



Te Arotake i Te Ara o Te Ora me ngā Tukanga Whakahaere | Response to the Road Safety Investment and Delivery Review

January 2022



Te Kāwanatanga o Aotearoa
New Zealand Government

Introduction

New Zealand has committed to decisive action on road safety under *Road to Zero*: New Zealand’s road safety strategy for 2020-2030.

Road to Zero adopts a vision of a New Zealand where no one is killed or seriously injured in road crashes, and a target for reducing annual deaths and serious injuries by 40 percent by 2030. *Road to Zero* is supported by an Action Plan for 2020-2022, which sets out 15 initial actions under the five focus areas of the strategy.

This document sets out the response and actions that the road safety partners (Te Manatū Waka Ministry of Transport, Waka Kotahi NZ Transport Agency and New Zealand Police) will take in response to the findings and recommendations of the independent review of Road Safety Investment and Delivery (the Review).

The road safety partnership was established to implement a new operating model and investment approach for road policing. Te Manatū Waka, Waka Kotahi and Police all have individual accountabilities and responsibilities; they are also all stewards of road safety and are collectively responsible for achieving improved outcomes.



Background on *Road to Zero* – New Zealand’s road safety strategy

On average, one person is killed every day on New Zealand roads, and another eight are seriously injured.¹

Road deaths are the second largest cause of death from injury (after suicide) in New Zealand² and more than half of major trauma injuries treated in our hospitals relate to road crashes.³

The total social cost of fatal and injury crashes in 2018 was \$4.9 billion (at June 2019 prices).⁴ New Zealand performs poorly compared with many OECD nations based on road deaths by population, by vehicle number and by kilometres travelled.⁵

To address this problem, *Road to Zero* – New Zealand’s road safety strategy for 2020-2030 – was published in December 2019. *Road to Zero* outlines a 10-year strategy to guide improvement in road safety in New Zealand from 2020.

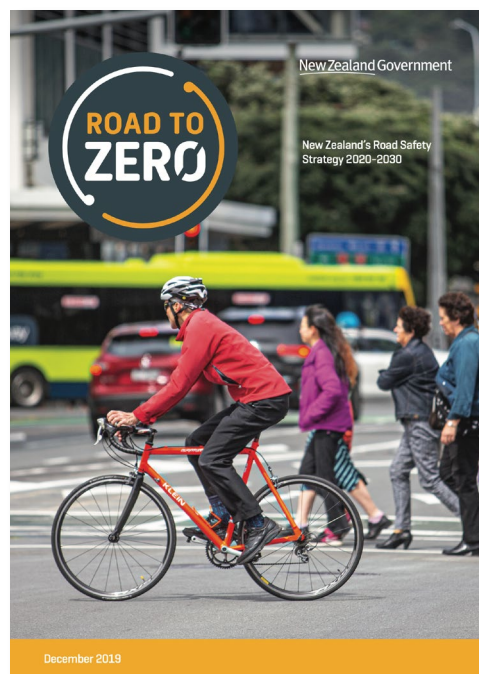
Road to Zero sets out an overarching vision of a New Zealand where no one is killed or seriously injured in road crashes, with a target of 40 percent reduction in deaths and serious injuries by 2030. The vision and target are underpinned by seven principles and five focus areas (as set out in the diagram on page 3).



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



2030 Target: A 40 percent reduction in deaths and serious injuries (from 2018 levels)



New Zealand Road Safety Strategy
2020-2030

1 Ministry of Transport (2021). Road deaths and injuries: Time series of casualty and crash categories. Wellington: Ministry of Transport. Retrieved from: <https://www.transport.govt.nz/statistics-andinsights/safety-annual-statistics/sheet/road-deaths-and-injuries#element-926>

2 IPRU. (2012). Factsheet 42 – Causes of injury by age. Injury Prevention Research Unit. University of Otago. Retrieved from: <https://psm-dm.otago.ac.nz/ipru/FactSheets/FactSheet42.pdf>

3 Major Trauma National Clinical Network (2018). Annual Report 2017-2018. Wellington: Major Trauma National Clinical Network. Retrieved from: <https://www.majortrauma.nz/assets/Publication-Resources/Annual-reports/Annual-Report-2017-18.pdf>

4 Ministry of Transport (2020). Social cost of road crashes and injuries - June 2019 update. Wellington: Ministry of Transport. Retrieved from: <https://www.transport.govt.nz/assets/Uploads/Report/SocialCostof-RoadCrashesandInjuries2019.pdf>

5 International Transport Forum (2020). Road safety annual report 2020. Paris: ITF OECD. Retrieved from: https://www.itf-oecd.org/sites/default/files/docs/irtad-road-safety-annual-report-2020_0.pdf



➤ **Road to Zero sets out an overarching vision of a New Zealand where no one is killed or seriously injured in road crashes, with a target of 40 percent reduction in deaths and serious injuries by 2030.**

Road to Zero Action Plan 2020-2022

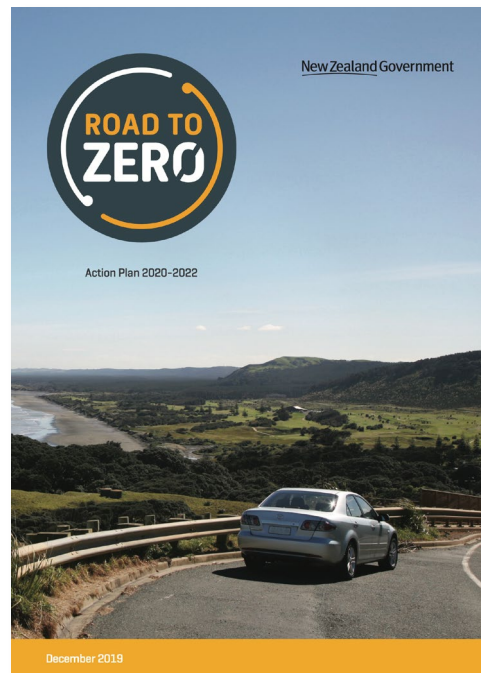
Road to Zero is supported by the Action Plan for 2020-2022.

A range of agencies are responsible for leading different actions, or the different components within individual actions, including:

- Te Manatū Waka Ministry of Transport (Te Manatū Waka), the steward of the transport system and the Government's principal transport adviser.
- Waka Kotahi NZ Transport Agency (Waka Kotahi), the Government's land transport delivery agency. It is a Crown entity and its functions are set out in the Land Transport Management Act.
- New Zealand Police (Police), responsible for enforcement of the land transport system. Police enforce regulatory provisions relating to both road traffic and transport.
- Accident Compensation Corporation (ACC), which helps prevent injuries and get New Zealanders and visitors back to everyday life if they've had an accident.

Other agencies such as WorkSafe New Zealand and the Ministry of Business, Innovation and Employment, as well as local government, non-government organisations, and transport industry partners, also have key roles to play.

Progress on each of the 15 actions in the Action Plan for 2020-2022 is key to laying the foundations for *Road to Zero's* 10-year change programme, with the delivery of some actions continuing over the term of the strategy.



Action Plan 2020-2022

The 15 actions (categorised by focus areas) are set out below.



<p>Focus Area 1: Infrastructure and speed</p>	<ol style="list-style-type: none"> 1. Invest in safety treatments and infrastructure improvements 2. Introduce a new approach to tackling unsafe speeds ('Tackling Unsafe Speeds') 3. Review infrastructure standards and guidelines 4. Enhance the safety and accessibility of footpaths, bike lanes and cycleways ('Accessible Streets')
<p>Focus Area 2: Vehicle safety</p>	<ol style="list-style-type: none"> 5. Raise safety standards for vehicles entering the fleet 6. Increase understanding of vehicle safety 7. Implement mandatory anti-lock braking systems (ABS) for motorcycles
<p>Focus Area 3: Work-related road safety</p>	<ol style="list-style-type: none"> 8. Support best practice for work-related travel 9. Strengthen the regulation of commercial transport services
<p>Focus Area 4: Road user choices</p>	<ol style="list-style-type: none"> 10. Prioritise road policing 11. Enhance drug driver testing 12. Increase access to driver training and licensing 13. Support motorcycle safety 14. Review road safety penalties
<p>Focus Area 5: System management</p>	<ol style="list-style-type: none"> 15. Strengthen system leadership, support and coordination

Monitoring against the outcomes framework

Regular monitoring and reporting is critical to keep us on track towards our 2030 target, and provides a transparent way to assess and review progress on actions.

Road to Zero has an outcomes framework that covers programme delivery, system performance and outcomes across all five 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 an annual basis.

As noted in the strategy:

- Intervention indicators measure progress of specific action plan initiatives. These will be published in each action plan to show how we intend to monitor the progress of those actions. The intervention indicators will be updated in each action plan to ensure that they stay relevant.
- Safety performance indicators are what we seek to improve through successful programme delivery. The safety performance indicators are enduring and will be monitored throughout the duration of the strategy.
- Outcome indicators relate closely to the overarching goal, which is a 40 percent reduction in the number of deaths and serious injuries by 2030. Like the safety performance indicators, these indicators are enduring and will be monitored throughout the duration of the strategy.

Progress against the Action Plan is published in the [Road to Zero Annual Monitoring Report](#).⁵

Independent review of Road Safety Investment and Delivery

Through the Government Policy Statement on land transport the Government has committed to spend around \$2.7 billion through the *Road to Zero* activity class between 2021-24.

Modelling suggests that just over half of the target in deaths and serious injury reductions through *Road to Zero* could be achieved through a combination of infrastructure improvements, targeted speed limit changes on the highest risk parts of the network, and increased levels of enforcement.

As such, through Te Manatū Waka regular monitoring programme, MartinJenkins was commissioned to conduct an independent review of Road Safety Investment and Delivery. The aim of the Review was to provide an understanding of how road policing activities and safety infrastructure investments are prioritised, delivered and monitored.

The Review was commissioned to provide clear findings and recommendations for further strengthening the delivery of road safety investments and activities.

Key findings from the Review

Overall, the Review identified that good progress has been made in setting a clear direction and alignment of agencies towards the key priorities required to lift New Zealand's road safety performance. These are articulated in the *Road to Zero* strategy and action plan.

The Review also notes that key initiatives and actions are underway to enhance delivery effectiveness of investment in road safety activities. This includes, for example, the establishment of more formalised governance, assurance and accountability mechanisms across agencies.

The Review has identified a number of improvements and opportunities to further strengthen the delivery of road safety investments and activities. These include:

Road to Zero partnership agencies to better work together in planning investment and delivering interventions that enable improvements in New Zealand's road safety, so no one is killed or seriously injured in road crashes.

Expedite the formation of the Chief Executive and Ministerial Governance Groups and ensure the appropriate assurance framework is in place to complement the governance arrangements.

Continue to strengthen reporting on performance and achievement of results within Waka Kotahi and Police.

Police to expedite the development and implementation of the Police Safe Roads operating model to guide focus and consistent approaches to road safety policing, particularly at District and Area levels.

Police to pursue the opportunity to take evidence of effective road policing practice in some Districts and assess the applicability to other Districts.

Waka Kotahi to review its investment prioritisation methodology to ensure it is able to accommodate safety outcomes/benefits from social and regulatory programmes over a time horizon of 10 years.

Road safety partnership response

Waka Kotahi, Police, and Te Manatū Waka accept the findings and recommendations set out in the Review.

As the member agencies of the road safety partnership, we are committed to delivering the Road Safety Partnership Programme and achieving the objectives of *Road to Zero*.

The findings and recommendations provide a clear pathway for us to better deliver on the commitments and priorities set out in *Road to Zero*.

We have confirmed specific actions that will be taken to respond to the Review findings and recommendations.

We expect the actions to take a year to embed and anticipate that a further six months will be required to realise improvements. The *Road to Zero* Chief Executive Governance Group will receive regular reports on the actions set out below to ensure they are on track.

Further detail on the actions each agency has committed to deliver in response to the Review findings and recommendations is set out on pages 10-11. Many of the actions are currently progressing and underway.

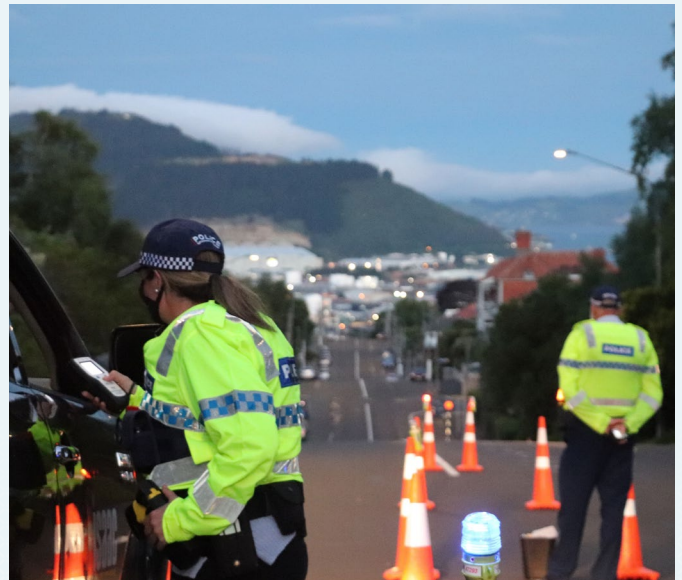
➤ **As the member agencies of the road safety partnership, we are committed to delivering the Road Safety Partnership Programme and achieving the objectives of *Road to Zero*.**

The provision of accurate and timely reporting on our collective progress is an essential component of the *Road to Zero* programme. Te Manatū Waka, along with partner agencies is producing quarterly reports on collective progress to deliver key actions of the *Road to Zero* strategy. The progress reports are used to support the cross-agency Chief Executives Governance Group and the Ministerial Oversight Group to monitor delivery and performance across *Road to Zero*. Reporting is aligned to the *Road to Zero* Action Plan focus areas, and includes a combination of programme progress commentary, supported by intervention indicator reporting.

In December 2021 Police launched the Safe Roads Control Strategy (the Control Strategy). This is Police's overarching framework to achieve the goal of safe roads by preventing death and injury with partner agencies. The Control Strategy is evidence based and supports the wider government strategy of *Road to Zero*. It defines how key business units within Police contribute to outcomes and how Police can effectively partner with the public and private sectors to achieve mutually beneficial outcomes.

Te Manatū Waka has established a new governance structure for *Road to Zero*. A *Road to Zero* Ministerial Group has been established to provide strengthened oversight and leadership over the delivery of *Road to Zero*. This Group includes the Minister of Transport (including in his capacity as Minister for Workplace Relations and Safety), the Minister of Police and the Minister for ACC. The Ministerial Group will meet quarterly, with the first meeting in early 2022. In addition, the *Road to Zero* Chief Executives Group has been established. This Group will monitor the response to the Review, meet quarterly and will provide progress reports to the Ministerial Group.

➤ The findings and recommendations provide a clear pathway for us to better deliver on the commitments and priorities set out in *Road to Zero*.



Agency

Actions in response to review findings



TE MANATŪ WAKA
MINISTRY OF TRANSPORT

- Establish the *Road to Zero* Ministerial Group to provide strengthened oversight and leadership over the delivery of *Road to Zero*.
- Strengthen the governance for the delivery of *Road to Zero*. This includes embedding the refreshed *Road to Zero* Chief Executives Governance Group.
- Appointment of the Director, *Road to Zero*, a cross agency and system role responsible for supporting enhanced coordination and integration of delivery across the road safety partnership.
- Undertake targeted monitoring of the progress made by Waka Kotahi in responding to the Review as part of our annual Crown monitoring programme.
- Implement a more robust reporting and insights framework to more actively monitor cross system delivery, performance and risks. This includes providing clearer line-of-sight on the impact of delivery performance against *Road to Zero* system targets and indicators.
- Further strengthen insights through the annual reporting on performance against *Road to Zero* system targets and indicators.



- Deliver the Safe Roads Control Strategy which was launched in December 2021.
- Progress the development and implementation of Police's Safe Roads operating model to guide greater focus and consistent approaches to road safety policing, particularly at District and Area levels.
- Establishment of an independent activity-based costing review to strengthen transparency over the allocation and use of dedicated road policing funding.
- Police will take a more structured and formal approach to understanding the deployment of road policing resource. To assist this, a new Road Policing Dashboard will be piloted from 1 February 2021 for three months in Tāmaki Makaurau. Testing was started in December 2021 and training is underway. This dashboard will enable evidenced based decision-making around specific and general deployment. The pilot will be evaluated and if successful the intention is to implement the dashboard nationally.



- Further embed recent improvements to the governance, reporting and oversight mechanisms established to enable the delivery of Waka Kotahi road safety investment and infrastructure programme (Speed and Infrastructure Programme (SIP)). A dedicated executive level governance structure is in place to actively monitor and oversee the delivery of *Road to Zero* activities.
- Work with Te Manatū Waka and Police to strengthen the road safety partnership. This includes reviewing the level of governance necessary to provide assurance and discharge accountabilities to deliver on the Road Safety Partnership Programme outcomes in a way that reflects the level of investment and necessary contribution to *Road to Zero* outcomes.
- Will work with Police to further break down national road safety outcomes to more defined regional activity measures to enable more active monitoring of delivery performance against system outcomes.
- Work with Police to establish District level road safety plans that more effectively align regional delivery of road safety activities, such as road policing and infrastructure treatments, to regional road safety performance and risks. The plans will be informed by customised regional data, trend analysis and insights, aligned to *Road to Zero*.
- Work with Te Manatū Waka and Police to review measures of police activity within the Road Safety Partnership Programme to ensure optimal alignment with *Road to Zero* outcomes and international best practice.
- Support the implementation of the recently endorsed *Road to Zero* Speed and Infrastructure Design Framework, setting clearer guidance for embedding safe system analysis into the delivery of infrastructure programmes and projects.
- Undertake work to strengthen the prioritisation and decision-making frameworks that guide investment in road safety interventions and activities through the National Land Transport Programme.
- Strengthen portfolio and programme management capability to support more aligned and coordinated delivery of road safety infrastructure treatments on local roads, working in partnership with councils.

NGĀ UARA TE MANATŪ WAKA
TE MANATŪ WAKA VALUES



WHAKAPAKARI
IMPROVING OUTCOMES



AKO
CAPABILITY DEVELOPMENT



MAHI TAHI
WORKING TOGETHER



RANGATIRATANGA
EMPOWERING
AND LEADING



KAITIAKITANGA
GUARDIANSHIP AND
PROTECTION



WHANAUNGATANGA
COLLABORATION
AND UNITY



MANAAKITANGA
CARING FOR AND
VALUING OTHERS

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ISBN 978-0-473-61737-0 (PDF)