

## Road Safety Strategy - Draft Cabinet paper and consultation document

<b>Reason for this briefing</b>	This briefing accompanies the Road Safety Strategy draft Cabinet paper and consultation document for review ahead of cross-party consultation.
<b>Action required</b>	Provide written feedback on the draft Cabinet paper and consultation document OR meet with officials on Wednesday 29 May or Thursday 30 May 2019 to discuss.
<b>Deadline</b>	30 May 2019
<b>Reason for deadline</b>	To enable officials to incorporate your feedback ahead of cross-party consultation scheduled to commence on 4 June 2019.

### Contact for telephone discussion (if required)

Name	Position	Telephone	First contact
Brent Johnston	Manager, Mobility & Safety	██████████	✓
██████████	Programme manager	██████████	
██████████	Senior advisor	██████████	

Privacy

### MINISTER'S COMMENTS:

<b>Date:</b>	27 May 2019	<b>Briefing number:</b>	OC190477
<b>Attention:</b>	Hon Julie Anne Genter	<b>Security level:</b>	In confidence

### Minister of Transport's office actions

- Noted*
 *Seen*
 *Approved*
- Needs change*
 *Referred to*
- Withdrawn*
 *Not seen by Minister*
 *Overtaken by events*

## Purpose of report

1. This briefing attaches the Road Safety Strategy draft Cabinet Paper (**Appendix 1**) and consultation document (**Appendix 2**). These documents are provided for review ahead of scheduled cross-party consultation.

## Advice

2. The Ministry of Transport, alongside partner agencies, is developing a new Road Safety Strategy and an immediate set of actions. Public consultation is planned for mid-2019.
3. Officials have prepared a draft Cabinet paper and consultation document for your review. This is being developed according to the milestones agreed with your office (outlined below):

Milestone	Date	Comment
<b>Ministerial 1:1s in lieu of MAG</b>	Week of 20 May 2019	Minister Twyford – 21 May Minister Clark – 22 May Minister O'Connor – 23 May Minister Hipkins – 23 May Minister Jones – 27 May Minister Lees-Galloway & Henare – 29 May Minister Nash – 30 May
<b>Draft consultation document and Cabinet paper provided to the office ahead of cross-party consultation</b>	27 May 2019	
<b>Minister's feedback on the draft consultation and Cabinet paper provided to MoT (either in written form or through a meeting)</b>	30 May 2019	
<b>Cross-party consultation period (agency consultation period occurring in parallel)</b>	4 June – 17 June 2019	Nine working days (noting 3 June 2019 is a public holiday)
<b>Minister's feedback sent to MoT</b>	17 June 2019	
<b>Revised draft consultation document and Cabinet paper sent to office for agreement to lodge</b>	19 June 2019	
<b>DEV papers lodged</b>	20 June 2019	
<b>DEV</b>	26 June 2019	Note last DEV before recess
<b>Cabinet</b>	1 July 2019	Note last Cabinet before recess
<b>Public consultation commences</b>	3 July 2019	Note this is during recess (and relies on Cabinet agreement on 1 July 2019)

4. As noted in the table above, we would appreciate your feedback on the draft Cabinet paper and consultation document by 30 May 2019. This will enable us to update the documents on 31 May 2019 ahead of cross-party consultation commencing on 4 June 2019.
5. Key points we would like to highlight in the attached documents include:
  - 5.1. The consultation document has been substantially revised since you last reviewed it. In particular, we have reframed and redrafted the content in each focus area, added a new section on the draft outcomes framework and condensed and strengthened the case for change section.
  - 5.2. We have not yet drafted a Ministerial Foreword for the consultation document. Please indicate if you would like to draft this, or if you prefer that officials draft the content on your behalf. We envisage the Foreword being included in the consultation document lodged with Cabinet office on 20 June 2019. We also envisage that we would publish a Te Reo version of the Foreword alongside the English version in the consultation document.
  - 5.3. We have also considered and reflected (where relevant) the conversations you have had with Ministers Twyford, Clark, O'Connor, and Hipkins in the consultation document and Cabinet paper. We will incorporate any feedback from your meetings with Ministers Jones, Lees-Galloway, Henare and Nash in the next version of the draft documents due to you on 4 June 2019.
  - 5.4. We have included a holding 2030 target of 40 percent. We will revise the relevant content if further direction is provided ahead of cross-party consultation.
  - 5.5. We have yet to undertake an internal proofread of the draft Cabinet paper and consultation document. This will be done before the next version of the documents are provided to you on 31 May 2019.
6. You have been provided with a word version of the consultation document and a word version is intended for the cross-party consultation stage. We are expecting to have a professional proofread and designed copy of the consultation document for Cabinet consideration that would then be published online to support the public consultation process. Alongside the consultation document, we are also intending to publish supporting short-form summary documents.
7. Subject to your agreement, we plan to meet with reference group members ahead of public release of the consultation document (i.e. after DEV and pre-Cabinet) as a gesture of thanks for their time and input to date. You may also be interested in attending these meetings.
8. Two meetings (one in Wellington and one in Auckland - to minimise travel for group members) are proposed. The aim would be to provide members with an overview of key elements of the consultation document. It is not intended that the consultation document be provided to this group ahead of Cabinet agreement to commence public consultation.

## Recommendations

9. The recommendations are that you:
  - (a) EITHER
 

<b>provide</b> written feedback to officials on the draft Cabinet paper and consultation document by Thursday 30 May	Yes/No
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  - OR

- meet** with officials on Wednesday 29 May or Thursday 30 May to discuss Yes/No
- (b) **indicate** if you prefer to draft the Ministerial Foreword in the consultation document Yes/No
- (c) **note** that on the current timeline you are due to commence cross-party consultation on 4 June 2019
- (d) **agree** that officials meet with reference group members ahead of public release of the consultation document (i.e. post-DEV and pre-Cabinet) to discuss key elements of the consultation document Yes/No
- AND
- note** that two meetings in Auckland and Wellington are proposed to minimise travel for group members
- AND
- indicate** if you would like to be part of these meetings. Yes/No

Brent Johnston  
**Manager, Mobility and Safety**

**MINISTER'S SIGNATURE:**

**DATE:**

**Appendix 1: Cabinet paper – Road Safety Strategy: Seeking agreement to public consultation**





In Confidence

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

## **ROAD SAFETY STRATEGY: SEEKING AGREEMENT TO PUBLIC CONSULTATION**

### **Proposal**

1. This paper seeks Cabinet's agreement to release a public consultation document on a new road safety strategy and initial action plan.

### **Executive Summary**

2. Deaths and serious injuries (DSI) on our roads have risen significantly in the past five years. In 2018, 377 people died on our roads and thousands more were left with injuries, many of them life-changing. This carries a personal cost to individuals, their families and whanau and an economic cost to the country as a whole.
3. The Ministry of Transport estimates that the total social cost of motor vehicle injury crashes in 2017 was \$4.8 billion, up by 15 percent on the previous year. Over 50 percent of major trauma injuries treated in our hospitals relate to road crashes and ACC pays around \$500 million per year in motor vehicle related claim costs.
4. New Zealand now lags behind many other developed countries on road safety. Figures from 2017 show that we are in the bottom quarter of OECD countries when it comes to the number of road fatalities per capita.
5. In March 2018, Cabinet agreed to the development of a new road safety strategy to replace the current strategy, *Safer Journeys*, which expires at the end of 2019. This included investigation of a Vision Zero approach to road safety [DEV-18-MIN-0025 refers].
6. The subsequent development of the new road safety strategy has been underpinned by considerable sector engagement, analysis and modelling. The engagement has included a multi-stage reference group process involving over 100 representatives, a regional roadshow for local government representatives and meetings/hui with a large number of interested groups.
7. Engagement to date has established a clear appetite for change and broad support for an ambitious Vision Zero approach to road safety. Common feedback themes include an acknowledgement of the level of complexity in improving road safety, the importance of clear and ambitious outcomes, and the need to increase investment, exercise stronger Government leadership and ensure we have the capability and capacity to deliver the new strategy.

8. In parallel, a range of short- to medium-term road safety initiatives have also been progressed, in particular:
  - 8.1. a stronger focus on safety in the Government Policy Statement on land transport 2018 and announcement of a \$1.4b investment in infrastructure through the National Land Transport Fund (NLTF)
  - 8.2. the NZ Transport Agency has commenced a Safer Networks Programme which is delivering a number of safety treatments and speed management changes on high risk state highways
  - 8.3. a number of regions have progressed speed limit adjustments in their cities and regions, for example Auckland, Waikato and Canterbury
  - 8.4. the introduction of mandatory alcohol interlock sentences
  - 8.5. dedicated road police officer numbers have been restored to 1,070, and all dedicated officers have been issued with alcohol testing devices
  - 8.6. ongoing promotion of road safety through campaigns on speed, drink- and drug-driving, seatbelt use, distraction, young drivers and cycling.
9. Work has also begun on some of the actions proposed in the draft Action Plan in order to ensure progress in key areas alongside the development of the strategy. These actions were also supported through discussions with stakeholders. These include:
  - 9.1. the development of the 'Accessible Streets' regulatory package to improve safety for footpath users and encourage active transport
  - 9.2. the development of a proposed new approach to speed management
  - 9.3. commencement of public consultation on approaches to strengthening drug driving enforcement
  - 9.4. consultation on a new draft rule mandating anti-lock braking systems (ABS) for motorcycles.
10. I am now seeking your agreement to consult on the proposed new 10-year road safety strategy and initial action plan (**Appendix One**).
11. The consultation document proposes a new vision for road safety, based on a Vision Zero approach, with a target of reducing deaths and serious injuries by **[40%]** by 2030. Modelling suggests that substantial investments in road safety, including both infrastructure and enforcement, will be required to achieve this target, alongside regulatory changes, such as minimum vehicle safety standards and an improved speed limit setting approach. The consultation document also proposes new principles to guide decision-making, and actions under five key focus areas.
12. The purpose of the consultation document is to seek public feedback on the proposed direction for road safety and ascertain levels of support for an ambitious

approach. The public will be asked the extent to which they support the vision, the target, the decision-making principles and the focus areas. They will also be asked the extent to which they support the initial actions outlined in the consultation document, what their top priorities are, and whether there are other actions that should be considered for future action plans.

13. The discussion generated by the release of the consultation document will be a central part of a national conversation on road safety. This conversation is essential to ensure the public is well informed about the key causes of crashes and deaths on our roads and the measures that are needed to reduce them. Gaining significant public support for the strategy will be vital to its success.
14. Consultation will commence in early July 2019 and run for four weeks. Following consideration of consultation feedback, I expect to seek Cabinet approval of the final strategy and action plan in October 2019. The four week consultation period recognises the fact that there has already been significant engagement with interest groups and local government on the strategy.

## **Comment**

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

15. Although New Zealand achieved steady reductions in the number of deaths per capita on its roads between 1989 and 2013, the number of road deaths per capita has since risen.
16. In 2018, there were 377 road deaths on the road network. This was up from 253 in 2013. Thousands more were left with serious injuries. This harm has a permanent and profound impact on New Zealand communities, and is disproportionately borne by young people and their families. Road crashes are the single largest cause of death from injury in children and young people over four, and the second largest cause of death from injury for the population as a whole (after suicide).
17. The need for change is clear. New Zealand's road death rate is now 7.9 per 100,000 people, compared to leading jurisdictions with rates between 2 and 4 per 100,000. If New Zealand's roads were as safe as Norway's (a country with a similar road network and population to New Zealand), approximately 260 of the 377 people who were killed last year would still be alive. If we performed even as well as Australia, 150 people would still be alive.
18. Road crashes impose a large social and economic cost on New Zealand. The Ministry of Transport's annual Social Cost of Road Crashes and Injuries report estimates that the total social cost of motor vehicle injury crashes in 2017 was \$4.8 billion, up by 15 percent on the previous year. Road crashes also have direct costs to the health and rehabilitation systems, with ACC paying around \$500 million per year in motor vehicle related claim costs.

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

19. This Government has made safety one of its top two priorities for the land transport system and has committed to taking an ambitious approach to road safety. I have been very clear that I do not consider the current level of harm on our roads to be acceptable or inevitable and that safety needs to be embedded in all transport decision making to make our roads safer for everyone.
20. In parallel, a range of short- to medium-term road safety initiatives have also been progressed, in particular:
  - 20.1. a stronger focus on safety in the Government Policy Statement on land transport 2018 and announcement of a \$1.4 billion investment in infrastructure through the National Land Transport Fund (NLTF)
  - 20.2. The NZ Transport Agency has commenced a Safer Networks Programme which is delivering a number of safety treatments and speed management changes on high risk state highways
  - 20.3. A number of regions have progressed speed limit adjustments in their cities and regions, for example Auckland, Waikato and Canterbury
  - 20.4. the introduction of mandatory alcohol interlock sentences
  - 20.5. dedicated road police officer numbers have been restored to 1,070, and all dedicated officers have been issued with alcohol testing devices
  - 20.6. Ongoing promotion of road safety through campaigns on speed, drink- and drug-driving, seatbelt use, distraction, young drivers and cycling.
21. Work has also begun on some of the actions proposed in the draft Action Plan in order to ensure progress in key areas alongside the development of the strategy. These actions were also supported through discussions with stakeholders. These include:
  - 21.1. the development of the 'Accessible Streets' regulatory package to improve safety for footpath users and encourage active transport
  - 21.2. the development of a proposed new approach to speed management
  - 21.3. commencement of public consultation on approaches to strengthening drug driving enforcement
  - 21.4. consultation on a new draft rule mandating anti-lock braking systems (ABS) for motorcycles.

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

22. In March 2018, Cabinet agreed to the development of a road safety strategy [DEV-18-MIN-0025 refers] to drive sustained change over the next decade. This will replace *Safer Journeys*, the current road safety strategy, which concludes at the end of the year.

23. A new road safety strategy will be critical to reducing harm on our roads. By clearly setting out the problem we are facing, establishing a clear vision and principles for decision making, and the areas we need to focus on, a new road safety strategy can help to build momentum for change and hold decision makers to account on actions.

***Development of the strategy has been informed by broad sector engagement***

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

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

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

32. Members of the public have also urged the Government to take additional action to make the road network safer for all road users. There has been a high volume of correspondence reporting unsafe road use, as well as the impacts of high speeds on communities.
33. Alongside this, some stakeholders have emphasised that stronger action on road safety should not come at the cost of an efficient road transport system that supports a growing economy.

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

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

***The consultation document proposes a bold new vision for New Zealand***

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

long-term ambition and statement of principles, rather than a target we expect to achieve in the near-term.

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

42. It is important that the strategy's long-term aspirational vision is accompanied by a clear target for what we want to achieve over the next decade. An effective target focusses efforts and it makes it clear what success looks like.
43. The consultation document proposes a target of a [40] percent reduction in deaths and serious injuries by 2030 (from 2018 levels). This would equate to reducing road deaths from 377 in 2018 to 226 in 2029 and serious injuries from about 2800 in 2018 to 1700 in 2019. Initial analysis suggests that this target is ambitious but achievable.
44. Other Vision Zero jurisdictions have typically aimed for reductions of between 40 percent and 60 percent in every 10-year period. Progress towards these targets have varies considerably between jurisdictions, with some, such as Sweden and Norway achieving substantial reductions in deaths and serious injuries, while others, such as the Netherlands, look unlikely to hit their current targets.
45. Steady progress towards this target would mean approximately 750 fewer people would be killed and 5,600 fewer would be serious injured on our roads over the next ten years, compared to current levels of harm. Doing so would reduce the total social cost of road crashes on New Zealanders by approximately \$9.6 billion. It would also have a significant impact on the long-term costs to ACC of road crashes.
46. The target I am proposing has been informed by modelling. The modelling is based on robust international evidence on the effectiveness of key interventions. A number of actions in the action plan have also informed the modelling. It also allows some flexibility for potential mode shift resulting from Government investment in public transport and rail infrastructure, and also allows for potential technologies that might develop over the next 10 years.
47. Modelling suggests that just over half the target could be achieved through a combination of infrastructure improvements (such as median barriers and intersection treatments), targeted speed limit changes in urban areas and on the highest risk parts of the network, and increased levels of enforcement (both by safety cameras and by police officers). These changes will require substantial investment in road safety over the next decade and will inform the development of the next Government Policy Statement on land transport.
48. Up to a further quarter could be achieved by lifting the safety performance of the vehicle fleet and mandating ABS for motorcycles. The remaining quarter would need to be achieved by a combination of other interventions, such as improvements to driver licensing and increases to penalties for safety offences, as well as broader factors, such increased uptake of public transport and changes in vehicle technology.

### ***Seven proposed principles will guide decision-making across the system***

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

### ***Immediate actions will be focused in five key areas***

51. By examining how and why crashes occur, and what interventions have been proven to be most effective, five proposed focus areas have been identified:
  - 51.1. Infrastructure improvements and speed management
  - 51.2. Vehicle safety
  - 51.3. Work-related road safety
  - 51.4. Road user choices
  - 51.5. System management.
52. These have also been shaped by feedback from the subject matter specialists and sector stakeholders who took part on the reference group process.
53. For each focus area, the consultation document outlines a number of proposed initial actions for the first three years of the strategy. These actions include a number of key road safety initiatives that are already underway, such as consultation on strengthening drug driving enforcement, as well as actions that outline priority areas of work where policy decisions have yet to be made. Delivery of some of the actions will continue over the term of the strategy.
54. Once finalised, the strategy and initial action plan will be published as stand-alone documents. This allows the strategy to be enduring, and for the action plan to be refreshed on a regular basis.
55. The focus areas and proposed immediate actions are discussed in more detail below.

#### **Infrastructure and Speed**

56. Improving the safety of our roads will be critical to reducing deaths and serious injuries. New Zealand roads can be unforgiving and the speed limits are not always safe for the road. Building a safe road network requires investment in infrastructure

safety treatments that are proven to save lives, as well as ensuring that speeds across the network are safe, appropriate and enforced effectively. Modelling suggests that interventions in this area have the largest potential to reduce deaths and serious injuries.

57. Proposed initial actions in the area of infrastructure and speed include:

57.1. *Further investment in safety treatments and infrastructure improvements*

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

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

Investment in this area can deliver both significant benefits and value for money. Median barriers reduce head-on deaths and serious injuries by 92 percent, with a typical benefit-cost-ratio (BCR) of 1.4, while roadside barriers at high-risk locations can reduce deaths and serious injuries by 30 percent, with a BCR of 3.0.<sup>1</sup> Where these interventions have been put in place in New Zealand they have saved lives – Centennial Highway, for example, has not had a fatal crash since improvements in 2005, prior to which at least one person died every year.

57.2. *Tackling unsafe speeds*

The consultation document outlines the Tackling Unsafe Speeds package (currently being developed by the Ministry of Transport). Key initiatives considered include improving the way Road Controlling Authorities plan and implement speed limit changes, transitioning to lower speed limits in areas around schools and in urban centres, and adopting a new approach to safety cameras.

The Tackling Unsafe Speeds package has been developed based on close engagement with broad a range of stakeholders, including extensive discussions at the Speed Reference Group. It represents a measured approach to managing speeds on the road network, focussed on establishing a more streamlined and coordinated process for speed limit setting, moving towards a more transparent and effective approach to automated speed enforcement, and reducing speeds in the highest risk areas and where there are high numbers of active users, such as around schools.

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<sup>1</sup> BCR based on medium cost barriers, as per the NZ Transport Agency Standard Safety Intervention Toolkit.

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

The proposed Tackling Unsafe Speeds package is still in the final stages of development and I expect to seek high-level Cabinet policy decisions on this matter in October 2019 (at the same time as the final strategy and action plan), with a view to introducing the necessary legislative amendments in late 2019.

### 57.3. *Review infrastructure standards and guidelines*

Ensuring that our standards and guidelines for roads and street design promote road safety has been identified as a critical part of achieving our target. Our current standards and guidelines are not always fit-for-purpose. They do not consistently cater for safety and access for all modes, help establish self-explaining roads through design, or facilitate the creation of safe and liveable urban areas.

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

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

### 57.4. *Enhancing the safety and accessibility of footpaths, bike lanes and cycleways*

The Accessible Streets package is a set of regulatory proposals aiming to enhance the safety and accessibility of our footpaths. Among other things, it aims to clarify what types of vehicles (including mobility scooters) should be allowed on footpaths, enables e-scooters to use cycle lanes and cycle paths, and improves the safety of vulnerable users at intersections. Cabinet has already agreed to proceed to public consultation on a draft amendment rule for the Accessible Streets Regulatory Package. Consultation is proposed to begin in October 2019.

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

## Vehicle safety

58. The consultation document identifies vehicle safety as a critical part of improving road safety outcomes. Safer vehicles not only help drivers avoid crashes, but also protect occupants and other road users when crashes do happen.
59. New Zealand has a high number of unsafe vehicles. Currently, vehicles with a one- and two-star safety rating make up 45 percent of the fleet, but 66 percent of deaths and serious injuries on our roads occur in these vehicles. One in five vehicles imported in 2016 had one- or two-star safety rating – crashes in a one-star safety-rated car are over 90 percent more likely to be fatal than in a five-star vehicle.
60. In addition, some vehicle types (e.g. motorcycles) are over-represented in death and serious injury numbers – the likelihood of being killed or injured in a road crash is 21 times higher on a motorcycle than in a car over the same distance.
61. The consultation document proposes to focus on improving the safety of vehicles entering into New Zealand, ensuring that existing vehicles are as safe as they can be (including through retrofitting new technologies where appropriate), and building public demand for safer vehicles.
62. Proposed initial actions in the area of vehicle safety include:

62.1. *Raise standards for vehicles entering the fleet*

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

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

62.2. *Implement mandatory ABS systems for motorcycles*

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

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

Work-related road travel

63. Recent studies suggest that around 25 percent of road fatalities involve a person driving for work. Road safety is therefore a critical health and safety at work issue. The consultation document identifies significant opportunities to encourage businesses throughout the supply chain to take ownership of road safety issues, strengthen the regulatory framework for commercial transport services, promote the uptake of safer vehicles and technology and improve our understanding of work-related crashes.

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

64.1. *Support best practice for work-related road safety*

A package of initiatives is being developed to ensure that organisations are aware of work-related road safety risks and their obligations, and to build an understanding of best-practice for different sectors, including better information, support for sector-led initiatives and government agencies leading by example.

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

64.2. *Strengthen commercial transport regulation.*

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

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

Road user choices

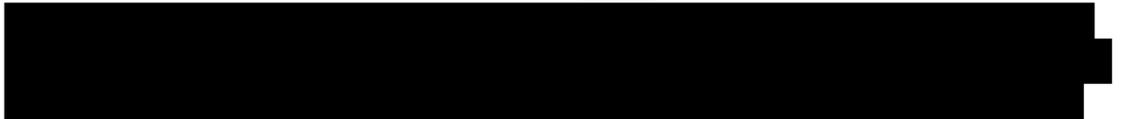
65. The consultation document recognises that road users still have a vital role to play in keeping themselves and other road users safe and that dangerous behaviours continue to be a major factor contributing to deaths and serious injuries. It proposes that the new strategy focus on shifting public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

66. In 2018, this Government increased funding for road safety education and promotion through the National Land Transport Fund. The NZ Transport Agency's road safety advertising is currently focused on speed, impaired driving, vehicle safety, cycling and keeping left. Skills training and initiatives to help young people obtain their drivers licence have also been rolled out.

67. Alongside continual investment and efforts in advertising and education programmes, skills training and drivers licensing support, further actions in the area of road user choices include:

67.1. *Prioritise road policing*

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



The RSPP sets out clear priority activities for road policing that are aligned with the proposed focus areas for the strategy, along with supporting activities from partner agencies. Both enforcement activities and effective prevention and education activities will be deployed based on risk and targeted to mitigate high-risk behaviours, particularly restraint use, alcohol and drug impairment, driver distraction and speed.

confidentiality of advice

67.2. *Review financial penalties and remedies*

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

We know that effective penalties can play a part in deterring high-risk behaviour. International evidence suggests that modest increases in penalties can be effective in reducing offending by some road users, although more severe or frequent offending does not appear to be impacted. Changes to penalties also need to take account of any equity considerations or impacts on the justice pipeline.

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

67.3. *Enhance drug driver testing*

Impairment from alcohol and drugs remains the highest contributing factor to deaths on our roads. While drink driving rates have decreased since 2012, a growing number of New Zealanders are driving after taking recreational or prescription drugs that impair driving, and more drivers with drugs in their system are involved in fatal or serious crashes. Only 26 percent of drivers

think they are likely to be caught drug driving, compared to 60 percent for drink driving.

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

#### 67.4. *Support motorcycle safety*

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

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

#### System management

68. Finally, the inclusion of system management as a focus area recognises the critical importance of ensuring that the new road safety strategy is implemented effectively. Evidence from other jurisdictions highlights the importance of strong leadership, accountability for results and coordinated action across government agencies. It also emphasises the need to build public understanding and support for action and to gather, analyse, utilise and share reliable data to understand road safety issues and prioritise resources efficiently.
69. The proposed initial action in this area is:

##### 69.1. *Strengthen system leadership, support and coordination*

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

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

Transport, health and emergency services agencies will also continue to work together to improve how we respond to road crashes and treat crash victims,

and to better understand the full impact of road safety on health, emergency services and rehabilitation services.

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

70. The consultation document incorporates an overall outcomes framework with a clear results focus. This will help drive action and hold relevant agencies publicly accountable for the delivery of the strategy.
71. The framework will set out the key measures that can help track progress towards the overarching strategic outcomes. It will also set out a range of performance indicators to monitor progress against our objectives in each of the focus areas. This will enable us to take stock of where things are at, identify areas where more action is needed, and report publicly on our progress on a regular basis.

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

72. I propose to consult publicly on the attached consultation document, for four weeks, following Cabinet agreement. Given there has been significant engagement with interest groups and local government already, the consultation will seek to broaden the conversation to a wider public audience and will be primarily web-based through the Ministry of Transport website.
73. I will issue a press statement to announce the release of the consultation document and invite interested parties to place a submission, the NZTA will be running a campaign to help inform people about the vision zero approach and about the opportunity to be involved, and the Ministry of Transport will advise stakeholders that the consultation process has commenced.
74. Social media will be a key tool in publicising the consultation. A short animated video will provide interested parties with an introduction to Vision Zero and why it is being proposed for New Zealand. Additional summary material will also be published to support the consultation.
75. Targeted consultation with key stakeholder groups, including members of the reference groups, to support the consultation process is also planned.
76. Following receipt of submissions, the feedback will be considered and will inform development of the final strategy and action plan. The Ministry of Transport will also summarise views in a report for public release.

***Consultation risks***

77. Although sector stakeholders have largely been very supportive of a more ambitious approach to road safety, there are likely to be a wide range of views raised on the issues raised in the consultation document.
78. Based on engagement to date, I believe views of stakeholders and the wider public could include:

- 78.1. a mix of support for a Vision Zero approach if accompanied by a clear commitment to take action to improve road safety outcomes in New Zealand, and an alternative view that the focus should be more strongly on user behaviour
- 78.2. a level of scepticism about whether “zero” is a realistic goal
- 78.3. concern about perceived safety gains at the risk of efficiency
- 78.4. interest in any financial implications for Councils, and interest more generally on how increased investment may be funded (e.g. increased taxation)
- 78.5. support from pedestrian and cyclist user groups for the focus on safe active modes to support an uptake in walking and cycling in particular
- 78.6. a range of perspectives on specific policy changes that should be prioritised.

### **Agency consultation**

- 79. Ministers of Transport, Police, Education, Local Government, Health, ACC and Workplace Relations and Safety, and Agriculture and Rural Communities have met periodically throughout the development of the new strategy to consider and coordinate the progress of the strategy. Officials-level groups have supported this governance process through the National Road Safety Committee.
- 80. Officials from NZ Police, Ministry of Education, Ministry of Health, the ACC, Ministry of Business, Innovation and Employment, NZ Transport Agency, WorkSafe and Ministry of Justice also took part in the reference group process.
- 81. The following agencies have been consulted on this Cabinet paper: [TBC].

### **Financial Implications**

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

### **Legislative Implications**

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

### **Impact Analysis**

- 85. The consultation document does not propose any regulatory or legislative changes that would be subject to Regulatory Impact Analysis requirements.
- 86. Where proposed actions result in a regulatory proposals, regulatory impact analysis will be undertaken prior to public consultation or policy decisions on those proposals.

## **Human Rights**

87. There are no human rights implications arising from this paper.

88. [TBC on individual actions]

## **Gender Implications**

89. No gender implications were identified by officials during the development of the proposals in this paper.

90. [TBC on individual actions]

## **Disability Perspective**

91. Representatives of disability groups, including the Disabled Persons Assembly, have been engaged during the development of the strategy and have participated in the reference group process.

92. During the initial engagement programme, disability groups expressed some concerns about use of footpaths by users of scooters, bicycles and mobility scooters as part of the Accessible Streets Package. They also noted that the current infrastructure guidelines and standards do not adequately meet their needs.

## **Publicity**

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

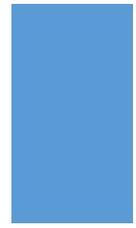
## **Proactive Release**

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

## Recommendations

95. The Associate Minister of Transport recommends that the Committee:
- 1) **note** that in March 2018, Cabinet agreed to the development of a new road safety strategy [DEV-18-MIN-0025 refers], including investigating a Vision Zero approach to road safety;
  - 2) **note** that the number of deaths and serious injuries on New Zealand roads has been rising in recent years and that New Zealand is now in the bottom quarter of OECD countries when it comes to the number of road fatalities per capita;
  - 3) **note** that the attached consultation document outlines the proposed framework for a new road safety strategy to 2030 and actions for inclusion in the first action plan for 2020-2022;
  - 4) **agree** to release the consultation document for public consultation;
  - 5) **authorise** the Associate Minister for Transport to agree to editorial or design changes to the consultation document before its release;
  - 6) **note** that additional summary material will be published alongside the consultation document;
  - 7) **note** that subject to Cabinet's agreement, the Associate Minister of Transport will announce that public consultation will begin following Cabinet's agreement;
  - 8) **agree** that public consultation occurs for a period of four weeks;
  - 9) **note** that the final road safety strategy and initial action plan will be submitted for Cabinet approval in **October 2019**.

Authorised for lodgement  
Hon Julie Anne Genter  
Associate Minister for Transport



# Road to Zero

Consultation on the 2020-2030 Road Safety Strategy

MINISTRY OF TRANSPORT

## Finding your way around this document

### *Purpose and structure of this document*

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

#### **Part 1 – Case for change**

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

#### **Part 2 – Vision**

Sets out the proposed vision statement for road safety.

#### **Part 3 – Target for 2030**

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

#### **Part 4 – Principles**

Sets out the proposed principles to guide decision-making.

#### **Part 5 – Focus areas**

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

#### **Part 6 – Measuring success**

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

#### **Part 7 – Next steps**

Contains information about the upcoming consultation meetings and hui, and details the process for developing, finalising and implementing the new road safety strategy.

### *Consultation questions and feedback*

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

**Submissions must be lodged by **xx on xx**.**

Submissions can be completed online at **xx**.

Alternatively, a written form can be downloaded at **xx**, and:

- emailed to **xx**
- posted to **xx**.

### *For more information*

View the road safety strategy webpages at **xx**

Ask the road safety strategy team at **xx**.

## Minister's Foreword

DRAFT

## Executive Summary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**Underpinning this vision are seven proposed guiding principles:**

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

**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:**

1. *Improve the safety of our cities and regions through infrastructure improvements and speed management*
2. *Significantly improve the safety performance of the vehicle fleet*
3. *Treat road safety as a critical health and safety at work issue*
4. *Encourage safer choices and safer behaviour on roads*
5. *Drive action through effective system management.*

**Our proposed immediate set of actions are:**

1. *Introduce a new approach to tackling unsafe speeds*
2. *Invest in safety treatments and infrastructure improvements*
3. *Review infrastructure standards and guidelines*
4. *Raise safety standards for vehicles entering the fleet*
5. *Implement mandatory ABS for motorcycles*
6. *Support best practice for work-related travel*
7. *Strengthen the regulation of commercial transport services*
8. *Enhance safety and accessibility of footpaths, bike lanes and cycleways*
9. *Prioritise road policing*
10. *Enhance drug driver testing*
11. *Support motorcycle safety*
12. *Review financial penalties and remedies*
13. *Strengthen system leadership, support and co-ordination*

## **We want to know what you think.**

We want to hear from you on our proposed vision and principles, our target for 2030, the key focus areas for the 10 years, and the immediate actions we want to take in 2020 and 2021. The public submission process from **3 July – 31 July 2019** is intended to formally capture your views. The questions highlighted in the orange boxes in this document can be answered at **[insert website]**.

We invite you to be part of this conversation.

## Summary of key consultation questions

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### **To what extent do you support the proposed vision?**

- *[Insert scale from strongly oppose to strongly support]*
- *What was the reason for your rating? [optional box for further feedback]*

### **To what extent do you support the proposed target for 2030?**

- *[Insert scale from strongly oppose to strongly support]*
- *What was the reason for your rating? [optional box for further feedback]*

### **To what extent do you support the proposed target for 2030?**

- *[Insert scale from strongly oppose to strongly support]*
- *What was the reason for your rating? [optional box for further feedback]*

### **To what extent do you support the following proposed decision-making principles?**

- *[on a scale from strongly oppose to strongly support for each]:*
  - *We plan for people's mistakes.*
  - *We design for human vulnerability.*
  - *We strengthen all parts of the road transport system.*
  - *We have a shared responsibility for improving road safety.*
  - *Our actions are grounded in evidence and evaluated.*
  - *Our road safety actions support health, wellbeing and liveable places.*
  - *We make safety a critical decision-making priority.*
- *What was the reason for your ratings? [optional box for further feedback]*

### **For each focus area:**

- *To what extent do you support this focus area?*
  - *[on a scale from strongly oppose to strongly support for each]*
- *What was the reason for your rating? [optional box for further feedback]*

### **What are your top priorities for the first action plan?**

### **What actions we should consider for future action plans?**

### **Do you have comments about the way that we intend to monitor our performance?**

### **Do you have any final comments about the proposed strategy and immediate actions?**

## PART ONE: CASE FOR CHANGE

### Summary

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

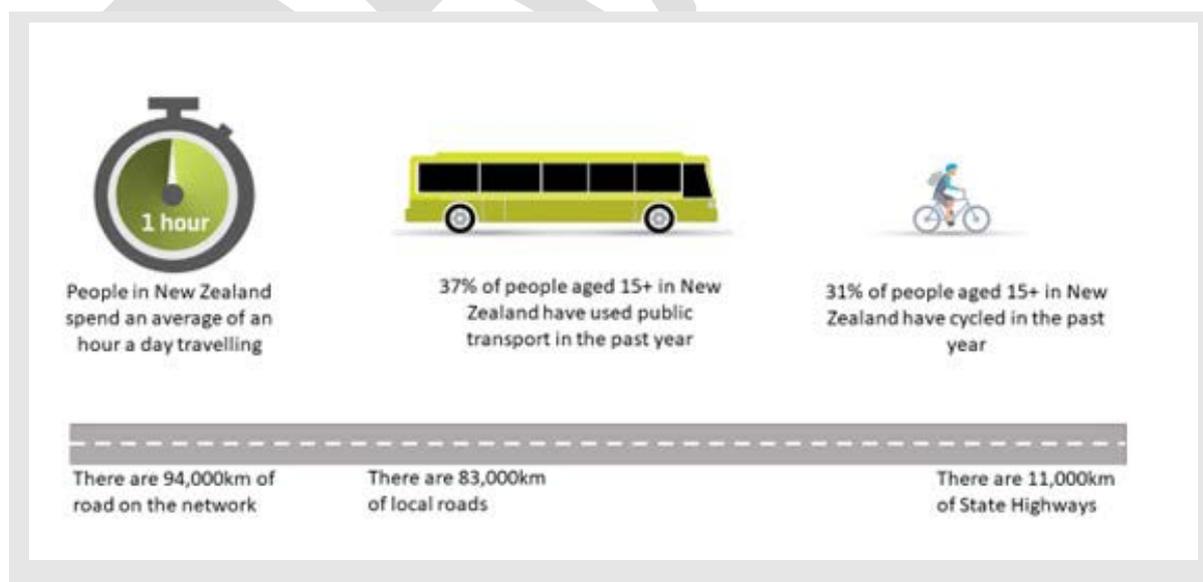
Deaths or serious injuries should not be an inevitable cost of travelling around. We can and should do better. We need to commit to taking ambitious action towards a New Zealand where human life is protected and no one is killed or seriously injured in road crashes.

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

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

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

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



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

Improving road safety makes our towns and cities more accessible and liveable. It ensures people are safe, and feel safe to walk or cycle, and let their children walk to school. Walking and cycling trips can support healthier lifestyles, improve mental health, and reduce pressure on our health system.

Recent research found that safety concerns were a bigger deterrent to trying cycling than travel time or weather.

Walking is estimated to provide health benefits of \$2.60 per kilometre and cycling of \$1.30 per kilometre.

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

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

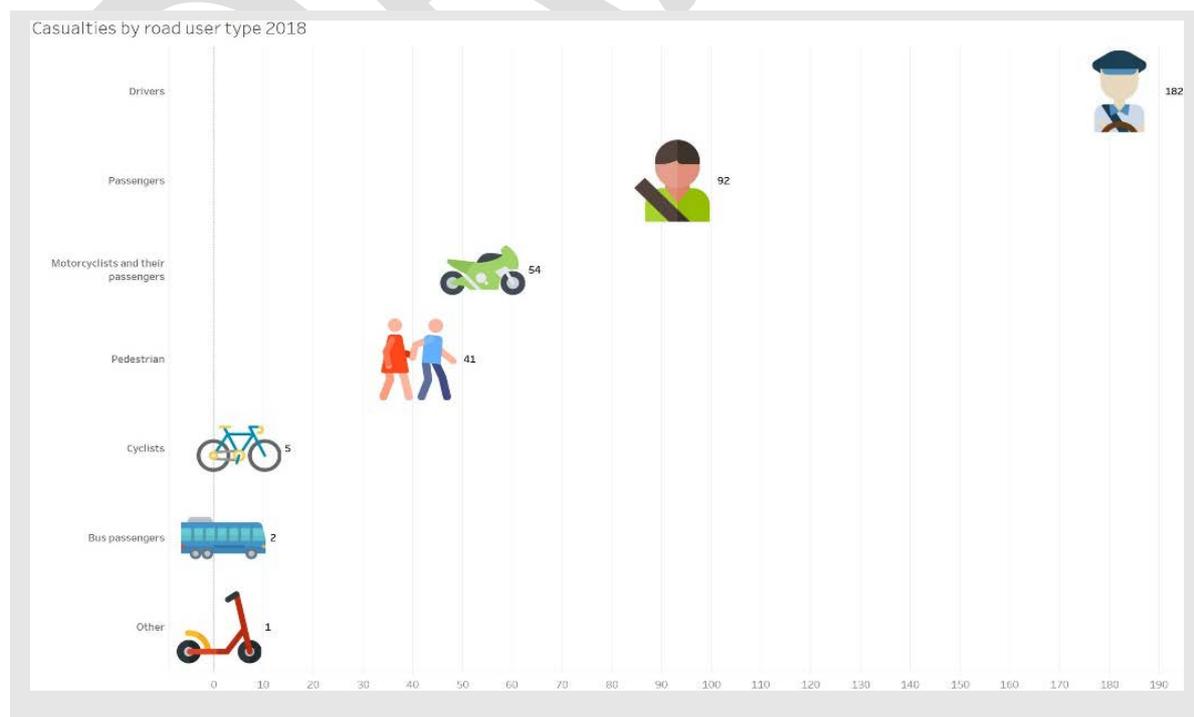
Beyond this strategy, the Government is also undertaking a number of initiatives and investing in public transport, walking and cycling, and rail infrastructure. Over time this will see more people travelling by other modes – reducing emissions and congestion, and resulting in less trauma on our roads.

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

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

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

We know the rate of increase is partly due to an increase of people travelling on our roads. But this isn't the only factor. The number of deaths and serious injuries are increasing at a much faster rate than can be explained by simple traffic growth.



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



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

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

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

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

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

Most other developed countries have far lower rates of death on their roads. If New Zealand's roads were as safe as Norway's (a country with a similar road network and population to New Zealand), approximately 260 of the 378 people who were killed last year would still be alive. If we performed even as well as Australia, 150 people would still be alive.

Figure 1: International comparisons of road fatalities per 100 000 population



If we continue as we are, we estimate that by 2030 around 3000 people will have lost their lives between now and 2030. Approximately 30,000 people will have been seriously injured with ongoing or long-term consequences.

The social cost of these tragedies would be about \$45 billion in today's dollars.

Over 50% of major trauma injuries treated in our hospitals are from road crashes.

Road crashes are the second largest cause of death from injury (after suicide).

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

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

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

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

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

Even if everyone obeyed the road rules, New Zealand would still have more than 180 deaths on the road each year.

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

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

While actions to improve people's skills and behaviour are still important, and we will need to continue to deter risk-taking behaviour, this alone will not fix the problem. We must also turn our attention to fixing a transport system that fails to protect people – by improving our road network, tackling unsafe speeds and lifting the safety of our vehicle fleet.

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

### **Safe System in action: Centennial Highway**



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

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

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

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

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

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

In 2015, an independent interim evaluation of the effectiveness of *Safer Journeys* found that while the focus of the strategy was sound, the number of deaths and serious injuries on New Zealand roads had plateaued. The evaluation said that although *Safer Journeys* was a sound strategy, there was insufficient leadership and sector capacity necessary for successful implementation. Greater collective and sustainable leadership, coordination and participation from Ministers and Government agencies was needed.

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

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

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

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

The strategy will be supported by several action plans. These will set out the key interventions that will support progress towards each of the focus areas. This document sets out some immediate actions for 2020-2022. There will be opportunities for the initial action plan to be updated and for further action plans to be developed over the course of this strategy.

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

## WHAT WE HAVE HEARD TO DATE

### ***Road Safety Summit***

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

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

### ***Reference groups***

In July 2018, five reference groups were set up to discuss key road safety issues and identify priorities and potential interventions. More than 100 people, including representatives of local and central government, businesses and advocacy groups, and academics, took part in four half-day meetings.

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

### ***Roadshows and further engagement***

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

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

### ***Ongoing communication from the public***

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

## PART TWO: VISION

### Summary

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

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

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

Adopting this vision means acknowledging that:

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

What does this mean?

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

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

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

### ***The Vision Zero approach***

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

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

### ***Vision Zero in action: New York City***

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

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

### **Adopting this vision means doing things differently.**

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

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

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

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

### **What do you think?**

***To what extent do you support the proposed vision?***

- *[Insert scale from strongly oppose to strongly support]*

***What was the reason for your rating? [optional box for further feedback]***

## PART THREE: WHERE DO WE WANT TO BE BY 2030?

### Summary

As an intermediate target towards achieving our vision, we propose to reduce death and serious injuries on our roads by **40 percent** over the next decade. Steady progress towards this target would mean approximately **750** fewer people would be killed and **5,600** fewer would be serious injured on our roads over the next ten years, compared to current levels of harm.

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

We recognise that we have a long way to go, and that zero deaths and serious injuries on our roads may not be achievable in the next 10 to 20 years. We have a road system that hasn't always been designed with the safety of all users as a priority, a network that can feel hostile when people are walking or cycling on it. We have a large number of less safe vehicles on our roads, a growing number of heavy vehicles and motorcycles on the network, and a vehicle fleet that is slow to turn over. We have a culture that has not always made road safety a priority. Change will not happen overnight.

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

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

Steady progress towards this target would mean approximately **750** fewer people would be killed and **5,600** fewer would be serious injured on our roads over the next ten years, compared to current levels of harm. Doing so would reduce the total social cost of road crashes on New Zealanders by approximately **\$9.6** billion. It would also have a significant impact on the long-term costs to ACC of road crashes.

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

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

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

## What do you think?

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**To what extent do you support the proposed target for 2030?**

- *[Insert scale from strongly oppose to strongly support]*

**What was the reason for your rating?** *[optional box for further feedback]*

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## PART FOUR: PRINCIPLES

### Summary

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

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

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

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

Our vision is grounded in the Safe System. We have built on its principles<sup>1</sup> to create a broader set of guiding principles for the new strategy.

These guiding principles are integral to how we design the network and how we make road safety decisions. They are intended to guide participation and decision-making across the system by providing a shared understanding of how we will work and the values that will guide our activities.

#### **(1) We plan for people's mistakes.**

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

#### **(2) We design for human vulnerability.**

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

#### **(3) We have a shared responsibility for improving road safety.**

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

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

#### **(4) We strengthen all parts of the road transport system.**

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

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

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

#### **(5) Our actions are grounded in evidence and evaluated.**

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

#### **(6) Our road safety actions support health, wellbeing and liveable places.**

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

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

Where a road plays a key role as a place for a community, our road safety focus should be broader – seeking to leverage safety to improve urban access and liveability. In contrast, where a road is key to part of the freight network, ensuring good road infrastructure and maintaining appropriate higher speeds will be important.

**(7) We make safety a critical decision-making priority.**

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

**What do you think?**

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***To what extent do you support the following proposed decision-making principles? [on a scale from strongly oppose to strongly support for each]:***

- (1) We plan for people's mistakes.*
- (2) We design for human vulnerability.*
- (3) We strengthen all parts of the road transport system.*
- (4) We have a shared responsibility for improving road safety.*
- (5) Our actions are grounded in evidence and evaluated.*
- (6) Our road safety actions support health, wellbeing and liveable places.*
- (7) We make safety a critical decision-making priority.*
- (8) [Insert scale from strongly oppose to strongly support]*

***What was the reason for your rating? [optional box for further feedback]***

## PART FIVE: FOCUS AREAS

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

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

### ***Our five focus areas***

- Infrastructure improvements and speed management
- Vehicle safety
- Work-related road safety
- Road user choices
- System management

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

These proposed key areas would focus – but not limit – action under the new road safety strategy. This is because, over the next 10 years, there will be things we won't have foreseen. There are also issues that may be prioritised under other programmes of work that would have road safety implications. For example, improvements in trauma care and rehabilitation are important issues for the health system, and can have significant impacts on overall outcomes for crash victims. We will also continue to take action in areas where we identify the potential to make improvements to road safety outcomes.

## Focus Area 1: Infrastructure improvements and speed management

**Our objective: Improve the safety of our cities and regions through infrastructure improvements and speed management.**

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

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

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

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

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

In the last 10 years (2009-2018), 929 people died in head on crashes, while another 1,254 died in crashes where a driver lost control or ran off the road. A further 372 were killed in crashes at intersections.

Meanwhile, 332 pedestrians and 78 cyclists died in crashes involving other motor vehicles, largely in our urban areas.

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

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

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

### **A safe road network starts with good planning.**

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

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

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

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

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

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

International research shows flexible barriers fitted along the side and centre of high speed roads can reduce the number of people killed by up to 90 percent.<sup>2</sup> Rumble strips alone can reduce all crashes by around 25 percent and fatal run-off-road crashes by up to 42 percent. Similarly, treatments such as roundabouts can help reduce casualties at intersections and raised crossings can make it easier and safer for people to cross streets.

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

New Zealand already has a significant programme of work underway to improve our infrastructure but much more is needed. As infrastructure investment is expensive, the greatest share in the short-to-medium term needs to be allocated to where the greatest potential trauma and risk reductions are possible, focussed on the most effective treatments to address key crash types.

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

The maxim: 'The faster you go, the bigger the mess' remains as true today as when the campaign was launched more than a decade ago. Faster travel speeds reduce everyone's ability to avoid or recover from mistakes, and exponentially increase the trauma to everyone involved in a crash when it happens.<sup>3</sup>

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

Biomechanical research indicates that the chances of survival or avoiding serious injury decrease rapidly above certain impact speeds.

- For a pedestrian, cyclist or motorcyclist hit by a car, it's around 30-40 km/h.
- In a side impact collision involving two cars, it's around 50 km/h.
- And in a head-on crash involving two cars, it's around 70-80 km/h.

<sup>2</sup> Johansson, R. (2009). *Vision Zero – Implementing a policy for traffic safety*. Safety Science. 47(6), 826-831. doi: 10.1016/j.ssci.2008.10.023

<sup>3</sup> OECD International Transport Forum (2018). *Speed and Crash Risk*. A research report by the International Traffic Safety Data and Analysis Group. Sourced at: <https://www.itf-oecd.org/sites/default/files/docs/speed-crash-risk.pdf>.

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

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

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

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

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

**Research findings:** Research has shown that reducing your speed a little generally results in a very small increase in travel time. When you factor in traffic lights, congestion and intersections, travel times don't vary as much as many people think. If you drove for 10km at 80 km/h instead of 100 km/h, it would take you between 30 to 48 seconds more. When France lowered speed limits from 90 km/h to 80 km/h in some areas in 2018, the move saved 100 lives in six months, but increased average travel times by only one second per kilometre. In some instances, lower travel speeds can also deliver significant fuel savings.

### **We also need to help people comply with these speeds.**

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

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

Countries like Sweden have adopted a very different approach where there are hundreds more cameras on the network, all placed in high-risk areas, and clearly marked so drivers know where they should slow down.<sup>4</sup> The aim is to ensure that people slow down and drive safely on dangerous stretches of road. This kind of approach has a higher level of public acceptance as drivers view it as fairer. Most importantly, the Swedish approach has been successful in reducing deaths and serious injuries.

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

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<sup>4</sup> Sweden has about 11 safety cameras per 100,000 population (this includes fixed cameras, mobile cameras, average speed cameras, red light cameras and combined red light/safety cameras), whereas New Zealand has about 2.2 cameras per 100,000 population (New Zealand does not currently have any operational average speed or combined red light/safety cameras).

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

## **Immediate actions**

### ***Further investment in safety treatments and infrastructure improvements***

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

The Government will also support the delivery of a substantive package of additional infrastructure safety investments through the next three National Land Transport Funds. This will [TBA following Government decisions on scale of the required infrastructure package, based on 2030 target chosen].

### ***A new approach to tackling unsafe speeds***

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

### ***Review infrastructure standards and guidelines***

The NZ Transport Agency will review, update and replace (if required) relevant standards and guidelines. In the short-term, this programme of work will focus on aligning our urban street design guidance with international best practice, and ensuring that relevant guidance is integrated into the National Policy Statement on land transport.

### ***Enhance safety and accessibility of footpaths, bike lanes and cycleways***

Our current regulatory settings and road rules do not adequately support walking, cycling and use of other mobility devices. The Accessible Streets package is a set of regulatory proposals aiming to enhance the safety and accessibility of our footpaths. It aims to simplify and clarify rules around vulnerable users on our footpath, making it easier for people to follow the rules. Consultation on the Accessible Streets package is proposed to begin in October 2019.

## **What do you think?**

### ***To what extent do you support this focus area?***

- *[on a scale from strongly oppose to strongly support for each]*

***What was the reason for your rating? [optional box for further feedback]***

## Focus area 2: Vehicle safety

**Our objective: Significantly improve the safety performance of the vehicle fleet.**

*The design and safety features of our vehicles matter. Safer vehicles not only help drivers avoid crashes, but also protect occupants and other road users when crashes do happen. A focus of this strategy will be on improving the safety of vehicles entering into New Zealand, ensuring that existing vehicles are as safe as they can be (including through retrofitting new technologies where appropriate), and building public demand for safer vehicles.*

### New Zealand has a high number of unsafe vehicles.

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

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

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

*Did you know?:* You're at least 90 percent more likely to die or be seriously injured in a crash in a one-star safety-rated car than in a five-star safety-rated car.

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

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

1 in 5 vehicles imported in 2016 had one or two star safety rating.

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

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

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

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

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

You're 21 times more likely of being killed or injured in a road crash on a motorcycle than in a car over the same distance.

Approximately 20 percent of deaths on our roads every year involve a heavy vehicle.

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

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

## **We also need to build public demand for safer vehicles.**

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

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

We also need to investigate ways to ensure vehicle safety ratings are consistent, accurately applied and communicated to consumers. This could start immediately by promoting two existing vehicle star-rating programmes that can help buyers to make informed decisions. The Australasian New Car Assessment Program (ANCAP) assigns star-ratings based on the vehicles ability to protect the occupants and other road users in a crash and its ability to avoid a crash. The Used Car Safety Rating (UCSR) programme provides crashworthiness ratings based on how well vehicles perform in protecting occupants and other road users in real world crashes. Taking every opportunity to promote and explain ANCAP and UCSR results will be an important part of this strategy.

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

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

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

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

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

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

Alongside the benefits, new and emerging technologies will require us to continue to adapt over the next 10 years and beyond. New standards will be required to ensure that different systems are compatible. Some of our existing infrastructure will need to be modernised, and data privacy and cyber-security issues will become increasingly important. Our policy and regulatory settings need to be responsive and ready to deal with technological change when it starts to happen.

### **Immediate actions**

#### ***Raise safety standards for vehicles entering the fleet***

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

#### ***Implement mandatory ABS for motorcycles***

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

In April 2019, the Government consulted publicly on a draft rule that would mandate the fitting of ABS on motorcycles over 125cc or a simpler system known as a combined braking system (CBS) on smaller motorcycles. We anticipate that this rule will be introduced in late 2019.

### **What do you think?**

#### ***To what extent do you support this focus area?***

- *[on a scale from strongly oppose to strongly support for each]*

***What was the reason for your rating? [optional box for further feedback]***

### Focus area 3: Work-related road safety

**Our objective: Ensure that businesses and other organisations treat road safety as a critical health and safety issue.**

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

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

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

Research suggests that around 25 percent of road fatalities involve a person driving for work (Lilley, 2019).

This makes road crashes by far the single largest cause of work-related fatalities.

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

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

In our conversations to date, stakeholders have expressed concern that some businesses do not treat road safety as a critical health and safety risk, and that businesses in all sectors need better information about how to meet their obligations. Fatigue, distraction and vehicle safety have been seen as priority issues, as well as using chain of responsibility obligations to drive change.

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 the others. Commercial transport services also have specific obligations under the Land Transport Act 1998, such as maximum working times.

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

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

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

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

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

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

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

While trucks are not involved in significantly more crashes per kilometre than other types of vehicles, these crashes are far more likely to be fatal, accounting for over 20 percent of road deaths.

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

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

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

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

### **Safer vehicles and new technologies can help to reduce risks.**

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

Businesses will be important in leading the uptake of many of the emerging technologies discussed in *Focus area 2: Vehicle Safety*. These new safety features, such as active driver assistance systems, will be particularly critical for our heavy vehicle fleet. Emerging technologies over the next decade will not only improve crash outcomes, but also help to avoid

the chances of the crash occurring in the first place. In the longer-term increasing levels of vehicle automation may help businesses manage the risks associated with freight movement.

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

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

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

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

#### **Immediate actions**

##### ***Support best practice for work-related road safety***

The Government is developing a package of initiatives to ensure that organisations are aware of work-related road safety risks and their obligations, and to build an understanding of best-practice for different sectors. Key elements of this package include:

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

##### ***Strengthen commercial transport regulation***

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

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

## What do you think?

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**To what extent do you support this focus area?**

- *[on a scale from strongly oppose to strongly support for each]*

**What was the reason for your rating?** *[optional box for further feedback]*

DRAFT

## Focus Area 4: Road user choices

**Our objective: Encourage safer choices and safer behaviour on our roads.**

*We make choices on our roads and streets every day. We choose whether to speed up or slow down at a yellow light, whether to take the call or let it go to voicemail, whether to pull over or keep driving when we're feeling tired. When it comes to driving or riding, most people think that other people are the problem – but we all have a responsibility for making safe choices. Over the next 10 years, it will be critical that we continue to promote responsible behaviour and consideration of others on our roads and target deliberate violations if we are to achieve our vision.*

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

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

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

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

Wearing a seatbelt during a crash doubles your chances of surviving a serious crash. Yet, every year, over 80 people die in crashes not wearing a seatbelt.

A recent AA survey found 66 percent of surveyed members considered road user behaviour the most important area for safety gains over the next decade.

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

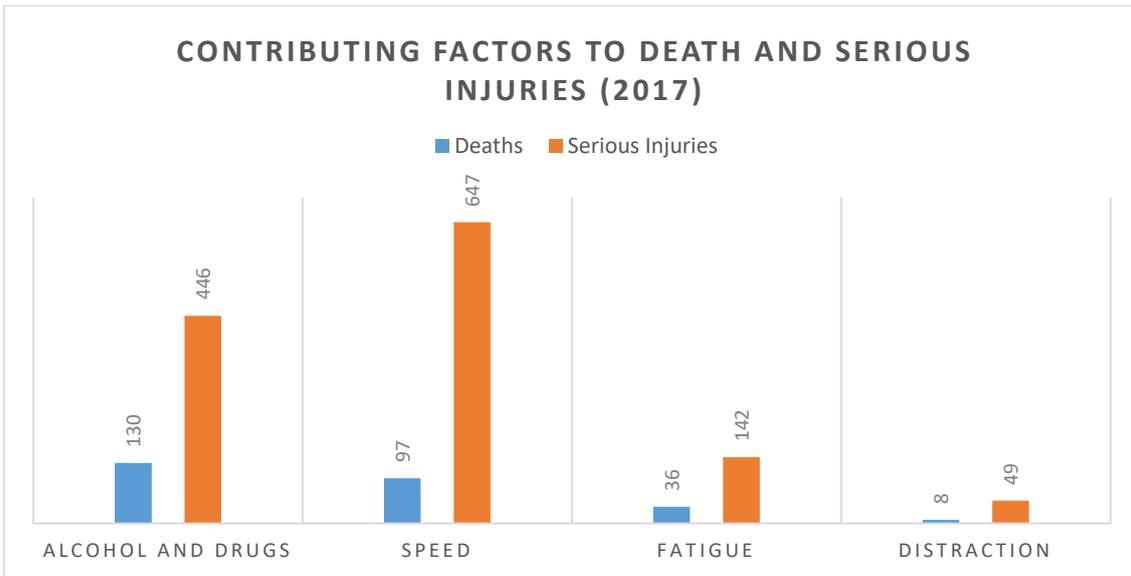
### **Dangerous behaviours continue to be a major factor contributing to deaths and serious injuries.**

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

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

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

Research shows distraction of two seconds or more can significantly increase the likelihood of a crash.



Impairment from alcohol and drugs remains the highest contributing factor to deaths on our roads. While drink driving rates have decreased since 2012, a growing number of New Zealanders are driving after taking recreational or prescription drugs that impair driving, and more drivers with drugs in their system are involved in fatal or serious crashes.

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

Only 26 percent of drivers think they are likely to be caught drug driving, compared to 60 percent for drink driving.

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

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

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

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

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

Over the last five years, young drivers who have never held a driver licence were involved in 165 fatal or serious injury crashes.

In April 2019, the Prime Minister announced a new initiative that will cover the costs of professional driving lessons for young people on youth benefits. Helping this group of drivers through the restricted driver licensing process can help instil safe driving habits, make the roads safer for everyone and reduce harm on our roads.

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

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

Enforcement and police presence will continue to be an important part of improving road safety, in particular where additional deterrence for deliberate high-risk behaviours is needed. Over the last year, NZ Police has focussed on targeting its road enforcement and prevention activities to risk. In the immediate term, they will focus on the behaviours we know cause the most harm: impaired driving from alcohol, drugs and fatigue, speed, distracted driving (especially from mobile phone use) and not wearing seatbelts or using a child restraint.

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

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

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

## **Immediate actions**

### ***Prioritise road policing***

[TBC – Pending final approval of the 2019-21 RSPP]. The Government will invest \$[TBC] in road policing through the 2019-2021 Road Safety Partnership Programme (RSPP). The RSPP sets out clear priority activities for road policing that are aligned with the proposed focus areas for the Strategy, along with supporting activities from partner agencies. The programme has been developed based on expert advice on the most effective type and level of interventions, and includes a clear outcomes and reporting framework. Both enforcement activities and effective prevention and education activities will be deployed based on risk and targeted to mitigate high-risk behaviours, particularly restraint use, alcohol and drug impairment, driver distraction and speed.

### ***Review of financial penalties and remedies***

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

### ***Enhance drug driver testing***

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

### ***Support motorcycle safety***

ACC is leading a programme of motorcycle safety initiatives which aim to reduce the incidence and severity of motorcycle injuries by improving rider skills handling, encouraging the use of protective gear, and creating safer roads and roadsides. Further initiatives for promoting the use of safety technology on motorcycles are being developed. In 2020, the Ministry of Transport will also review options to strengthen the motorcycle licensing regime. A review will build off ACC's experience with the Ride Forever programme and the evaluation of the Graduated Driver Licensing System.

## **What do you think?**

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### ***To what extent do you support this focus area?***

- *[on a scale from strongly oppose to strongly support for each]*

***What was the reason for your rating? [optional box for further feedback]***

## Focus area 5: System management

**Our objective: Develop a management system that reflects international best practice.**

*Road safety belongs to all of us. Everyone who uses, designs, manages and maintains our roads, streets and footpaths has an important role to play. Leadership, co-ordination, engagement, and accountability will therefore be critical if we are to achieve our road safety ambitions, so we need to plan and design proper system management and governance.*

### **We need to work together to deliver this strategy.**

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

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

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

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

International studies highlight the importance of leadership and inter-agency coordination in the delivery of an effective road safety strategy. Countries that have delivered ambitious improvements to road safety have had leaders with the courage to make the case for change, and the commitment to bring communities with them.

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

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

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

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

## **We need to build public understanding and support for action.**

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

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

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

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

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

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

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

We will also support effective monitoring and evaluation with a new results management framework that will highlight critical intermediate outcome and output measures (discussed in more detail in *Part Six: Measuring Success*). Regular public monitoring and reporting of performance indicators will help us evaluate which programmes are working and where changes may be required. It will also help hold responsible agencies accountable to delivering on outcomes.

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

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

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

A 2018 report by Opus International Consultants found that improved post-crash care could have affected 11 percent of fatal crashes sampled.

Most of these relate to crashes that occurred in rural areas. In some cases there was no one able to call 111 and in others it was difficult for emergency services to access the crash site.

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

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

## **Immediate actions**

### ***Strengthen system leadership, support and co-ordination***

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

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

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

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

## **What do you think?**

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### ***To what extent do you support this focus area?***

- *[on a scale from strongly oppose to strongly support for each]*

***What was the reason for your rating? [optional box for further feedback]***

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***What are your top priorities for the first action plan?***

***What actions we should consider for future action plans?***

## PART SIX: MEASURING SUCCESS

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

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

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

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

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

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

Draft outcomes framework

Our vision: A New Zealand where no one is killed or seriously injured in road crashes					
2030 target: A <b>[40 percent]</b> reduction in deaths and serious injuries on New Zealand roads (from 2018 levels)					
Overarching outcome measures	Number of road deaths (total, per capita, & per distance travelled) Number of serious injuries on roads (total, per capita, & per distance travelled)				
Focus area	Infrastructure and speed	Vehicles	Workplace	Road user choices	System management
Objective	Improve the safety of our roads and roadsides through infrastructure improvements and speed management	Improve the safety performance of the vehicle fleet to prevent crashes or mitigate their consequences	Treat road safety as a critical health and safety at work issue	Encourage and incentivise safer behaviour on roads	Drive action through effective system management
Indicators	<ul style="list-style-type: none"> <li>Number of deaths and serious injuries in head on, run off road, and intersection type crashes</li> <li>Number of deaths and serious injuries where speed is a contributing factor</li> <li>Proportion of vehicle kilometres travelled on roads with safe and appropriate speed limits<sup>5</sup></li> <li>Proportion of vehicle kilometres travelled on roads with an appropriate infrastructure risk rating (IRR) measure<sup>6</sup></li> <li>Proportion of urban schools with speed limits of 30-40 km/h</li> <li>Proportion of rural schools with speed limits of 60 km/h</li> <li>Proportion of urban network with speed limit of 40 km/h or below</li> <li>Proportion of road network treated with automated speed enforcement</li> <li>Perceived likelihood of being caught when driving over the posted speed limit</li> </ul>	<ul style="list-style-type: none"> <li>Number of deaths and serious injuries involving a vehicle with a low safety rating</li> <li>Number of deaths and serious injuries where vehicle faults is a contributing factor</li> <li>Proportion of light vehicle fleet that have a medium to high safety rating</li> <li>Proportion of motorcycles with ABS or CBS</li> <li>Public understanding of vehicle safety</li> <li>Perceived importance of having safer vehicles</li> </ul>	<ul style="list-style-type: none"> <li>Number of deaths and serious injuries involving a person driving for work</li> <li>Number of deaths and serious injuries involving a person driving for work, where fatigue is a contributing factor</li> <li>Number of deaths and serious injuries involving a heavy vehicle</li> </ul>	<ul style="list-style-type: none"> <li>Number of deaths and serious injuries where alcohol and/or drug is a contributing factor</li> <li>Number of death and serious injuries where fatigue is a contributing factor</li> <li>Number of death and serious injuries where distraction is a contributing factor</li> <li>Number of vehicle occupant deaths where restraints were not worn</li> <li>Number of deaths and serious injuries of motorcyclists</li> <li>Number of passive and breath screening tests conducted</li> <li>Number of tests conducted by roadside drug testing (RDT)</li> <li>Proportion of road safety advertising campaigns that meet or exceed their agreed success criteria</li> <li>Number and/or proportion of motorcyclists having undertaken an approved training course</li> <li>Perceived likelihood of being caught for undertaking risky behaviours<sup>7</sup></li> </ul>	<ul style="list-style-type: none"> <li>Sector and public perception about the level of road trauma and the progress being made to reduce it</li> <li>Public acceptance and understanding of Vision Zero and the Safe System Approach</li> <li>Outcomes and road safety indicators are tracked and released to public annually</li> </ul>

**What do you think?**

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

*Do you have any final comments about the proposed strategy or immediate actions?*

<sup>5</sup> This indicator intends to assess changes in collective risk exposure as a result of setting and aligning speed limits to safe and appropriate speed.

<sup>6</sup> IRR is a road assessment methodology designed to assess road safety risk, and takes into consideration road stereotype, alignment, carriageway width, roadside hazards, land use, intersection density, access density, and traffic volume.

<sup>7</sup> Risky behaviours include drink driving, drug driving, driving while tired, driving while distracted, & not wearing appropriate restraint.

## PART SEVEN: NEXT STEPS

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

We invite you to make a formal submission on the proposals. The submission form can be found at [xx](#), and we encourage you to complete your submission online. **Submissions must be lodged by 31 July 2019.**

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

