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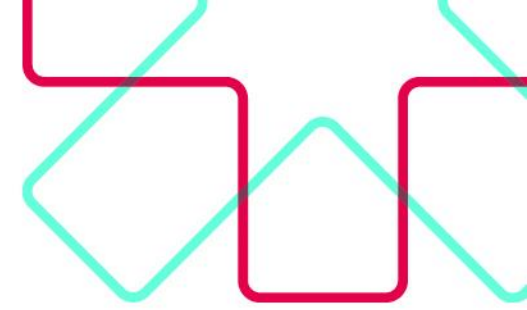
ROAD SAFETY INVESTMENT AND DELIVERY

Final Report

Te Manatu Waka
Ministry of Transport

27 October 2021





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PREFACE

This report has been prepared for Te Manatū Waka Ministry of Transport by Doug Martin, Tom Gott, Joanna Collinge and Michelle Hancock from MartinJenkins (Martin, Jenkins & Associates Limited).

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MartinJenkins is a privately owned New Zealand limited liability company. We have offices in Wellington and Auckland. The company was established in 1993 and is governed by a Board made up of executive directors Kevin Jenkins, Michael Mills, Nick Davis, Allana Coulon and Richard Tait, plus independent director Sophia Gunn and chair David Prentice.



GLOSSARY OF TERMS

BCA	Business Case Approach
BCR	Benefit-Cost Ratio
DCE	Deputy Chief Executive
DSI	Deaths and Serious Injuries
FED	Fuel Excise Duty
FTE	Fulltime Equivalent
GPS	Government Policy Statement
GPS	Global Positioning System
KPI	Key Performance Indicator
NLTF	National Land Transport Fund
NLTP	National Land Transport Programme
NRPC	National Road Policing Centre
RIDS	Restraints, Impairments, Distractions, and Speed
RLTP	Regional Land Transport Plans
RPM	Road Policing Manager
RSP	Road Safety Partnership
RSPP	Road Safety Partnership Programme
RUC	Road User Charges
SNP	Safe Network Programme
VIPERS	Victims & Communities, Insights, Prevention, Enforcement and Reassurance Plan



SUMMARY

Context

This review forms a part of the regular monitoring programme for the Ministry of Transport in the land transport sector.

The purpose of the review was to gain a detailed understanding of how road policing activities and safety infrastructure investments are prioritised, delivered and monitored. The review highlights what is working well and any areas for improvement to support Waka Kotahi and NZ Police, as the lead delivery agencies.

The Terms of Reference established four areas of focus for the review:

- Alignment between the Government's strategic direction and delivery of road safety activities
- Achievements for effective execution on Government's road safety priorities
- Efficiency and effectiveness of arrangements in place
- Monitoring, evaluation and assurance for Ministers.

Key messages

- There is alignment between the Government's strategic direction and the strategic focus for road safety outcomes in both NZ Police and Waka Kotahi.
- There has been a recent resetting of previous arrangements in both Waka Kotahi and NZ Police to achieve safety outcomes.

- There is good and aligned understanding in both Waka Kotahi and NZ Police at senior management levels of *Road to Zero* outcomes and the focus on road safety as a priority.
- There is more work to be done to get consistent delivery against this intent within both organisations at operational levels through ensuring decisions at District and regional levels appropriately prioritise and allocate resource to road safety activity, and through an increased focus on working together at regional and District levels to achieve road safety outcomes.
- Both Waka Kotahi and NZ Police are aware of the work to be done and are actively putting in place governance, management and delivery mechanisms to address this.
- The Road Safety Partnership Programme is still bedding down as an initiative where all three partner agencies work in equal partnership (Te Manatū Waka, Waka Kotahi and NZ Police), with recently strengthened arrangements for governance and oversight across the portfolio.
- Historically other priorities have crowded out the allocation of road policing resources, with recent steps being taken to address this issue.
- There is a lack of performance data and evaluation across the system at a granular level, including financial measures, and this presents a challenge for assessing performance efficiency and effectiveness for making investment decisions.



- Key areas for improvement include:
 - All three agencies in the Road Safety Partnership to strengthen the efforts to work together in the partnership to discharge accountabilities and deliver on *Road to Zero* outcomes, and achieve better alignment between investment planning and delivery against the outcomes sought in *Road to Zero*
 - Expedite the formation of the Chief Executive Governance Group and Ministerial Oversight Group and supporting roles and responsibilities for enabling improved governance arrangements and reporting
 - Where data analysis and insights permit, review the measures of NZ Police activity in the Road Safety Partnership Programme and complement current output measures with activity and intervention deployment measures that better align towards the achievement of *Road to Zero* outcomes
 - Continue to strengthen reporting on performance and achievement of results in Waka Kotahi and NZ Police
 - Establish an assurance framework to complement governance arrangements that will provide a line of sight on performance from operational through to governance levels
 - NZ Police to expedite development and implementation of the NZ Police Safe Roads operating model to guide focus and consistent approaches to road safety policing particularly at District and Area levels
 - NZ Police to pursue the opportunity to take evidence of effective road policing practice in some Districts (as evidenced in performance results) and assess for 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.



BACKGROUND

Context

Strategic priorities for land transport

Government investment in the land transport system over the 10 year period (2021/22-2030/31) is guided by four strategic priorities to best contribute to improving New Zealand communities' wellbeing and liveability:

Figure 1: Strategic priorities for land transport



Source: Government Policy Statement on Land Transport 2021/22-2030/31

Land transport safety

As the graphic illustrates, one of the four priorities is:

- Safety: developing a transport system where no-one is killed or seriously injured.

The Government's focus on safety is also highlighted in *Letters of Expectations* to agencies from the Minister of Transport over the last Government term.

Road to Zero: New Zealand's Road Safety Strategy 2020 – 2030

The Government's strategy for delivering on its safety priority is *Road to Zero* which charts a new approach to road safety for the next 10 years to 2030, with a vision of a New Zealand where no-one is killed or seriously injured in road crashes. *Road to Zero* introduces a target of a 40% reduction in deaths and serious injuries over 10 years (from 2018 levels).

The strategy builds on the safe system approach introduced in the previous *Safer Journeys* strategy 2010-2020, which, while generally considered as evidence-led and appropriately focussed, 'it did not have sufficient buy-in, investment, leadership, and accountability to achieve a significant reduction in deaths and injuries'. *Road to Zero* articulates a vision, guiding principles for designing the road network and making road safety decisions, as well as targets and outcomes for 2030. It sets out five areas to focus on over the next decade, and an outcomes framework as a means to account for progress.

The strategy's vision, guiding principles and key areas of focus are illustrated in the following diagram.



Figure 2: Road to Zero priorities



Source: Road to Zero: New Zealand's Road Safety Strategy 2020-2030

Road to Zero: Action Plan 2020-2022

Road to Zero is supported by an Action Plan for 2020-2022 which outlines a number of actions to be taken in each focus area, amounting to 15 actions in total. These are:

Focus Area 1: Infrastructure and speed

- 1 Invest more in safety treatments and infrastructure improvements
- 2 Introduce a new approach to tackling unsafe speeds
- 3 Review infrastructure standards and guidelines
- 4 Enhance the safety and accessibility of footpaths, bike lanes and cycleways

Focus Area 2: Vehicle safety

- 5 Raise safety standards for vehicles entering New Zealand
- 6 Increase understanding of vehicle safety
- 7 Implement mandatory anti-lock braking systems (ABS) for motorcycles

Focus Area 3: Work-related road safety

- 8 Support best practice for work-related road safety
- 9 Strengthen commercial transport regulation

Focus Area 4: Road user choices

- 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

Focus Area 5: System management

- 15 Strengthen system leadership, support and coordination.



Roles and responsibilities for actions

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

- *Te Manatū Waka The Ministry of Transport (the Ministry)*, which is the steward of the transport system and the Government's principal transport adviser
- *Waka Kotahi New Zealand Transport Agency (Waka Kotahi)*, which is the Government's land transport delivery agency. It is a Crown entity and its functions are set out in the Land Transport Management Act
- *The New Zealand Police (NZ Police)*, which is responsible for enforcement of the land transport system. NZ Police enforce regulatory provisions relating to both road traffic and transport
- Other agencies such as *the Accident Compensation Corporation (ACC)*, *WorkSafe New Zealand* and *the Ministry of Business, Innovation and Employment*
- 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.

Safe Network Programme

The Safe Network Programme (SNP) was launched before the adoption of the Road to Zero: New Zealand's Road Safety Strategy 2020 – 2030.

The Government has committed \$1.4b over three years for the SNP to make New Zealand's highest-risk highways and local roads safer.

The SNP is focussed on adding median and side barriers, rumble strips, wider centrelines, roundabouts and reviewing speed limits to make sure they

are safe and appropriate. The programme also focuses on safety improvements at level rail crossings.

Funding for land transport

Revenue collected from fuel excise duty (FED), road user charges (RUC), vehicle and driver registration and licensing, state highway property disposal and leasing and road tolling is credited to the National Land Transport Fund (NLTF). The amount of funds in the NLTF can vary from year-to-year depending on the economy, petrol prices and Government decisions on transport related levies and charges.

These funds are used to pay for land transport activities under the National Land Transport Programme (NLTP).

Land transport activities that are approved and delivered by approved organisations, eg local road maintenance, local road improvements, public transport, are delivered by the local authority with funding assistance from the NLTF. Approved organisations raise their local share from rates revenue, debt, developer contributions or other financial contributions and revenue.

NLTF funds are invested in land transport activities following assessment and prioritisation under Waka Kotahi's Investment Assessment Framework and Investment Prioritisation Methodology.

National Land Transport Programme

As noted above, the Government Policy Statement on Land Transport (GPS) guides decision-making on where investment from the NLTF will be spent during the next 10 years.

The NLTP is a three-year programme that sets out prioritised activities that can be funded from the NLTF under the Land Transport Management Act 2003 to give effect to the GPS.



The NLTP is informed by Regional Land Transport Plans (RLTPs) developed by Regional Transport Committees and Auckland Transport. The NLTP is also informed by the Waka Kotahi Investment Proposal, which includes proposed state highway activities and nationally delivered programmes. All of the activity and project proposals are prioritised for funding on a national basis, through the Investment Prioritisation Method (IPM), and a moderation approach to ensure that all activities are prioritised to give effect to the GPS.

Every three years, the NLTP must be adopted by the Waka Kotahi Board by 31 August under the Land Transport Management Act (2003).

The NLTP 2021-2024 sets out forecast activities and expenditure for 2021-2024 to give effect to the GPS 2021.

Road Safety Partnership and Programme

A Road Safety Partnership (RSP) comprising the NZ Police, Waka Kotahi and the Ministry was established in 2018 to develop and implement a new operating model and investment approach for road policing. The establishment of the RSP acknowledged that road policing alone cannot achieve significant reduction in deaths and serious injuries.

The Road Safety Partnership Programme (RSPP) is the statutory tool that outlines the strategic priorities for road safety and the activities required by NZ Police to give effect to safer roads.

The RSPP and associated RSP Operational Outcomes Framework identify a programme of activities that have the potential to make a significant contribution to reducing deaths and serious injuries (DSIs) in the short term.

The RSPP and the Operational Outcomes Framework and proposed programme of work have been developed to reflect a strong alignment to the GPS and the Government's road safety strategy *Road to Zero*.

The proposed road policing contribution to the programme has a focus on road user behaviour and speed management and is intended to complement the other interventions within the '*Road to Zero*' activity class

Scope and approach to the review

Scope

This review forms a part of the regular monitoring programme for the Ministry in the land transport sector. MartinJenkins was commissioned to assist with the conduct of the review.

Purpose and focus

The purpose of the review is to gain a detailed understanding of how road policing activities and safety infrastructure investments are prioritised, delivered and monitored. The review will highlight what is working well and any areas for improvement to support Waka Kotahi and NZ Police, as the lead delivery agencies.

The review will consider the strategic direction, alignment and delivery of road safety investments, with a specific focus on the delivery of road policing activity and the SNP. The review will assess whether Waka Kotahi and NZ Police have the right resources, processes, systems and capability to deliver on the Government's road safety objectives.

Approach

The review followed the Ministry's approach to monitoring assessments which involves developing an agreed terms of reference and lines of enquiry against this to guide the focus of the assessment, with ongoing engagement with all parties as the review progresses – see Appendices 1 and 2 for more detail.



The lines of enquiry were used to develop a structured approach to interviews and review of documentation. Interviews and focus group meetings were held with a selection of relevant people within NZ Police and Waka Kotahi to support the assessment of:

- the alignment of the direction and priorities of each agency's activity with those of Government
- the focus of the investment decisions in each agency to deliver on Government outcomes
- the overall efficiency and effectiveness of systems, structures, processes, accountability mechanisms, culture and governance in place to support the delivery of road policing activity and the Safe Network Programme.

This report identifies areas for improvement on actions and steps that Waka Kotahi and NZ Police could take to enhance the overall efficiency and effectiveness in delivering investments, programmes and interventions to realise the Government's road safety direction and priorities.

Disclaimer

This report has been prepared solely for the purposes stated herein and should not be relied upon for any other purpose. To the fullest extent permitted by law, we accept no duty of care to any third party in connection with the provision of this Report. We accept no liability of any kind to any third party and disclaim all responsibility for the consequences of any third party acting or refraining to act in reliance on the Report.

We have not been required, or sought, to independently verify the accuracy of information provided to us. Accordingly, we express no opinion on the reliability, accuracy, or completeness of the information provided to us and upon which we have relied.

The statements and opinions expressed herein have been made in good faith, and on the basis that all information relied upon is true and accurate in all material respects, and not misleading by reason of omission or otherwise. We reserve the right, but will be under no obligation, to review or amend this Report if any additional information, which was in existence on the date of this Report, was not brought to our attention, or subsequently comes to light.



FINDINGS

The terms of reference established four areas of focus for the review:

- Alignment between the Government's strategic direction and delivery of road safety activities
- Achievements for effective execution on Government's road safety priorities
- Efficiency and effectiveness of arrangements in place
- Monitoring, evaluation and assurance for Ministers.

The following presents the review findings against each of these, including areas for improvement.

Alignment between the Government strategic direction and delivery of road safety activities

Findings

General

There is alignment between the Government's strategic direction and the strategic focus for road safety outcomes in both NZ Police and Waka Kotahi.

Documentation supplied shows that both organisations have stated intent to deliver on the Government's strategic direction.

Road to Zero is seen by all as setting the vision and roles for parties, clarifying system outcomes, and is being actively used to guide organisational intent and management activity. There are much clearer accountabilities than those of the earlier *Safer Journeys* strategy.

There is a general awareness/ acceptance of the issues of the past within both NZ Police and Waka Kotahi for achieving safety outcomes and allocating resource effectively against the requirements of the investment.

There has been a recent resetting of previous arrangements to achieve safety outcomes

Recently there has been a 'resetting' of previous arrangements in both Waka Kotahi and NZ Police towards achieving road safety outcomes, particularly at management and planning levels. This is evident in strategy and management arrangements within both organisations, and in the approach to the Road Safety Partnership Programme 2021-2024.

The Road Safety Partnership Programme sets a forum for working together to achieve road safety outcomes

The Road Safety Partnership Programme 2021-2024 establishes a collective approach from NZ Police, Waka Kotahi and the Ministry to meeting the increased expectations for safety outcomes signalled in the *Government Policy Statement 2021/22-2030/31* and in the *Road to Zero* strategy.

The review heard that while NZ Police and Waka Kotahi are actively engaged within the RSP there has been less engagement from the Ministry for meeting attendance and generally within the partnership. The view was that all three agencies, while each in a different role, play an equal part in



terms of partnership, with equal commitments to engaging in the partnership.

NZ Police

There is alignment in strategic documents

The focus of the *Road Safety Partnership Programme Investment Case for 2021-2024* and the associated *Operational Outcomes Framework* demonstrate a strong alignment with the *Government Policy Statement for Land Transport 2021* and the Government's road safety strategy *Road to Zero*. This is supported by an independent review completed in 2020.¹ The strategic direction of the road safety response and associated NZ Police activities and capability change initiatives outlined in the investment case are designed to achieve the intermediate and overall outcomes of the *Operational Outcomes Framework*.

Alignment is also explicit in the three goals for NZ Police of *Safe Homes, Safe Roads and Safe Communities*, that are expressed in the NZ Police statement *Our Business* which summarises the focus and approach of NZ Police in New Zealand.²

As a core goal in *Our Business*, NZ Police has now developed a *Safe Roads Control Strategy* (draft) which is NZ Police's overarching framework to achieve the goal of Safe Roads – preventing death and injury with partners. The strategy is evidence based and supports the wider Government strategy of *Road to Zero*.

The draft strategy defines how key business units in NZ Police contribute to the desired outcomes and how NZ Police can effectively partner with the public and private sectors to achieve mutually beneficial outcomes.

The Victims & Communities, Insights, Prevention, Enforcement and Reassurance (VIPERS) plan within the draft strategy sets specific performance expectations that align with the RSPP and defines ownership of key activities.

There is senior level commitment and alignment

At senior levels there is a commitment to road safety outcomes and the importance of this as a part of NZ Police strategy and operations. *Road to Zero* adopts a systems approach focusing on the highest contributing behaviours to DSIs, and for NZ Police this translates into a focus on restraints, impairments, distractions and speed (RIDS).

From all interviews with senior NZ Police staff there is a consistent view that NZ Police has now got the leadership right and is in a good position to drive the changes required to enable Government outcomes to be achieved.

The challenge and focus now needs to be on the delivery at operational levels. There is some evidence of this, but more work needs to be done.

The draft strategy is owned by Strategic Tasking and Coordination Governance Group and will be updated quarterly. It is set to be approved in October.

NZ Police is in the process at establishing a cross-business steering group which will be responsible for the implementation of the draft when it is finalised.

Recent National Road Policing Centre improvements support alignment

The National Road Policing Centre (NRPC) was reviewed (2020) to improve its contribution to supporting road safety. This included an increase in resource in a number of areas such as analysis and insights for providing

¹ Making Strategy Happen (MSH) Evaluation 2020

² Our Business Tā Tātou Ūmanga July 2020



rationale for operational focus, and intelligence to inform operational decision-making. There is a recent real focus on evidence and insights to support the rationale for road safety activity and an increased focus on communicating this at operational levels.

The focus of the *NZ Police National Intelligence Operating Model 2021* on prevention first, intelligence-enabled and evidence-based policing supports the use of evidence and insights to guide the focus of activity over assumptions of what are the priorities for policing, including road policing.

Recent presentations by Waka Kotahi to management and staff on the compelling evidence from its research for the focus on road safety as a priority have resonated within NZ Police.

Operation Deterrence is a positive step towards a focus on road safety operations, supported by intelligence and insights from NRPC.

Recent enhancements to analysis and reporting support focus on strategy

Through enhancements to analysis and reporting the NRPC is able to provide data on road policing activity that can be used to provide insights on successes and where there is a need for increased focus (see the *Road Safety Partnership Programme (RSPP) Portfolio Delivery Report July 2021*).

Reporting from the recent *Operation Deterrence* initiative will provide useful data to assist with lifting performance.

Operation Deterrence will continue in the short term (and potentially into 2022), and support a transition and implementation plan to implement the draft strategy.

Waka Kotahi

Organisation intent and structures support meeting *Road to Zero* outcomes

There is clarity from the Board through the Chief Executive and Executive on what needs to be done for delivering on *Road to Zero*, and shared ownership of outcomes.

In December 2020 a Waka Kotahi governance structure was established for ensuring alignment of organisational activity with *Road to Zero*. This included:

- Executive subcommittee comprising representatives from Waka Kotahi and NZ Police
- Portfolio Manager appointed
- Portfolio Workstream Leads reporting to the Portfolio Manager, with workstreams having responsibility for the safety camera system, speed management, infrastructure & speed management, safety health and environment, road safety partnerships, safer vehicles, work related road safety and system management.

These eight workstreams each have plans in place and a system for tracking of all the tasks (and risks) required to meet *Road to Zero* requirements.

***Road to Zero* Speed and Infrastructure Investment Programme**

To ensure that the speed and infrastructure outcomes sought by the GPS, *Road to Zero* Strategy and Action Plan are met, Waka Kotahi has led the development, in partnership with Local Authorities, and approval of a single *Road to Zero* Speed and Infrastructure Programme Business Case for Local Roads and State Highways. This sets the intervention treatment philosophy and the indicative level of investment for each corridor and/or intersection within the programme until 2030, and ensures investment in safety



infrastructure and speed management is aligned to the *Road to Zero* Speed and Infrastructure programme.

Streamlined investment pathway and Standard Safety Intervention Toolkit to support *Road to Zero* objectives

A streamlined investment pathway was initially developed to support the delivery of the Safe Network Programme and this has been updated to support the delivery of the *Road to Zero* Speed and Infrastructure Programme.

A Standard Safety Intervention Toolkit has been developed for interventions valued above the low-cost low risk threshold that form part of the programme or other approved programme business case or equivalent.

The primary objective of this Toolkit is to support the streamlined delivery of the *Road to Zero* Speed and Infrastructure Programme for both Waka Kotahi and local authorities.

The Safe Network Programme has been aligned with *Road to Zero*

Although the SNP was developed prior to *Road to Zero*, Waka Kotahi aligned the programme to deliver the targets set out in the strategy e.g. km of median barriers, rumble strips installed.

Progress on the SNP is reported on in the quarterly and annual reporting to Ministers under the Road Safety Partnership Programme.

There are challenges for alignment in the delivery of road safety activities

General

Challenges at operational levels

While there may be alignment of intent, both Waka Kotahi and NZ Police are not yet at a point where this readily flows down into delivery activities.

Challenges for realising strategy exist at the operational levels within both organisations and changes to mindsets will be as important as structural and process initiatives.

Challenges for the Road Safety Partnership Programme

The RSPP is still bedding down as an initiative where all three agencies work in equal partnership. There have been challenges with the operation of the RSPP in the past with misaligned objectives, separate databases and communications (e.g. policy changes for increased fees and fines, when NZ Police is looking to apply an equity lens and reduce the burden for compliance through education approaches).

These challenges are recognised and all parties are working to achieve increased alignment and joined up approaches.

Parties are working to achieve increased alignment and joined up approaches

In this regard, a Chief Executive Governance Group has been established with responsibility for:

- cross-agency oversight and implementation of *Road to Zero*, including monitoring system performance against *Road to Zero* measures and indicators



- ensuring that the work being delivered aligns with the strategic direction of the Strategy
- managing any significant impacts to the Strategy and mitigating any system-wide risks, based on performance monitored against key road safety indicators and through annual monitoring reports.

We understand that a ministerial governance group with broader representation than NZ Police and Transport is to be established as to provide opportunity for a wider system governance perspective to be applied.

In addition, a new role of Director *Road to Zero* will have responsibility for providing support to the governance groups and working across the portfolio to facilitate its successful delivery.³

Refresh, commitment and alignment of the governance groups, roles and responsibilities across the partners will support better communication and understanding of the individual agency's strategic direction and constraints. This will enable better decision-making that supports *Road to Zero* and individual agencies core business.

Challenges with funding arrangements potentially constrain opportunity for flexible approaches

The current allocation of funding to NZ Police in the agreement was set historically⁴, to support specified levels of resourcing for personnel deployment and overhead costs.

The current funding arrangements allow for:

- funding of 1070 dedicated road policing officers (to deliver 90% of their time for road policing) and approximately 200 support staff

- a percentage of all other constabulary and non-constabulary NZ Police staff towards road policing activity (approx. 15% of their time)
- approximately 20% of NZ Police overhead operating costs.

This works out at approximately one third to each of these areas when the funding is allocated. These levels have been maintained.

In addition funding is provided for equipment costs for both dedicated and non-dedicated officers and change activities (capability build and renewal activities) related to the delivery of road policing outcomes.

However, recent analysis and evidence on the effectiveness of interventions for supporting the broad outcomes of the *Road to Zero* Strategy might mean an increased focus on non-NZ Police interventions at times is required to achieve desired road safety outcomes.

In this context good governance and authentic partnership arrangements can play a key role for enabling agencies, while recognising their independence, to operate together in a system. Each agency has their own accountabilities but with the ability to make resourcing and delivery decisions in the context of joint governance mechanisms, and perhaps supported by a regular review cycle for taking stock of arrangements against the evidence emerging from performance.

Establishment of the proposed ministerial group provides an opportunity for a wider discussion about the current allocation of funding at any such point.

³ Fixed term role to 30 June 2024.

⁴ 2015 Road Policing Strategic Delivery Options (SDO) framework as the basis of cost allocation



NZ Police

Historic and ongoing culture of prioritising crime over road policing

There is a strong awareness of road safety (vs road policing) at senior management levels, but a culture of prioritising crime at operational levels within NZ Police. There is less commitment to a focus on road safety at District and operational levels, with competing priorities for allocation of resource to road safety work, including that of dedicated road policing staff and non-dedicated staff. Road policing is seen by some as a secondary activity, as it was often perceived when the merger of road policing and crime took place in 1992.

NZ Police operational approaches are guided by a national operating model *Prevention First* which puts people (victims, offenders, staff) at the centre and has a focus for three elements of a triangle: deploy to beat demand, target the drivers of demand, mindset: taking every opportunity to prevent harm.⁵ While this might be applied also to road policing, it primarily has a focus on crime.

We heard that the level of ‘abstractions’ (removal of officers from their role of addressing priorities within their assigned area of duties) for road policing staff can be as high as 30%, which can mean that in some areas road dedicated road policing officers just don’t get to deliver what they are charged with.

An equivalent operating model to guide ‘the way we do things around here’ for road policing is being developed

While *Our Business* updates *Prevention First* to include processes for such things as insights reporting, tasking and coordination to drive operational activity, there has been no equivalent operating model for approaches to

road safety in NZ Police. There are plans in place to address this as NZ Police develop a *New Zealand NZ Police Safe Roads* operating model that will align to the RSPP. The *Safe Roads Operating Model* will encapsulate who NZ Police is, how NZ Police operates, goals and strategy. This work is expected to be completed by May 2022.

From interviews we understand that there is opportunity for road policing staff to attend Tasking and Coordination meetings, but there are sometimes challenges for effective contribution in the face of other priorities that take precedence.

The NRPC has recently refreshed its own operating model to provide increased and more relevant support to road safety policing. This is having an effect, but initiatives are recent and there is some way to go for mature and timely support. The 2020 Review of the NRPC makes a number of recommendations that, once implemented, will make a difference for the effectiveness of road safety policing⁶.

With a limited operational mandate NRPC must rely on the quality of its supporting role to influence operational activity

The NRPC has a supporting and advisory role, with a limited mandate to direct activity at operational levels (e.g. directives to Districts on such things as holiday road speed limits). This presents a challenge for achieving consistent alignment between the intent and work of the NRPC and the road policing activity that occurs at District and Area levels.

Notwithstanding, the intelligence products from the NRPC are having an effect for influencing some behaviours and decision-making.

⁵ Prevention First Āraia i te tuatahi National Operating Model 2017

⁶ Enabling Road Policing: Current State Review, National Road Policing Centre 2020.



Other priorities can dominate the allocation of road policing resources

Road Policing Managers (RPM) and teams have extra training on speed, testing impairment and have a breadth of experience on precedents (what constitutes an offence). In addition, they are also fully equipped to do all front line duties, which means they easily get diverted into other activity when this is seen as a priority.

Not all RPMs have control over the allocation of their road policing resources and District and Area operational priorities can dominate, affecting the percentage of non-dedicated officers able to be involved in road policing activity.

There are some areas where the allocation of resource to road policing is protected. There are examples within some Districts of good road policing activity and these examples might usefully be explored further to implement best practice across the country.

These include the arrangements where RPMs participate in tasking coordination, and where there is strong support from District Commanders for road policing activity.

The comparatively good results in these areas appear to depend on three factors: the commitment of the RPMs, the support of the District (and Area) Commanders, and the control of the RPM over resources, including use of road policing deployment plans and informal activity reporting against these.

There are challenges for a career path from road policing

RPM responsibilities and those of their staff are allocated on a rotational basis which provides opportunity for exposure of staff to road policing on the one hand, but on the other can mean that people cycle into this activity and then move on. We understand that the opportunities for promotion exist outside road policing and therefore people will use their road policing time merely as a stepping stone to development elsewhere.

Tracking of resource and time allocation to activity is a challenge

There is little or no capture of NZ Police time or resource allocated to tasks beyond daily or weekly staff summary reports to managers, therefore it is not possible to assess specifically where road policing resource has been deployed.

Recently RPMs have begun to participate in Tasking Coordination Groups but it is early days to see if these are affecting the allocation of resource to road policing. Tasking and coordination for road safety doesn't get the same risk assessment as other NZ Police activity. NZ Police recognises this and is looking at improved governance arrangements across tasking and coordination.

Waka Kotahi

Beyond the strategy and planning there is more work to be done for alignment at operational levels

There are good statements on the 'why' and the 'what' needs to be done through strategies and programmes (e.g. Safety Infrastructure Programme), with a need to get this down to a regional and District level to consistently operationalise the strategy and plans. Waka Kotahi regional decision-making can rely on individual judgement on action to be taken. Interviews for the current review indicate that work still needs to be done to achieve more national consistency in decision-making and approaches across regions. This includes the degree of joined-up working with NZ Police that happens in different regions.

The Safe Network Programme faces challenges for straightforward application of possible interventions to existing infrastructure

The retrofitting of safety interventions onto existing corridors is not as easy as it might seem. For example, putting in median barriers can present issues



with widening roads with consequences for drainage infrastructure. These dependencies have had a slowing effect on progress.

More work is now being done in an investigation phase before commencing work to improve downstream efficiencies.

Challenges in applying the investment prioritisation framework for assessing programmes of work

Waka Kotahi uses its Investment Prioritisation Methodology to give effect to the GPS priorities and expectations. The Investment Prioritisation Methodology for 2021-2024 NLTP has three factors:⁷

- *GPS alignment*: the alignment of a proposed activity or combination of activities with a GPS strategic priority and the potential contribution for achieving the priority.
- *Scheduling*: the criticality or interdependency of the proposed activity or combination with other activities in a programme or package or as part of a network.
- *Efficiency*: the expected return on investment which considers the whole life costs and benefits through cost-benefit analysis.

The efficiency factor looks at monetised impacts generally using the Benefit-Cost Ratio (BCR) approach. Other non-monetised impacts are expected to be considered under the prioritisation factor 'GPS alignment' and the full range of non-monetised impacts is expected to be assessed through the Business Case Approach (BCA).

There is a finite envelope for funding and choices have to be made. The investment prioritisation methodology is used for assisting decision-making on funding for initiatives.

In interviews we heard consistently that, despite the criteria for GPS alignment and the business case approach, the application of a prioritisation methodology on a BCR approach that historically has been applied to activities such as discrete infrastructure build projects can present a challenge for assessing the impacts of activities and connected programmes of work for achieving road safety outcomes. It was not clear to what extent programmes were already prioritised to some extent before application of the BCR methodology.

The ten year timeframe of the GPS and Road to Zero presents a challenge for planning and prioritisation that is more used to a three year cycle through the NLTP

The Government's *Road to Zero* strategy has a 10 year horizon, supported by a three year investment cycle (NLTP). The nature of the NLTP as a three year programme under the umbrella of the GPS and *Road to Zero* strategy with their 10 year horizons presents a challenge for prioritising improvement programmes of work that might span more than three years.

We heard consistently in interviews that the three year planning cycle (and the short term focus that this can encourage) presented a challenge for some for delivering on a 10-year programme. The three-year focus promoted thinking around what might be achieved in three years, rather than looking 10 years out.

From interviews our understanding is that this is not the case at Board and senior management levels where there is a strong awareness of the systems outcomes approach that is required.

It is still early days, but there is a change challenge to be met to move the thinking to a 'non-traditional' (for some) 10-year planning horizon.

⁷ See 2021-2024 Road Safety Partnership Programme



Areas for improvement

NZ Police

Take evidence of effective road policing practice and assess for their applicability as models for other Districts

There are examples of good road policing activity in some Districts, which can be shared to provide insights for other Districts. Road policing in these Districts benefits from effective relationships between District, Area Commanders and Road Policing Managers where Road Policing Managers are supported and empowered to make and manage deployment decisions.

These arrangements could be discussed and shared at Tasking and Coordination meetings.

The establishment of the Safe Roads Steering Group will have a focus on the evidence of effective road policing practice for all constabulary officers in the implementation of the Safe Roads Control Strategy. This will provide opportunity to identify improvements for implementation across Districts.

Take a more structured and formal approach to understanding the deployment of road policing resource

There is opportunity to make use of the increasing data gathering capability within NZ Police for understanding the deployment of NZ Police resources and we understand that there is the possibility, though not without some complexity, of using GPS data for tracking the use of NZ Police vehicles.

There is a need to understand better the degree of abstraction from road safety duties and the effect of this on road safety effectiveness.

The establishment of the Safe Roads Steering Group will provide a forum for assessing and better understanding the deployment of road policing resource.

Review the funding appropriation for NZ Police to enable better allocation of funding and resources across both NZ Police and Waka Kotahi for meeting *Road to Zero* outcomes

It has been suggested that current funding arrangements might be reviewed to enable the following:

- appropriation to NZ Police for road safety initiatives that is not tied to other policing activity or overheads
- appropriation to NZ Police for all other policing work
- more realistic funding allocation to overheads associated with road policing to avoid cross subsidisation of other NZ Police work
- through the partnership have the ability to move funding to support activity in NZ Police and Waka Kotahi that research indicates will be more likely to deliver safety outcomes.

Discussion on the funding arrangements would be an appropriate area for discussion at the level of the proposed Ministerial Oversight Group for system oversight and direction.

Implement an underpinning operating model for road policing to provide a mandate for focus and support decision-making for road safety policing

There needs to be a consistently applied operating model for road policing that provides a mandate for management and operational decision-making for activity and the deployment of resource.

NZ Police has recognised this and is developing and implementing the NZ Police Safe Roads operating model that aligns to the RSPP.



Focus on developing understanding and commitment to deploying staff for road safety activity at District and Area levels

Work to ensure a consistency of understanding and approach from District and Area Commanders to supporting their RPMs in road policing, through:

- Increased awareness amongst District Commanders and RPMs of the NZ Police focus on road safety, the rationale for this and the obligation not to deprioritise this work
- Taking the ingredients from good practice examples to other Districts
- Ensuring that road safety risk assessments are considered on an equal footing with other risks in the Tasking and Coordination forums
- Increasing/enabling the support from District and Area Commanders for Road Policing Managers so that their resource is not deployed on non road safety activity
- Utilising the recently established Safe Roads Steering Group to assess the evidence of effective road policing practice for all constabulary NZ Police in the implementation of the Safe Roads Control Strategy.

Assess the means to gather information on NZ Police activity through technology such as GPS, cell phones.

Continue to progress the recommendations of the 2020 NRPC Current State Review

NZ Police to continue to action the recommendations from the NRPC Review 2020, and in particular those pertaining to uplifting the focus/planning and activity on road policing in Districts.

Waka Kotahi

Develop an investment assessment approach that goes beyond the current benefit/ cost ratio approach that is applied to infrastructure projects

There is always a need to prioritise funding decisions. Investment assessment needs to take into account system and safety outcomes/ benefits as well as infrastructure returns, and the ten year time horizon of *Road to Zero*.

This means widening the prevailing infrastructure investment approach to business cases to better accommodate social and regulatory programmes.

This will require careful management of the transition from an organisation that historically had a very strong focus on often discrete infrastructure solutions to think more broadly about the interventions that can be deployed, the connections across programmes of work, and the wider impacts/ benefits that need to be taken into account when assessing and prioritising investment decisions.

Continue to strengthen the investigation and analysis for informing decisions on the Safe Network Programme

There is a need to ensure that the recent approach to investigation and analysis of the dependencies and connections among road safety infrastructure interventions becomes an embedded part of the decision-making process.

Focus on achieving increased alignment of local decision-making with strategic intent

This means ensuring that the strategic intent and outcomes for *Road to Zero* are communicated to and embraced by frontline staff at regional operational levels. It also means ensuring there is a process by which frontline staff can escalate issues and information within the organisation for feedback and



support for decision-making on action to take. This will promote consistency in response.

Achievements for effective execution on Government's road safety priorities

Findings

As a result of the 'resetting' of focus and organisational arrangements in both NZ Police and Waka Kotahi there have been some recent achievements for the effective execution on Government's road safety priorities.

General

The Road Safety Partnership Approach and Programme presents a real opportunity for maximising the collective expertise of partner agencies

The establishment of the Road Safety Partnership in 2018 marked a transition towards a broader Road Safety Partnership Programme that acknowledges that road policing alone cannot achieve significant reduction in deaths and serious injuries.⁸

The RSPP is based on an international evidence base and was peer reviewed by an independent expert.

Recent moves to refresh the governance structure both internally and externally, with clear roles and accountabilities, clear strategies and KPIs, will enable the RSPP to maximise the collective knowledge and expertise of partner agencies.

⁸ 2021-2024 Road Safety Partnership Programme

The Road Safety Partnership Programme promotes a systems approach from two important perspectives

On the one hand the RSPP adopts a safe system approach, recognising the interplay of vehicles, speeds, people, drivers, and road design for contributing towards or alternatively preventing harm. Thirteen operational; priorities were established for the 2021-2024 period with NZ Police and Waka Kotahi contributing expertise towards these.

On the other hand, the RSPP outlines a regulatory system approach with different functions for the three partners as being:

- Ministry of Transport – roles for leading strategy and policy, and ensuring that policy, regulatory and investment settings enable and support the effective delivery of interventions and deployment of resources
- NZ Police – roles for educating road users and enforcing laws that contribute to the reduction of death and serious injury
- Waka Kotahi – roles as a Road Controlling Authority, investor, regulator and educator.⁹

This recognises the different roles that the partner agencies have in the system and on the regulatory cycle for meeting land transport safety outcomes. The Programme provides opportunity for an authentic partnering of the Ministry, Waka Kotahi and NZ Police.

Progress has been made for significantly strengthening the cross system governance and management of the Road to Zero implementation

As noted above a Chief Executive Governance Group has been established with a first meeting in November 2021. This group comprises Chief Executives from across the system including the Ministry, Waka Kotahi, NZ

⁹ 2021-2024 Road Safety Partnership Programme



Police, ACC, and WorkSafe New Zealand. A key objective is to strengthen national governance arrangements for implementing *Road to Zero* and improving coordination among agencies.

A role of Director – *Road to Zero* has also been established who will have direct responsibility, working across road safety partner agencies, for overseeing the implementation and delivery of *Road to Zero*. The Director will work across the transport system to enable effective governance and co-ordination over delivery, engaging with Ministers, chief executives, and stakeholders to provide timely and high impact advice on the implementation of *Road to Zero*.

The Waka Kotahi Portfolio Manager – *Road to Zero* will work closely with the Director, and has responsibility for setting up project management tools, mechanisms and processes for reporting across the entire strategy.

In addition a Ministerial Oversight Group comprising Ministers with an interest in road safety is to be formed that will provide direction and oversight of *Road to Zero* at ministerial level.

These cross system governance and management initiatives will address the gaps in alignment that have existed in arrangements to date.

NZ Police

Operation Deterrence has delivered early results

As a part of the initiatives under the RSPP NZ Police implemented a national road safety operation, *Operation Deterrence*, which aimed to increase road safety activity including high visibility checkpoint operations, mobile patrols, and a focus on increased RIDS detection including speed on high risk rural roads. Commencing in July 2021, this operation has been extended beyond the original end date of 30 September until end of December 2021 and possibly beyond.

The NRPC has supported this operation with analysis and insights and with reporting against objectives achieved. Preliminary performance data results

from early reporting compared with previous years indicate increases in detecting speed and impairment related offences. However, there will be an impact for this activity from the effects of responding to COVID-19 requirements. Extending the timeframe for this initiative will allow time to fully assess the impacts of COVID, and in particular the latest lockdown and disruptions especially in Tāmaki Makaurau, on road policing performance.

Strengthening of the National Road Policing Centre to better support planning and operational road policing

The Current State Review of the NRPC 2020 took a frank look at issues and opportunities for improvement, including restructuring and increased resourcing for evidence-based policing, deployment and intelligence services to support strategic and operational decision-making.

This work also resulted in a number of improvement recommendations that are currently being implemented.

Development and delivery of the Safe Roads Control Strategy 2021

This strategy presents a series of strategies and actions for the NRPC and Districts to prevent harm on New Zealand roads. It indicates roles and responsibilities (and associated actions) at National and District levels. It uses a VIPERS framework for describing the roles, activities and associated measures (Victims & Communities, Insights, Prevention, Enforcement and Reassurance). It provides a good starting point for a next step of developing an operating model for road safety activity ('the way we do things around here').

The NZ Police Strategic Tasking and Coordination Governance Group are the owners of the strategy. The Governance Group are currently establishing a Safe Roads Steering Group with representatives across NZ Police. This Group will be responsible for the delivery of the Safe Roads Control Strategy and accountable to the Governance Group.



More detailed reporting on NZ Police resourcing and road safety activity

The RSPP Portfolio Delivery Report (July 2021) provides, among other things, a range of performance data for the period 2020/2021.

This data provides visibility over breath testing, restraint offences, mobile speed camera hours, speed notices issued (between 1-10km/h), mobile phone offences and the fluctuation of numbers over the year of FTE available for road policing in each District. While the data generally paints a picture of under performance against targets (and taking the COVID effect into account), its value lies in the visibility it gives to NZ Police road policing operational activity.

Waka Kotahi

A structured, managed approach to implementing the *Road to Zero* strategy has been established

Over the past two years Waka Kotahi has strengthened its approach to managing its Road Safety Programme, and the SNP.

The *Road to Zero* Strategy clarified system outcomes and provided a focus for establishing structures and work programmes for implementation of the strategy.

Waka Kotahi has established workstreams to deliver on the strategy and put in place key roles for Sponsor of the *Road to Zero* programme to provide leadership oversight, Portfolio Manager for programme management and direction, and Workstream Leads to manage and report on delivery of workstream activity.

Efficiency and effectiveness of arrangements in place

Findings

General

Road Safety Partnership is still bedding in as one integrated coordinated forum

There are perceptions amongst those interviewed that there is more of a hierarchical than equal partnership amongst parties. The flow of funding from the Ministry to NZ Police from the NLTF, the leadership role of the Ministry and the oversight role that Waka Kotahi has over the NZ Police performance in the programme appear to all contribute to this. The dual role of the Ministry as policy lead and Crown monitor will also contribute to these perceptions.

This might also have contributed to the Ministry adopting a more passive than active role in the partnership and a perception in NZ Police of Waka Kotahi holding them to account in a largely 'contractual' sense.

The *Road Safety Partnership Programme 2021-2024* recognises that, while NZ Police, Waka Kotahi and the Ministry all have individual accountabilities and responsibilities, they are also stewards of road safety and are collectively responsible for achieving improved outcomes.¹⁰

A renewed commitment to working in an authentic partnership is the driver behind establishing new cross organisational governance arrangements at senior management and ministerial levels, and the new role of Director-*Road to Zero* in the Ministry of Transport (see above).

¹⁰ Road Safety Partnership Programme 2021-2024



NZ Police

Mindsets and orientation play a key role for where resources and activity are focussed for effective results for road safety

We consistently heard from management that a change in mindset from a focus on road policing to one of road safety is fundamental to achieving the significant cultural shift from a focus on outputs (widgets) to one of safety outcomes. This change was most evident in interviews with senior management and central levels within the National Road Policing Centre (NRPC). The implementation of the NZ Police Safe Roads Control Strategy will reinforce the focus on road safety more widely within the organisation.

The decentralised NZ Police structure presents a challenge for a consistent focus

Interviews with NZ Police operational personnel indicate that the structure into Districts and Areas has created and reinforced local behaviours where District and Area commanders are able to work to their own priorities for resource deployment and activity. These priorities are naturally driven by the exigencies of presenting situations and risk, but feedback from interviews indicates that some Districts were clearly biased towards on deploying all resource (including dedicated road policing personnel) on non-road policing activity. In other areas, there was a more balanced approach adopted, and road policing resources were more 'protected' from abstraction to other duties.

The newly established internal NZ Police governance model comprising a a Safe Roads Steering Group with representatives across NZ Police and reporting to a Strategic Tasking and Coordination Governance Group, implementation of the Safe Roads Control Strategy and the NRPC operating model aim to deliver consistent messaging, communications and direction for the organisation. This should assist with aligning operational behaviours with strategic intent for road safety policing to support goals of the RSPP.

Individual approaches appear to drive road policing activity

The efficiency and effectiveness of road policing activity appears to rely in large measure on the individual approaches adopted by District and Area Commanders and RPMs, which will mean varied results across the twelve NZ Police Districts.

NZ Police is addressing this through developing a draft Safe Roads Control Strategy, owned by a Strategic Tasking and Coordination Governance Group, which will provide a consistent focus for road policing decision-making.

NZ Police is in the process at establishing a cross-business steering group who will be responsible for the implementation of the draft Safe Roads Control Strategy.

Reporting on spending on road policing is at an aggregate level. NZ Police analysis can show what the resource effort should be costing through modelling and a robust business case, but there is no reporting that the money has actually been spent on road policing activity at a granular level either for dedicated or non-dedicated staff allocation.

NZ Police do not gather information on the use of resources to support management of funding allocation through monitoring and reporting

NZ Police reporting on funding for activity is in the aggregate. There is no data available to support more granular analysis and tracking of where specific expenditure has occurred and resources have actually been deployed.

This means a gap for enabling any assessment of the efficiency and effectiveness of the investment from the RSPP for achieving road safety outcomes. As indicated above, the contrary often holds: funded resources are often diverted/ abstracted into other duties. The under-achievement of



targets against the performance measures of the RSPP is testimony to this¹¹.

Recent developments such as the draft Safe Roads Control Strategy and VIPERS plan provide an opportunity for strengthening the road safety focus across the organisation. Data gathering and reporting on key measures here will support this.

Waka Kotahi

There is increased collaboration and alignment within Waka Kotahi, but it is early days for full integration

In interviews we heard a strong commitment to increase collaboration and integration across all Waka Kotahi Groups (Safety, Health & Environment, Transport Services, Regulatory Services) for achieving *Road to Zero* and SNP outcomes, and that, in part due to the *Road to Zero* outcomes focus, this had improved significantly over the past 6-12 months.

Under the new Chief Executive there is now alignment and integration at executive management levels within the organisation, with a focus on system outcomes and enterprise success. There is increasing connectedness across Waka Kotahi Groups for contributing to the achievement of outcomes. The portfolio approach to *Road to Zero* also is said to be encouraging more touchpoints within Waka Kotahi as activity is seen as interconnected.

However, there is still room for strengthening collaboration and engagement, as illustrated by the issue of alignment of the investment assessment with the aspirations of the *Road to Zero* strategy, and decisions on programmes of safety interventions.

Efforts have been taken to ensure more coordination of activity than in the past

Our MartinJenkins 2019 *Review of the NZTA regulatory capability and performance* noted significant issues where activity was quite fragmented and siloed within the organisation. We heard from managers that a lot of effort in recent times has been directed towards addressing these issues and developing more joined up ways of working. Prior to the recent portfolio management approach to *Road to Zero* implementation, road safety was approached a list of separate activities to be engaged in, rather than an integrated suite of activity for achieving specific outcomes. Whereas now there is an integrated programme of work with a three year business plan to support this.

Similarly, projects in the Safe Network Programme were treated as separate projects managed by individuals, rather than the current approach where there is now a Governance Board and Programme Lead with roles to approve projects as part of an integrated whole to ensure alignment and consistency.

Roles and responsibilities for decision-making are not always clear, leading to inconsistent responses at times

We heard that, despite senior management's commitment and the portfolio approach, at local levels some are making intervention decisions based on their own assessment of risk, rather than escalating this up for testing for a consistent approach. It was not always clear where the role for decision-making lay, leading to regional differences and individual influence.

¹¹ See Road Safety Partnership Programme (RSPP) Portfolio Delivery Report July 2021



The more coordinated approach to Safe Network projects and interventions is accompanied by increased analysis for more informed decisions to deliver on outcomes

There are challenges with ‘retro-fitting’ safety interventions onto existing corridors, with many complex dependencies to take into account. In the past this has created issues where one solution might create issues in itself – for example, fitting of median barriers require widening of roads, which in turn create or meet drainage issues which then require solutions of their own.

Waka Kotahi is addressing this through increased analysis and investigation at the planning stages and learning from past experience. This has led to an increase in the efficiency of interventions. It has also meant more informed decisions on whether to focus on maintenance or new structures to achieve safety outcomes, leading to more effective solutions.

Targeted communication to NZ Police front line to build road safety awareness

Waka Kotahi executives have a current focus on engagement with NZ Police Districts to build their awareness of road safety outcomes and the rationale for a focus on road policing activity. They are also engaging with Mayors to the same end.

Areas for improvement

Strengthen a systems approach in the Road Safety Partnership

There is an opportunity to look more closely at the outcomes and roles of partners within the RSP and strengthen aspects for working within one land transport system. This would include:

- more joined up working of the policy teams within each of the partner agencies to work together more closely on joined-up safety policy insights to inform system settings (including funding settings)

- more joined up working of operational teams in partner agencies for achieving system outcomes (the benefits of this are being realised in some recent joint operational activity with NZ Police and Waka Kotahi)
- more outcome oriented allocation of resourcing to priorities that will benefit system outcomes over separate organisational priorities.

Adopt a regulatory safe systems approach with clear roles and responsibilities of partners in various parts of the regulatory cycle

Taking a systemic view of regulatory activity means clear responsibilities within the system and cycle for stewardship, policy, standards, education and awareness, monitoring and enforcement. It also means understanding the interplay of roles in the system to design the system itself and guide policy and operational activity.

This means the RSP operating as a team of three agencies with each playing an active, visible and respective role on an equal basis in the RSP.

Consider widening the membership of the Chief Executive Governance Group to include key parties from the social and justice sectors and local government

The partner agencies have established an overarching governance group comprising the Chief Executives of the Ministry, Waka Kōtahi, NZ Police, ACC and WorkSafe New Zealand to steer and mandate collaborative, coordinated and aligned efforts from each agency within the system.

Other agencies such as the Ministry of Social Development, Ministry of Justice and Local Government are recognised as having key roles to play for achieving road safety targets. At the moment these are not seen as having representation on the governance group, but may be asked to participate when relevant.

The strategic and systems orientation of this group would be strengthened through inclusion of representation from these agencies as members,



particularly for bringing wider social and cultural perspectives to assessing the efficacy of arrangements and for any changes that might need to be considered.

Strengthen the focus on measuring the effectiveness of proactive interventions over the counting of outputs (e.g. infringement fines)

There is a need to look beyond reporting on detail (widgets) to more reporting on the deployment of specific interventions to meet outcomes.

In this regard, agencies must continue to build the evidence base to validate the efficacy (or otherwise) of interventions to deliver on outcomes.

One dataset to be used for all agencies for informing decisions and approaches.

Work together to save lives

The recent series of presentations from the Waka Kotahi Chief Executive and Senior Executives to NZ Police in Districts summed up what is needed:

- An outcomes focus where investment and integrated actions will lead to improved outcomes
- Changes to be made for:
 - being more deliberate – nationally and regionally – stop working in isolation from each other
 - more effectively using evidence and intelligence
 - being more integrated so that every action delivers results.¹²

¹² Working together to save lives – *Road to Zero* 2021

Use technology and automation for increased efficiency and effectiveness and resource allocation

NZ Police to continue to explore technology and automation opportunities to increase operational efficiencies and allow for more effective resource allocation and management. This includes use of GPS for tracking operational activity.

Automation and digitisation can be a big game changer to reallocate resources within the Road Safety Partnership Programme. Waka Kotahi can get very automated – cameras, demerits. For example, the organisation is currently looking at an automated system for checking heavy vehicles.

Ultimately, the gains from technological developments can be used to significantly change the allocation of resources to achieve outcomes.

Monitoring, evaluation and assurance for Ministers

Findings

While governance groups are operating at organisational and operational levels there has been a gap for cross agency and cross system governance and assurance until recently

A Road Safety Partnership Steering Group at DCE level established in early 2020 struggled to gain traction for a number of reasons, including the transition to a new Commissioner of Police and associated new management team, and significant distractions within both NZ Police and Waka Kotahi due to COVID-19 lockdown and emergency responses.



This has left a gap for cross agency governance at senior executive levels across the programme, to jointly set strategic direction and priorities and provide a mandate for challenge and adjustments of operational and intervention decisions to meet outcomes.

There is no forum for senior executives from other agencies within the system (e.g. Local Authorities, Auckland Transport, ACC) to contribute to the approaches for achieving safety outcomes.

The recently established Chief Executive Governance Group (see above) will provide a systems governance structure to fill this gap.

Ability to provide oversight over performance and evaluation of progress against objectives is not mature

Given the gaps until recently for effective governance and the relative 'newness' of arrangements in both NZ Police and Waka Kotahi for planning and delivery on the RSPP and *Road to Zero*, it is not surprising that the current review found more evidence of reporting frameworks than frameworks for evaluating performance. There is a need for increased sophistication in understanding of the impact of activity for achieving outcomes.

Planned governance arrangements to provide oversight over the RSPP are described in that document. These included two joint governance groups:

- Deputy Chief Executive RSPP Governance Group (Joint Forum) with NZ Police and Waka Kotahi representation with the intent to provide cross agency steering group oversight to guide strategic direction and delivery.
- Road Safety Partnership Programme Governance Board (Road Safety Partnership Sub-Portfolio) as a joint governance group comprising representatives from Waka Kotahi and NZ Police to oversee NZ Police and Waka Kotahi performance against agreed RSPP targets and measures, and provide guidance and direction to ensure the best

structures, strategies and interventions are in place to deliver RSPP outcomes and targets.

In addition, Waka Kotahi has established internal *Road to Zero* governance structures at executive, programme and workstream levels.

The NRPC reports to the Stewardship and Performance Governance Group which has recently commenced providing performance analysis and reporting (dashboard format). This group has some oversight over national and District tasking and coordination of activity. It is early days for this reporting.

NZ Police is currently looking at improving the link between Tasking and Coordination and Road Policing Governance to strengthen the connection between NZ Police's strategic focus and operational activity, and provide a line of sight between investments and the operational activities to deliver agreed outcomes. It is in the process of establishing a Safer Roads Action Group that will support NRPC with the implementation of all operational matters. This will include District Commander representatives within the overall governance structure.

These arrangements should include assurance reporting from the frontline to the governance group on deployment of resources, activity engaged in and results achieved.

Monitoring and reporting framework

The primary accountability document for the contribution of NZ Police and Waka Kotahi to achieving road safety outcomes over the next three years is the *Road Safety Partnership Programme 2021-2024*.

The RSPP also provides a high level description of a monitoring and reporting framework to enable internal reporting for performance improvement for NZ Police and external reporting to provide performance assurance to Waka Kotahi and other stakeholders. Waka Kotahi add to this



report to provide a joint report against the progress of both partners through the programme.

There is a structure of formal quarterly and annual reporting from the RSPP to the Ministers of Police and Transport. This provides an update on progress made for operational activity, improvement projects and outcomes achieved.

As noted above, there is some initial reporting on NZ Police performance from within the NRPC and this is a good start for ongoing reporting on key metrics for *Road to Zero*.

Recent developments within NZ Police of the draft Safe Roads Control Strategy and strengthened governance at strategic and operational levels to support implementation should provide additional arrangements for monitoring, evaluating and reporting on performance.

Road to Zero monitoring reporting is developing in sophistication

In July 2021, a comprehensive Annual Monitoring Report on progress against the *Road to Zero* outcomes was published.¹³ This monitoring report provides detail of actions, activities and results achieved against targets. In addition it highlights those areas where there is still progress to be made on developing indicators and evidence to support these. This reporting provides necessary transparency over activity and performance results.

RSPP KPIs for measuring NZ Police activity have a strong output focus

The RSPP contains a number of KPIs for measuring NZ Police activity across speed management and road user choices. The KPIs are accompanied by desired activity levels for each year over the three year period. The measures are predominantly indicators of outputs (e.g. numbers

of offences issued, numbers of traffic stops, warnings issued). These tell a story of things that were done, but give no indication of contribution to *Road to Zero* outcomes.

We understand that there are moves towards developing measures that are more activity oriented which might act as lead indicators for outcomes achievement, and which would complement these output measures. Activity measures might include such things as: hours spent on roads in high risk areas; numbers of breath tests at particular times; hours spent on education activity.

The NRPC has also recently developed a monthly dashboard report on progress against performance measures and the status of change initiatives. This reporting provides a rolling monthly view over the course of the past 12 month period. It is presented to the RSPP Governance Group to allow Waka Kotahi to fulfil their assurance role.

Reporting within Waka Kotahi is still developing

Waka Kotahi has established a system for regular monitoring and reporting against activity on a monthly basis. There is a monthly rhythm for *Road to Zero* Programme Workstream Leads to meet and report on risks and opportunities, then reporting to the Executive subcommittee. This reporting goes to the executive and feeds into the general monitoring reporting.

Beyond monthly reporting, Waka Kotahi is close to getting an annual programme of reporting on the contribution of initiatives to the reduction of DSIs. We understand that the overall aim is to develop a reporting framework for performance assurance on cycles of one, three and ten years. This would be used to evaluate progress to date and enable calibration of activity as necessary to achieve outcomes.

¹³ *Road to Zero Annual Monitoring Report 2020 (July 2021)*



This reporting would be expected to provide progress made for infrastructure treatments on the network and for other Waka Kotahi interventions, and be shared across partner agencies.

Managing accountability for engaging in activity and achieving outcomes

Under the RSP all three agencies (Ministry, NZ Police, Waka Kotahi) are accountable for delivering *Road to Zero* outcomes.

The RSPP sets out measures (KPIs) and desired activity levels for delivery on by NZ Police with oversight from Waka Kotahi which sets the priorities and focus, based on latest available research and evidence, and which agrees the funding to be provided to NZ Police for this.

NZ Police received \$400.9m in 2021/22 and will have received \$1,206.8m from the NLTF over the three years of the partnership programme. Waka Kotahi has a role for ensuring that the NZ Police use this funding to meet objectives.

While there is regular reporting on activity, until recently there has been no active mechanism for managing the accountability of NZ Police for delivering on desired outcomes and measures. Reporting has been more of passive information sharing of activity and results, with no consequences for performance below expected results.¹⁴

The recent NZ Police *Operation Deterrence* initiative under the draft Safe Roads Control Strategy has begun regular reporting on NZ Police's outcomes and measures which is providing increased transparency over progress against these.

Achievement of progress against outcomes for all three agencies in the RSP needs to be transparent and shared. Regular reporting through the *Road to Zero Annual Monitoring Report* will provide a mechanism for this.¹⁵

The new governance structure and roles for the oversight of *Road to Zero*, together with the achievement of a strong partnership approach for all three agencies will also provide a means for highlighting and managing partner agency accountabilities for delivery on outcomes.

Areas for improvement

Strengthen the mechanisms for managing the accountability of parties for delivering on their responsibilities and measures in the Road Safety Partnership Programme

The RSPP needs to be supported with mechanisms for ensuring that both Waka Kotahi and NZ Police are held accountable for realising the partnership, delivering on performance measures, achieving outcomes and providing value for the funding that has been agreed by Ministers and allocated. Two mechanisms might provide this:

- Performance against accountabilities should be assessed and discussed at the Ministerial Oversight Group and Chief Executive Governance Group.

This means provision of data and insights on performance metrics to inform good discussion at these levels that might be relevant for any changes required for future changes to the partnership agreement.

The proposed role for Director-*Road to Zero* reporting to the Chief Executive Group will be key to providing analysis and insights.

- Conducting a regular three yearly review of the efficacy of the RSPP as a formal point for assessment to support discussions and decision-making. There are opportunities to continue to improve progress on outcome achievement through effective partnership and governance.

¹⁴ Reporting to date regularly demonstrates under-delivery by NZ Police on a number of KPIs

¹⁵ The *Road to Zero Annual Monitoring Report 2020 (July 2021)* is the first of these annual reports



Develop means for NZ Police to gather data and report on resource allocation and deployment in the field to assure that funded resources are deployed as expected

NZ Police needs to develop means of reporting on the deployment of staff and resources to provide assurance that road policing resource (both dedicated and non-dedicated) is deployed as funded. This is a challenge and not an easy task when dealing with a dynamic context and highly mobile workforce.

However, advances in technology and the increased use of digital tracking by NZ Police would be one way to gain a clearer understanding of the resource deployment.

The monitoring and reporting frameworks need to work within an overarching assurance framework with clear roles and processes for evaluating performance, reporting and providing a line of sight to governance levels over performance against *Road to Zero* targets

The draft Ministry Terms of Reference for the Chief Executive Governance Group provides a useful high level view of a governance structure and roles that would usefully underpin an assurance framework that should be complemented by processes for data insights and reporting on performance from the frontline up. This should be complemented by roles from NZ Police. Key roles for an assurance framework might be:

- Ministerial Oversight Group
- Chief Executive Governance Group
- Director for *Road to Zero*

- Portfolio Manager for *Road to Zero*
- DCE Governance Group
- Programme Sponsors and NZ Police Strategic Tasking and Coordination Governance Group
- Project/ Programme Teams and NZ Police Safe Roads Steering Group

This framework should be supported by evidence and insights from the data analytics and insights from a shared knowledge base across teams within both Waka Kotahi and the NRPC.

The Road Safety Partnership to review current measures of NZ Police activity for their relevance to contributing to achievement of *Road to Zero* outcomes

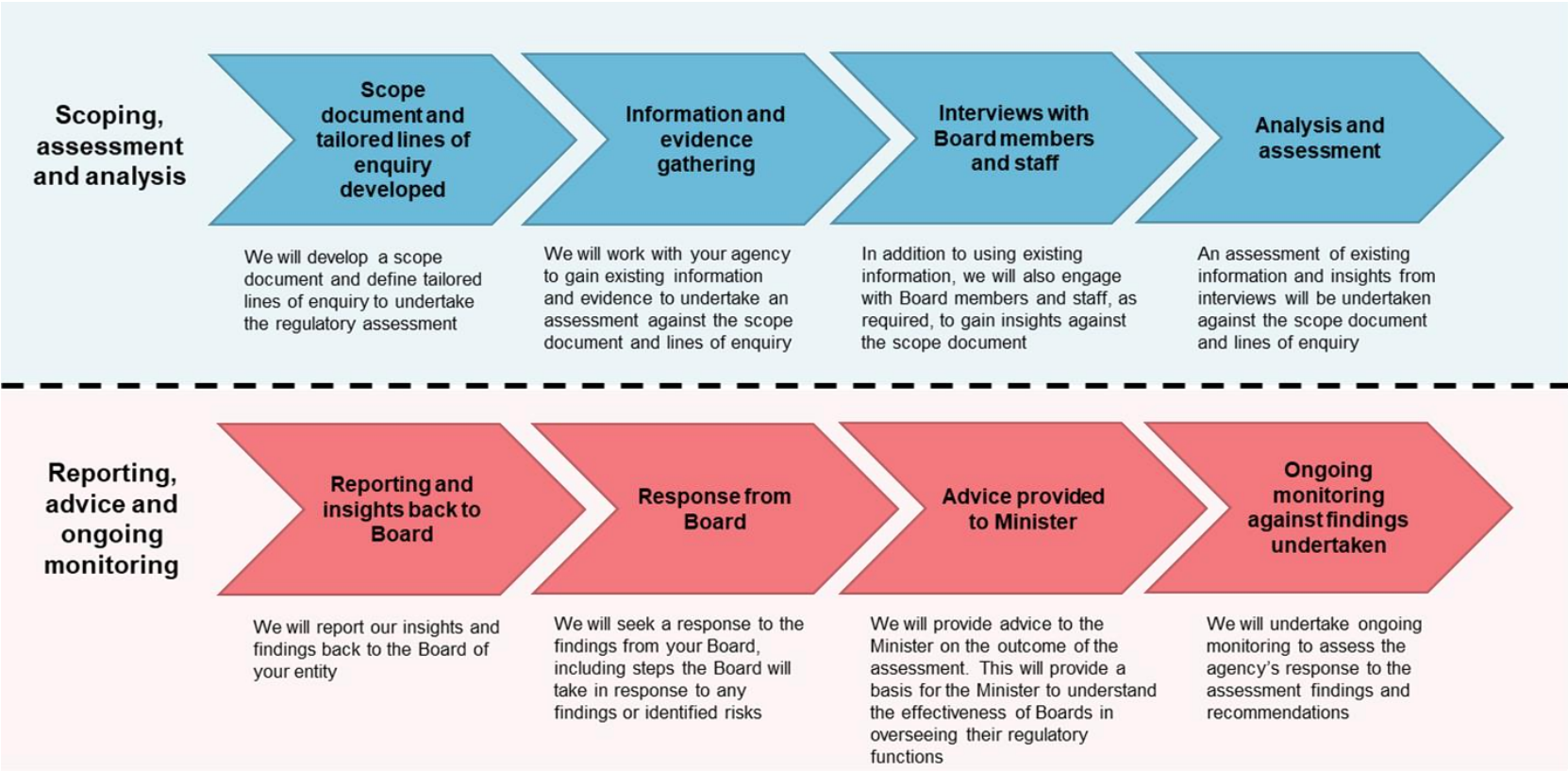
The *Road to Zero* Strategy provides clarity on outcomes to be achieved. The current RSPP provides measures for policing activity that reflect a focus on outputs, and which are not necessarily on their own an indicator that policing activity will achieve desired outcomes.

The RSP should develop measures to complement these that are more oriented to encouraging activity that will also make a contribution to outcomes achievement. These might be more activity and process/ intervention deployment oriented and based on known experience of their efficacy.



APPENDIX 1: APPROACH TO MONITORING ASSESSMENTS

The review followed the general approach illustrated below. For the current review the Board role was played by an Engagement Group with representatives from the Ministry of Transport, NZ Police and Waka Kotahi.



APPENDIX 2: LINES OF ENQUIRY

Road Safety Investment and Delivery

Lines of Enquiry

Review Objective

Assess whether, over the last three years, there has been an appropriate level of alignment between the Government strategic direction (as set out in *Road to Zero*, letters of expectation and the GPSs) and delivery of road safety activities, with a focus on investment in road policing activity and the delivery of the Safe Network Programme.

Enquiry questions

- To what extent is there a well-articulated direction and set of priorities for improving road safety outcomes?
 - What is the Government strategic direction and priorities?
 - Where is this articulated?
 - What provides the mandate and expectations from NZ Police and Waka Kotahi?
 - How consistently is this understood and communicated in Waka Kotahi and NZ Police?
 - What has been the size of the investment in road policing and infrastructure safety treatments?
- To what extent has the investment in road policing activity been aligned with achieving Government's road safety outcomes and priorities over the past three years?
 - What has been the strategy for allocation/ prioritisation of the investment and delivery?
 - Where has this investment been allocated?
 - What is the current situation with alignment and allocation of resources?
- To what extent is the Waka Kotahi investment in infrastructure safety treatments aligned with achieving Government's road safety outcomes and priorities?
 - What has been the strategy for allocation/ prioritisation of the investment and delivery?
 - Where has this investment been allocated?
 - How has the investment been prioritised?
 - What is the current situation with alignment and allocation of resources?
- Overall, how well do investment decisions in each agency align with the Government's strategic direction and priorities for road safety?
 - How are expected benefits expressed, and monitored?
 - What has been achieved?

Review Objective

Form a view on the overall efficiency and effectiveness of investment, systems, structures, processes, accountability mechanisms, culture, and governance in place to support the delivery of road policing activity and the Safe Network Programme.



Enquiry questions

- How are resources allocated to specific tasks for delivery in Waka Kotahi and NZ Police?
 - What has been the level and focus of resourcing deployed in Waka Kotahi and NZ Police?
 - Has this resource been deployed to optimise efficiency and effectiveness of delivery?
 - What are the challenges and opportunities for improvement?
 - What analysis has been done to assess resourcing requirements and deployment?
- What are the governance arrangements in place in Waka Kotahi and NZ Police?
 - What structures and roles are in place?
 - What processes exist to support effective governance?
- What arrangements are in place to identify and manage risks to the delivery on the investment in Waka Kotahi and NZ Police?
 - How are risks identified and managed?
 - How does information on issues and risks flow through each organisation from the 'frontline' to governance levels?
- How do Waka Kotahi and NZ Police gain assurance of the effectiveness of the delivery of road policing activity and the Safe Network Programme?
 - What is in place to measure the quality and effectiveness of the delivery in each organisation?
 - How are any insights gained used to improve the delivery and plan for future investment?
- What are the organisational and management arrangements in place to deliver on outcomes and objectives?
 - What planning processes are in place?
 - What roles and responsibilities are in place to ensure efficient and effective delivery?
 - How and where are decisions made for both investment and delivery?
 - What accountability mechanisms and processes are in place to ensure that performance meets objectives?
- How well are people empowered to make decisions for deployment of resources?
 - Where are decisions made?
- How well is the capability deployed aligned with the job to be done?
 - What is the level of capability required and deployed?
 - How clear are roles and responsibilities?
- How well does the relationship between Waka Kōtahi and NZ Police support achievement of objectives?
 - What arrangements are in place between the organisations?
 - What works well, and where are there areas for improvement?
- Overall, what is the extent to which delivery programmes and activities are designed and delivered to realise investment decisions?

Review Objective

Determine areas where Waka Kotahi and the NZ Police are performing well in supporting the effective execution of the Government's road safety priorities through the delivery of road policing activity and the Safe Network Programme.



Enquiry questions

- What are the key things to get right for Waka Kotahi and NZ Police for the effective execution of the Government's road safety priorities for road policing activity and the Safe Network Programme?
- What analysis is done to assess/ evaluate the performance of Waka Kotahi and NZ Police?
- What is type and degree of benefits realisation and evaluation is undertaken to provide decision-makers and Ministers with confidence over the delivery of road safety outcomes?
- Where do arrangements and delivery performance meet or exceed expectations and objectives?

Review Objective

Identify barriers or challenges that may be having an impact on the effective and efficient delivery of the Government's future investment in road policing activity and the next stage of network safety infrastructure treatments.

Enquiry questions

- What are the issues, barriers, and challenges for effective execution?
 - What are contributing causes?
 - What are key risks?
 - How are risks notified and managed?
- Where are there opportunities for improvement?
 - What should be maintained, improved, changed or stopped under current arrangements?

Review Objective

Make recommendations on how to ensure there is robust monitoring, assurance, performance reporting and evaluation that provides Ministers and senior decision makers with confidence and transparency over the delivery of road policing activity, the current Safe Network Programme, and also inform the development of future State Highway and Regional Speed Management Plans (which bring together infrastructure and speed management planning).

Enquiry questions

- What are the monitoring, assurance, and reporting arrangements in place over the delivery in both Waka Kotahi and NZ Police?
- How are insights from current delivery challenges and opportunities used to inform the development of future State Highway and Regional Speed Management Plans?
- What should be in place for robust monitoring, assurance, performance reporting and evaluation?

Review Objective

Make recommendations on actions and steps that Waka Kotahi and the NZ Police could take to enhance the overall efficiency and effectiveness in delivering investments, programmes and interventions to realise the Government's road safety direction and priorities.

Enquiry questions

- What needs to be strengthened for the future, and what is the evidence for this?
- What else needs to be in place, and what is the evidence for this?
- What needs to be discontinued, and what is the evidence for this?

