the infringement fees and fines issued by enforcement officers such as Police and parking wardens.

An effective transport penalty system is one where the penalty for an offence is logical, appropriate and where the level of the penalty is proportionate to the risk (or actual harm) presented by the offending behaviour. It is important that compliance and enforcement staff are supported in their work by fit-for-purpose legislation and that New Zealanders feel that the penalties for breaking the rules are fair. This will be complemented by *Hāpaitia te Oranga Tangata: Safe and Effective Justice*, a broader programme of work to reform the criminal justice system.

WHAT WE KNOW

Effective financial penalties can support road safety by supporting enforcement officers to enforce the road rules. To be effective, infringement fees and fines should reflect the risk of harm or the harm caused by the offending behaviour. They should be proportionate, have a deterrent effect and be reasonable. The level of a fee or fine sends a social signal about the seriousness of the offence. Where fees and fines are set at very low levels this can send a signal that a certain behaviour is not high risk.

Infringement fees and fines in the transport sector have developed over many years and have not been reviewed systematically. As a result, we know that a number of fees and fines may be poorly targeted, may be too low to deter undesirable behaviour, and do not align with the level of risk. We also know that proposed penalties and fees for any new offences must be in line with this overall approach to fees and fines.

There are areas of inconsistency for road safety-related penalties. For example, we know that penalties for distracted driving, such as those for using a cellphone while driving, need review. Many offences that seem to present a similar level of risk have higher penalties.

WHAT WE WILL DO

The *Review Financial Penalties and Remedies* programme aims to improve the alignment of infringement fees and fines and other financial penalties, such as impound fees, with the risks and costs associated with them.

The Ministry of Transport will lead this work. Police and NZTA will be responsible for giving effect to the outcomes of any regulatory changes.

We will systematically review and revise fees and fines across the transport system

The Ministry of Transport is developing a framework for reviewing and revising infringement fees and fines across the transport sector. This framework and the principles that underpin it will enable us to be consistent in our advice to Ministers on appropriate fees and fines for individual offences.

Once the framework and principles are finalised, we will apply them to priority areas. In future, as various parts of our legislation are reviewed, we will update penalty levels in line with the policy framework. This will ensure that our penalty system is reasonable and proportionate and that it deters behaviour that creates risk and harm.

We will prioritise a review of road safety fines for distracted driving

We have identified offences relating to distracted driving, such as driving while using a cell phone, as a priority area for review. The current financial penalties may not be well aligned with the risk of harm and with society's expectations. The Ministry of Transport intends to consult on related updates to the Land Transport [Offences and Penalties] Regulations 1999 in 2021/2022.

Review fees and fines for other action plan initiatives

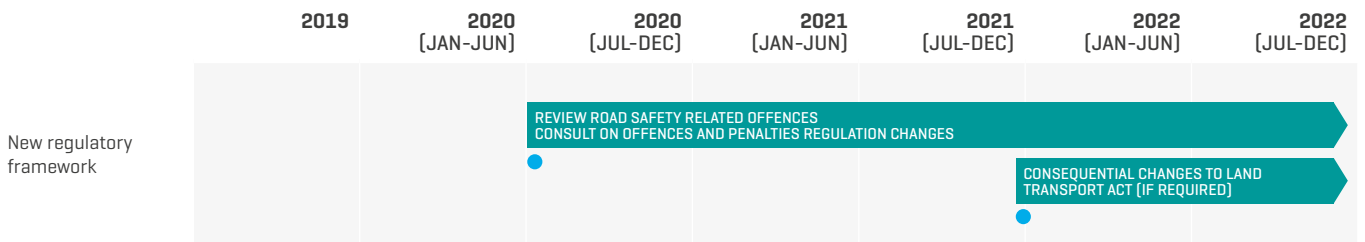
The work in this programme supports other actions within the strategy, including the *Tackling Unsafe Speeds* programme, the *Accessible Streets* package and work to review driver licensing and commercial transport regulations.

By carrying out this process in a stepped way, and introducing a framework and principles-based approach, we expect that fees and fines will, over time, become more closely aligned to the level of risk that the offences present. Not all fees and fines will be raised. We expect, however, to see increases in fees and fines for offences where the current penalty does not reflect the risk presented by the targeted behaviour, or where the level of fee or fine has not changed for a long period of time. This will support broader work to improve road user behaviour.

We will also review the regulated fees for towing and impounding vehicles to ensure the system remains fit for purpose.



DELIVERY TIMELINE





Action: Increase access to driver training and licensing

Improving driver skill and behaviour is an important part of reducing the number of deaths and serious injuries on our roads.

We know that an effective graduated driver licensing system [including education and training] helps to reduce the risk of death and injuries on our roads. However, we also know that disadvantaged groups, and especially young people from these groups, can face difficulties in obtaining a licence and progressing through this system.

By improving access to the driver licensing system, and assisting people to progress through the system in a timely fashion, we can ensure more people are competent and safe drivers.

WHAT WE KNOW

The graduated driver licensing system is designed to help new drivers gain experience and become safer drivers. A graduated driver licensing system helps to reduce the risk of death and injuries on our roads by placing a phased set of restrictions on learner and restricted drivers to minimise the risks novice drivers face as they are learning to drive and gain confidence. The system gradually reduces the restrictions on novice drivers, allowing them to develop safer driving skills while minimising the risks they face. A recent Ministry of Transport evaluation of the driver [class 1] licensing system found that each stage of the licensing system [the learners, restricted, and full licence] provides separate benefits to help improve driver competence.

However, many people currently face barriers to entering and progressing through the system. This is especially true for disadvantaged groups, and especially young people from these groups. These barriers include the costs of taking, or retaking driving and riding tests, as well as access to a suitable vehicle, driver training, and testing services. These barriers act to slow, or even prevent, a significant proportion of New Zealanders from progressing through the system. An estimated 70,000 to 90,000 New Zealanders struggle to access the licensing system, or are stalling part way through. There is now also a bottleneck issue in the driver testing system which means many licence holders are unable to sit the practical test required to progress within the time required.

We know that this affects road safety outcomes. Drivers who do not progress through the driver licensing system have a higher risk of being in a crash than those who do. Fully licensed drivers are around 23% less likely to crash than drivers with restricted licences. Drivers still on a learners licence after four years have a crash rate six times higher than the crash rate at the learner stage for drivers who progressed to a full licence within four years.

ACC research tells us that many of the learner drivers who do not progress through the system lack clear coaching instruction and find it hard to know when they have the skills to successfully sit the test. Some of them are not getting enough variety in their

driving experience, such as driving at night, in the rain or in heavy traffic. Their driving coaches also recognised that they may be passing on 'bad habits' because their knowledge of road rules and good driving practices isn't as good as it could be.

Finding ways to assist and encourage learner drivers to gain the skills to progress through the system while addressing practical barriers that may be hindering their progression will improve road safety outcomes.

There are other benefits to having a driver licence – and disadvantages of not having one. Research shows that unlicensed young people tend to have reduced employment and social outcomes. A report by the Auckland Co-Design Lab¹⁰ estimates that roughly 70 percent of entry-level jobs in Auckland require applicants to have a driver licence. Further, some unlicensed youth may choose to drive illegally and as a result could face justice consequences such as unpaid fines if caught. This can make it even harder for these youth to afford a licence and obtain a job.

Increasing driver licence uptake could help lower barriers to education and employment for young people at risk of poor employment or training outcomes. These groups often face significant barriers in getting a licence.

WHAT WE WILL DO

We will expand access to curriculum resources and learner licensing support in schools and explore quick changes to the system to increase access

We will work to reduce the main barriers to gaining a driver licence, including cost, access to training, and access to testing services.

The Ministry of Business, Innovation and Employment and the Ministry of Education are the leads on this work. They will be supported by NZTA, Ministry of Social Development, Te Puni Kōkiri and NZ Police. These agencies will also be responsible for implementation.

These agencies will work together to identify ways to increase driver licence uptake and progression through the graduated driver licensing system, especially for Māori and Pacific people.

This will include looking at ways to:

- ▶ expand access to curriculum resources, training, and driver training in schools for schools who wish to provide this this [including the young driver education programme Drive, a suite of learning to drive tools created by NZTA and ACC]
- ▶ provide funding for regional co-ordinators so they can expand existing voluntary community programmes that assist in getting driving hours up and preparing young people for testing
- ▶ making the system more accessible – designing a delivery approach to complement social outcomes so that we reduce barriers for young people to get their licence.

We will conclude this work by November 2020. Changes will then be implemented from 2021, subject to available funding.

¹⁰ The Auckland Co-Design Lab Report: The Case for Change – The Driver Licensing Challenge, April 2016.

In addition to the above programmes for young drivers, a number of existing programmes will also continue to be delivered for a range of different groups (including increasing awareness around substance impaired driving, promoting the use of child restraints, and driver education programmes for older drivers).

We will also ensure that the licensing system is geared towards progression

New Zealand’s licensing system has three progression stages – learner, restricted and full licences. In 2014 Cabinet agreed to amend the Land Transport (Driver Licensing) Rule (the Rule) to address ‘licence pooling’ issues at the learner and restricted licence stages. This was because drivers were making conscious decisions to stay on their current class of licence and not progress through the licensing system. This lack of progress threatened the integrity of the system, with surveys showing that young drivers were willing to drive outside the restrictions placed on their stage of licence, relating to driving hours, passenger restrictions and supervisor requirements.

In 2014, a five-year time-limited licence was introduced. This required licence holders to complete a practical test to progress to the next licence stage or sit a theory test to renew their current licence within five years after obtaining a learner or restricted licence.

However, these changes have only had small impact on people progressing to a restricted or full licence, and the full impact of the change has yet to take effect. There are also now currently bottleneck issues in the system due to insufficient testing capacity. This means from December 2019, there would likely be a large group of licence holders whose time-limited licences will expire while they wait for a practical test. These drivers will become unlicensed if they do not renew their licences in the interim, with an additional compliance cost of \$65.50 for a theory test.

To address this, the Government amended the Driver Licensing Rule which:

- ▶ provides a blanket two year extension for holders of five-year time limited licences (whose licence expires in the period from 1 December 2019 to 1 December 2021)
- ▶ allows drivers on a five-year time limited licence who want to remain at their current licence stage to renew their licence up to 90 days prior to the expiry date of their licence.

The Rule change will be coupled with a sustained communications campaign and outreach to encourage drivers to progress through the licensing system in a timely manner, and an increase in capacity (i.e. additional testing officers) at driver licence testing sites.

The Ministry of Transport and NZTA will undertake a review of the licensing system

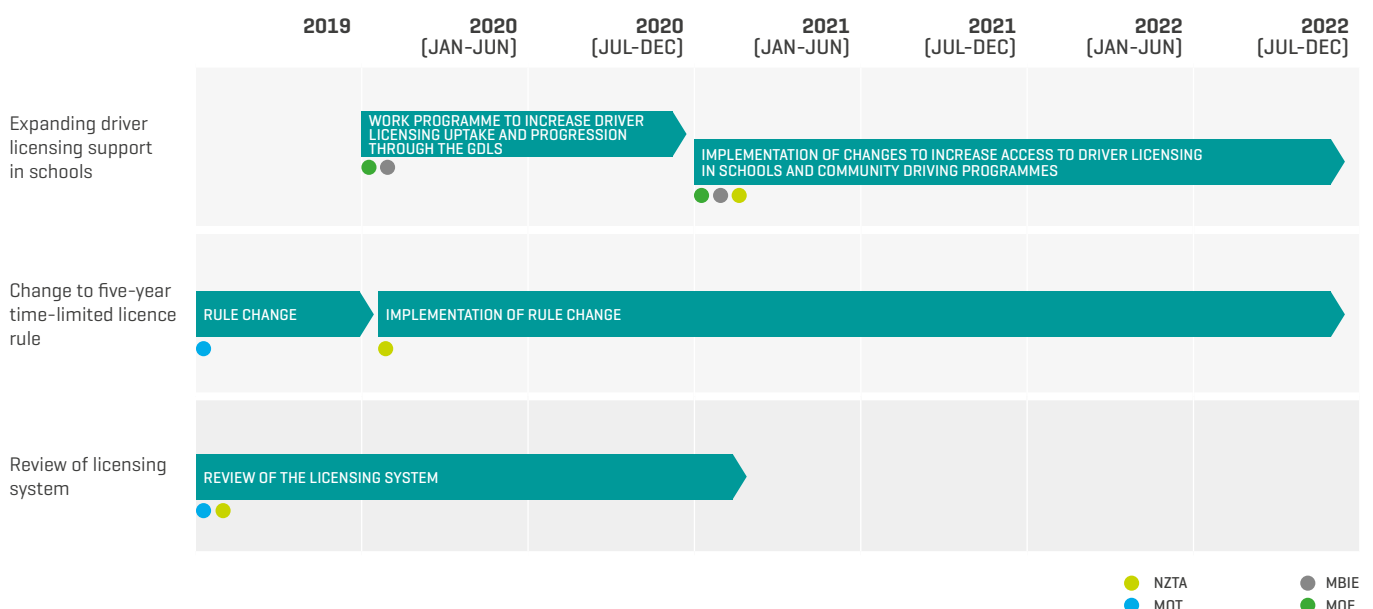
Investigating the barriers to progression through the driver licensing system, and the implementation of initiatives to increase driver license uptake and progression, will form Phase 1 of a wider review into the driver licensing system. This will be led by the Ministry of Transport and NZTA, with input from key stakeholders.

The review will explore:

- ▶ barriers to the driver licensing system preventing entry to the system and progression, including indirect costs, as well as access to driver training and testing services
- ▶ whether the current methods of driver training are adequately preparing novice drivers for the risks they face on New Zealand’s roads
- ▶ whether the funding of the licensing system and its price setting is simple and equitable; specifically, that the cost of the system is spread fairly across individuals and businesses.

Following this work, the Ministry of Transport and NZTA will then present policy recommendations to the Government.

DELIVERY TIMELINE





Action: Enhance drug driver testing

Many illicit and prescription drugs have the potential to impair driving, and New Zealand studies show that drivers are using those drugs and driving. In 2018, 71 people were killed when drivers crashed with drugs in their system that could have impaired their driving. This compares to 109 people who were killed because drivers crashed with alcohol in their system.

Greater deterrence of drug driving is needed to reduce the incidence of drug driving and the deaths and serious injuries that result.

WHAT WE KNOW

Evidence indicates that many illicit substances can impair driving. There is a large body of international research on the impacts of drugs on driving ability. Overall, international studies show that many illicit substances can slow reaction time, increase risk taking and cause fatigue, particularly when taken in combination with alcohol or other drugs. When combined with alcohol or other drugs, the negative effects can be even larger. Methamphetamine has been found to be the most risky drug to use before driving and is the drug found with increasing prevalence compared to other drugs in fatal crash victims.

There are also numerous prescription drugs that can affect driving performance. Over 1500 different drugs are prescribed in New Zealand, including medicinal cannabis, and over 200 of these come with the warning 'do not drive or operate machinery if affected, may cause drowsiness' and/or 'restrict or avoid alcohol'. Research undertaken for NZTA's Substance Impaired Driving Project found that 25 percent of all prescriptions issued in New Zealand are for medication that can impair driving and nearly 65 percent of drivers are unaware that it is illegal to drive while impaired by medication.

Drug driver detection and enforcement in New Zealand is not as effective as it could be. New Zealand's current 'good cause to suspect' compulsory impairment test (CIT) process has challenges and limitations. A Police officer must explicitly identify a reason to suspect a driver is potentially impaired from using drugs from external cues, such as erratic or poor driving, or the driver's behaviour once stopped. The 'good cause to suspect' threshold ensures that drivers who are not impaired are not subjected to a CIT, however, applying the threshold means that it is likely that there are drug impaired drivers who are not being tested because there are no observable signs of impairment at the time of driving. Police are also frequently unable to require drivers to undergo a CIT because they are injured or in a state of shock or emotional distress following a crash.

The number of drug tests (i.e. CITs) undertaken each year is too low to deter drug driving behaviour. Police records show that 473 CIT blood specimens were submitted for analysis in 2017/2018. In comparison to the number of drug tests undertaken, around two million compulsory alcohol breath tests are carried out each year. The low number of drug tests limits the opportunity to achieve a general deterrence effect, meaning that the perceived and actual risk of detection of drug driving is minimal. A University of Waikato survey of drivers in 2017 found that 60 percent of drivers thought people were likely to be caught by Police for drink driving but only 26 percent thought people were likely to be caught for drug driving.

WHAT WE WILL DO

In 2018, the Ministry of Transport, supported by the NZ Police, commenced a programme of work to investigate options for enhancements to New Zealand's current drug-impaired driver detection and enforcement regime. In May and June 2019, the Ministry undertook public consultation on possible approaches to addressing drug-impaired driving.

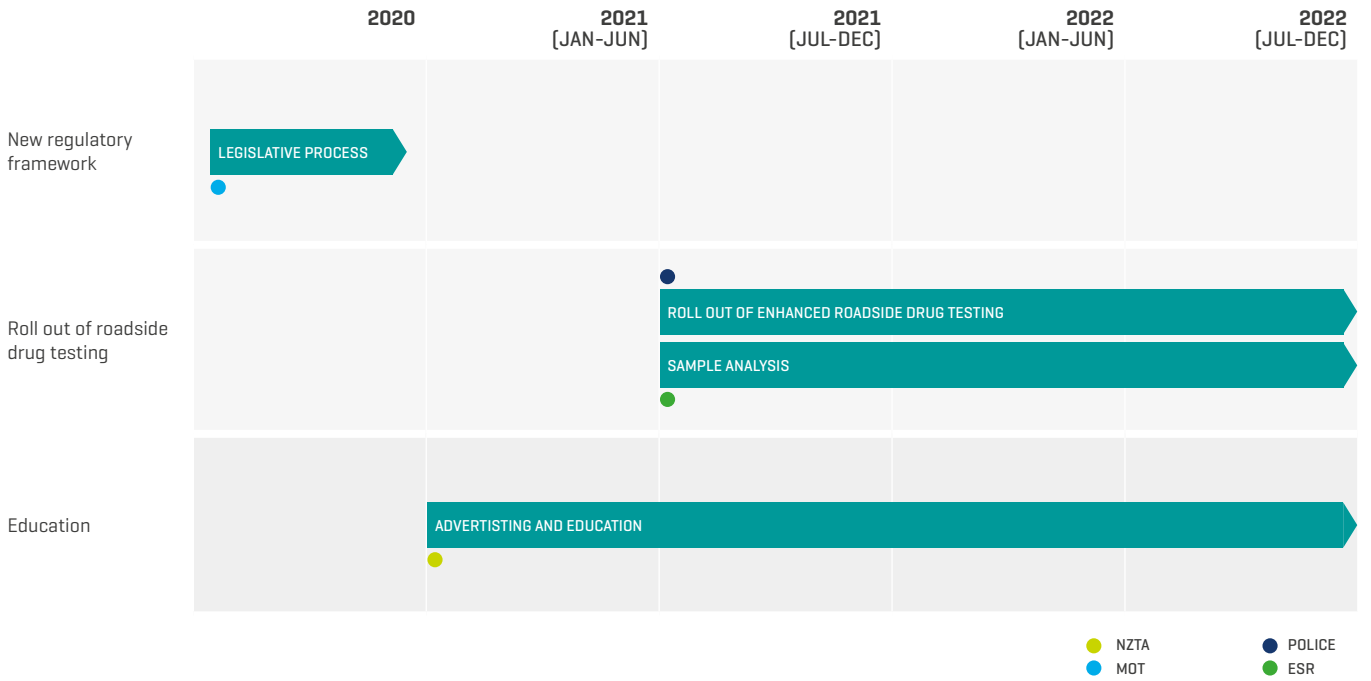
Policy options are expected to be considered by Cabinet late in 2019. Options could include:

- ▶ greater use of the CIT test – more Police trained to deliver the test
- ▶ roadside drug screening of drivers for drugs, potentially using oral fluid testing
- ▶ improved evidence base through data collection – testing blood samples for alcohol and drugs routinely
- ▶ a health approach to assessment, enforcement and penalties – improving the current assessment process, ensuring drug drivers have access to drug education and rehabilitation programmes, and providing training to Police on how to engage drug drivers to consider education and rehabilitation options
- ▶ education and advertising – providing information to the general public about the risks of drug-impaired driving and ensuring chemists and medical professionals provide accurate advice about the risks associated with prescription drugs.

Once agreed, legislation is likely to be introduced in 2020 to come into effect towards the end of 2021. Implementation of these measures will be led by the NZ Police with support from NZTA and the Ministry of Health. This will enable drug testing to come into effect before any legislative changes that may result from the cannabis referendum.

In 2021/2022, we expect to see a significant decrease in reporting of deaths and serious injuries where drugs are identified as a factor in a crash. It is expected that improved data collection and blood sample analysis in 2020 and 2021 will enable reduction targets to be established for 2021/2022.

DELIVERY TIMELINE





Action: Support motorcycle safety

Motorcyclists are vulnerable road users and are overrepresented in deaths and serious injuries.

We know we can improve motorcycle safety by ensuring the licensing system for motorcyclists is fit for purpose, encouraging the use of personal protective equipment, investing the safety treatments for motorcyclists on our highest risk routes, and improving rider skills through training courses such as *Ride Forever*.

These actions, combined with mandating ABS for motorcycles [see *Action: Mandate ABS for motorcycles*], will help to significantly reduce the number of motorcyclists killed and injured every year.

WHAT WE KNOW

Motorcyclists are vulnerable road users and are overrepresented in death and serious injuries. Between 2014 and 2018, there were 236 motorcyclist deaths and 12 pillion passenger deaths on our roads. In 2018, 50 motorcyclists and four pillion passengers died. Over the same five-year period, ACC received 21,000 new claims for treatment and support for motorcycle related injuries. The cost of helping these motorcyclists recover was over \$452 million.

We know we can improve motorcycle safety in a number of ways.

This includes ensuring that the licensing system for motorcyclists is fit for purpose, encouraging the use of personal protective equipment, and improving rider skills through training courses such as *Ride Forever*. Between 2014 and 2018, 20,000 *Ride Forever* courses were completed by motorcycle riders, and riders who complete a *Ride Forever* course are 27 percent less likely to crash and submit a claim with ACC. Safe vehicle technology can also help. Finally, we know that 48 percent of motorcycle serious and fatal injuries occur on just 3.2 percent of our road network. By encouraging targeted investment towards this high risk portion of the road network, we could expect a reduction of around 27 percent of casualty crashes for motorcycles and 31 percent of fatal and serious injuries.

WHAT WE WILL DO

The *Support Motorcycle Safety* action aims to improve the licensing pathway for motorcyclists, increase safety treatments for motorcyclists on our highest risk routes, and incentivise motorcycle skills training [especially for hard-to-reach riders]. ACC, supported by the Ministry of Transport, will lead this work.

We will review the licensing pathway for motorcyclists

In 2018/2019, the Ministry of Transport reviewed how the current motorcycle licensing regime supports road safety as part of a wider evaluation of the graduated driver licensing system. This evaluation found high crash rates for both learner and full motorcycle riders, and raised questions about whether the current licensing requirements adequately prepare novice motorcyclists for the risks they face on New Zealand roads.

In 2020, the Ministry and ACC will undertake policy work to improve the licensing system for motorcyclists. The initial aim of this work will be to identify specific initiatives to improve the preparedness of novice motorcyclists. This will include looking at the potential safety benefits of the Competency Based Training and Assessment (CBTA) licensing pathway, which is designed to ensure riders are competent in a number of prescribed skills¹¹. We will also examine the potential safety benefits of the *Ride Forever* course, which is designed to accompany the CBTA but is also encouraged as a refresher course for experienced and returning riders. Following this initial work, we will look to investigate if there are other adjustments that we could make to improve the safety outcomes of motorcyclists.

Depending on the outcome of the review, we will consider whether to mandate the CBTA licence pathway as the only pathway for gaining a restricted or full motorcycle licence. We will also examine whether to require that riders applying for their restricted or full licence must complete a *Ride Forever* training course prior to undertaking the CBTA.

We will invest in safety treatments for motorcyclists on our highest risk routes

In 2014, ACC approved a \$15.0 million motorcycle road safety engineering programme over a 10-year period. The first package of safety treatments on 24 of the highest risk routes will be completed by December 2019.

Over the life of the action plan, ACC will invest a further \$6.3 million to continue the programme of motorcycle safety road engineering on a second package of 26 rural high risk motorcycle routes. ACC will partner with local authorities and NZTA for a staged delivery from July 2019 to December 2024.

ACC and Auckland Transport are also partnering on a pilot programme that will deliver on a broad range of road safety initiatives [including motorcycle safety]. As part of this partnership, engineering treatments will be installed and evaluated on two sections of Dominion Road in Auckland, which is known to be a high risk road for motorcyclists.

We will incentivise motorcycle skills training and target hard-to-reach riders

In 2019, ACC introduced a two-year pilot scheme involving cashback incentives to encourage more riders to complete *Ride Forever* coaching and recognise the work riders are doing to make themselves safer on the road. The incentive targets riders who have held their New Zealand class six licence for five years or more and who haven't completed *Ride Forever* coaching.

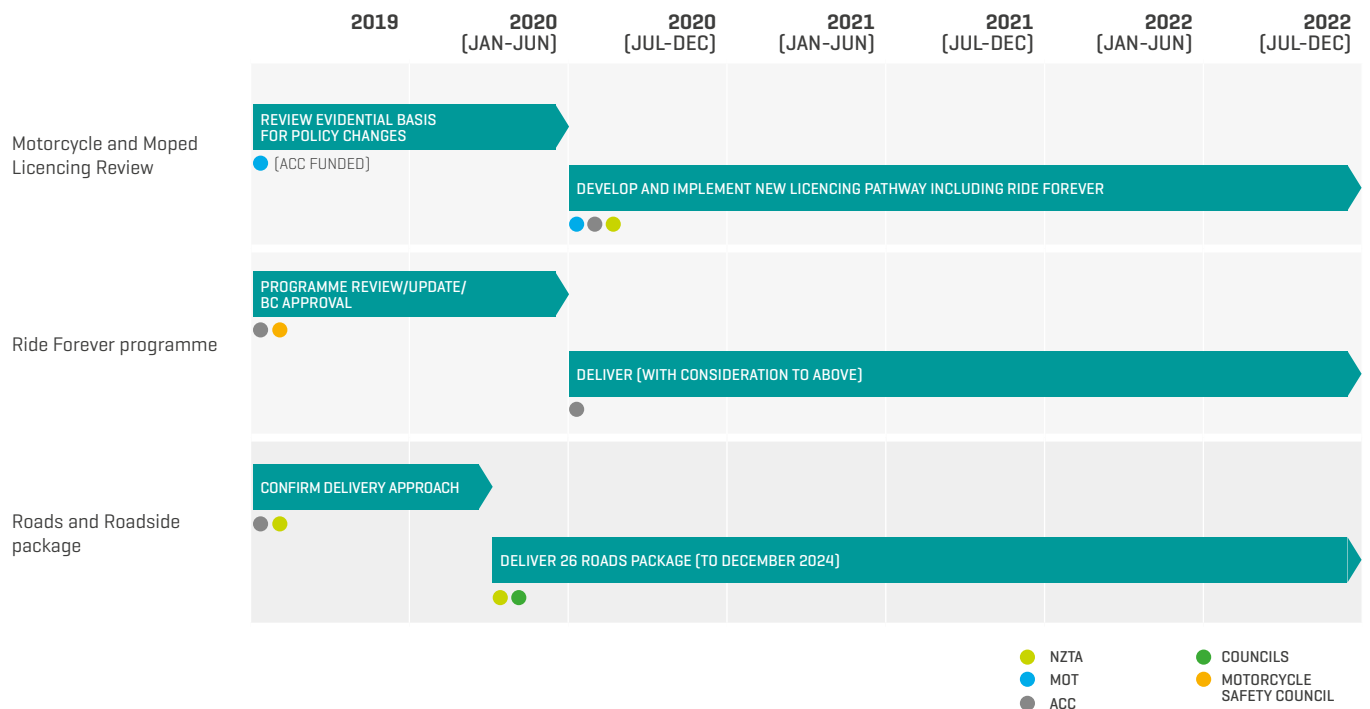
ACC subsidises each *Ride Forever* course by \$249, while the rider contributes up to \$50 per course. When riders complete the required *Ride Forever* courses, they receive their \$100 cashback and then a second \$100 payment on their next registration.

By requiring that motorcyclists undertake the most rigorous training available, we will ensure that motorcyclists are prepared to deal with the risks they face on New Zealand roads.

¹¹ Competency-based training and assessment (CBTA) gives learner riders an option to have their riding skills assessed by an approved assessor as an alternative to the practical riding test.



DELIVERY TIMELINE



FOCUS AREA 5

System management

We want to manage our road safety system in a way that reflects international best practice.

Experience and international evidence tell us that strong leadership, effective coordination, engagement with communities and accountability for actions are critical to achieving our road safety objectives.

Shared responsibility for road safety starts with building collective understanding. We also know that decision makers need access to sound data and a strong evidence base about what works if they are to take action with confidence. A robust results management framework facilitates effective monitoring and helps us to evaluate which programmes are working and where changes may be required.

KEY STRATEGIC DIRECTION

OBJECTIVE

New Zealand's road safety management system reflects international best practice

INITIAL ACTIONS

Strengthen system leadership, support and coordination through:

- ▶ Strengthening national system leadership and coordination of road safety
- ▶ Supporting effective regional responses
- ▶ Supporting monitoring and evaluation
- ▶ Developing and sharing evidence
- ▶ Improving road safety outcomes for Māori
- ▶ Assisting public understanding
- ▶ Improving post-crash response

The progress of these initial actions will be monitored using the following intervention indicators:

INTERVENTION INDICATORS

- ▶ Progress around the development and delivery of a road safety programme that demonstrates the principles of Tikanga Māori
- ▶ Percentage of the general public that were exposed to messages on Vision Zero
- ▶ Percentage of the general public that were exposed to messages on effectiveness of road safety interventions
- ▶ Number of people in the sector who have completed an approved Safe System training course



Action: Strengthen system leadership, support and coordination

How we work, and how we work together, will be critical for the strategy's success, and we need to think carefully about how we manage the road safety system. Good system management requires strong leadership and governance, effective coordination, meaningful engagement with communities and clear accountabilities for improvements.

We'd like to see our road safety governance structures provide strong leadership and have clear accountabilities for those government agencies and stakeholder organisations with responsibility for delivering road safety outcomes. While some agencies have leadership and co-ordination roles, such as the Ministry of Transport, NZTA, and local government, others have important support functions, such as District Health Boards.

We want greater coordination across the system to ensure an efficient, joined-up approach to road safety and to work in partnership with Māori, communities, businesses and other organisations.

We need to improve how we collect targeted data and share it with road safety stakeholders so that we can be confident our decisions are based on sound evidence and that we can evaluate outcomes effectively.

We'd like to build understanding and support for road safety interventions, so that we can bring the public along with us and embed the changes we need to make.

WHAT WE KNOW

System management is critical to the success of the strategy.

Jurisdictions that have made the greatest progress in road safety performance have used data to identify problems, developed evidence-based interventions, and formalised their proposed actions in a comprehensive strategy. They have also set ambitious, quantitative targets and introduced transparent lines of institutional accountability. Effective road safety management captures all these components.

Effective management of a Safe System requires a focus on results.

Achieving safety outcomes involves monitoring road safety performance against a set of safety performance indicators. An overall outcomes framework with a clear results focus allows us to monitor how the road safety system is performing, helps drive action and holds relevant agencies publicly accountable for the delivery of the strategy. Regular monitoring and reporting on road safety performance will be critical to keep us on track towards our 2030 target.

In-depth crash investigations are a valuable source of Safe System understanding.

Traditionally, the primary aim of crash investigations was to establish what caused the crash and whether the driver was at fault, rather than understanding why the crash had led to a death or injury. Information gained from

in-depth crash investigations complements that collected in police crash reports to provide a more complete understanding of road crashes and associated trauma. This allows us to develop a holistic understanding of systemic failures in the road transport system that lead to fatal and serious injury outcomes.

Our understanding of what is needed to achieve a Safe System to deliver on Road to Zero is continually evolving.

When the concept of a Safe System was first envisaged it was often regarded as unrealistic. Following decades of refinement and research we now have greater understanding of how roads, vehicles, travel speed and road users can interact to form a Safe System. We now need to carry out a gap analysis that will allow us to compare the current state of the network in New Zealand with where we want to be. This will help us to identify the additional programmes and interventions needed.

Public buy in and understanding is key to achieving the Road to Zero strategy.

While we know that a Safe System is the key to improving road safety in New Zealand, public consultation on the Road to Zero strategy showed us that we still have some way to go to build greater public support and understanding of the proposed approach and all of the elements involved. An effective awareness and engagement approach that can create public buy in and ownership will be crucial to making progress in the focus areas.

We need to better understand road safety outcomes for Māori.

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 decisions that directly affect them. We know that Māori are significantly overrepresented in the statistics for death and serious injury from road trauma. We need to better understand why this is the case.

WHAT WE WILL DO

The *System Management* programme aims to strengthen road safety leadership and governance, improve coordination and collaboration at all levels, ensure that decision makers have access to sound data and a strong evidence base, develop a robust system for monitoring and evaluation, and increase levels of public understanding of the Vision Zero approach.

STRENGTHEN NATIONAL SYSTEM LEADERSHIP AND COORDINATION OF ROAD SAFETY

We will strengthen governance arrangements and support greater investment in road safety

Strong leadership from central government is essential for a good road safety system. Central government makes the case for change and holds the levers for effective co-ordination with, and support for, regional and local road safety partners. As a first action, the Ministry of Transport will strengthen the governance arrangements at central government level (including reviewing the functions of the National Road Safety Committee) to enable greater leadership, co-ordination, oversight and accountabilities for the Road to Zero strategy. These governance arrangements will

also need to be supported by appropriate resource to drive the kinds of changes we want to see. NZTA, NZ Police and the Ministry of Transport will also undertake a review of the existing road transport investment framework to better embed *Road to Zero* principles into investment decision-making.

SUPPORT EFFECTIVE REGIONAL RESPONSES

We will build capacity and capability

We will identify and respond to key capacity and capability gaps to ensure that local and regional road safety responses are well-resourced and that our guidelines are being applied robustly and consistently. NZTA will continue to promote updates to standards and guidelines and will offer technical and practical courses for road safety professionals. We will also ensure that proven training programmes, such as *Drive, Ride Forever* and *BikeReady*, are well resourced.

We will strengthen co-ordination mechanisms

NZTA will update its guidance for local road safety action plans to achieve the following objectives:

- ▶ road controlling authorities have clear strategic direction and priorities, backed by good data and effectively supported by our delivery arms
- ▶ NZTA and its partners provide integrated and concise data to help road controlling authorities prioritise and prepare their road safety programmes
- ▶ NZTA offers communication and engagement resources to help build local support for road safety interventions
- ▶ NZTA delivery teams are resourced to help road controlling authorities interpret and use road safety data and information
- ▶ we make it easy for road controlling authorities' road safety programmes to be assessed and approved.

SUPPORT MONITORING AND EVALUATION

We will develop a robust monitoring framework for the strategy and report on progress

The Ministry of Transport will lead the development of a robust framework to measure road safety outcomes and monitor performance to help us track progress towards our strategic outcomes. The outcomes framework will 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.

We will establish a formal road safety outcomes reporting forum

The Ministry of Transport, in partnership with NZTA, Police, ACC and WorkSafe, will investigate the best way to report progress against the outcomes framework.

We will develop in-depth Safe System crash investigations

NZTA will lead development of a pilot programme for in-depth investigations of fatal and serious crashes, building on the information available from existing Serious Crash Reports prepared by NZ Police. The pilot will focus on identifying the cause of injuries as well as on the cause of the crash itself. NZTA will also investigate the potential to create a National Safe System Crash Investigation Working Group to draw on relevant crash and injury expertise from the wider industry.

DEVELOP AND SHARE EVIDENCE

We will implement the Transport Evidence Base Strategy

The Ministry of Transport is leading on the development of the Transport Evidence Base Strategy. This has a number of aims, including improving access by ensuring that data, research and evaluation findings are discoverable, accessible and reusable; improving governance by ensuring effective sharing and integration of key data; and facilitating collaboration by fostering cross-agency collaboration and relationships with the wider transport sector. To enable this, a revised set of data, research and evaluation priorities and initiatives has been developed to reflect the Government's priorities for transport, including road safety.

We will expand the use of the Transport Safety Knowledge Hub

The Transport Safety Knowledge Hub (Safety Hub), led by Ministry of Transport and NZTA, brings together members of the road safety community to help implement the Transport Evidence Base Strategy and the *Road to Zero* strategy. The Safety Hub creates a collaborative environment for the road safety community to share data and research. It also provides a mechanism to identify and close knowledge gaps and future research needs.

There is an opportunity to expand the use of the Transport Safety Knowledge Hub by organising regular events to promote the sharing of road safety knowledge, research, evaluation, data and ideas; and promoting cross-agency collaboration, particularly in areas where data is currently patchy, for example, work-related travel and Māori road safety.

We propose to convene an Annual Road Safety Results Symposium, led by the Ministry of Transport, to report on and discuss progress with the *Road to Zero* Outcomes Framework and identify data, research and evaluation gaps.

We will also consider how the Transport Evidence Base Strategy and the Safety Hub can be integrated into the broader new and strengthened national governance structure for the *Road to Zero* strategy. It will be important for the road safety agencies to have a coordinated plan and clear accountabilities for servicing the Outcomes Framework.

We will further develop road safety modelling

We will continue to undertake modelling to develop our understanding of what a Safe System looks like for New Zealand and how best to achieve Vision Zero [or near Vision Zero] levels of serious road trauma.

NZTA will continue to develop the Integrated Intervention Logic Model (IILM) in partnership with key road safety stakeholders. The IILM is used to calculate potential savings in deaths and serious injuries through a combination of interventions across all parts of the transport system.

NZTA will continue to develop Vision Zero network modelling capacity to improve and build upon existing infrastructure and speed management programme development tools. The intent is to investigate the gap between the current state of the road network and the future Safe System state to identify and quantify future road network improvements, in combination with developments in vehicle safety, to achieve close to zero fatalities and serious injuries.

IMPROVE MĀORI ROAD SAFETY OUTCOMES

We will improve our understanding of road safety outcomes for Māori

The road safety sector will work with Māori to understand their road safety aspirations.

Work is already underway through the Road Safety Partnership and other forums to increase our understanding of what the contributing factors are for Māori road safety outcomes. We are seeking to build understanding, relationships and responses over the course of this action plan that will strengthen into the future. This will help us partner with Māori more effectively to co-design and develop an ongoing programme of work.

ASSIST PUBLIC UNDERSTANDING

We will develop an engagement and communications package to improve public understanding and acceptance of Road to Zero principles

We will develop an engagement and communications package to raise awareness of the *Road to Zero* approach to road safety and why it is needed. This package will include initiatives and collateral on the effectiveness of the Safe System approach designed to support key stakeholders and local government in their road safety conversations with the public. It will build on, and support, existing engagement on road safety and will be integral, alongside the other advertising and behavioural change programmes (including NZTA's National Road Safety Education and Advertising Programme), to help the community understand and support the need for road safety interventions.

This work will be led by NZTA with support from partners including the Ministry of Transport, NZ Police and local government.

IMPROVE POST-CRASH RESPONSE

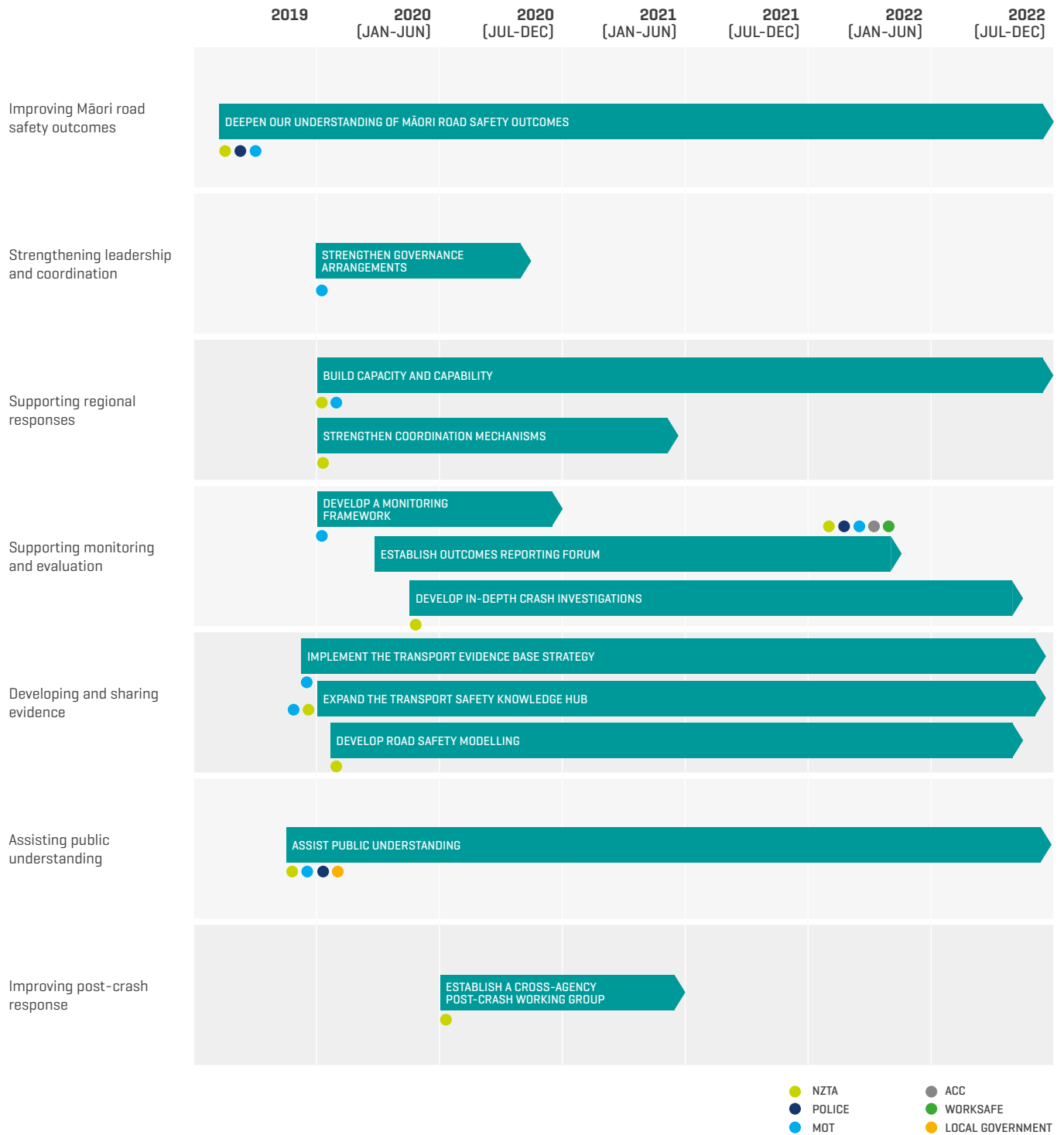
We will establish a cross-agency post-crash response working group

NZTA will oversee the establishment of a working group made up of representatives of agencies involved in post-crash response. The group will have a number of aims including:

- strengthening policy and operational collaboration between road managers, Police and emergency responders to better equip the transport and health systems to manage incidents
- facilitating closer engagement between health and transport participants to improve data capture and use.



DELIVERY TIMELINE



- NZTA
- POLICE
- MOT
- ACC
- WORKSAFE
- LOCAL GOVERNMENT

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ISBN 978-0-478-10037-2 [PDF]
ISBN 978-0-478-10032-7 [Print]