

In confidence

Office of the Associate Minister of Transport

Chair, Cabinet Economic Development Committee

IMPROVING ROAD SAFETY IN NEW ZEALAND

Proposal

1. This paper seeks Cabinet's agreement to commence the development of a new road safety strategy, to address New Zealand's poor road safety record and improve health outcomes for all road users. The paper also provides information about short- and medium-term actions I plan to take to significantly reduce deaths and serious injuries on New Zealand roads.

Executive Summary

2. Overall, road travel in New Zealand has become safer in the last 25 years due to improvements in road infrastructure, the vehicle fleet, changes in travel patterns, and driver behaviour. However, since 2013 the number of people dying on New Zealand roads has been rising and New Zealand continues to perform poorly per head of population compared to other OECD countries.
3. New Zealand's road death rate is 7.9 per 100,000 population. Australia's current rate is 5.0 deaths per 100,000 population and Sweden's is 2.6. If New Zealand had a comparable rate to Sweden approximately 250 fewer people would have died in 2017.
4. The Government, as the principal investor, designer, and regulator of the transport system, has both the ability and responsibility to improve road safety.
5. Human error on our roads is unfortunately inevitable. However, in too many instances simple mistakes, such as taking a corner too fast or momentary inattention have fatal consequences.
6. Over half of road deaths, and nearly three quarters of serious injuries are caused by system failures on our roads. In other words, poor design that is unforgiving of human error.
7. I am committed to putting safety at the heart of all decision making in transport so that our city streets, rural roads and state highways are more forgiving. I believe a new road safety strategy is needed to achieve this.

A new road safety strategy for New Zealand

8. I propose developing a new, medium- to long-term, road safety strategy and action plan that supports a significant and sustained improvement in road safety outcomes. It will also investigate adopting the 'Vision Zero' approach to road safety in New Zealand.
9. The 'Vision Zero' philosophy aims to achieve a transport system with no fatalities or serious injuries involving road traffic. It focuses on safety as a core consideration in all decision making. Countries that have adopted 'Vision Zero', such as Sweden, Canada and the Netherlands have considerably lower traffic fatality death rates than New Zealand.

10. New Zealand's current road safety strategy, *Safer Journeys*, needs to be replaced. It lacks a clear vision for reducing deaths and serious injuries, or a set of results that it is trying to achieve. In 2015, an independent interim evaluation¹ of the effectiveness of *Safer Journeys* concluded that the strategy's lack of targets, outcomes and output measures meant there has been limited ability to track the impacts of interventions and the overall impact of the strategy over time.
11. The *Safer Journeys* strategy and action plans are also limited in focus. They do not focus on protecting all road users or mitigating the full breadth of harms associated with road use. They are overly centred on Government-led actions, rather than considering the role a wide range of stakeholders could play to reduce harm. There is a clear and immediate need to reassess New Zealand's approach to road safety, given the limitations of the current strategy.
12. The new strategy and action plan will seek to address the shortcomings of *Safer Journeys*. To achieve this, it will:
 - 12.1. be broader in scope than *Safer Journeys*, with a focus on all road transport users, including those walking and cycling and people that use mobility devices on pathways;
 - 12.2. investigate how a workplace health and safety approach can be applied to safety within the transport sector;
 - 12.3. take into account more than safety and focus on the full range of benefits and harms created by transport, such as the health-related impacts of emissions, noise pollution and physical inactivity;
 - 12.4. pull together the evidence base around road harms, build an understanding of what has worked in New Zealand and internationally, and ensure the evidence base is shared and understood so there can be effective prioritisation and investment in initiatives that will make the biggest impact; and
 - 12.5. involve comprehensive engagement throughout the strategy development process, to build a shared vision, targets, outcomes and outputs that not only Government agencies but other influencers can own.
13. To be effective, the new strategy will need to involve a number of Ministerial portfolios. For this reason, I propose to convene a small group of Ministers to meet quarterly to consider the progress of the strategy, remove barriers, and identify opportunities. I propose the Ministerial Group include the Ministers of Police, Education, Local Government and Health and the Minister for ACC and Workplace Relations and Safety.
14. This is a significant programme of work for the Ministry of Transport (the Ministry) that I expect to be complete by the end of September 2019. This is because a 'Vision Zero' road safety strategy needs to be underpinned by robust death and serious injury reduction targets, which requires a deep understanding of the expected performance of the transport system and sophisticated baseline modelling to test the effectiveness of different interventions in different contexts. New Zealand does not currently undertake this type of modelling.
15. It will also require extensive engagement with key influencers and local and central Government in order to get support, 'buy-in', and deliver a strategy which will be sustainable and deliver the improved safety outcomes we are seeking over time.

¹ Martin Small Consulting, *Safer Journeys Interim Evaluation* (July 2015)

Key short- to medium-term initiatives to improve road safety

16. Given the time it will take to deliver a robust strategy and action plan, I am proposing to proceed with a number of other initiatives, in order to make a real impact on road harm over the short- to medium-term. These include:
 - 16.1. stronger prioritisation for investment from the Land Transport Fund in safety initiatives via the Government Policy Statement on land transport, due to come into effect on 1 July 2018;
 - 16.2. implementing the mandatory alcohol interlock system from 1 July 2018;
 - 16.3. reviewing investment in road policing, [REDACTED]
 - 16.4. the New Zealand Transport Agency implementing the \$22.5 million 'Boost Programme' to improve safety along 30 regional State highways, which is in addition to an existing \$100 million per annum safety improvement programme for rural roads;
 - 16.5. accelerating the implementation of the new *Speed Management Guide* introduced in 2017;
 - 16.6. reviewing speed limits around schools;
 - 16.7. making greater use of technology (such as safety cameras and red light cameras) to track and manage speed and other dangerous behaviour;
 - 16.8. enhancing the safety of vulnerable users and the accessibility of pathways;
 - 16.9. considering options to improve vehicle safety standards; and
 - 16.10. undertaking a comprehensive evaluation of the graduated driver licensing system.

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Other initiatives to be progressed

17. In addition to the key short- to medium-term initiatives described above, I propose to progress work related to offences and penalties, drug-impaired driving and visiting driver licensing in the context of the development of the new strategy and associated action plans. Motorcycle licensing will be considered as part of the comprehensive evaluation of the graduated driver licensing system.

Background

18. Overall, road travel in New Zealand has become safer in the last 25 years. Road deaths have followed a downward trend, from a peak of 795 deaths in 1987 to a low of 253 deaths in 2013. This can largely be attributed to improvements in road infrastructure, the vehicle fleet, and driver behaviour².
19. However, since 2013 the number of road deaths in New Zealand has been rising. In 2016 there were 327 road deaths and in 2017 there were 380 - 53 more deaths than the previous year³. There were also thousands of serious injuries on the road network – in 2016 there were 12,456. New Zealand continues to perform poorly per head of population compared to other OECD countries.

² Infometrics *Econometric Analysis of the Downward Trend in Road Fatalities since 1990* (July 2013).

³ A road death is any person who dies as a result of injuries received in a crash involving a motor vehicle or a cyclist that occurs on a public road. The death must occur within 30 days of the crash and be accidental. Deaths resulting from natural causes are excluded. Pedestrian deaths involving a train are excluded. However, cyclist deaths involving a train at a level crossing are included, as these are a vehicle on a public road.

20. New Zealand's road death rate is 7.9 per 100,000 population, whereas countries with good safety performances have rates between 2 and 4 per 100,000 population. Australia's current rate is 5.0 deaths per 100,000 population and Sweden's is 2.6. If New Zealand had a comparable rate to Sweden approximately 250 fewer people would have died in 2017.
21. The Ministry's annual Social Cost of Road Crashes and Injuries report⁴ estimates that the total social cost of fatal and injury crashes rose from \$3.87 billion in 2015 to \$4.17 billion in 2016.
22. Speed, alcohol, failing to give way or stop and inattention continue to be the main contributing factors in fatal and serious injury crashes. In recent years, there has also been a significant increase in the number of people killed who were not wearing seatbelts. The age and technology standards of a vehicle also contribute to whether or not there is an injury or fatality as a result of a crash. Improved economic conditions can contribute to adverse road safety outcomes, as young vulnerable drivers most impacted by fuel prices, drive more frequently.
23. State highways and local roads present road safety challenges for all modes of transport. Around 40 percent of New Zealand's State highway network has a two-star safety rating – which means roads that are undivided, have poor alignment, feature hazards such as narrow or unsealed shoulders or have unforgiving roadside objects such as deep ditches, trees and concrete poles. These are also roads that have been assigned 100km/h speed limits. A crash at the posted speed limit in this environment will usually be fatal.
24. Over half of road deaths, and nearly three quarters of serious injuries are caused by system failures on our roads. In other words, poor design that is unforgiving of human error⁵.
25. Studies show that Māori are disproportionately represented in crash statistics⁶. In 2005-2014, Māori had significantly higher death rates than non-Māori for vehicle occupant injuries (2.6 times higher) and pedestrian injuries (2.8 times higher). In 2010-2014, traffic injury mortality rates for vehicle occupants, pedestrians and motorcyclists generally increased in line with socioeconomic deprivation⁷.
26. Cars are the dominant form of travel in New Zealand, and car occupants make up approximately two thirds of those killed on New Zealand's roads. Motorcyclists make up 16 percent of road deaths and vulnerable users (people walking and cycling) make up 13 percent.
27. Bus travel is the safest form of travel, with walking the second safest. Pedestrian fatalities have been reducing on average since 1990, but still represent over 7% of fatalities (around 25 deaths per annum), whilst injuries to pedestrians have remained static.⁸ Crash data from the [Ministry](#) suggests slight fluctuations around a static baseline in the number of cyclists killed (average 12) and injured (average 796) on an annual basis since 1990.⁹

Development of a new road safety strategy

28. In December 2017, I discussed with you my proposals to take immediate action on road safety, ahead of the busy holiday season [CAB-17-MIN-0532 refers]. This paper sets out my vision for a new road safety strategy for New Zealand, describes work that is already

⁴ <http://www.transport.govt.nz/assets/Uploads/Research/Documents/Social-cost-of-road-crashes-and-injuries-2016-update-final.pdf>

⁵ Mackie Research, *Serious Injury Crashes* (2017) p19.

⁶ <http://www.ehinz.ac.nz/indicators/transport/road-traffic-injury-deaths-and-hospitalisations/#MaoriHadHigherDeathRates>

⁷ <http://www.ehinz.ac.nz/indicators/transport/road-traffic-injury-deaths-and-hospitalisations/#HigherMoralityRatesInMoreDeprivedAreas>

⁸ <http://www.transport.govt.nz/assets/Uploads/Research/Documents/pedestrians-2017.pdf>

⁹ <http://www.transport.govt.nz/assets/Uploads/Research/Documents/Cycling2017.pdf>

underway to address road safety, and identifies a number of short- to medium-term initiatives to ensure a significant reduction in deaths and serious injuries on the roads in New Zealand.

Limitations of the current Safer Journeys strategy

29. New Zealand's current road safety strategy, *Safer Journeys*, was released in 2010 to guide improvements in road safety from 2010 to 2020. It contains performance measures, but lacks a clear set of results that it is trying to achieve or an overall vision for reducing road trauma.
30. An independent interim evaluation of the effectiveness of *Safer Journeys* in 2015¹⁰ found that it lacked national targets and needed a results management framework that highlighted critical intermediate outcome and output measures. The evaluation also found that improvements could be made to the leadership, coordination and participation of the agencies with responsibilities relating to the strategy. This lack of targets, outcomes and output measures has meant there has been limited ability to track the impacts of interventions and the overall impact of the strategy over time.
31. The *Safer Journeys* strategy and action plans developed to give effect to it, are also narrowly focused on road safety, when there is a broader range of benefits and harms to consider, such as the health related impacts of emissions, noise pollution and physical inactivity. While the *Safer Journeys* strategy recognises the role parties have to play in road safety, it is very focussed on Government-led actions. A new strategy and action plan should involve a range of stakeholders, with the intent of encouraging people who can influence road safety to sign up to collective goals and actions.

A new strategy

32. There is a clear and immediate need to reassess New Zealand's approach to road safety, given the limitations of the current strategy and the increasing number of people killed or seriously injured on our roads. The new strategy and action plan will seek to address the shortcomings of *Safer Journeys* and support enhanced and sustained effort to achieve a step change in New Zealand's road safety outcomes. It will:
 - 32.1. be broader in scope than *Safer Journeys*, with a focus on all road transport users, including a greater focus on active modes of transport, such as walking and cycling (which are disproportionately represented in injury and fatality statistics but receive little focus under the current strategy) and people who use mobility devices on pathways;
 - 32.2. investigate how a workplace health and safety approach could be applied to safety within the transport sector;
 - 32.3. take into account more than safety and address the full range of benefits and harms created by transport, such as the health-related impacts of emissions, noise pollution and physical inactivity. It should also consider the broader contribution road safety can make to improving New Zealanders' wellbeing and living standards, for example, by supporting access to employment and social opportunities;
 - 32.4. pull together the evidence base around road harms, build an understanding of what has worked in New Zealand and internationally and ensure the evidence base is

¹⁰ Martin Small Consulting, *Safer Journeys Interim Evaluation* (July 2015)

shared and understood so there can be effective prioritisation and investment in initiatives that will make the biggest impact; and

- 32.5. involve good engagement throughout the strategy development process, to build a shared vision, targets, outcomes and outputs that not only Government agencies but other influencers can own.
33. Since *Safer Journeys* was released there have been significant advances in knowledge, domestically and internationally, about what interventions in the transport system work to improve road safety. The broader economic and social context in which we consider road safety (population dynamics, underlying societal attitudes) is also evolving, presenting challenges and opportunities for policy makers.
34. There is widespread support for the development of a new road safety strategy across government. The National Road Safety Management Group (NRSMG),¹¹ which is made up of the core government agencies involved in road safety, expressed its support for the development of a new road safety strategy at its meeting in December 2017.

Adopting 'Vision Zero' for New Zealand

35. There is also an opportunity to adopt the 'Vision Zero' philosophy and framework in New Zealand, which aims to achieve a transport system with no fatalities or serious injuries involving road traffic¹². Countries that have adopted 'Vision Zero', such as Sweden, Canada and the Netherlands have considerably lower traffic fatality death rates than New Zealand.
36. Under the 'Vision Zero' philosophy, no loss of life is acceptable. It is based on the fact that we are human and make mistakes so, while the road system needs to keep us moving, it must also be designed to protect us.
37. The building of a protected cycleway on a 50 km/h road is an example of the 'Vision Zero' principle being applied. Studies show that a person is unlikely to survive being hit by a car moving faster than 30 km/h. Therefore, under a 'Vision Zero' approach, vulnerable road users such as people walking or cycling, should be physically separated from vehicle traffic travelling above 30 km/h.
38. Adopting a 'Vision Zero' approach to road safety would represent a significant commitment to the Government's overall plan to embed road safety and harm reduction in transport spending, design, regulation, planning and funding.

Development of a new strategy is a significant programme of work

39. I propose that the Ministry lead the process of developing a new road safety strategy working with an inter-agency team, using an inclusive, collaborative process that ensures that there is involvement, and 'buy-in', from a range of stakeholders, including the public, communities, local government and road safety experts. This will allow input into the strategy from a diverse range of people with varying perspectives and insights. The new strategy will:

- 39.1. be based on a strong evidence base, laying out the key issues and priorities for addressing road safety and other harms;

¹¹Ministry of Transport, the NZ Transport Agency, the Accident Compensation Corporation (ACC), the NZ Police, Local Government New Zealand, the Ministries of Justice, Health, and Education, WorkSafe and the NZ Energy Efficiency and Conservation Authority (EECA).

¹² 'Vision Zero' was first developed in Sweden and has since been adopted in Canada, the United Kingdom, the Netherlands, and various of the states in the United States.

- 39.2. include an intervention approach that makes use of a broad range of intervention tools and levers across the system;
 - 39.3. include targets, outcomes and performance measures that are collective, measurable and accountable;
 - 39.4. set out the roles and responsibilities of central and local government and more broadly encourage leadership from a range of non-government stakeholders, such as community groups and industry bodies, in the delivery of the strategy; and
 - 39.5. be supported by clear action plans.
40. This is a significant programme of work for the Ministry and its road safety partners that I expect to be completed by the end of September 2019. This is because a 'Vision Zero' road safety strategy needs to be underpinned by robust death and serious injury reduction targets, which requires a deep understanding of the expected performance of the system and sophisticated baseline modelling to test the effectiveness of different interventions in different contexts. New Zealand does not currently undertake this type of modelling.
41. It will also require extensive engagement with key influencers and local and central Government in order to get support, and 'buy-in', and deliver a strategy which will be sustainable over time. The first action plan would also be developed over this period.
42. The proposed programme of work will be divided into four stages as follows. The timeframes proposed are indicative; they are expected to be refined and confirmed by a Ministerial advisory group, following the preparation of a Programme Plan as part of Phase 1
- 42.1. Phase 1 – Programme Establishment (by June 2018)**
- The framework for the project will be established, the project team, project and advisory groups formed and planning of the work carried out. The approach to stakeholder engagement in all of the subsequent phases will also be determined. Work will commence on drafting the vision of the strategy, with input provided from stakeholder engagement workshops on the causes of harm and potential interventions. It will also bring together the data and evidence base from across government and, where possible, other sources, for comprehensive assessment in Phase 2.
- 42.2. Phase 2 – Design and develop the vision and framework (by December 2018)**
- The vision, framework and harm focus areas for the strategy will be developed. The evidence base will be built to identify what causes fatalities and serious injuries (harm focus areas) and to support what interventions work to reduce harm. Robust targets for reductions in the number of deaths and serious injuries and other measures will be identified.
- 42.3. Phase 3 - Develop interventions (by March 2019)**
- Building on the evidence base, interventions for each of the harm focus areas will be identified and prioritised, building up both the strategy and the initial action plan. Proposed interventions will be tested with a broad range of stakeholders, including the public, as part of a comprehensive stakeholder engagement strategy;

42.4. Phase 4 – Deliver the strategy and action plan (by September 2019)

The strategy document will be completed and published along with the initial action plan. Planning of the first tranche of intervention projects will be undertaken, in preparation for delivery to commence. There will be significant external engagement on the strategy, including public consultation, to support the launch and delivery of the strategy and action plan.

Ministerial group to oversee the development of the strategy

43. To be effective, the road safety strategy will need to involve a number of different Ministerial portfolios. For example, work to develop a new road safety strategy will take place at the same time as the Minister for Workplace Relations and Safety is developing the Government's 10-year Health and Safety at Work Strategy. It is important that our road safety strategy recognises the contribution that work can play in improving health and safety outcomes, how transport enables that, and vice versa.
44. I propose to convene a small group of Ministers to meet quarterly to consider and coordinate the progress of the strategy, remove barriers, and identify opportunities. This Ministerial Group will also consider the membership of supporting advisory groups and their terms of reference. I propose the Ministerial Group includes the Ministers of Police, Education, Local Government and Health and the Minister for ACC and Workplace Relations and Safety.
45. The Ministerial group will be advisory in nature. Key decisions on major policy issues, spending proposals and financial commitments, and controversial matters would remain with Cabinet. I propose to provide a draft strategy for Cabinet's consideration before I commence formal public consultation.

Advisory groups to support the development of the new strategy

46. I believe it is important that the development of the new strategy involves more engagement with local government, businesses and experts. I propose to establish two advisory groups to support the development of the strategy and subsequent action plans, including:
 - 46.1. a Chief Executives' Group comprised of Chief Executives from the Ministry of Transport (Chair), NZ Transport Agency, NZ Police, ACC, Ministry of Education, Local Government New Zealand, Ministry of Health, WorkSafe NZ, the Ministry of Justice and the Ministry of Business, Employment and Innovation. This Group will lead the development of the strategy as the members have the ability to influence many of the potential solutions for addressing harm that may be prioritised in the new strategy.
 - 46.2. an Academics and Technical Experts Advisory Group comprised of a small group of around six people to support the development of an evidence base and provide insights into what interventions may or may not be effective.
47. It is my expectation that the Ministry will ensure there are good opportunities for a wide range of road safety experts, stakeholder groups and the general public, to participate in the development of the new strategy. A broad engagement strategy will be developed to support this.

Resourcing

48. A cross-agency project team, led by the Ministry, will be established to lead the strategy development. Government agencies will manage their direct resource (people) contribution to the strategy development within their current baselines.

49. The Ministry is working with the NZ Transport Agency to establish the extent of additional funding required to support the development of the strategy, once direct resource contributions from partner agencies have been confirmed. [REDACTED]

50. Indicatively, additional funding may be required to provide for:

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50.1. dedicated programme management and stakeholder engagement capability;

50.2. external modelling, research and analysis capability;

50.3. international peer review throughout the strategy development process; and

50.4. the reasonable expenses of members of the Academics and Technical Experts Advisory Group.

Local Government Road Safety Summit

51. Continuous engagement with local government during the development of the strategy will be important. I have commenced planning for a one-day Local Government Road Safety Summit (Summit) with councils to be held on 9 April 2018 in Wellington. The Summit will serve as a forum for an initial engagement with councils on the strategy development. It will also allow councils to present their views on actions to improve road safety and what factors may be preventing them from taking action. I, and my officials, will work closely with Local Government New Zealand to develop a regular engagement strategy over the term of the strategy design.

Key short- to medium-term initiatives to improve road safety

52. Given the time it will take to deliver a robust strategy and action plan, I am also proposing to proceed with a number of other initiatives in order to make a real impact in road harm over the short- to medium-term.

The 'Boost Programme'

53. In December 2017, I announced a \$22.5 million 'Boost Programme' to improve safety along 30 regional State highways. Improvements will include rumble strips, signage and safety barriers. These initiatives are proven to be effective. Rumble strips alone can reduce all crashes by around 25 percent and fatal run-off-road crashes by up to 42 percent. The Boost safety work is in addition to an existing \$100 million per annum safety improvement programme for rural roads, and is scheduled to be completed by July 2018.

Government Policy Statement to have a stronger focus on safety for all road users

54. The Government Policy Statement on land transport (GPS) sets out the Government's priorities for expenditure from the National Land Transport Fund over the next 10 years. It sets out how funding is allocated between activities such as road safety policing, walking and cycling, State highways, local roads and public transport.

55. A new GPS is currently being prepared, to come into effect on 1 July 2018. It represents a significant shift in focus from the existing GPS, including a stronger focus on safety, access, the environment, public transport, active modes of transport such as walking and cycling, and value for money. The GPS signals a step change in the Government's expectations around investment in safety, in order to create a land transport system free of death and serious injury.
56. A second-stage GPS is also likely, although the timing and details of this have not yet been determined. The second-stage GPS will be informed by work on the new safety strategy. This will include further analysis of the most appropriate way to target investment to improving safety outcomes across the land transport system to achieve a significant reduction in deaths and serious injuries.

NZ Road Safety Partnership

57. The NZ Police, NZ Transport Agency and the Ministry are collaborating to develop a Road Safety Partnership that will focus on ensuring we have the best model for delivering road policing to support road safety outcomes. This work was originally driven by the need to address limitations in the Road Policing Programme contractual arrangement which, because it was structured as an input/output agreement, did not maximise the collective impact the agencies could have on road safety outcomes. An important first step for the Partnership is identifying areas of current activity that can be enhanced by a collaborative approach to delivering frontline services. This includes targeted enforcement to address unsafe speeds, restraints (seatbelt use), distractions and alcohol harm.

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Mandatory alcohol interlocks

60. Drink-driving is a significant contributing factor in motor vehicle crashes in New Zealand. On average, there were 59 deaths per year between 2012 and 2016 in crashes where alcohol was a contributing factor¹³.
61. On 1 July 2018, legislation mandating alcohol interlocks for repeat and high-alcohol first time offenders will come into force. This initiative will target the offenders that present the biggest danger to themselves and others on the roads. Given the prevalence of alcohol in serious road crashes, officials are also investigating further investment in targeted alcohol enforcement as part of the development of the next Road Policing Programme.
62. In addition to the initiatives already underway described above, there are a number of short- to medium-term actions I propose to investigate to deliver further reductions in fatalities and injuries. The initiatives I have chosen to progress do not require changes to primary legislation. I plan to give the following packages earliest priority.

¹³ This only includes deaths in crashes where the reporting officer recorded that at least one driver had a breath or blood alcohol level above their legal limit.

Tackling unsafe speeds

63. Speed continues to be a major contributing factor to deaths and serious injuries on our roads. In 2016, speed contributed to 21 percent of deaths and serious injuries in road crashes.
64. A new *Speed Management Guide* (Guide) was introduced in 2017. The Guide is a tool designed to help the NZ Transport Agency and other Road Controlling Authorities determine objective road risk and work with local communities to develop speed management approaches that address local risks. The Guide recognises the different design and use of roads, and the need for safe and appropriate speed limits.
65. I have asked officials to accelerate the implementation of the Guide and to remove any barriers to this occurring. This could include considering the local share of funding available to pay for safety improvements on the road network, the availability of personnel resources to engage with communities, or regulatory barriers such as the bylaw making process. I have also asked officials to explore the following specific areas to reduce speed-related fatalities on the roads. These include:
 - 65.1. reviewing speed limits around schools; and
 - 65.2. making greater use of new technology, such as red light cameras and point-to-point safety cameras.
66. I expect to seek Cabinet's approval for policy decisions on these matters by the middle of 2018.

Enhancing the safety of vulnerable users and the accessibility of pathways

67. I also propose to progress work on a regulatory package to enhance the safety of vulnerable road users and improve the accessibility of pathways. This work will take into account the needs of different groups of vulnerable users such as people walking and cycling, older people, people with disabilities and young children. It will also enhance the liveability and vibrancy of New Zealand cities and towns through better designed and regulated pathways, which will reduce barriers to active transport.
68. The current rules that regulate who can use pathways are complex, prescriptive and inconsistent. The *Vulnerable Users and Pathways* package will explore options for clarifying the rules around what types of vehicles should be allowed on footpaths, shared paths and cycleways, and under what conditions. I propose to investigate:
 - 68.1. Bus egress - giving buses priority when they pull out from bus stops.
 - 68.2. Road user rules to improve safety for people walking and cycling, older people, people with disabilities and young children, such as:
 - 68.2.1. allowing people cycling to overtake slow-moving traffic on the left (also known as "undertaking");
 - 68.2.2. enabling people cycling to legally travel straight ahead from left-turning lanes instead of having to cycle in a narrow adjacent lane where other traffic may be travelling;

68.2.3. clarifying the 'give way' rules for separated cycle lanes at intersections – currently it is unclear whether turning motor vehicles or straight ahead cycle lane users have priority;

68.2.4. allowing people using footpaths, shared paths or cycleways to have right-of-way over vehicles entering a street via a crossing side road. This would be in specified circumstances and marked with paint or other signage;

68.2.5. removing a regulatory anomaly around mobility tricycles; and

68.2.6. allowing people to cycle on footpaths in limited circumstances.

68.3. Whether definitions, such as the definition of a “roadway/pathway” and the definition of “all-terrain vehicle” (ATV) need to be clarified.

69. If implemented, aspects of this package would address the recommendation of the Transport and Industrial Relations Committee’s inquiry into the future of New Zealand’s mobility, relating to adopting best-practice cycle facility design standards.
70. Broad consultation on proposed changes to rules impacting vulnerable users will be undertaken with groups representing vulnerable users and the public. I expect to seek Cabinet’s approval for policy decisions on these matters by the middle of 2018 and to promulgate land transport rules to implement them by the end of 2018.

Improving the standard of vehicles

71. There is scope to improve the standard of vehicles entering our fleet and so improve safety outcomes for all road users. This could involve amending Land Transport Rules to mandate further minimum standards, including those that take advantage of new safety technologies.
72. A number of standards have been proposed for adoption in previous *Safer Journeys* Action Plans¹⁴. These have been selected from the Vehicle Standards Map¹⁵, which is a document that describes the vehicle technologies and performance standards that government transport officials believe have the greatest potential to improve the safety and resource efficiency of vehicles in New Zealand.
73. Evidence indicates that mandating anti-lock braking systems (ABS) for motorcycles and underrun protection for heavy vehicles should be investigated as a priority. There is considerable support in the motorcycle community for standards mandating ABS, which has been mandatory for new motorcycles in the European Union since 2016. Preliminary research commissioned by the Ministry from the New Zealand Institute of Economic Research (NZIER) identifies a significant net benefit from implementing this technology, in terms of costs and lives saved.
74. NZIER’s research also identifies net benefits for mandating underrun protection on heavy vehicles. Underrun protection devices are designed to reduce the severity of injuries to the occupants of other vehicles when they collide with trucks by preventing them from sliding underneath the heavy vehicle. It is considered to be particularly beneficial for reducing harm to cyclists and motorcyclists.

¹⁴ Electronic stability control (ESC) for heavy vehicles, anti-lock braking systems (ABS) for heavy vehicles and motorcycles, autonomous emergency braking (AEB) for all vehicles except motorcycles, side protection standards for light vehicles, side-curtain airbags for light vehicles, and underrun protection for heavy vehicles.

¹⁵ <http://www.saferjourneys.govt.nz/action-plans/vehicle-standards-map>

75. Further work is needed to confirm the costs and benefits of mandating standards for ABS and underrun protection on heavy vehicles. The Ministry will also consider whether other, newer, standards for light vehicles identified in the Vehicle Standards Map should also be considered for mandating. This will look specifically at what standards have been mandated already in other countries. If further research shows that mandating new standards would be cost effective, I will seek Cabinet approval to draft Rules to implement them.
76. I expect this work to be completed by June 2018.

Evaluation of the graduated driver licensing system

77. New Zealand has a graduated driver licensing system (GDLS) designed to manage the crash risk of novice drivers as they learn to drive. A number of agencies across government are undertaking work with links to the GDLS and the Government has also made a number of new commitments relating to driver licensing. These include expanding access to driver testing and licensing in smaller towns and investigating the introduction of rural driver training programmes.
78. I intend to undertake a comprehensive evaluation of the GDLS, to inform consideration of the broad suite of licensing issues and outcomes that need to be addressed. The comprehensive evaluation will look beyond the safety aspects of the GDLS to investigate social and economic impacts in the system and will provide a sound evidential basis for developing policies to deliver on the Government's commitments on driver licensing. The evaluation is expected to be completed by the end of 2018.

Other initiatives to be progressed

79. In addition to the key short- to medium-term initiatives described above, I propose to progress work related to offences and penalties, visiting driver licensing and drug-impaired driving in the context of the development of the new strategy and associated action plans. I believe engaging on these issues as part of the strategy package will facilitate a more strategic and holistic examination of the important issues. In relation to drug-impaired driving, transport officials will continue to work with the Police to monitor international developments in policy and technology for application in the New Zealand context. Motorcycle licensing will be considered as part of the comprehensive evaluation of the graduated driver licensing system.

Consultation

80. The following departments were consulted during the preparation of this paper: NZ Police, the Ministries of Justice, Health, Education, and Business, Innovation and Employment, the New Zealand Transport Agency, the Accident Compensation Corporation, Local Government New Zealand, the Energy Efficiency and Conservation Authority and WorkSafe New Zealand.
81. The Department of the Prime Minister and Cabinet was informed.
82. The National Road Safety Committee (NRSC) and the NRSMG, endorse the proposed approach to developing a new strategy. The NRSMG met in December and fully endorsed the need to re-assess the role, purpose and membership of both that body, and the NRSC, to ensure they are delivering the system-wide leadership expected of them as representatives of the agencies best placed to influence many of the potential solutions for reducing harm.

Financial Implications

83. There are no financial, fiscal or economic implications arising from this paper. The proposed programme of work may identify policy options with financial implications to be addressed in future papers.

Human Rights

84. The proposals in this paper are not inconsistent with the New Zealand Bill of Rights Act 1990 or the Human Rights Act 1993.

Legislative Implications

85. There are no immediate legislative implications arising from the proposals in this paper. The proposed programme of work may identify options for legislation to be addressed in future papers.

Regulatory Impact Analysis

86. This paper does not propose regulatory options. The proposed programme of work may identify regulatory options to be addressed in future papers.

Gender Implications and Disability Perspective

87. There are no gender or disability implications arising from this paper. The proposed programme of work will investigate policy options that will have gender and disability implications.

Publicity

88. I propose to announce the Local Government Road Safety Summit and the development of a new road safety strategy following Cabinet's consideration of this paper. I plan to invite media to be present at the Local Government Road Safety Summit, to convey our commitment to road safety and set out the plan to develop the new strategy.
89. I also propose to release this paper proactively by publishing it on the Ministry of Transport's website, at the same time as my announcement.
90. There is strong public and stakeholder interest in matters relating to road safety. Some of the proposals in the paper may generate public interest, especially proposals relating to speed management.
91. The Ministry will regularly publish materials to support engaged and informed conversation as part of the strategy development process.

Recommendations

The Associate Minister of Transport recommends that the Committee:

- 1 **note** that the number of road deaths in New Zealand has been rising since 2013 and New Zealand has performed poorly compared to other OECD countries;

Development of a new road safety strategy

- 2 **note** that the current *Safer Journeys* road safety strategy lacks national targets or a results management framework and is narrowly focused on Government-led actions;
- 3 **note** that there is an opportunity to develop a new evidence-based, road safety strategy with a focus on all road transport users, that addresses the full range of benefits and harms created by transport;
- 4 **note** that I propose to investigate adopting the 'Vision Zero' framework for the new road safety strategy, which aims to achieve a transport system with no fatalities or serious injuries from road transport;
- 5 **agree** that the Ministry of Transport leads an inter-agency project to develop a new road safety strategy for New Zealand;
- 6 **agree** that the Ministers of Police, Education, Local Government and Health, and the Minister for ACC and Workplace Relations and Safety form a Ministerial group to support the development of the new road safety strategy;
- 7 **note** that I propose to provide a draft strategy for Cabinet's consideration before I commence formal public consultation;

Local Government Road Safety Summit

- 8 **note** that I have commenced planning for a one-day Local Government Road Safety Summit on 9 April 2018 to investigate the opportunities and barriers associated with achieving road safety outcomes;

Key short- to medium-term initiatives to improve road safety

- 9 **note** that I propose to continue or advance the following initiatives aimed at improving road safety in the short- to medium-term:
 - 9.1 the 'Boost Programme' to improve safety on regional State highways;
 - 9.2 a stronger focus on safety in the Government Policy Statement on land transport;
 - 9.3 enhanced delivery and funding for road safety and enforcement under the umbrella of the NZ Road Safety Partnership;
 - 9.4 the introduction of mandatory alcohol interlock sentences from 1 July 2018;
 - 9.5 tackling unsafe speeds by accelerating the implementation of the *Speed Management Guide*, investigating speed limits around schools and considering new camera technologies;
 - 9.6 enhancing the safety of vulnerable users, such as people walking and cycling, older people, people with disabilities and children, by clarifying rules around the vehicles that are allowed on footpaths, cycleways, shared paths and roadways;
 - 9.7 considering options to improve vehicle safety standards; and

9.8 undertaking a comprehensive evaluation of the graduated driver licensing system, including motorcycle licensing;

10 **note** that I propose to progress work related to offences and penalties, visiting driver licensing and drug-impaired driving in the context of the development of the new road safety strategy;

Publicity

11 **note** that I propose to publicly announce the Road Safety Summit and the review of the *Safer Journeys* road safety strategy following Cabinet's consideration of this paper.

Authorised for lodgement

Hon Julie Anne Genter
Associate Minister of Transport

(__ / __ / 2018)