

## Road safety work programme update

<b>Reason for this briefing</b>	<p>This briefing:</p> <ol style="list-style-type: none"> <li>1. responds to your request for officials to accelerate the delivery of the new road safety strategy and action plan</li> <li>2. seeks your confirmation about the scope and resourcing of a number of related workstreams</li> <li>3. identifies workstreams that we are unable to progress before July 2019.</li> </ol>
<b>Action required</b>	<p>Agree to the proposed accelerated timeframe for the delivery of the new strategy and action plan.</p> <p>Provide feedback confirming the expected scope of related workstreams.</p> <p>Agree that the Ministry will not progress work in the areas identified in Part 3 of the briefing before July 2019.</p>
<b>Deadline</b>	As soon as possible.
<b>Reason for deadline</b>	We would request confirmation of your decisions at your earliest opportunity, to support efficient delivery of this work.

### Contact for telephone discussion (if required)

Name	Position	Telephone	First contact
Brent Johnston	Manager, Mobility & Safety	[REDACTED]	✓

privacy

### MINISTER'S COMMENTS:

<b>Date:</b>	19 February 2019	<b>Briefing number:</b>	OC190149
<b>Attention:</b>	<p>Hon Phil Twyford (Minister of Transport)</p> <p>Hon Julie Anne Genter (Associate Minister of Transport)</p>	<b>Security level:</b>	In-confidence

### Minister of Transport's office actions

- |  |  |   |
|--|--|---|
| <input type="checkbox"/> <i>Noted</i>        | <input type="checkbox"/> <i>Seen</i>                 | <input type="checkbox"/> <i>Approved</i>            |
| <input type="checkbox"/> <i>Needs change</i> | <input type="checkbox"/> <i>Referred to</i>          | <input type="checkbox"/> <i>Overtaken by events</i> |
| <input type="checkbox"/> <i>Withdrawn</i>    | <input type="checkbox"/> <i>Not seen by Minister</i> |   |

## Purpose of report

1. You have asked for options to accelerate the delivery of the new road safety strategy and action plan. This briefing sets out our proposed streamlined process (Part 1).
2. Noting this will have implications for other parts of the work programme, this briefing also:
  - seeks your confirmation about the scope and resourcing of a number of related workstreams (Part 2)
  - identifies workstreams that we are unable to progress before July 2019 (Part 3).

### **Part 1: Proposed streamlined process for strategy and action plan**

3. At the Road Safety Strategy Ministerial Advisory Group meeting on 11 February 2019, you asked officials to accelerate the process for delivering the road safety strategy and first action plan. Options for consideration are outlined in the attached A3 (*Appendix One*).
4. Option 1 sets out the approach provisionally agreed with Minister Genter in late January 2019. Option 2 sets out an accelerated approach. This option brings forward the introduction of the strategy and first action plan by approximately two months. This is achieved by bringing forward analysis on options for inclusion in the action plan, and narrowing the scope of (and timeframes for) consultation.
5. As requested at the officials' meeting on 18 February 2019, *Appendix Two* outlines the indicative timelines for key actions for the first action plan (including decision points and potential announcements). We have identified action items that we expect will require detailed consultation. In some cases, e.g. for the Accessible Streets package, this is expected to run in parallel to consultation on the strategy and action plan.
6. We request confirmation that you would like us to proceed with Option 2.

### **Part 2: Confirmation of scope and resourcing of related workstreams**

7. In addition to the delivery of the strategy and action plan, we are progressing a number of specific workstreams. In order to ensure we deliver these workstreams as efficiently as possible, this section seeks confirmation from you on a number of scope and resourcing matters.

## Accessible Streets

8. We are currently updating the Accessible Streets package following feedback from Minister Genter's office.

confidentiality of advice

[REDACTED]	[REDACTED]
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[REDACTED]

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

**Drug-impaired driving**

- 15. On 13 February 2019, the Cabinet Economic Development Committee agreed to the release of a discussion document about options to strengthen testing for drug-impaired driving (subject to final changes to the document being agreed by delegated Ministers). We anticipate this discussion document being released in late February.
- 16. In parallel to consultation, we will begin designing a detailed policy option, for recommendation to Cabinet mid-year, before draft legislation is prepared.
- 17. We are well-placed to complete most aspects of this work but note that policy work on alternative sanctions (e.g. voluntary or mandatory referrals to rehabilitation or treatment) is less well developed. This is a complex area and needs to consider demand, sector capacity and costs, amongst other considerations.
- 18. There is a risk this analysis will not be completed by June. We will discuss options for how to progress with you closer to the time, if this risk is borne out. However, it is important to note that we do not anticipate this affecting the overall timeframe for implementing a strengthened drug-impaired driving testing regime. There are a number of ways to avoid this, including for example, seeking in-principle decisions from Cabinet subject to further work being completed.

## Vehicle Safety Standards

19. We will shortly commission research to assess regulatory options to restrict the supply of less safe new and used vehicles entering our market, and the impact this could have on supply and availability of vehicles to New Zealand.
20. We have also begun scoping an expanded social impact analysis (SIA) that considers the combined effects of both environmental and safety vehicle standards on different societal groups.
21. We expect both pieces of work to be complete by the end of May, allowing policy decisions to be made mid-year. An action to implement agreed policy will be included in the new road safety action plan.

negotiations

24. We will keep you updated on developments through the weekly report.

## Wheel clamping

25. A Land Transport Wheel Clamping Amendment Bill 2019 is proposed for introduction to the House next month. To date, the development of the policy and draft legislation has been a joint exercise between the Ministry and Ministry of Business, Innovation and Employment (MBIE).
26. The main task and demand on policy resource over the next 4–6 months will be supporting select committee in its consideration of the draft legislation.
27. We request that you ask MBIE to provide policy support to select committee when the Bill is referred. This will help in enabling the Ministry to focus its policy resource on the development of the new road safety strategy and action plan.
28. The Ministry will continue to provide legal support, as transport legislation is being amended.

## ***Part 3: Work that will not be progressed before July 2019***

29. This section outlines work that we are unable to progress in the first half of 2019, due to resourcing constraints. In proposing to stop or defer work listed here, we have considered the relative priority of these matters alongside the priorities agreed with you in the 2018/19 Output Plan, or subsequent to that (see *Appendix Three*).

## SuperGold Card bulk-funding review

30. When it agreed to move to the current bulk-funding arrangement for SuperGold Card, the previous Cabinet agreed that there should be a review of the bulk-funding arrangements in 2018/19. This work has not been progressed due to other priorities.

31. We are due to provide you advice this month with options to address short-term funding risks identified by the NZ Transport Agency. In that advice, we will recommend deferring the wider review until 2019/20 or beyond.
32. We do not envisage any significant risks with deferring this work. Deferral would also allow funding arrangements for SuperGold Card to be assessed alongside other concession schemes such as the proposed Transport Green Card.

### **Electrification of the public transport fleet**

33. There is an outstanding action for the Ministry to develop short-term options and a long-term pathway for accelerating the electrification of the public transport fleet.
34. We propose this work is deferred and progressed later as part of a second phase of the low emissions work programme.
35. At your meeting with officials on 18 February 2019, you asked for confirmation of the timing for this work, if delayed.
36. We are not in a position to confirm specifically when this work will be completed as it is yet to be fully scoped. However, we envisage commencing this work in late-2019. This would enable us to align the work with the full evaluation of the public transport operating model (PTOM), which is scheduled to take place in the second half of 2019.
37. Aligning this work would be beneficial as we anticipate one of the key options we will need to investigate is establishing minimum standards as a condition of the tendering/contract approach under PTOM. This would include low emission vehicles, but also safety and employment conditions as well.
38. If agreed this timeline would enable policy decisions to be made in the first half of next year.

### **Implementation of PTOM in Christchurch**

39. At the end of last year, the Ministry engaged with Environment Canterbury (ECAN) about its plans to implement PTOM in the region. ECAN subsequently decided to set up new governance arrangements to oversee planning and implementation of PTOM in the region.
40. We note for your information that the Ministry will not have an ongoing, day-to-day role in this work. As is normal for this type of work, a senior NZ Transport Agency representative will be on the steering committee and keep the Ministry informed of developments.

### **Vehicle risk rating (VRR) and safety labelling of vehicles**

41. When it agreed to remove the VRR from ACC levies, Cabinet directed officials to investigate using the information that informed VRR to support the labelling of vehicles and to report as part of the road safety strategy and action plan.
42. We note the value and approach to labelling, if adopted, may be affected by the approach to vehicle safety standards. We therefore plan to defer policy work pending the vehicle safety standards work described above being completed.
43. We will include an action to complete this work as part of the new road safety action plan.

## Driver licensing

44. We will shortly complete an evaluation of the effect of driver licensing on road safety outcomes.
45. Subject to the results of the evaluation, we propose to include an action in the new road safety action plan to assess and implement any policy changes suggested by the evaluation.
46. This is most likely to focus on strengthening the motorcycle-licensing regime. An action of this nature is likely to be supported by stakeholders, including the motorcycle safety advisory council.

## Mobility parking best practice guidance

47. Following a meeting with CCS Disability last year, Minister Twyford asked us to consider developing best practice guidance for mobility parking, to encourage greater and more consistent provision across the country.
48. We have begun work with CCS Disability, Local Government NZ and the NZ Transport Agency. While all are supportive of the work in-principle, there is not clear agreement on what best practice looks like and an acknowledgement therefore that further work would be required to determine this, if guidance was to be effective.
49. Given resource constraints, we do not expect to progress this work further before July 2019.

## Review of Passenger Service Vehicle (PSV) Rule

50. A policy investigation looking at the design and content of the PSV Rule is included in the 2018/19 Rules programme. This was intended to be a joint Ministry of Transport/NZ Transport Agency initiative, consisting of a fundamental tidy up of the Rule, which has not been significantly reviewed for many years.
51. We are not in a position to progress this work before July 2019. We do not envisage any significant risks in deferring this work.

## Recommendations

52. The recommendations are that you:

### ***Part 1: Proposed streamlined process for strategy and action plan***

- (a) **confirm** you would like to proceed with Option 2, as outlined in Appendix One Yes/No

### ***Part 2: Confirmation of scope and resourcing of related workstreams***

#### Accessible Streets

- (b) **confirm** whether you would like us to update the Accessible Streets Package as described in the briefing, on the basis of:
  - i. Option A Yes/No
  - OR OR
  - ii. Option B Yes/No

(c) [REDACTED] Yes/No

Drug-impaired driving

confidentiality of advice

(d) **note** there is a risk that policy analysis on alternative sanctions may not be completed by June 2019, though this is not expected to impact implementation timeframes

Vehicle Safety Standards

(e) **note** that we expect to complete research into vehicle safety standards and social impact analysis by the end of May 2019, to enable policy decisions to be made mid-year

Wheel clamping

(f) **agree** to ask the Ministry of Business, Innovation and Employment to provide policy support to the Select Committee when it is asked to consider the Land Transport Wheel Clamping Amendment Bill 2019 Yes/No

(g) **note** the Ministry will continue provide legal support, as transport legislation is being amended

***Part 3: Work that will not be progressed before July 2019***

(h) **agree** that the Ministry will not progress, before July 2019, the work described in Part 3 of this briefing, and summarised by title below: Yes/No

- i. SuperGold Card bulk-funding review
- ii. Electrification of the public transport fleet
- iii. Implementation of the Public Transport Operating Model in Christchurch
- iv. Vehicle risk rating and safety labelling of vehicles
- v. Driver licensing
- vi. Mobility parking best practice guidance
- vii. Review of Passenger Service Vehicle Rule.

Brent Johnston  
**Manager, Mobility and Safety**

Hon Phil Twyford  
**MINISTER'S SIGNATURE:**

Hon Julie Anne Genter  
**MINISTER'S SIGNATURE:**

**DATE:**

**DATE:**

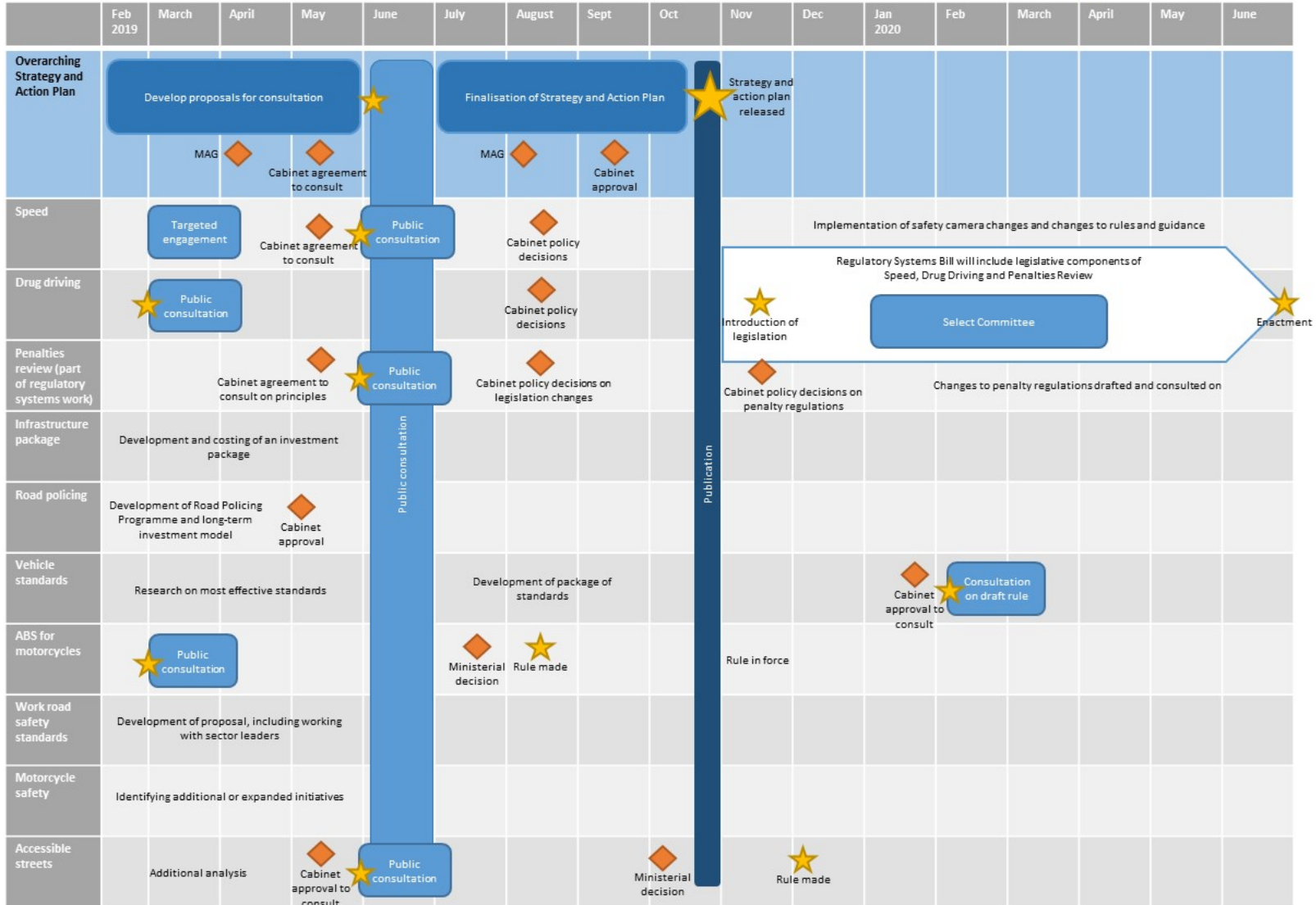
**Appendix One: Road Safety Strategy and Action Plan Streamlined Process**  
(Attached separately)



# Appendix Two:

## Indicative timelines for actions

◆ Decision points
 ★ Potential announcements



## Appendix Three: Ministry priorities

### Agreed Priorities (from 2018/19 Output Plan)

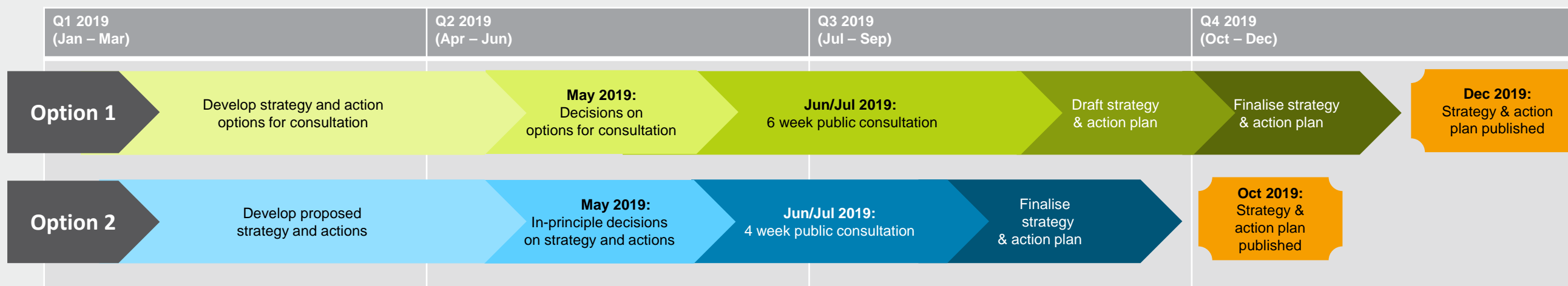
- Transport Pricing
- Auckland Light Rail [note scope of work has expanded]
- Let's Get Wellington Moving
- Mode Neutral Freight (including coastal shipping)
- CRL Development Opportunities
- NZTA Economic Assessment Framework and broader measurement and evaluation work
- Emissions
- GPS2
- Unmanned Aerial Vehicles
- Future of Rail
- Rapid Rail [REDACTED]
- Supporting Hamilton – Auckland (plus corridor work)
- Green Transport Card
- Funding and Financing Withheld under s9(2)(f)(iv)
- Upper North Island Supply Chain Study
- ATAP Follow-up

### New Priorities (added since the 2018/19 Output Plan was agreed)

- Review of NZTA's regulatory functions
- [REDACTED]

# ROAD SAFETY STRATEGY AND ACTION PLAN: STREAMLINED PROCESS

A streamlined process could bring forward finalisation of the strategy and action plan by approximately two to three months.



However, it will also have significant impacts on the scope of the consultation & action plan, and the timetable for Ministers to make key decisions.

	OPTION 1: ORIGINAL PROCESS	OPTION 2: STREAMLINED PROCESS
Scope of public consultation	<p><b>More open-ended consultation on issues and options</b> (seeking public feedback on the ideas raised through the reference group process)</p> <ul style="list-style-type: none"> <li>Discussion document presents broader range of options on both the strategic content and potential initiatives for the action plan</li> </ul>	<p><b>More defined consultation scope</b> (testing support for Govt's preferred position on strategic direction and proposed actions, following reference group process)</p> <ul style="list-style-type: none"> <li>Consultation document presents Govt's position on the strategic direction and high priority actions</li> </ul>
When key policy decisions are needed	Decisions on strategy and action plan content not needed from Cabinet until after consultation i.e. decisions required in Oct	In-principle Cabinet decisions on strategy and action plan content needed ahead of consultation i.e. frontloading decisions to May
Duration and scope of first action plan	Includes high and medium impact actions over a longer duration (3+ years)	Focused on high impact actions over a shorter time period (2 years) <ul style="list-style-type: none"> <li>Focused on key high-impact interventions that can be costed and scoped</li> <li>Signalling potential actions for future phases</li> </ul>
Modelling for 2030 targets and outcomes	Impacts of different packages of interventions modelled using intervention model which can be iterated throughout policy development and consultation process	Impacts of preferred intervention package modelled using intervention model, for Cabinet consideration in May 2019
Relationship to shorter term safety projects	Separate process from strategy and action plan	Streamlined and packaged as key action plan interventions
Impacts on other MOT work areas	Ability to resource other MOT work areas unaffected	Resource will likely need to be reallocated from other MOT work areas

Key action plan interventions under a streamlined process are outlined below.

Safe Networks	Vehicles	Workplace	User behaviour	System management
<ul style="list-style-type: none"> <li>Tackling Unsafe Speeds                             <ul style="list-style-type: none"> <li>changes to speed camera approach</li> <li>changes to speed limit setting</li> </ul> </li> <li>Infrastructure investment package                             <ul style="list-style-type: none"> <li>additional funding</li> <li>decision-making frameworks changes</li> </ul> </li> <li>Road policing investment</li> </ul>	<ul style="list-style-type: none"> <li>Raising safety standards for vehicles entering the fleet</li> <li>Implementing mandatory ABS for motorcycles</li> </ul>	<ul style="list-style-type: none"> <li>Introducing best practice guidance for different sectors</li> <li>Supporting sector led initiatives to develop supply chain standards</li> </ul>	<ul style="list-style-type: none"> <li>Drug driving</li> <li>Motorcycle safety package</li> <li>Accessible Streets package</li> <li>Review of penalties based on risk</li> </ul>	<ul style="list-style-type: none"> <li>Future research &amp; detailed modelling, including backcasting and forecasting</li> <li>Strengthen support for local initiatives</li> <li>Strengthen whole-of-Govt leadership &amp; co-ordination</li> </ul>

# PROGRESS AND LIKELY ANNOUNCABLES FOR IDENTIFIED ACTIONS

	Current status	Likely status at RSS consultation	Likely action in final action plan	Key risks/considerations
<b>Tackling Unsafe Speeds</b>	<ul style="list-style-type: none"> <li>Detailed policy proposal developed</li> <li>Options around costs and phasing of package being developed</li> </ul>	<ul style="list-style-type: none"> <li>Policy position ready for public feedback (tested and refined through targeted consultation)</li> </ul>	<b>ANNOUNCE</b> <ul style="list-style-type: none"> <li>New regional and national approach to setting speed limits</li> <li>Speed limit changes around schools and urban areas</li> <li>New approach to speed cameras</li> </ul>	<ul style="list-style-type: none"> <li>Public resistance to changes - targeted early consultation with councils is critical ahead of public consultation</li> <li>Additional policy resourcing required</li> <li>Some regulatory changes required (proposed via Regulatory Systems Bill)</li> </ul>
<b>Infrastructure investment</b>	<ul style="list-style-type: none"> <li>Investment package to be scoped</li> <li>Options re: overhauling decision and investment frameworks to prioritise safety being developed</li> </ul>	<ul style="list-style-type: none"> <li>Options of investment packages identified and costed</li> <li>Proposed changes to decision-making frameworks and impacts outlined</li> </ul>	<b>ANNOUNCE</b> <ul style="list-style-type: none"> <li>Additional infrastructure investment through GPS 2021 and other funding sources</li> <li>Overhaul of decision making frameworks to prioritise safety</li> </ul>	<ul style="list-style-type: none"> <li>NZTA resourcing required to scope funding options</li> <li>Budget under current GPS already allocated</li> <li>Potential challenges with timing of next GPS</li> </ul>
<b>Road policing investment</b>	<ul style="list-style-type: none"> <li>Under development by Road Safety Partnership</li> </ul>	<ul style="list-style-type: none"> <li>New Road Policing Programme and long-term investment model agreed by Cabinet in May 2019</li> </ul>	<b>IMPLEMENT</b> <ul style="list-style-type: none"> <li>Road Policing Programme</li> <li>Strategic investment approach to enhance compliance and enforcement</li> </ul>	<ul style="list-style-type: none"> <li>Being progressed through Road Safety Partnership</li> </ul>
<b>Vehicle standards</b>	<ul style="list-style-type: none"> <li>Research scoped to identify the most effective standards to adopt</li> <li>Initial policy analysis undertaken on different regulatory approaches</li> </ul>	<ul style="list-style-type: none"> <li>Research completed, policy work in progress to identify right mix of standards to introduce (and costs, social impacts, and phasing)</li> </ul>	<b>FINALISE</b> <ul style="list-style-type: none"> <li>Package of new safety standards for vehicles entering the fleet</li> </ul>	<ul style="list-style-type: none"> <li>Additional policy resourcing required</li> <li>Level of analysis limited by faster process, including limited analysis of social and economic impacts</li> <li>Will not have firm proposals for decisions in May</li> </ul>
<b>ABS for motorcycles</b>	<ul style="list-style-type: none"> <li>Public consultation on rule approved</li> </ul>	<ul style="list-style-type: none"> <li>Consultation completed and implementation timeframes confirmed</li> </ul>	<b>IMPLEMENT</b> <ul style="list-style-type: none"> <li>Mandatory ABS for motorcycles</li> </ul>	<ul style="list-style-type: none"> <li>'Investigate mandatory ABS for motorcycles' was an action under <i>Safer Journeys</i></li> </ul>
<b>Lifting workplace road safety standards</b>	<ul style="list-style-type: none"> <li>Scope of guidance being confirmed</li> <li>Working with Food and Grocery Council to develop sector led pilot</li> </ul>	<ul style="list-style-type: none"> <li>Scope of guidance announced</li> <li>Sector led pilot funded and stood up</li> </ul>	<b>INTRODUCE</b> <ul style="list-style-type: none"> <li>Best practice guidance for different sectors</li> </ul> <b>SUPPORT</b> <ul style="list-style-type: none"> <li>Sector led initiatives to develop supply chain standards</li> </ul>	<ul style="list-style-type: none"> <li>Sector led initiatives are at an early stage</li> </ul>
<b>Drug driving</b>	<ul style="list-style-type: none"> <li>Cab approval to consult on issues</li> </ul>	<ul style="list-style-type: none"> <li>Confirmation of intention to introduce new regime, options costed</li> </ul>	<b>INTRODUCE</b> <ul style="list-style-type: none"> <li>New roadside drug driving regime</li> </ul>	<ul style="list-style-type: none"> <li>Challenges developing a specific option that meets all objectives</li> <li>Some regulatory changes required (proposed via Regulatory Systems Bill)</li> <li>See attached memo for scope risk considerations</li> </ul>
<b>Motorcycle safety</b>	<ul style="list-style-type: none"> <li>Package to be developed</li> </ul>	<ul style="list-style-type: none"> <li>Opportunities for additional or expanded actions identified and costed</li> </ul>	<b>IMPLEMENT</b> <ul style="list-style-type: none"> <li>Package of existing and expanded ACC-led motorcycle safety actions</li> </ul>	<ul style="list-style-type: none"> <li>Building on existing ACC initiatives</li> </ul>
<b>Accessible streets</b>	<ul style="list-style-type: none"> <li>Most proposals developed, [REDACTED]</li> </ul> <p style="text-align: right; color: red;">confidentiality of advice</p>	<ul style="list-style-type: none"> <li>Consultation on package agreed by Cabinet</li> </ul>	<b>IMPLEMENT</b> <ul style="list-style-type: none"> <li>Package of rule changes to promote safety and accessibility</li> </ul>	<ul style="list-style-type: none"> <li>See attached memo for scope risk considerations</li> </ul>
<b>Penalties review</b>	<ul style="list-style-type: none"> <li>Principles for penalties under development</li> </ul>	<ul style="list-style-type: none"> <li>Principles consulted on for inclusion in Regulatory Systems Bill, specific changes to penalties not finalised</li> </ul>	<b>APPLY</b> <ul style="list-style-type: none"> <li>A new framework for transport penalties and remedies</li> </ul>	<ul style="list-style-type: none"> <li>Implementation contingent on Regulatory Systems Bill being introduced</li> </ul>
<b>Supporting initiatives</b>	<p><i>These are either existing initiatives or initiatives that need to be developed and costed e.g.:</i></p> <ul style="list-style-type: none"> <li>Police enforcement</li> <li>Education</li> <li>Data, research and modelling</li> <li>Support for local initiatives</li> <li>Strengthen whole-of-Govt leadership &amp; co-ordination</li> </ul>	<ul style="list-style-type: none"> <li><i>Indicative actions identified with initial costings where relevant.</i></li> </ul>	<b>DELIVER</b> <ul style="list-style-type: none"> <li>Package of enforcement and education initiatives</li> <li>Package of research and data actions, including further modelling of long-term safety outcomes.</li> </ul> <b>INVESTIGATE</b> <ul style="list-style-type: none"> <li>Ways Government can support local initiatives and bolster knowledge sharing</li> <li>Ways to strengthen whole-of-Govt leadership and co-ordination on road safety</li> </ul>	