

## Further information on revised Road Safety Strategy approach

<b>Reason for this briefing</b>	Provides further information requested by Ministers Twyford and Genter on the revised Road Safety Strategy approach.
<b>Action required</b>	Discuss the contents of this briefing with officials on Monday 4 March 2019.
<b>Deadline</b>	Briefing due on 1 March 2019, for discussion with officials on 4 March 2019.
<b>Reason for deadline</b>	Deadline set by Ministers.

### Contact for telephone discussion (if required)

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

### MINISTER'S COMMENTS:

privacy

<b>Date:</b>	28 February 2019	<b>Briefing number:</b>	OC190159
<b>Attention:</b>	Hon Julie Anne Genter CC: Hon Phil Twyford	<b>Security level:</b>	Sensitive

### 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>Withdrawn</i>    | <input type="checkbox"/> <i>Not seen by Minister</i> | <input type="checkbox"/> <i>Overtaken by events</i> |

## **Purpose of report**

1. This briefing provides the information you requested on 20 February 2019 regarding the revised approach for the Road Safety Strategy. Specifically, it attaches:
  - 1.1. one-pagers on the proposed action plan interventions (**Appendix One**)
  - 1.2. a communication plan (**Appendix Two**)
  - 1.3. a previous briefing provided to you on the 6 December 2018 [OC181050 refers] which contains more detailed information on the speed management programme (**Appendix Three**).
2. It also provides advice on the development of the strategy and first action plan, and seeks high-level direction on the structure and narrative to enable us to progress the drafting of these documents.

## **Context**

**At the Ministerial Advisory Group meeting on 11 February 2019, you requested that the Road Safety Strategy and initial action plan be delivered on a faster timeline.**

3. We discussed a streamlined approach and process with Ministers at the officials' meeting on 18 February 2019.
4. The streamlined approach, and its implications on other work programmes, was set out in a briefing [OC190149 refers] on 19 February 2019.

**On 20 February 2019, you requested further truncating the overarching approach.**

5. Key elements of your requested changes include:
  - 5.1. removing the four week public consultation period on the draft strategy and action plan
  - 5.2. targeting engagement at affected and expert stakeholders, and limiting this engagement to potentially contentious policies in the action plan
  - 5.3. refocusing engagement resource on developing and delivering a strong communications plan ahead of the release of the strategy and action plan.

**You asked for additional information on the proposed set of initial actions.**

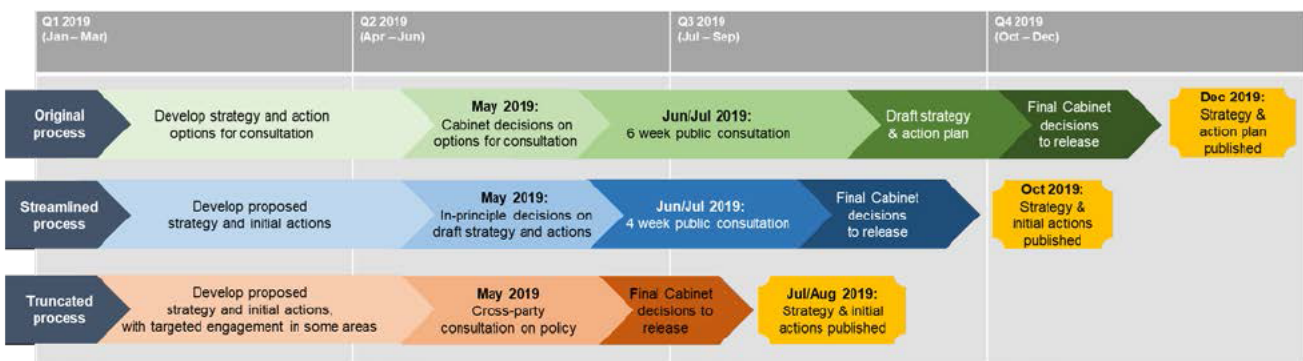
6. Specifically, you asked us to:
  - 6.1. provide additional information on the proposed initial set of actions (i.e. one-pagers summarising scope and proposed tasks under each)
  - 6.2. clarify whether the *Tackling Unsafe Speed* programme will include changes to speed limits outside of schools, and whether improvements to infrastructure standards and guidelines will be included as an initial action.
7. This information is set out in *Appendix One* (with more detailed information on the *Tackling Unsafe Speeds* programme attached in *Appendix Three*). We note that the proposed set of initial actions are in various levels of development, and that the final recommended content of the action plan may change between now and Cabinet decisions in July 2019. We are also engaging with other agencies on possible further actions for inclusion.

**You also asked for our draft communications plan.**

8. Our draft communications plan is set out in *Appendix Two*. It aims to build greater understanding of the road safety problem among New Zealanders to support more meaningful conversations about how to reduce road trauma (using existing resource and considering the appropriate roles of the Ministry and partner agencies). The plan outlines an approach to:
  - 8.1. leverage existing opportunities, such as large campaigns already underway by the NZ Transport Agency (NZTA)
  - 8.2. create new targeted opportunities with media, social media and a possible campaign
  - 8.3. rally our friends and stakeholders to encourage them to share stories and perspectives.

**Advice**

**Your suggestions for truncating the process could bring forward finalisation of the strategy and initial set of actions by several months.**



9. Your suggested truncated approach removes the four week public consultation (and Cabinet process for approval to consult) on the strategy and initial action plan, and allocates some additional time for Ministerial cross-party consultation ahead of Cabinet. This means we would seek Cabinet agreement on the substantive content of the strategy and initial actions in June 2019. This would bring forward public release of these documents from December 2019 (under the original approach) or October 2019 (under the proposed streamlined approach), to July/August 2019.
10. As set out in the diagram below, the truncated approach impacts on the content and framing of key documents. Notably, we would be releasing the strategy and initial set of actions as final, rather than as content for consultation.

TRUNCATED APPROACH:	STREAMLINED APPROACH:	ORIGINAL APPROACH:
<p>Release final documents (with targeted engagement on some action plan initiatives)</p> <ul style="list-style-type: none"> <li>• No public consultation on strategy and limited consultation on select set of action plan initiatives</li> <li>• Release documents as final</li> <li>• Actions limited to initial actions - framing of actions will depend on how advanced they are by mid-2019</li> </ul>	<p>Single consultation document presenting key content of draft strategy and action plan</p> <ul style="list-style-type: none"> <li>• Clear proposals and positions on the content on the strategy</li> <li>• Supporting explanation and questions included</li> <li>• Initial actions proposed for each priority area, along with potential future actions</li> </ul>	<p>Open discussion document containing options for strategy and action plan</p> <ul style="list-style-type: none"> <li>• Testing views on options for level of ambition and on potential priority areas</li> <li>• Testing a range of potential actions</li> </ul>

***Some initial actions will still require their own consultation processes.***

11. Even if we do not consult on the overarching strategy or action plan, Cabinet has agreed to publicly consult on some initial actions. Cabinet has agreed to publicly consult on:
  - 11.1. *Enhanced drug driving testing*. Cabinet has agreed to consult on key issues [DEV-19-MIN-0010 refers]. Consultation is intended to begin in March/April 2019.
  - 11.2. *Mandatory ABS for motorcycles* (rule change to mandate anti-lock braking systems for motorcycles). Cabinet has agreed to consult on the rule change [DEV-19-MIN-0002 refers]. Consultation is intended to begin in February 2019.
12. Other actions may have flow-on legislative implications subsequent to finalisation of the strategy and action plan. For example, if the Government agrees to implement the *Tackling Unsafe Speeds* programme and announces this through the action plan, any components requiring legislative and/or rule changes will require wider consultation either through the Select Committee process or rule setting process.

***There are significant risks with taking a truncated approach.***

*Lack of public consultation*

13. Removing public consultation on the strategy and action plan is contrary to good practice guidelines and has high reputational and implementation risks. This is because:
  - 13.1. It is a significant change from what was agreed to by Cabinet in 2018 [DEV-18-MIN-0025 refers] and what has been communicated to the public and stakeholders (including what has been published on our website in responses to public correspondence on the strategy). This exposes the process and content of the strategy and action plan to criticism, and could undermine the goodwill and relationships built with key stakeholders. Many of these stakeholders will be critical to the successful delivery of the strategy and actions, and will have a powerful role as either critics or allies of the strategy to the public. This risk is especially high among local government, who tend to be heavily invested in this area and who were informed at Minister Genter's April 2018 summit, and in subsequent forums, that they would be engaged throughout the process.
  - 13.2. Even allowing for a strong communications campaign to explain the rationale for the approach, removing the opportunity for public input may also reduce public acceptance and buy-in to strategy. Lack of sufficient public buy-in was a key criticism of the current strategy *Safer Journeys*.
  - 13.3. Failure to consult may result in valuable perspectives and information being overlooked and also risks unintended consequences. While the reference groups were set up to include a diversity of perspectives, they do not represent the full range of interested stakeholders in the sector or the community. For example, we had planned to undertake further targeted engagement with Māori, disabled persons, and rural groups as part of the next stages of engagement on the strategy. In our preliminary engagement, we had set an expectation that there would be further opportunities for input from these groups (including through public consultation).
14. If you wish to proceed with this approach, we recommend partially mitigating the above risks with the stakeholders most likely to have expected on-going consultation. This includes reconnecting with reference group members and local government stakeholders, who have contributed significant efforts to the process to date. This could include:

- 14.1. a letter from the Minister thanking for their input to date, advising them of the new approach, and of the opportunities for them to engage with specific interventions at later date
- 14.2. potentially inviting reference group members to a single meeting ahead of the strategy launch to reflect what we have heard from them and explain how that has been considered in the strategy and initial set of actions.

*Communications prior to release of the strategy and action plan*

15. You have also asked for us to undertake communications on the strategy ahead of release. This will need to be carefully managed to ensure the approach does not impinge upon the principles of political neutrality (as set out under the Cabinet Manual, and guidance issued by State Services Commission). Depending on the scope and content of the communications proposed, the Ministry could be perceived to be taking a political position on an issue that had not yet been officially endorsed by Government via Cabinet (rather than implementing or delivering on a clear Government decision).
16. The Ministry would also need to take care to maintain its role as provider of impartial, expert advice and avoid crossing in to NZTA's role as provider of land transport safety and sustainability information and education.
17. These risks could be mitigated by a plan of joined-up communications, shared between the Ministry, NZTA, the Minister's office and other road safety partners to deliver on project objectives. A proposal for this approach is provided in *Appendix Two*.

*Policy quality*

18. The truncated process significantly limits the ability for officials to deliver robust policy advice. The full range of issues identified through the reference group process cannot be examined given these time constraints, and the restricted engagement approach will limit our ability to test and refine the content of the strategy and initial action plan. There will also be more limited scope for modelling and impact analysis.

***If you wish to proceed with the truncated approach, we would like to seek in-principle agreement on the key components and narrative structure of the strategy and initial actions.***

19. Our proposed frameworks are set out in the tables below.
20. If you are happy with the proposed approach and narrative, we can provide you with a preliminary working draft of the strategy for initial feedback in the week ending 8 March 2019.

**Table 1: Road Safety Strategy**

Component	Proposed content	Proposed narrative/key messages
<b>Background and context</b>	<p>Present case for change</p> <ul style="list-style-type: none"> <li>Why road safety is important</li> <li>Description of status quo and the costs/impacts – including costs</li> <li>Benefits of investing in road safety and linkages with other transport outcomes</li> <li>Why a shift in thinking – from individual error to Safe System to a need for a more ambitious vision to drive change</li> </ul>	<ul style="list-style-type: none"> <li>New Zealanders travel on our roads every day</li> <li>Last year, 379 people were killed on our roads, the highest number of road deaths since 2009.</li> <li>We do not have to accept this. We can and should do better</li> <li>We need a safe system which recognises crashes are inevitable but deaths and serious injuries are not.</li> <li>In cases where we have successfully adopted this approach, it has proved to save lives on our roads.</li> <li><b>We now have the opportunity to do more and to go further.</b></li> <li>The new Road Safety Strategy will chart a bold new course for the next decade, and drive meaningful reductions in deaths in serious injuries on NZ roads.</li> </ul>
<b>Vision</b>	<p>Present vision statement</p> <p>Link to Vision Zero (including background, context, and examples of other countries)</p>	<ul style="list-style-type: none"> <li><b>Our vision is a New Zealand where no one is killed or seriously injured in road crashes.</b></li> <li>Our vision is centred on the fundamental principle that no loss of life on the roads is acceptable or inevitable.</li> <li><b>It is based on Vision Zero</b> – a global movement that has seen significant decreases in road trauma in places like Sweden, New York and Victoria.</li> <li><b>Our 2020-2030 strategy is a step towards achieving this vision.</b></li> </ul>
<b>Principles</b>	<p>Present principles</p> <ul style="list-style-type: none"> <li>Brief explanation of each principle</li> <li>Provide examples of what the principle looks like in practice</li> </ul>	<ul style="list-style-type: none"> <li>Clear and transparent guiding principles are integral to how we design the network and how we make road safety decisions.</li> <li><b>Underpinning our vision are five guiding principles which build on the Safe System principles.</b> These guiding principles are integral to how we design the network and how we make road safety decisions.</li> <li><b>The principles are:</b> <ul style="list-style-type: none"> <li>All parts of the road system are designed and operated to accommodate human fallibility and fragility.</li> <li>Improving road safety is everyone's responsibility.</li> <li>Road safety measures are grounded in evidence and evaluated.</li> <li>Road safety decisions take into account the particular functions of different roads and streets.</li> <li>Safety is a critical decision-making priority.</li> </ul> </li> </ul>
<b>2030 outcomes and measures</b>	<p>Present overarching 2030 targets and measures.</p>	<p>TBA. This could be presented as an <b>overarching DSI target and/or targets for outputs or sub-outcomes.</b></p> <p>Any targets should be informed by analysis of required levels of investment and other changes.</p> <p>[Note: the Intervention Logic Model (ILM) trauma tool to provide key input on the overall reduction in DSI possible for different levels of investment. Modelling work currently in progress.]</p>
<b>Priority areas</b>	<p>For each priority:</p> <ul style="list-style-type: none"> <li>Why is this area important?</li> <li>Where outcome do we want in this area by 2030?</li> <li>What broad directions do we want to go in? (i.e. signalling directions over the 10 year period)</li> <li>How will we measure success?</li> </ul>	<ul style="list-style-type: none"> <li><b>The priority areas are:</b> <ul style="list-style-type: none"> <li>Infrastructure and speed</li> <li>Vehicle safety</li> <li>Workplace</li> <li>Road user behaviour</li> <li>System management</li> </ul> </li> <li>[Structure content for each area as proposed.]</li> </ul>

**Table 2: Initial actions**

Component	Proposed content
<b>Introduction</b>	<p>Link to the strategy (and its core components)</p> <p>Summarise purpose and key content of the initial actions</p>
<b>Contribution to 2030 outcomes</b>	<p>Set out how the initial actions will contribute to the 2030 outcomes (both in terms of anticipated DSI reduction and broader outcomes).</p>
<b>Initiatives</b>	<p>For each initiative:</p> <ul style="list-style-type: none"> <li>Description of initiative</li> <li>Key objectives</li> <li>Gap it will address</li> <li>Intended outcomes</li> <li>Success measures</li> </ul>



## Recommendations

21. We recommend that you:

(a) EITHER

**Agree** to proceed with the truncated approach, which would:

- remove the four week public consultation period on the draft strategy and action plan and the Cabinet processes associated with the release of a consultation document
- target engagement at affected and expert stakeholders, and limit this engagement to potentially contentious policies proposed for the initial action plan

Yes/No

Yes/No

OR

**Agree** to proceed with the streamlined approach [OC190149 refers], which would retain the four week public consultation period on the key content of the draft strategy and action plan.

*If you choose to proceed with the truncated approach:*

(b) **Confirm** that, based on the truncated approach, you would expect to release the strategy and action plan in July/August 2019

Yes/No

(c) **Agree in-principle** to the proposed content, structure and key narrative for the strategy and initial set of actions (outlined in Tables 1 and 2)

Yes/No

AND

**Note** we can provide you with a preliminary working draft of the strategy in the week ending 8 March 2019 for your initial feedback based on the proposed narrative and structure

(d) **Note** that some initial actions will still require targeted engagement or their own consultation processes

Noted

(e) **Note** that the truncated approach has significant risks for achieving the critical public and stakeholder buy-in needed for a fundamental shift in thinking on road safety

Noted

(f) **Agree** to mitigate these risks by re-connecting with reference group members and local government stakeholders

Yes/No

AND

**Note** we will liaise with your offices on the details for how we will do this.

Brent Johnston  
**Manager, Mobility and Safety**

***MINISTER'S SIGNATURE:***

***DATE:***



## Appendix One: One-pagers on key action plan interventions

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As set out in an earlier briefing [OC190149 refers], a number of immediate interventions are proposed as an initial set of actions. These include:

- *Infrastructure and speed*
  - A new approach to tackling unsafe speeds
  - Invest in safety treatments and infrastructure improvements
  - Review infrastructure standards and guidelines
- *Vehicles*
  - Raise safety standards for vehicles entering the fleet
  - Implement mandatory ABS for motorcycles
- *Workplace*
  - Support best practice for work-related driving
  - Strengthen the regulation of commercial transport services
- *User behaviour*
  - Enhance drug driver testing
  - Support motorcycle safety
  - Enhance safety and accessibility of footpaths (Accessible Streets)
  - A new approach to road policing investment
- *System management*
  - Elevate road safety in decision-making frameworks
  - Strengthen system leadership, support and co-ordination

The following one-pagers summarises:

- the scope of the initiative
- rationale for inclusion in action plan
- how developed will the initiative be in the initial action plan
- how developed the initiative is at present
- what work is required to develop this initiative
- whether consultation is mandated or recommended (minimum vs. optimal)
- key project milestones
- key project risks.

We note that these initiatives are in various levels of development, and that the final recommended content of the action plan may change between now and Cabinet decisions in July 2019. We are also engaging with other agencies on possible further actions for inclusion. For example, we are planning a workshop with Ministry of Health and key stakeholders on how the strategy should address post-crash response, which may identify actions in that area that should be highlighted. There could also be an action to accelerate the exit of less safe high emitting vehicles from the in-service fleet.

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

<b>Scope</b>	<p>This initiative proposes a new approach to speed management. The new approach includes three main components:</p> <ul style="list-style-type: none"> <li>• implementing a new regulatory framework for speed management and setting speed limits, which includes requiring RCAs to develop speed management plans</li> <li>• implementing a new approach to the safety camera network</li> <li>• transitioning to lower speeds in urban areas and around schools.</li> </ul>
<b>Rationale for inclusion</b>	<p>Speed management changes can be progressed relatively quickly at a considerably lower cost compared to other road safety interventions, such as infrastructural changes and changes to the vehicle fleet. Tackling unsafe speeds has also been a dominant focus in other jurisdictions that have made significant road safety gains in recent years.</p>
<b>Status</b>	<p>To date, the Minister has broadly agreed with the Ministry's proposed new speed management approach. The approach reflects feedback received from the Road Safety Strategy Speed Reference Group.</p> <p>By mid-June 2019, it is expected that the Tackling Unsafe Speeds initiative will be with Cabinet for its approval. The Ministry still needs to undertake targeted engagement with certain councils and key stakeholders to seek their feedback on the proposed approach. This is critical to ensure the policy is workable.</p>
<b>Key project milestones</b>	<ul style="list-style-type: none"> <li>• March 2019 – The Ministry will have undertaken targeted consultation with certain councils key stakeholders to seek feedback on the proposed approach.</li> <li>• Late March/early April 2019 – a cost-benefit analysis will be carried out to confirm the value of the initiative.</li> <li>• April 2019 – we expect ministerial and cross-party consultation to occur.</li> <li>• Mid-June 2019 – we expect to be in a position to lodge the Cabinet paper and seek agreement on the new approach.</li> <li>• Second half of 2019 – new approach announced through strategy and action plan</li> <li>• 2019/2020 – process to implement the new approach begins. Some components will require new legislation and/or rule changes.</li> </ul>
<b>Likely action in initial action plan</b>	<p>Announce</p> <ul style="list-style-type: none"> <li>• new regional and national approach to setting speed limits</li> <li>• changes to speed limits around schools and urban areas</li> <li>• changes to safety camera approach.</li> </ul>
<b>Consultation</b>	<p>Ministers have decided consultation on the proposed policy and approach will be limited to engagement with councils and partner agencies. We expect to have undertaken targeted engagement by mid-March 2019. If the approach is agreed to and announced through the strategy and action plan, any components requiring legislative and/or rule changes will require wider consultation either through the Select Committee process or rule setting process.</p>
<b>Risks</b>	<p>Tackling unsafe speeds is a difficult and often highly controversial issue. There is often a highly emotive reaction from the public to moves from government or enforcement authorities to reduce speed on the roads.</p> <p>There is a risk that by not undertaking public consultation on the policy intent and approach, we might not achieve a good level of public 'buy in' on the proposed changes.</p> <p>The timeframes outlined above assume that no major changes to the proposed approach occur as a result of targeted consultation.</p>

### ***Invest in safety treatments and infrastructure improvements***

<b>Scope</b>	Scalable options for investment in safety infrastructure under the next NLTP, reflecting the level of investment required to deliver on the targets in the strategy.
<b>Rationale for inclusion</b>	Significant investments in the safety of our roads and roadsides will be required to deliver on the aspiration set in the strategy. The Action Plan is an opportunity to signal the likely level of investment under the next NLTP, noting that the exact amount of investment will depend on the final targets, how ambitious the government would like to be on other interventions (particular speed changes), and the other priorities set in the next GPS.
<b>Status</b>	We are currently working with NZTA to scope the likely level of investment required, informed by analysis using the Intervention Logic Model (ILM) to inform the overall targets for the strategy.
<b>Key project milestones</b>	April 2019: Initial modelling through the ILM to inform targets and outcomes complete, including different levels of infrastructure investment.
<b>Likely action in initial action plan</b>	Announce that the Government will support the delivery of a package of significant infrastructure safety investments through the next GPS.
<b>Consultation</b>	No consultation is proposed.
<b>Risks</b>	<p>The scale of the required infrastructure package will depend on the overall level of ambition set in the strategy, which is in turn dependant on the completion of modelling through the ILM.</p> <p>The new timing for the Strategy and Action Plan will mean that any decisions on future safety infrastructure investments would need to be made separately from the overall process for developing the next GPS, with limited information on trade-offs between priorities. The Government is also limited in the extent to which it can commit NZTA to particular investment decisions through the GPS.</p>

## Review infrastructure standards and guidelines

<b>Scope</b>	Review the application and content of standards and guidelines for planning, design, construction and maintenance of land transport infrastructure. [REDACTED]
<b>Rationale for inclusion</b>	Good standards and guidelines are essential for a Safe System. They encourage consistent safe practice in planning, designing, constructing and maintaining infrastructure for all modes. Concerns were raised during the stakeholder reference group meetings that current standards and guidelines may not be fit for purpose, including that they lack an overarching framework to address multi-modal safety, are not fully integrated with land use planning, and do not incentivise innovation and trials.
<b>Status</b>	NZTA is currently preparing advice for Minister Genter on how standards and guidelines are implemented through NLTP processes. <b>confidentiality of advice</b> [REDACTED] NZTA is currently in the process of scoping and planning a broader review of standards and guidelines. The initiative is its relatively early stages.
<b>Key project milestones</b>	Late March 2019: NZTA report to Minister Genter on how guidance and standards are implemented. A broader review of standards and guidelines would consist of two phases: <ul style="list-style-type: none"> <li>• Stage 1: Develop an assessment framework to evaluate current standards and guidelines (~3 months).</li> <li>• Stage 2: Undertake review of standards and guidelines, including case studies of how they are being applied (~6-9 months).</li> </ul>
<b>Likely action in initial action plan</b>	Improvements to the application of standards and guidelines, including through the NPS, and a broader review of existing standards and guidelines.
<b>Consultation</b>	Targeted engagement with Road Controlling Authorities before any outcomes of the review are implemented.
<b>Risks</b>	Lack of stakeholder buy-in

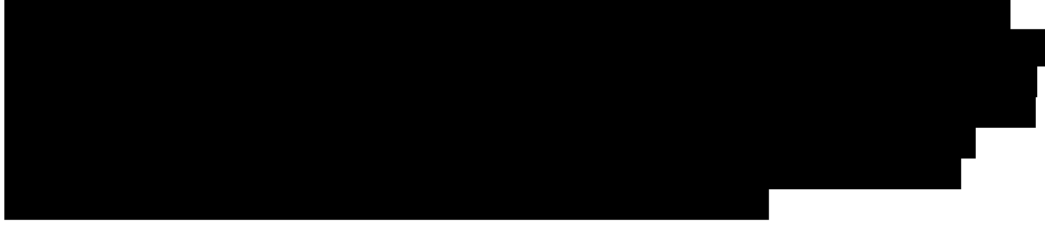

## **Raise safety standards for vehicles entering the fleet**

<b>Scope</b>	This initiative proposes development of a package of new safety standards for vehicles entering the fleet.
<b>Rationale for inclusion</b>	<p>A vehicle's ability to prevent a crash or protect its occupants is a key determinant of the outcome of any crash. The design of the vehicle, its structural integrity, and the safety features or technology included in the vehicle can lessen the risk to its occupants if a crash occurs (passive safety features), or in some cases, prevent a crash occurring (active safety features).</p> <p>There are three broad points at which the Government can and does influence the composition of the New Zealand vehicle fleet. These are at entry, in service and at exit. All vehicles entering the fleet must meet specified vehicle standards at time of entry, including locally assembled and modified vehicles. Setting higher standards at entry is seen as the most cost effective point for government to intervene to improve vehicle safety. This is because retrofitting safety technology to existing vehicles can be cost prohibitive, and we do not have sufficient evidence of why vehicle owners choose to scrap vehicles.</p>
<b>Status</b>	<p>This project is in a preliminary scoping phase. Research is being commissioned to answer three main questions:</p> <ul style="list-style-type: none"> <li>• How do we measure the safety of vehicles and what vehicles can be considered safe?</li> <li>• Which standard is the best approach to ensure we are getting these vehicles (mandating standards or restrictions based on a vehicle safety rating/star rating)?</li> <li>• What will be the impact on vehicle supply, including on consumer choice?</li> </ul> <p>This research will include an investigation of options for vehicle standards, a cost benefit analysis of the selected options, and a social impact analysis to assess the impact that any restrictions on vehicle supply will have on New Zealanders.</p>
<b>Key project milestones</b>	<p>March 2019: Analysis commissioned on additional vehicle safety standards.</p> <p>May 2019: Options developed for Ministers' consideration.</p>
<b>Likely action in initial action plan</b>	Finalise package of new safety standards for vehicles entering the fleet.
<b>Consultation</b>	We expect to undertake targeted consultation with key sector stakeholders and experts in developing options for vehicle standards. Any rule changes resulting from a new policy approach will require public consultation.
<b>Risks</b>	<ul style="list-style-type: none"> <li>• The identification and analysis of new vehicle standards is highly complex and requires a level of analysis that is still being scoped. As such, the timeline identified above remains highly uncertain.</li> <li>• The key risks of any decision to improve the safety of the vehicle fleet is around the social and economic costs. This cost will primarily be caused by mandating standards to the used car market, which makes up approximately half the vehicles entering the fleet each year.</li> <li>• The other concern is that the average age of used passenger vehicles entering the New Zealand fleet varies between seven and ten years. This means it is difficult to mandate technologies without a similar lag time, without potentially affecting New Zealanders' access to affordable vehicles.</li> </ul>

## **Implement mandatory ABS for motorcycles**

<b>Scope</b>	The initiative would mandate the fitting of anti-lock braking system (ABS) on motorcycles over 125cc or a simpler system known as a combined braking system (CBS) on smaller motorcycles.
<b>Rationale for inclusion</b>	Motorcyclists are disproportionately represented in annual road safety statistics. An extensive body of international research confirms that ABS is very effective in reducing motorcycle crashes. The collective evidence indicates that ABS has the potential to reduce motorcycle injuries by around 30 percent. No other motorcycle related technology is available that can deliver such large gains in rider safety.
<b>Status</b>	<p>This initiative is well developed.</p> <p>We have completed informal consultation with motorcycle suppliers. A RIS has also been developed. Cabinet has agreed to publicly consult on the draft Rule. Following public consultation, NZTA will complete a submission analysis outlining the feedback from the public.</p> <p>The Rule will be finalised in mid-May with a briefing outlining any changes post-consultation in June 2019. The Minister is due to sign the Rule in August 2019.</p>
<b>Key project milestones</b>	<ul style="list-style-type: none"> <li>• March 2019 – draft rule released for public consultation (five weeks)</li> <li>• April 2019 – consultation closes</li> <li>• June 2019 – briefing to Minister with final changes following consultation</li> <li>• August 2019 – final Cabinet decisions, Minister signs rule</li> <li>• September 2019 – Rule gazetted</li> </ul>
<b>Likely action in initial action plan</b>	<p>Implement mandatory ABS for motorcycles.</p> <p><i>Note: we are proposing, as part of public consultation, that these requirements take place from 1 November 2019 for new motorcycles and for existing model new and used motorcycles from 1 November 2021. This will not include retrofitting ABS or CBS to existing motorcycles within the fleet.</i></p>
<b>Consultation</b>	Cabinet has agreed to public consultation on this initiative. The draft Rule will go out for public consultation in February 2019. As part of the consultation plan, we will be liaising with motorcycle groups and enthusiasts.
<b>Risks</b>	No major risks.

**Support best practice for work-related driving**

<b>Scope</b>	A package of initial measures to identify and support best practice for work-related driving in different sectors. We are currently working with WorkSafe and NZTA on support for a retail sector-led initiative, and on potential best practice guidance.
<b>Rationale for inclusion</b>	A significant proportion (approximately 25 percent) of road deaths involve someone driving for work. The Vehicles as a Workplace reference group identified significant opportunities to improve road safety outcomes by ensuring that road safety is treated as a critical health and safety issue throughout the supply chain, including by providing clear information about obligations and best practice. <i>obligation of confidence</i>
<b>Status</b>	 <p>We are also discussing the potential use of guidance or other information from WorkSafe and/or NZTA to improve the sector's understanding of both their existing legal obligations and on best practice approaches to managing road safety risks for different sectors and parts of the supply chain. This project is still being scoped, noting that there may be opportunities to build on recent guidance issued by health and safety and road transport regulators in Australia.</p>
<b>Key project milestones</b>	<ul style="list-style-type: none"> <li>• April 2019 – Confirmation of ACC/WorkSafe/NZTA funding for first phase of retail sector led initiative.</li> <li>• April 2019 – Advice to Ministers on opportunities for improved guidance or other information on work-related road safety.</li> </ul>
<b>Likely action in initial action plan</b>	<p>Introduce best practice guidance for different sectors</p> <p>Support a retail sector-led initiative to develop supply chain standards</p>
<b>Consultation</b>	 <p>Targeted engagement would be required to develop and test any best practice guidance or information from regulators.</p>
<b>Risks</b>	This project is at a relatively early stage of development, and scope and timeframes may shift as they are further developed (especially as the scale of potential safety and health benefits have not yet been assessed). Initiatives aim to address both road safety and health and safety at work issues and will need the support and buy-in of WorkSafe and MBIE.



**Strengthen the regulation of commercial transport services**

<b>Scope</b>	A review of the current regulatory settings applying to work-related driving, particularly freight and passenger services, with a focus on opportunities to improve fatigue management. This will include a review of log book and work time requirements as part of the 2019/20 rules programme as well as measures to improve coordination between WorkSafe and NZTA.
<b>Rationale for inclusion</b>	A significant proportion (approximately 25 percent) of road deaths involve someone driving for work. The Vehicles as a Workplace reference group raised significant concerns about fatigue and other risk factors and were supportive of measures to strengthen the regulatory regime for commercial transport operators
<b>Status</b>	<p>We are working with NZTA and WorkSafe to examine current regulatory arrangements for work-related driving [REDACTED]</p> <p style="text-align: center;"><b>confidentiality of advice</b></p> <p>Work time hours, and employment conditions more broadly, are also being considered as part of our work on public transport services and in light of the issues highlighted in Dr Clare Tedestedt George's research on the freight sector.</p> <p>Further discussions with WorkSafe and NZTA are required to confirm the scope and timeframes this action. Once these are confirmed the focus will be on testing the approach with key stakeholders to develop clear proposals for inclusion in the action plan.</p>
<b>Key project milestones</b>	<ul style="list-style-type: none"> <li>• April 2019 – Briefing to Ministers on relative roles and responsibilities of WorkSafe and NZTA, [REDACTED]</li> <li>• April 2019 – confirmation of scope of action plan initiative.</li> </ul>
<b>Likely action in initial action plan</b>	Investigate measures to strengthen the regulation of work-related driving, particularly commercial transport operators, with a focus on opportunities to improving fatigue management. This will include a review of work-time and log book requirements as part of the 2019/20 rules programme.
<b>Consultation</b>	Targeted consultation with key sector stakeholders recommended prior to confirming the scope and timeframes for the component projects.
<b>Risks</b>	This action is at a relatively early stage of development, and its scope and timeframes may shift as it is further developed. Initiatives aim to address both road safety and health and safety at work issues and will need the support and buy-in of WorkSafe and MBIE.

## **Enhance drug driver testing**

<b>Scope</b>	The initiative will identify additional measures to address drug driving and develop legislation to implement them.
<b>Rationale for inclusion</b>	<p>Research shows that a growing number of New Zealanders are driving after taking drugs that have the potential to impair driving, and more drivers are dying or being seriously injured on our roads with drugs in their system.</p> <p>Our current system for identifying drug-impaired drivers, based on a roadside behavioural test, is effective but provides limited general deterrence of drug driving - only 26 percent of drivers think they are likely to be caught drug driving, compared to 60 percent for drink driving.</p>
<b>Status</b>	<p>The initiative is progressing as agreed by Cabinet.</p> <p>Considerable research and analysis has been undertaken previously on drug-impaired driving, including the development of a continuum of options, a cost benefit analysis and a regulatory impact analysis.</p> <p>Cabinet has agreed to public consultation on possible approaches to address drug driving (to take place in March/April 2019). Policy options are scheduled to be presented to Cabinet in June 2019. Legislative change to follow.</p>
<b>Key project milestones</b>	<ul style="list-style-type: none"> <li>• March/April 2019 – Public consultation</li> <li>• Late May 2019 – Draft papers to Ministers</li> <li>• June 2019 – Cabinet decisions</li> <li>• September 2019 – Drafting instructions to Parliamentary Counsel.</li> </ul>
<b>Likely action in initial action plan</b>	Introduce new roadside drug driving regime
<b>Consultation</b>	Cabinet has agreed to public consultation on the issues (scheduled for a period of 6 weeks over March/April 2019). Consultation on final options will take place via the Select Committee process.
<b>Risks</b>	<p>Many aspects of policy development are well advanced, however, work to design and assess alternative resolution options is new and may not be fully developed by June 2019.</p> <p>Drug driving is a controversial topic and the issues are complex. There are likely to be diverging views amongst the public and within government about how to address the problem.</p>

## Support motorcycle safety

<b>Scope</b>	<p>A programme of motorcycle safety initiatives (led by ACC) which aim to reduce the incidence and severity of motorcycle injuries by targeting:</p> <ul style="list-style-type: none"> <li>• improving rider skills and handling</li> <li>• reducing the risks associated with human factors that cause or contribute to motorcycle injuries</li> <li>• promoting the use of safer vehicle technology on motorcycles</li> <li>• encouraging and incentivising the use of personal protective equipment</li> <li>• creating safer roads and roadsides for riders.</li> </ul>
<b>Rationale for inclusion</b>	<p>Motorcycles have a disproportion number of crashes and injury costs in comparison to the rest of the fleet. For example, they are only 2% of the fleet yet 20% more likely to be killed or severely injured in a crash, and make up 20% of fatal and serious injury claims in ACC's Motor Vehicle Account.</p>
<b>Status</b>	<p>Initiatives under three of the five themes identified above are already underway: improving rider skills, encouraging the use of protective gear, and creating safer roads and roadsides.</p> <p>ACC are in the planning stages of developing further initiatives for vehicle technology and have commissioned research into looking at the role human factors play in motorcycle crashes.</p> <p>We are also assessing the case for including an action to strengthen the motorcycle licensing regime, based on the results of the evaluation currently underway.</p>
<b>Key project milestones</b>	<p>To be scoped by ACC.</p> <p>Existing initiatives underway and will continue. Funding for expanded initiatives has been set aside. Further initiatives and associated project milestones are currently being scoped.</p>
<b>Likely action in initial action plan</b>	<p>Implement package of existing and expanded ACC-led motorcycle safety actions</p>
<b>Consultation</b>	<p>If licensing changes are made, there will be consultation on draft rules. Other changes would not require public consultation, but targeted engagement with motorcyclists recommended.</p>
<b>Risks</b>	<p>We have yet to commence substantive policy work on potential motorcycle licensing changes. Other components of the action are well advanced.</p>

**Enhance safety and accessibility of footpaths (Accessible Streets)**

<p><b>Scope</b></p>	<p>The Accessible Streets package is a set of regulatory proposals aiming to enhance the safety and accessibility of our footpaths. The package encourages active transport and supports the creation of more liveable, vibrant towns and cities. [REDACTED]</p> <ul style="list-style-type: none"> <li>■ [REDACTED]</li> <li>■ [REDACTED]</li> <li>■ [REDACTED]</li> <li>■ [REDACTED]</li> <li>■ [REDACTED]</li> <li>■ [REDACTED]</li> </ul> <p style="text-align: right; color: red;">confidentiality of advice</p>
<p><b>Rationale for inclusion</b></p>	<p>Accessible Streets aims to increase safety and accessibility on our footpaths through a number of proposals aimed to influence road user behaviour.</p> <p>The package aims to simplify and clarify rules around vulnerable users on our footpath, making it easier for people to follow the rules.</p>
<p><b>Status</b></p>	<p>This initiative is well-developed.</p> <p>Draft papers (including a Cabinet paper and regulatory impact assessment) are due with Ministers by the middle of March 2019. Rule drafting will begin following anticipated Cabinet decisions in April in 2019. By May 2019, the agreed rule changes will be in the drafting process.</p>
<p><b>Key project milestones</b></p>	<ul style="list-style-type: none"> <li>• March 2019 – Draft papers to Ministers</li> <li>• April 2019 – Cabinet decisions</li> <li>• May 2019 – Rule drafting</li> <li>• August 2019 – Consultation on rule changes</li> <li>• December 2019 – rule introduced</li> </ul>
<p><b>Likely action in initial action plan</b></p>	<p>Implement package of rule changes to promote safety and accessibility</p>
<p><b>Consultation</b></p>	<p>As this package requires rule changes, consultation on the draft rules is required. Consultation is proposed to begin in August 2019. This rule consultation will be led by the NZ Transport Agency and there is a minimum requirement of four weeks public consultation.</p>
<p><b>Risks</b></p>	<p>The timeframe assumes that Cabinet decisions are signed off in mid-April 2019. If this does not occur there would be a minimum two week delay, due to timing of the next Cabinet Committee.</p> <p>The package is likely to be contentious. Almost all parts of the package will draw out different stakeholder views. There is a possibility that we may need to redraft some of the proposals post-consultation, which would push out the timeline.</p>

***A new approach to road policing investment***

<p><b>Scope</b></p>	<p>This initiative (led by the Road Safety Partnership) proposes a new investment approach to road policing. [REDACTED]</p> <ul style="list-style-type: none"> <li>■ [REDACTED]</li> <li>■ [REDACTED]</li> <li>■ [REDACTED]</li> </ul>
<p><b>Rationale for inclusion</b></p>	<p>The initiative supports the optimal investment in road policing, and enables the most effective deployment of an all-of-policing approach to road safety.</p>
<p><b>Status</b></p>	<p>[REDACTED]</p> <p>[REDACTED]</p> <ul style="list-style-type: none"> <li>■ [REDACTED]</li> </ul>
<p><b>Key project milestones</b></p>	<ul style="list-style-type: none"> <li>■ [REDACTED]</li> <li>■ [REDACTED]</li> <li>■ [REDACTED]</li> </ul>
<p><b>Likely action in initial action plan</b></p>	<p>[REDACTED]</p> <ul style="list-style-type: none"> <li>■ [REDACTED]</li> </ul>
<p><b>Consultation</b></p>	<p>[REDACTED]</p>
<p><b>Risks</b></p>	<p>[REDACTED]</p> <p>[REDACTED]</p>

confidentiality of advice

### ***Elevate road safety in decision-making frameworks***

<b>Scope</b>	Review the National Land Transport Programme (NLTP) investment decision-making framework and recommend changes to better recognise safety outcomes.
<b>Rationale for inclusion</b>	At the implementation stage, most NLTP investment decisions are based on project level approaches. The economic evaluation particularly involves the assessment of incremental changes in monetised benefits and costs across multiple outcomes. The current investment decision making framework and its application at the project level approach and the relative monetisation between outcomes can be an impediment to the delivery of strategic intent.
<b>Status</b>	<p>A broader review of the NZTA Investment Decision Making Framework has been scoped and discussed at senior leadership level between the Ministry of Transport, the Treasury, NZTA and LGNZ. The review has yet to be fully resourced and started.</p> <p>An update of the relative values for the value of statistical life and value of time is being scoped and has agreement in principle funding from the NZTA (through the research programme). Recommended changes to the framework will be identified over the coming months.</p>
<b>Key project milestones</b>	<ul style="list-style-type: none"> <li>• March 2019 – Gap analysis to identify if the issues lie with monetisation, methodology or application</li> <li>• April 2019 – identify viable options and implications, preliminary assessment</li> <li>• May 2019 – recommend preferred option (including any required mitigation, rapid assessment)</li> <li>• June 2019 – detail design of preferred option and detailed assessment.</li> </ul>
<b>Likely action in initial action plan</b>	Introduce and implement revised decision-making framework.
<b>Consultation</b>	No public consultation required. Engagement planned with the NZTA board (that own the decision making framework) in May 2019.
<b>Risks</b>	<p>Updated valuation of the statistical value of life will take 18 to 24 months and has yet to be started.</p> <p>Review of the NZTA Investment Decision Making Framework has not yet been fully resourced.</p> <p>Some key stakeholders may disagree with the move away from a project level cost benefit analysis framework.</p>

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

<b>Scope</b>	<p>This package is a set of policy initiatives designed to:</p> <ul style="list-style-type: none"> <li>• strengthen data and evidence gathering (including specific actions to fill existing data gaps, such as work-related road deaths and serious injuries)</li> <li>• ongoing work to improve our modelling and forecasting (including longer term Vision Zero modelling)</li> <li>• improve monitoring and evaluation (including by developing a stronger outcomes framework)</li> <li>• strengthen leadership and co-ordination across Government (including by strengthening the operation of the National Road Safety Committee)</li> <li>• investigate how we build sector capacity and capability (including by improving how we share road safety information and best practice)</li> <li>• explore how Government can better support local initiatives.</li> </ul>
<b>Rationale for inclusion</b>	<p>Evidence from other jurisdictions where a Vision Zero approach has had a significant impact on reducing levels of road-related DSI highlights the importance of coordinated and effective leadership across government agencies. It also highlights the need for a strong commitment to gather, analyse, utilise, and share reliable data to understand traffic safety issues and prioritise resources efficiently. Systemic changes in this area will underpin the delivery of other action plan initiatives.</p> <p>Evaluation of <i>Safer Journeys</i>, along with feedback garnered during the reference group process also emphasised the importance of a co-ordinated, whole-of-Government approach to achieving a significant reduction in road-related DSI.</p>
<b>Status</b>	<p>Parts of this package are well-developed while others are at a relatively early stage of development.</p>
<b>Key project milestones</b>	<p>To be scoped as a complete package.</p>
<b>Likely action in initial action plan</b>	<p>Deliver a package of data and monitoring actions.</p> <p>Investigate and/or introduce other actions to support sector capability and capacity, and improve information sharing and best practice.</p>
<b>Consultation</b>	<p>Targeted engagement with key local stakeholders relating to understanding their needs and how central government can best support them.</p>
<b>Risks</b>	<p>Parts of this package is at a relatively early stage of development, and scope and timeframes may shift as they are further developed.</p>







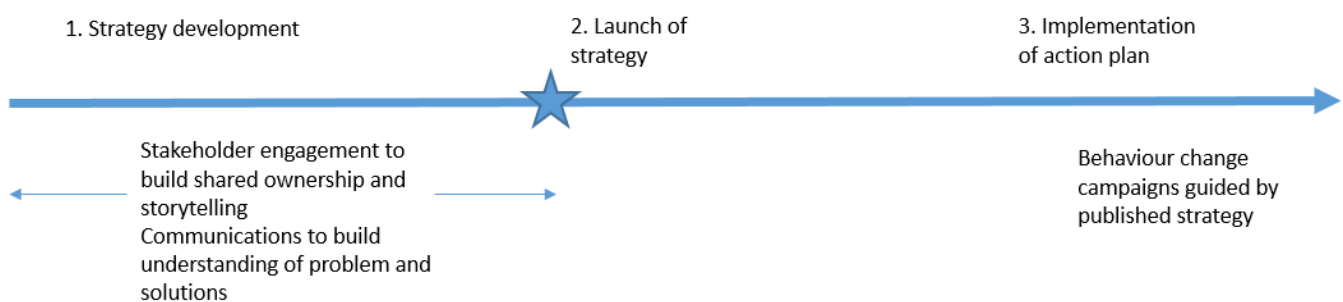
# PROJECT COMMUNICATIONS PLAN

The government has tasked the Ministry of Transport, NZTA, and partners with creating a new road safety strategy and action plan that will deliver significant and sustained improvements in road safety over the next 10 years. With road deaths and serious injuries continuing to increase, the Government is proposing an ambitious new approach to reducing this harm.

We know this work is critically important, and delivery of these road safety ambitions will be dependant on broad public and stakeholder support. However, we also face some communications challenges, including: a level of belief that serious road crashes are inevitable and that personal risk is low (lack of buy-in to the problem); resistance to any real or perceived personal inconvenience re. travel times, car parks, economic impacts etc.; a widespread focus in the role of driver behaviour in the road safety problem with little awareness of the many factors at play. In short, the issue of road safety is already widely discussed in public and private, and opinions are well-formed. They are challenges that have been grappled with by the road safety community for a number of years.

How can we reframe the conversation as we develop the strategy to build greater understanding of the road safety problem and support more meaningful community conversations about how to reduce the harm on New Zealand roads?

In considering this question, it is important to delineate between the task of delivering communications to influence behaviour, which is likely an element of the action plan (and a focus of work by NZTA and Police for many years), and delivering communications to build greater understanding of the road safety issues and the rationale for the new approach. This is illustrated in the diagram below.



This plan outlines an approach and messaging for the project that uses available resource to deliver communications to support meaningful conversations about road safety as we work to develop and launch the new strategy. It aims to acknowledge existing concerns, correct misconceptions, and bring our audience with us through a strong call to action to join us in a commitment to reduce road trauma. It should be read alongside the accompanying engagement plan.

## COMMUNICATIONS OBJECTIVES

Our key communications objective is to

Build **greater understanding of the road safety problem** to support more meaningful conversations about how to reduce deaths and serious injuries on New Zealand roads.

This is underpinned by the following objectives

- Demonstrate the **Government's commitment to improving road safety** in New Zealand
- Increase understanding of the role of **all elements in a safe road system**, and the value of safety interventions proposed in the strategy
- Deliver clarity on **what Vision Zero is** and isn't, and what it would mean for New Zealand

## CONTEXT

This important national conversation about road safety will be taking place in the current context.

- The issue of road safety is widely-discussed in public and private, with opinions strongly held. The majority of road safety media stories are reactive and report on what is known at the time of crash – usually focusing on road user behavior with little reference to wider systemic factors.

*Response*

- *Work to rebalance the conversation with more proactive stories that shift the conversation*

- NZTA has a large work programme already planned and underway to engage with New Zealanders about road safety, to positively influence driver behavior, and to build support for safety treatments and speed management initiatives. Projects underway in the next few months include:
  - Safe Network Programme campaign (large scale advertising and education / engagement)
  - Safe vehicles campaign
  - Targeted campaigns for seatbelts etc.

This means there is a large amount of public-facing communications already planned in the road safety space over the next few months. In an already saturated safety communications environment, people can feel inundated with safety messages and potentially turn off in the noise.

*Response:*

- *A key element of our plan will be to leverage these existing opportunities rather than only creating new ones.*

- Auckland Transport have already started a public conversation around Vision Zero with a broad reach.

*Response*

- *There is good opportunity to build on this conversation and align where appropriate, reflect on their activity and learn from what they are doing.*

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## WHAT WE KNOW ABOUT EXISTING PUBLIC PERCEPTIONS

- New Zealanders care about road safety, and NZTA research found improving road safety ranked in the top five issues for most communities. However there is a recent history of community resistance to road safety interventions due to real or perceived personal inconvenience. This resistance has tended to receive more public attention than the success stories.

### *Response*

- *Build greater awareness of the issues around road safety, note the impact beyond statistics and humanise the problem*
  - *Find common ground ('common values / common cause') with sector groups and agree what can be agreed e.g. no one wants people to die on our roads*
  - *Rebalance the conversation with more proactive stories about successful safety interventions*
- A strongly-held belief that bad drivers are the main / only cause of the road safety problem. Furthermore, many people consider themselves to be good / better than average drivers and engage in "othering" – blaming young drivers, tourists, older people, etc, - both as the causes of crashes and the people most often impacted by them, rather than acknowledging we all have a role to play and anyone can be hurt

### *Response*

- *Continue to acknowledge the role of good driving and good choices as an important part of the safe system*
  - *Focus on fallibility, e.g. "even good drivers make mistakes"*
- There is some community perception that serious road crashes are inevitable (60% of New Zealanders do not agree that road deaths are avoidable) and personal risk is low / acceptable, which risks a lack of buy-in to the problem / solution

### *Response*

- *Humanise the trauma, road crash victims are 'people like us' and have families like ours, half those harmed did not contribute to the crash etc.*
  - *Build on the natural Kiwi competitiveness (especially with Australia) Point to comparable overseas successes to demonstrate that this level of risk is not inevitable*
- Research shows that although conversations about speed can be polarising, many people will acknowledge that New Zealand's roads are challenging and can be risky to drive on. They do not like to be told how to drive, but are open to the idea that good drivers need to take care to 'read the road'

### *Response*

- *Discuss the impact of challenging roads on road safety, the need for all of us to adapt how we drive, and what interventions we provide*
- Focus groups show people want to feel involved in safety solutions. They want to be asked to help and expected to take responsibility rather than having something done to them.

### *Response*

- *Reflect in the call to action e.g. "we need to work together / help each other to reduce this trauma"*

- The road safety sector is rich in data, which can be either difficult to connect with. The numbers of people killed and injured can just become numbers without any context

*Response*

- *Focus on telling stories with connections to people wherever possible*

## RISKS AND RESPONSES

### COMMUNICATIONS RISKS

- Confusion or cynicism about Vision Zero e.g. that it is an unreachable target or that it will result in ridiculous outcomes

*Response:*

- *develop internal clarity about what Vision Zero is and what it would mean, share that story with stakeholders and partners, back pocket answers to address concerns (see Appendix)*

- Concerns over mobility implications of speed or infrastructure changes, rejection of proposed safety interventions and/or strategic approach as impediments to drivers' rights, as creating equity issues, or disadvantaging regions or groups (e.g. rural communities, pedestrians etc.)

*Response:*

- *build greater awareness of the issues around road safety, demonstrate the interplay between road safety as a foundation for all transport outcomes, humanise and contextualise harm, anticipate concerns and prepare responses*

- Risk discussing issue will focus on what hasn't been done / isn't being done. Criticism the government isn't moving far and fast enough e.g. perceived back down on safety, inconsistent application of vision zero in cycle ways etc.

- *Mitigation: emphasise agreement that it's not good enough and we need to do better, a strong story of what is being done and commitment to additional actions,*

- Criticism of a Vision Zero focus on road safety over other social issues or economic benefits. Risk of comparison between road trauma and other health related issues e.g. youth suicide

*Response*

- *Contextualise the wider harm; impact on whole country, point to overseas success note successes in aviation, Workplace Health and Safety. Acknowledge other issues*

- Risk of over communicating, no interest from media, no pick up

*Response*

- *Use owned channels too e.g. social media, and call on many voices through partners and other sector groups*

### PROJECT RISKS

- A large task and a small team: insufficient resourcing to meet communications and engagement expectations.

*Response*

- *clarity of scope and approach, leverage networks, share tasks*



- Inconsistent or conflicting storytelling by road safety partners and advocates / commentators undermines project.  
*Response*
  - *clear co-ordination through the road safety communicators group*
  - *connect to advocates and commentators to provide information and influence*
- Need to maintain the Ministry of Transport's role as a provider of impartial expert policy advice and take care to avoid role creep into influencing / behaviour change  
*Response*
  - *Share tasks between MoT, NZTA and Minister's Office to ensure appropriate role in communications approach*
  - *Build on the good work already underway by AT*

## AUDIENCES

A stakeholder interest / influence matrix is provided as Appendix Two, and a full list is being maintained to track our contact and inputs.

The below table outlines key audiences for this communications plan, including what we're aiming to achieve with our engagements with each of them.

Audience group	Current concerns	Response
<b>Governance</b>		
Minister, Cabinet, MAG, NRSC, NRSMB,	Assurance of proper process and robust	<ul style="list-style-type: none"> <li>• Keep updated through usual channels</li> </ul>
<b>Government partners</b>		
NZTA	Close partners in road safety strategy Busy existing work (and communications) programme underway	<ul style="list-style-type: none"> <li>• Collaborate to create shared messages and use across all communications</li> <li>• Feed in to existing calendar of events</li> </ul>
Police	Strong remit on driver behaviour and penalties	<ul style="list-style-type: none"> <li>• Shared / aligned messages</li> </ul>
Health	Interest in 5 <sup>th</sup> pillar and its boundaries May have an interest in how road safety is prioritised alongside other public health issues.	<ul style="list-style-type: none"> <li>• Context of impact of road safety across many sectors, not just deaths but injuries too.</li> </ul>
ACC	Has strong financial interest in improving road safety Currently not connected to land transport fund	<ul style="list-style-type: none"> <li>• Keep updated</li> </ul>
Worksafe	Clarity of interplay between workplace strategy and road safety	<ul style="list-style-type: none"> <li>• Work closely through Workplace workstream</li> <li>• Keep updated</li> </ul>
<b>Local Government</b>		
Councils, Politicians, Road Transport Committees, LGNZ, Trafanz,	Strong interest in the strategy, interested in implications for funding Potentially powerful advocates	<ul style="list-style-type: none"> <li>• Keep updated</li> <li>• Share materials to support communications</li> </ul>
<b>Road safety sector</b>		
Regional road safety working group, AA, RTF, Bike action, SASTA	Universal agreement with need to improve road safety, but differing opinion on approach	<ul style="list-style-type: none"> <li>• Identify common ground</li> <li>• Share materials</li> </ul>



		<ul style="list-style-type: none"> <li>• Encourage their engagement</li> </ul>
<b>Special interest groups</b>		
Vulnerable road users, Maori, children and women, elderly, disability sector	Have interest in road safety, especially footpaths, and provide clear rationales for the human need for safer system	<ul style="list-style-type: none"> <li>• Keep updated</li> <li>• Encourage storytelling</li> </ul>
<b>New Zealand public</b>	Varied views	<ul style="list-style-type: none"> <li>• Reach through media and social media.</li> <li>• Additional segmentation and channels through social media and campaign</li> </ul>

## STRATEGIC RESPONSE:

Our communications approach aims to broaden the road safety conversation with stories and messages that acknowledge existing perceptions and concerns while building appreciation for the need to change and the rationale for a whole-of-system approach. In an area that is rich in numbers and data (that is sometimes competing / conflicting), we will focus on telling stories to bring people with us.

The desired outcome is that our audiences feel engaged in the issues and well-informed to have more meaningful conversations about how to reduce deaths and serious injuries on New Zealand roads.

We will do this within an already busy work programme by:

- Connecting the pieces – all communications and activity linked to the road safety big picture; consistent, compelling messaging in all communications by road safety partners
- Prioritising high-impact opportunities focussed clearly on our objectives
- Many voices: leverage national, regional and community relationships and networks to share stories and perspectives to build community engagement.

The campaign proposes an approach that will provide a steady stream of storytelling over the next few months through media, social media, and partner outreach.

## IMPLEMENTATION

A strong media and social media campaign to share stories, with work shared across Ministry of Transport, NZTA, the Minister's office and Police, where relevant.



### 1. Connect existing projects

<b>Ensure we are connecting all existing road safety communications opportunities to the bigger picture to support our objectives</b>	
Safe Network Programme campaign	NZTA
AT Vision Zero conversations	MoT, NZTA, Minister
Other NZTA, Police and MoT campaigns	MoT, NZTA, Police
Connect all BAU comms to messaging	MoT, NZTA, Police

### 2. Create new opportunities

<b>Create new opportunities that will have maximum impact with limited resources</b>	
<p>Media campaign (see Appendix)</p> <ul style="list-style-type: none"> <li>• Programme of journalist briefings</li> <li>• Proactive stories: news hooks, opinion leaders, ‘celebs’, experts, trusted commentator – crash survivor, regional road safety reps, international expert</li> <li>• Op Eds by Minister and senior officials</li> <li>• Regional stories</li> </ul>	All
<p>Broad social media campaign to share story territories and build understanding of road safety problem (see Appendix)</p> <ul style="list-style-type: none"> <li>• Repurpose existing collateral e.g. better conversations on road risk videos etc.</li> <li>• Myth busting</li> <li>• Animated video</li> <li>• Other stories</li> </ul>	All

Broad public campaign to communicate the rationale for strategy and action plan <ul style="list-style-type: none"> <li>Under consideration pending funding. Objectives to be defined</li> </ul>	TBC
Launch event for strategy	MoT / Minister
<b>Create new collateral</b>	
Myth busting sheets and Q&A	MoT and NZTA
Materials to explain Vision Zero – on website, and shared with partners to provide clarity and make it easy to discuss	MoT
Animated video to introduce strategy – “we can do better”	MoT

Other options, would require external resourcing

- Regional road safety campaign (like Auckland Transport car key campaign) – through external agency.
- A broad package of materials beyond what is listed above, similar to NZTA’s Changing the Conversation on Road Risk, to share with local government and officials (road safety co-ordinators, councils, mayors) to support regional storytelling.

**3. Many voices telling stories**

<b>Use our networks and support story telling.</b>	
Communicate to Reference Group members and Local Government (letter from Minister?), updating them on the process and informing them of what next. <ul style="list-style-type: none"> <li>Consider inviting to a single meeting ahead of launch to brief on strategy and opportunities for future engagement on interventions</li> </ul>	MoT / Minister
Invite stakeholder and community groups to engage in the conversation: <ul style="list-style-type: none"> <li>letter to road safety partner groups explaining our objectives, inviting them to help us build more understanding of the road safety context through op eds / articles / other conversations</li> <li>Provide materials (press releases, one pagers, myth busting) for local government and interested groups to share with their networks</li> </ul>	MoT
Use planned stakeholder engagements to deliver call to action to share messaging and ambition	All
Deliver road safety story and messages through the MoT local government roadshow in April	MoT

Other options, to be discussed

- Host an information session for MPs, providing collateral to help them to answer questions from their constituents about road safety

## DELIVERABLES

This table proposes project deliverables, to be discussed and agreed.

Deliverable	By strategy launch
Media	6 proactive stories, 4 op eds
Social media	1 x road safety message / week each (MoT, Minister, NZTA)
Agreed messaging sent to comms partners	
Reference Group and Local Government Summit attendees updated	
Letter and materials sent to stakeholders	Mythbusting Q&A Vision Zero fact sheet

## MESSAGES

Throughout the process, it will be important to promote consistent messages from all our partners. This section proposes three key storytelling territories that aim to broaden current road safety stories and perceptions to a more whole-of-system approach.

### THIS NOT THIS

This table outlines ways we might reframe the conversation

From this...	To this
Drivers need to take more responsibility	People make mistakes from time to time, we need to stop simple mistakes turning into tragedies.
Drive safely messages	[Drive safely message] because anyone can make a mistake. NZ roads are challenging and the consequences of small errors can be fatal
Conversations that position cars vs. bicycles vs. pedestrians	Everyone should have the right to get to their destination safely, and we need to make our roads, cycleways and footpaths safer for everyone.\
Discussion about specific road safety intervention in isolation	Discussion about how the intervention fits in the safe system, discussion about how it improves the safety of the people who use it.

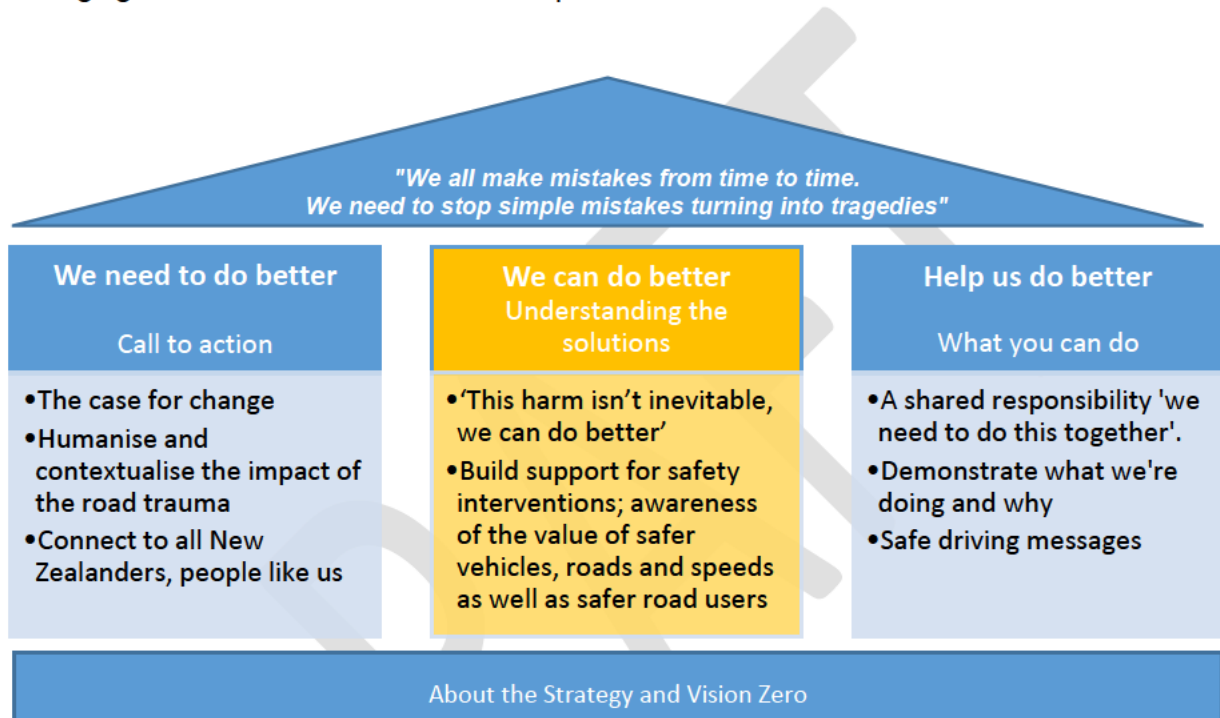
### THREE KEY STORY TELLING TERRITORIES

We propose to engage with the public through three key storytelling territories, with the central (orange) territory being a key focus.

With driver fallibility as our core message, we aim to

- Counter a perception that we can solve the problem with a singular focus on risk-taking drivers
- Build a rationale for other safe system interventions
- Shift away from user blame to a collective responsibility approach
- Provide our audience with something they can do – stay focused, drive to survive, while also building an expectation for safer roads, vehicles and speeds.
- Provide our partners whose role is to deliver driver-related messages with a framework to provide some safe system messaging too.

This messaging can be tested and refined as required.



*"We all make mistakes from time to time.  
We need to stop simple mistakes turning into tragedies"*

#### **Call to action: We need to do better**

- On average one person is killed every day and another is injured every hour. It is horrific.
- Half the people killed and harmed on our roads did not contribute to the crash – they’re passengers, pedestrians, on bicycles, or drivers who have been hit by others.
- New Zealanders have a right to expect to arrive safely in their daily journeys.
- If we continue as we are, 4,000 people will have lost their lives from a road crash in the next 10 years. If our road system were even as safe as Australia’s, 1,500 of those lives will be saved.
- The ripple effects of these hundreds of deaths and thousands of injuries are traumatic for whānau, friends, communities, as well as colleagues, workplaces and our whole country.
- It is not good enough and we need to do better.

#### **Understanding the solutions: We can do better**

- Everyone makes mistakes, we need to stop these mistakes turning into tragedies



- We all need to make good choices and follow the rules. No one expects to crash, but anyone can make a mistake.
- Traditional approaches to road safety have focussed on improving driver behaviour. This is really important, but we now know it won't fix the problem entirely.
- Our roads are challenging and the consequences of small errors can be fatal. We need to make our roads safer.
- We need to improve the safety of our vehicles, our roads and our speeds, so that simple mistakes don't turn into tragedies. We need a safe road system.
- We are aiming for a safe system which recognises crashes are inevitable but deaths and serious injuries are not. It is not acceptable for people to be seriously harmed when using the transport system for their everyday activities.
- We've seen countries overseas make big improvements in road safety through this approach. We know what we need to do

### **What you can do – Help us do better**

- Help us make our roads safer
- We are working on an ambitious new road safety strategy to redefine how we tackle this complex problem. We know we need to do something differently.
- We all have a role to play in road safety. Just as drivers need to make good decisions, the people designing and improving our roads need to make good decisions as well.
- We urge everyone to drive in a way that acknowledges that people make mistakes (add road safety message)

### **About the strategy**

- The Ministry of Transport and partners are working on an ambitious new road safety strategy to redefine how we tackle this complex problem.
- Officials are reviewing every part of the road safety system to propose an ambitious new approach to reduce harm.
- We are considering a Vision Zero approach, an ambition that no one should be killed or seriously injured on our roads. How ambitious shall we be? We want to know what you think

### **Vision Zero**

- Vision Zero is a world-leading approach that says nobody should be killed or seriously injured on our roads, and road trauma is not inevitable (we can do better).
- It places safety as a key priority of transport decisions.
- It was introduced in Sweden in 1997, and since then has delivered significant road safety improvements in cities and countries across the world

APPENDIX ONE : STAKEHOLDER MAPPING CHART

free and frank





## APPENDIX TWO: MEDIA STORY BANK

This table begins to draft a story bank of ideas to build on as we go, in collaboration with Ministers' office and NZTA

To note: this is intended as preliminary ideas, which we would work through and prioritise

Timing	Media	Story	Responsibility
Feb	Stuff / NZ Herald	Op Ed – on the need for more ambition in road safety	MoT
March	Special interest media	Press release / story about safe system and why we're creating a new strategy	MoT
March / April	Key transport reporters	Programme of journalist coffee / briefings on road safety and safe system	MoT / NZTA
March		Op Ed – comparison with Australia, why we need to aim higher	MoT
March		Pitch story, update on road safety activity, what's happened first quarter, what have we been doing?	MoT
April		Op Ed – the complexity of the road safety problem (and the safe system solution) (Brent / Kirstie)	MoT
April		Pitch story – first responder point of view	
April	Regional media	Interviews with MoT officials about safe system and road safety strategy	MoT
March / April	Radio NZ Kathryn Ryan Radio NZ Jesse	Interviews with overseas experts about how to do better – and that it's possible	NZTA / MoT
March - June		Commission opinion pieces: <ul style="list-style-type: none"> <li>• Business Leaders HSSE Forum – importance of road safety for the economy</li> <li>• Disabled Persons' Coalition – alternative viewpoint from vulnerable users.</li> <li>• Brake</li> <li>• Simon Wilson</li> </ul>	MoT
	AA Directions	Story about vision zero and discussion of the safe system	
June	All	Launch	All

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## APPENDIX THREE: APPROACH TO SOCIAL MEDIA PLANNING

We propose to work closely with NZTA to create a calendar of social media material that will cover the key elements of our story and the elements of the safe system. Aiming for a post a week, with boosted content to maximise reach.

The calendar would be mapped against the story telling territories to ensure a planned mix of messages and build the broad understanding that we seek to achieve. The balance of stories to be decided, but a proposed structure below:



The plan will need to reflect the roles of each organisation and objectives of their existing social media channels (e.g. Ministry as independent expert information), but by working together, we can plan and share each others' posts to maximise reach.

We can also boost posts and target particular audiences to meet objectives, and listen and evolve as we go, based on engagement.

We would also share our approach with other road safety partners (Police, AT, Minister) and invite them to share posts or post their own stories within the same territories to contribute to the messaging.

### Next steps:

1. Agree approach with NZTA
2. Create calendar of stories across the territories – aim for one a week
3. Discuss segments and targeted promotions
4. Share with partners, identify social media influencers with link to road safety

**DRAFT**

This section is a work in progress, with some of the answers still to be signed off by Ministry subject matter experts. It is provided here as an indication of the sort of Q&A bank that we propose gathering as our communications activity progresses.

**GENERAL**

**Why is road safety a priority?**

On average one person is killed every day and another is injured every hour. The ripple effects of these hundreds of deaths and thousands of injuries are traumatic for whānau, friends, communities and our nation.

No one should lose their life or be seriously injured while travelling on our roads, footpaths or cycle ways, New Zealanders have a right to expect to arrive safely in their daily journeys.

We know we can do better.

**What is a vulnerable road user?**

A vulnerable road user is anyone not in a vehicle. People walking, people on motorised two-wheelers (motorcycles, mopeds and light mopeds) and people cycling are referred to as vulnerable road users because of their 'unprotected' state.

**We can't prevent traffic crashes, this harm is inevitable**

Even good drivers make mistakes, so crashes will always happen even if everyone complies with the road rules.

Although it's true that we can't prevent all crashes, we can prevent the serious harm caused by crashes through safer road design, safer vehicles and safer speeds. Other countries that have adopted the safe system along with an ambitious vision have delivered continuous improvements in reducing serious harm on their roads over the last 20 years.

**VISION ZERO**

**What is Vision Zero?**

Vision Zero is a world-leading approach that says nobody should be killed or seriously injured on our roads. Originating in Sweden, but adopted in countries across the world, it refers to a societal commitment to work towards zero harm on the road.

This Government is committed to improving road safety, and we're considering a Vision Zero approach as part of that. This Government feels very strongly that no loss of life is acceptable. No other industry accepts hundreds of people dying each year as normal. No person I know thinks losing a loved one in a crash is an acceptable price to pay for living in a modern society.

And in the conversations we've had to date, we've heard almost universal support for getting more ambitious. Some local authorities have adopted a zero road death approach already.

**What is the difference between a Vision Zero framework and the Safer Journeys strategy?**

The Safer Journeys strategy was developed using the 'safe system approach'. This approach accepts that people make mistakes and crashes will happen, and that we need to build a safe road system to protect people from death or serious injury when they do crash. It stresses that those designing road systems and those using them must share the responsibility for creating a system whereby accidents do not result in death or serious injury.

Vision Zero is a philosophy and a commitment. It is usually grounded in a safe system approach.

### **Does Vision Zero mean zero deaths?**

Vision Zero is an approach that says nobody should be killed or seriously injured on our roads, so it is an ambition for zero deaths.

Many countries who have adopted this approach have chosen to set a zero target for the future (for example 2050) but there is mixed opinion about the merits of this.

Ministry of Transport officials are currently considering a Vision Zero approach for New Zealand, and this includes considering whether this should be a zero target.

### **Will you set measurable targets and outcomes?**

Yes, we have always said we need a clear measures to hold ourselves to account.

### **You've said you're committed to safety, how is your approach to [e-scooters / no helmets / other issue] consistent with a Vision Zero approach?**

Safety is absolutely a priority to this Government. We're very clear that while safety is a foundation to transport, but doesn't have to get in the way of other objectives like mobility and convenience. We know having a safer road network can support health and environmental outcomes too as people feel safer to get on bikes, or walk, or scoot, which is good for everybody.

But we're committed to an evidence based approach in everything we do in this space. That's why we're keeping a close eye on the trials and instructing officials to monitor evidence and overseas experiences before we make any decisions.

### **A target of zero is ridiculous, it's an impossible thing to achieve.**

Vision Zero is an approach that says nobody should be killed or seriously injured on our roads and many countries who have adopted this approach have chosen to consider zero as a target for the future.

Some countries have chosen to set zero as a specific target. We have always said we need a clear vision and measures to hold ourselves to account. We will be seeking stakeholder and public input into how far we go with this during the consultation phase.

### **This approach is more about anti- car zealotry than concerns for road safety**

No, this is about "anti-people being killed and seriously injured" zealotry. We want safety to be a priority for every transport decision, but we're also ensuring people can continue to travel where they need to go – but safely.



I invite you to find me anyone willing to trade the life of a son or daughter or their mum, for the sake of driving 10km faster down a stretch of road everyday / other safety intervention.

**The purpose of transport should be to keep people moving.**

Yes, but you have to be alive to move, and 380 people last year lost that privilege.

**If we want to save lives, we need to crack down on idiot drivers [other group], rather than inconveniencing the majority of law abiding, safe driving New Zealanders**

We agree we need to continue to work to support good road user choices and reduce risk taking behaviour, but it's bigger than that. Overseas data shows that only about 3 in 10 serious crashes are caused by deliberate violations or risk-taking, the rest are simple errors of judgement.

People make mistakes – even good, safe drivers. We need to stop those simple mistakes from becoming tragedies.

**If the government is committed to vision zero, why are you not doing four lane state highways / zero alcohol etc.?**

We're taking an evidence based approach and prioritising actions that we know will have the greatest impact.

## **PROCESS**

**How will you be consulting on the strategy from now on?**

The team are currently working on the development of the strategy and action plan. Having already undertaken significant engagement on the strategic approach over the last six months, we have made a decision to focus our future engagement efforts on elements of the action plan. This will allow us to properly consider the implications of our proposed strategic approach and what interventions we can commit to over the next ten years.

The final strategy and action plan will be published towards the middle of this year.

**How much is this proposed approach going to cost?**

TBC

**Are you backing down on timeframes for what you'll achieve?**

No. We've always said this work will take many years to meaningfully reduce road deaths. Sweden introduced Vision Zero 20 years ago, and it has been hugely successful and their rates of trauma are nearly a quarter of ours. But it has taken years. There is no quick fix in this work.

**What's the process from now on?**

Ministry of Transport officials are currently working on the development of the Strategy and Action Plan.

Having already undertaken significant engagement on the strategic approach over the last six months, our plan is to now focus future engagement efforts on elements of the action plan. This will allow us to properly consider the implications of our proposed strategic approach and what interventions we can commit to over the next ten years.

The final Strategy and Action Plan will be published towards the middle of this year.

### **Does this mean you'll no longer be undertaking public consultation?**

Yes. Having already engaged across the sector on the strategic approach and priorities, our plan is to now focus engagement efforts on seeking expert input into the interventions where we most need feedback.

## **SPEED**

### **What are you going to do about speed?**

The Government is in the process of developing a new approach to speed management to support improvements in road safety. This new approach will likely encompass aspects such as how speed limits are set, speed limits in areas where there are high numbers of active mode users interacting with motorised traffic, and the safety camera network. The Ministry of Transport will be discussing the proposed approach with key stakeholders over the next month.

### **The Minister has been briefed by officials that the system for issuing speeding fines is not as fair as alternative methods. Is she going to do anything about it?**

The new road safety strategy provides us with an opportunity to consider the most effective way to encourage drivers to drive at safe and legal speeds. One approach adopted by some countries, such as Sweden is to employ more speed cameras but to alert drivers to their presence. The evidence suggests that this has been successful at encouraging drivers to drive at appropriate speeds – which is, of course, the ultimate purpose of speed enforcement measures.

I expect recommendations on this sort of issue to be made as part of the road safety strategy and action plan.

### **Slower speeds are going to reduce my travel times**

Not necessarily. Research has shown driving at a speed appropriate for the road is likely to only result in a very small increase in travel time. Other factors, such as lights, traffic, and intersections have a much greater effect on travel time.

Trips reducing the maximum speed from 100km/h to 80km/h on a 10km length of road showed travel time increases ranged from 30 to 48 seconds. For local trips reducing the maximum speed from 50km/h to 40km/h showed travel time increases ranged from 11 to 42 seconds difference.

If the maximum speed limit around a typical town is 50km/h, your average journey speed is between 26km/h and 33 km/h. Safe and appropriate speeds actually result in significant fuel savings.

Mean travel speeds rarely reach 100km/h on open roads or 50km/h on urban roads, due to factors like congestion and intersections

### **Speed isn't a problem, bad drivers are.**

Even the most skilled drivers make mistakes, and most drivers understand New Zealand's roads can be challenging. Good speed management gives drivers the cues they need to judge the safe and appropriate speed for the road they're on. And safer infrastructure ensures that when people do make mistakes, they are protected from serious injury or death.

### **Reducing speed limits is revenue gathering for the Police.**

Police do not retain any of the money from infringements; the money goes to the Government. Collection of infringements comes at a much more significant cost to issue notices including police time and energy. Police would be delighted not to have to issue any infringements, as this would show everyone was driving safely and not putting themselves or others at risk. This would see deaths and serious injuries on our roads significantly reduced. Police would happily not collect any revenue if it meant people drove at safe, suitable speeds for the conditions.

**It's not people going slightly over the speed limit who are the problem. It's the extreme speeders.**

It is true that extreme speeds are significantly more dangerous. For example the risk of a fatality at an impact speed of 120km/h is roughly double the chances at 100km/h.

But even a slight increase in speed greatly increases your risk as you have less time to brake or avoid a collision and your impact speed is still going to be higher. In urban areas, the chances of a pedestrian being killed or seriously injured roughly doubles between 40km/h and 50km/h.

About 90% of fatal and serious crashes happen at speeds less than 10% over the posted speed limit.

**Speed limits in NZ are low compared to other countries already, so it's ridiculous to make them even lower.**

Our roads are unique. They are windy, hilly and often single lane. They can be challenging and demanding to drive, and the consequences of small errors can be fatal.

Many countries we compare ourselves with have a default speed limit on the open road that is lower than ours. It's only on high-class motorways in some of those countries that speed limits are higher.

We need to help drivers choose the right speed for the road. We also need to reduce the risk on the road by improving the roads or, in some instances, lowering speed limits.

## **DRIVER LICENCING**

**Is the Minister considering a review of licensing arrangements for overseas drivers? What could this involve?**

The Government is not actively considering changes to the driver licensing arrangements for overseas drivers. Evidence tells us that overseas drivers tend to crash for the same reasons as New Zealand drivers and that they are not over represented in the crash statistics.

The Visiting Drivers programme is continuing work to educate overseas drivers on New Zealand roading conditions and to make on the ground improvements to roads in key South Island tourism locations to improve the safety of all road users.

## **FOOTPATHS**

**What are you doing about safety of foot paths?**

The Ministry of Transport is working on an 'Accessible Streets' regulatory package to improve safety for footpath users and encourage active transport. As part of this, officials are considering what and how differently mobility devices, including e-scooters, can be used on footpaths and shared paths. We will be consulting on this package of rules in the next few months.



## **SAFER VEHICLES**

### **Modern cars are safer and better, so we don't need all these other measures**

If that is true, why did 380 people die last year, and the numbers keep climbing?

While modern cars have better safety equipment, NZ's fleet is relatively old. Half the cars on the road lack even basic safety features, like stability control or side airbags. Even the best technology won't stop another car crashing into you.

### **Not everyone can afford a car with five star safety ratings.**

There is not a direct correlation between a car's safety rating and its cost, and it is possible to buy 3+ star cars in the more affordable ranges. We know a large proportion of our fleet has a low star rating. You're 99% more likely to survive in a five star car than a one star car.

## **ROAD USER BEHAVIOUR**

### **Allowing for driver mistakes lets bad drivers off the hook**

This is not true. A safe system depends on all road users making good choices and following the rules and being alert. Road safety education, training and enforcement remain really important.

### **It's mostly young and inexperienced drivers that we need to worry about.**

While it's true that young drivers are over-represented in crash statistics, almost half of serious crashes involve a driver aged 35 or more.

The most common crash is by an average driver who makes an error of judgment. Bad drivers simply get noticed more, because they stand out by their behaviour.

### **We need to focus on improving driver training or higher penalties for breaking the road rules.**

Improving everyone's driving skills, and their ability to read the road, would have a positive impact on the speeds people travel and the harm done on our roads. But research shows that driver training only plays a small role in reducing crash risk for drivers of all ages and experience.

Similarly, penalties may incentivise some drivers, but they do not change everyone's behaviour. There will always be lawbreakers among us, no matter how harsh the punishment. Speed cameras and radar often catch otherwise safe motorists unawares. Heavier fines may create more angry drivers, not necessarily safer ones.

Even really well-trained drivers can make a mistake. Research shows that even if all road users followed the road rules all of the time, road deaths would only decrease by about 50% and serious injuries by 30%.

### **Slow drivers are the problem because people get frustrated and take unnecessary risks**

Last year, 380 people were killed on our roads. Travelling too fast for the conditions contributed to the cause of about a third of all fatal crashes. On the other hand, slow driving is not significantly implicated as a cause in our poor crash statistics.

### **It's overseas drivers that cause the problems because they don't know our rules and roads. Locals know the roads well.**



New Zealand drivers crash at a much higher rate than our visitors. About 6% of fatal and injury crashes involve an overseas driver, and not all overseas drivers involved in those crashes were at fault. Many of the countries that tourists come from have better engineered roads and more finely tuned speed limits than us. So they're quite often just driving at the safe and appropriate speed for the engineering of the road.

New Zealand drivers are used to driving faster on those roads as they are familiar through day-to-day journeys, but that doesn't mean that those speeds are safe for the roads. Mistakes happen to everyone, even well-seasoned locals, but a mistake shouldn't result in death or serious injury.

DRAFT



## Update on Tackling Unsafe Speeds programme

<b>Reason for this briefing</b>	To outline our proposed way forward on the Tackling Unsafe Speeds programme.
<b>Action required</b>	You are scheduled to discuss this paper with officials next Thursday 6 December.
<b>Deadline</b>	6 December 2016
<b>Reason for deadline</b>	You are scheduled to discuss this paper with officials next Thursday 6 December.

### Contact for telephone discussion (if required)

Name	Position	Telephone	First contact
Brent Johnston	Manager Mobility and Safety	[REDACTED]	✓
[REDACTED]	Senior Advisor	[REDACTED]	
[REDACTED]	Advisor	[REDACTED]	

### MINISTER'S COMMENTS:

privacy

<b>Date:</b>	4 December 2018	<b>Briefing number:</b>	OC181050
<b>Attention:</b>	Hon Julie Anne Genter	<b>Security level:</b>	In confidence

### Minister of Transport's office actions

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

## **Purpose of report**

1. This briefing proposes a strawman outline of a way forward on the Tackling Unsafe Speeds programme. We propose that you reset the outcomes for speed management, establish a new regulatory framework for setting of speed limits and adopt a new approach to safety cameras. Officials are due to discuss these proposals with you at a meeting on Thursday 6 December.

## **Executive Summary**

2. Officials have been progressing work on the Tackling Unsafe Speeds programme. As a key part of this work, the Ministry has tested potential options for changes on speed management with the Road Safety Strategy Speed Reference Group (the Reference Group).
3. Based on that work we propose that you:
  - 3.1. reset the outcomes and measures for speed management
  - 3.2. implement a new regulatory framework for speed management and setting speed limits, which includes requiring road controlling authorities (RCAs) to develop speed management plans
  - 3.3. implement a new approach to the safety camera network.

### *Resetting the outcomes and measures for speed management*

4. We propose that you reset the outcomes and measures for speed management, including establishing new:
  - 4.1. long-term outcomes and measures for RCAs to implement ambitious, measurable and justifiable speed management changes. This could form part of the new road safety strategy.
  - 4.2. short-term outcomes and measures for RCAs to implement speed management changes, [REDACTED] This could form part of the new road safety action plan.

### *New regulatory framework*

5. We also propose to develop a new regulatory framework to hold RCAs accountable for implementing these outcomes and measures. Under this framework, RCAs would be required to develop and consult on speed management plans for their regions. The regional plans should outline RCAs' long-term plans for how they will implement speed limit and engineering changes to achieve the Government's short and long-term outcomes for speed management. [REDACTED]
6. We propose that regional plans should be developed for local roads and approved by the NZ Transport Agency against a set of criteria under a revised Speed Management Rule. The NZ Transport Agency should also be required to develop a national plan for state highways that could consider how safety cameras are being placed across the network and what infrastructure investment is being made. This would support an integrated speed management approach.

7. Under this model, we recommend that the NZ Transport Agency's national plan be approved by a new National Speed Management Committee against a set of criteria outlined in the new regulatory framework for speed management. [REDACTED]

[REDACTED] This would ensure transparency and that the NZ Transport Agency is being held to account for implementing the Government's outcomes and measures for speed management across the network.

8. [REDACTED]

#### *New approach to the safety camera network*

9. We propose that you implement a new approach to the safety camera network that largely draws on the 'Swedish approach'. This would mean shifting from the current "anytime, anywhere" enforcement approach to a "no surprises, highly visible" education based approach.

free and frank

10. This approach aligns with a Vision Zero approach, where we recognise that the main problem is that on a large portion of the network, average travel speeds exceed the speed limit which the roads are designed for. [REDACTED] This approach assumes that road safety is an important priority for most road users. It also recognises that a lack of information or inattention is one of the reasons why some motorists exceed the speed limit.

11. [REDACTED]

#### **Officials have been progressing a range of work on the Tackling Unsafe Speeds programme**

12. Officials have been progressing work on options for encouraging speeds on our roads which are appropriate for the road, and which will reduce death and serious injury.
13. Officials initially began reviewing the Land Transport Rule: Setting of Speed Limits 2017 (the Rule), and the process for setting speed limits and the speed limits outside schools, retirement villages and hospitals, and in CBDs and town centres. However, through the speed reference groups and broader engagement with stakeholders and analysis, we found that bylaw changes alone would not have much impact. We have therefore broadened our analysis to include the entire framework for speed setting.
14. We are also considering making greater use of technology, such as red light cameras and average speed cameras (also know as point-to-point cameras). A range of work is being progressed in this area, including:
- 14.1. implementing trials of average speed cameras – announcements were made by Minister Nash and Minister Shaw on 5 November 2018 that trials of average speed cameras will commence in 2019 in the Waterview Tunnel and on the Auckland Southern Motorway.

- 14.2. implementing trials of safety camera signage – announcements were made by Minister Nash and Minister Shaw on 5 November 2018 that the NZ Transport Agency will trial two different warning signs that alert drivers before they enter high-risk zones where safe speed cameras are operating. The trial will start in December at eight sites around Auckland and will test whether the signs are effective at encouraging drivers to stay within the speed limit.
- 14.3. working with Auckland Transport (AT) on expanding its red light camera network.
- 14.4. the Road Safety Partnership Programme is establishing an automated compliance programme that will look at developing an expanded safety camera network in 18 months, and a replacement for the Police infringement processing system within three years.
- 15. Officials have also been undertaking policy work on the overall approach to safety cameras.
- 16. As part of the Reference Group process for the new road safety strategy, officials have been testing the views of stakeholders on speed management issues. This process ran from September to November 2018. You will receive a separate briefing on the overall outcomes of the reference group process.

#### **What are the problems with the speed setting process?**

- 17. Our work reviewing the Rule and the discussions with the Reference Group has confirmed there is mixed interpretation (and legal advice) around the approach and interaction of the bylaw process, speed management guide and local government legislation. This contributes to the inconsistent application of the speed limit setting process, including different interpretations of consultation/engagement requirements, and decision making processes.
- 18. However, it has also become clear this is not the only problem, and that addressing the bylaw issue alone will not address other problems with the speed-setting process. Some of these problems are set out below.
  - a) The current process does not effectively support regional collaboration and approaches. This is important because where roads cross between regional RCAs or with state highways, they need to be considered as a network to ensure consistency and safety (i.e. when reducing speed on one road, it is important to also consider the feeder roads to minimise safety risks). **free and frank**
  - b) The process is [REDACTED] and may over-represent a small but vocal minority. This raised questions about whether speed limit setting should be a Council political decision or a different type of decision-making function.
  - c) RCAs (including the NZ Transport Agency) have limited resources and capability to implement speed management changes. This issue is exacerbated by the complexity in the current regulatory requirements, including the consultation/engagement requirements. Overall this makes it makes it difficult for RCAs to make changes.
  - d) More support/guidance is needed around education and engagement approaches.
  - e) There is a lack of transparency and accountability around speed management plans and how they are being rolled out. This includes the NZ Transport Agency and what it is doing on its own network.
  - f) Questions were raised around whether the focus in the GPS on the 10% of highest risk roads is achievable over next three years given RCA resourcing and current regulatory requirements. Concerns were also raised that just focussing on high risk

roads limits RCAs from taking a whole-of-network approach to speed management changes i.e. where RCA's might want to review speed limits in an entire area and get speeds appropriate for those roads, rather than reviewing speed limits on individual roads.

- g) Poor engagement and consultation practice could result in a loss of public support. However, there is a need to achieve a balance between ensuring public engagement and also making appropriate progress. Current processes were believed to be cumbersome and could be more efficient.
- h) We need a conversation on speed management that is broader than just safety, for example, how speed management can support better access and liveable cities, as well as support healthier walking and cycling transport options.
- i) Better consideration is required on the interface between speed limit reductions, cameras and infrastructure changes. Often there is insufficient funding available to invest in signage and other infrastructure treatments to manage down operating speeds in line with the speed limit change. These investments support drivers and the community to adjust to and accept the speed limit changes.
- j) The Speed Management Guide was useful but some people thought it needed to be considered alongside local conditions and a broader network approach. There was also mixed use of the Speed Management Guide. Some of the features in the Guide are not well understood around:
  - Self-explaining roads – corridors where road users already travel at the safe and appropriate speed (usually due to the topography and nature of the road), but where the posted speed limit is out of alignment. These roads are much easier to make speed limit changes on, as drivers are already driving at a slower speed, so a lower limit is self-explaining to the road users, for example a narrow winding rural road. Drivers are not expected to reduce their speed to comply with a lower limit.
  - Travel speeds and graduated speed reductions –
    - The Speed Management Guide suggests that prior to considering and making speed limit reductions on a road, it is important that RCAs understand the actual travel speed of road users. This is useful in establishing how credible a new speed limit will be with the public. It is requirement of the Rule that RCAs aim to achieve mean travel speeds on a road within 10 percent of the posted speed limit. This is because speed limit reductions beyond this will likely lead to significant variability of travel speeds, which increases the risk of collisions occurring.
    - In these cases, graduated reductions of 10 km/h could be used to allow for an adjustment of speed over time. It is likely that this approach will receive less resistance from the public. However, there has been limited understanding and application of this by RCAs, which is largely because the Rule requires RCAs to obtain approval from the NZ Transport Agency before 70 km/h and 90 km/h speed limits can be set on a road (i.e. RCAs are encouraged to use 20 km/h increments for speed limits between 60 km/h and 100 km/h).



19. Overall there was significant ambition in the Reference Group for implementing speed management changes. The Reference Group agreed that a scientific approach which learns from other jurisdictions is important for sustainable change in speed management. However, there were different views around the scale and pace of change that is appropriate and achievable.
20. Given the problems (set out above) people wanted to see a new model that:
  - a) addressed confusion and inconsistency of application of bylaw requirements, the Rule and speed management guide
  - b) encouraged greater accountability, transparency, and consistency around decision making and also more transparency around local and national speed management plans
  - c) enabled more effective regional approaches
  - d) came with sufficient funding and resources to support implementation of speed management changes, both undertaking speed limit reviews, as well as making engineering and other physical changes to the road
  - e) encouraged an evidence based approach that supports public understanding and engagement, including considering use of roads and whether changes are self-explaining
  - f) involved the RCAs local knowledge to support effective implementation and engineering of roads
  - g) provided more efficient ways of undertaking change that still engages with communities and other road users.
21. Some benefits were seen in addressing the bylaw confusion, but generally people believed this would not be sufficient and did not drive accountability for changes.
22. The Reference Group also considered that blanket defaults across the entire network would not achieve sustainable change, as they were unlikely to be bought into and risk being overturned later by subsequent local or national governments.
23. People believed a regional speed management policy which addressed the issues had some merit, but would need further analysis and engagement.
24. We also discussed proposals for changes to speed limits in areas with a high number of active road users with the Reference Group. Overall there was clear and strong support for 30-40 km/h speed limits outside urban schools, with the discretion to use variable 30 km/h speed limits in peak times on arterial routes, with consideration given to speeds in other surrounding roads. There were different views around whether speeds should be set at 30km/h or 40km/h.
25. There was overall support for 60 km/h or 80 km/h speed limits outside rural schools, and potentially using lower variable speed limits where there is high pedestrian risk at school times. However, people were worried that without good signage, going from 100km to 80km or 60km on certain roads would create more safety issues with cars going at a range of unpredictable speeds. This could be exacerbated if 40km variable speeds were added. There was a lot of discussion about the need to understand the roading environment around each school, and looking at whether children currently walk to school on particular roads, and whether they could safely walk to school in future.

26. There was overall support for considering 30 km/h or 40 km/h speed limits in CBDs and town centres where there are high numbers of interactions between road users. The group recognised that lower speed limits in these areas can lead to health and access outcomes and liveable cities. However, there were a number of questions about how to implement this change, including whether addressing these roads should be prioritised over addressing the highest risk roads within a region, and the boundaries of how changes would be applied.
27. The Reference Group also considered applying 30 km/h speed limits outside retirement villages and hospitals. However, there were concerns that 30 km/h is not appropriate in these areas as there is not a consistent or particular time of the day where active mode users are more likely to interact with motor vehicles. We do not recommend changes in these areas.
28. Officials briefed Minister Shaw in October 2018 on the speed limit issues and he agreed to us undertaking a broader review of the speed management process.
29. A strawman outline of a new proposed framework for speed management is attached in **Annex 1**.
30. There are a number of components of the strawman, but it can broadly be broken into three main areas:
  - 30.1. resetting the outcomes and measures for speed management
  - 30.2. implementing a new regulatory framework for speed management and setting speed limits, which includes requiring road controlling authorities (RCAs) to develop speed management plans
  - 30.3. implementing a new approach to the safety camera network.
31. The key components within each of these broad areas and the rationale for their inclusion is discussed below.

### **Resetting the outcomes and measures for speed management**

32. A key theme across all Reference Groups was the need to set long-term outcomes for safety that were measurable, and that responsible agencies could be held to account for delivering these outcomes.
33. It is clear from our work to date that the goal outlined in the GPS of addressing the top 10 percent highest risk roads has not necessarily been bought into by stakeholders
34. We propose developing a new ambitious, measurable and justifiable 10-year outcome and measure for speed management. It would target network based speed management changes that ensure a significant contribution to road safety outcomes.
35. We also recommend implementing new short-term outcomes and measures for speed management. [REDACTED]



36. The outcomes and measures should include:

36.1. Long term outcomes – we would develop and consult on new 10 year outcomes and measures for road controlling authorities to implement. They would target network based speed management changes that support a significant contribution to road safety outcomes. We have begun work on these already. This could form part of the new road safety strategy.

36.2. Short term outcomes – we would develop and consult on new requirements for RCAs to implement speed management changes [REDACTED] in areas where there are high numbers of active road users interacting with motorised traffic to support safety and health and accessibility benefits. This could form part of the new road safety action plan. The short term outcomes should include:

[REDACTED]

- [REDACTED]

- [REDACTED]

[REDACTED]

37. Road controlling authorities would be held to account for implementing the new outcomes for speed management through the proposed new regulatory requirements that would require the development and approval of speed management plans. This is outlined further in the second half of this briefing.

- [REDACTED]

- [REDACTED]

- [REDACTED]

[REDACTED]

41. There was considerable support from the Reference Group for lower speed limits in areas where there are high numbers of active mode users, including outside schools and in CBDs and town centres. [REDACTED]

[REDACTED]

42. [REDACTED]

43. [REDACTED]

*Schools*

44. The Speed Management Guide and Safer Journeys for Schools Guide encourage:

44.1. 40 km/h variable speed limits where a significant pedestrian risk exists, but where the risk is not continuous. This generally applies outside urban schools.

44.2. 60 km/h variable speed limits where there is an identified turning traffic risk. This generally applies outside rural schools, where speed limits otherwise tend to be 100 km/h. In these areas, RCAs are also encouraged to build traffic bays off the main roads to reduce any pedestrian risks.

45. Despite the current guidance, default speed limits remain in place outside the majority of schools in New Zealand.

46. 40 km/h was chosen because it was considered to represent the balance between safety, efficiency and credibility. There was also a desire to see speed limits reviewed in the broader catchment area around schools rather than just focusing on the speed limit on the road directly outside the entrance to a school. This is because reducing speed limits on roads directly adjacent to a school does not necessarily address safety concerns between a child's home and the child's school. It was considered that 40 km/h might be appropriate for a residential area, but it was unlikely that 30 km/h would achieve good levels of compliance or be accepted by communities in wider residential areas.

47. Other jurisdictions have taken different approaches to speed limits outside schools. For example, in Calgary and Saskatoon (both Canada), 30 km/h variable speed limits are in effect at specific times of the day when children are expected to be present. In most Australian states, 40 km/h variable speed limits are applied on roads outside schools that have a permanent speed limit of 70 km/h or less, and 60 km/h variable speed limits on roads that have a permanent speed limit of 80 km/h or more. In many cities in the UK, permanent 20 mph (32 km/h) speed limits have been implemented outside schools.

*CBDs and town centres*

48. While the risk to pedestrians is the same whether the area in question is a school, residential area, CBD or town centre, generally in CBDs and town centres there is greater consistent interaction between active mode users and motorised traffic. This makes it easier to put in place lower credible speed limits in these areas.

49. The Speed Management Guide encourages 30 km/h speed limits in areas where there are high volumes of cyclists/pedestrians, such as in CBDs and town centres. However, most CBDs across New Zealand have speed limits higher than 30 km/h. There are some exceptions, for example Queen Street, (Auckland), Courtenay Place (Wellington), and large parts of the Christchurch CBD have 30 km/h speed limits which are supported by traffic calming features.
50. The application of 30 km/h speed limits in urban residential areas is considered best practice in many jurisdictions, including in Europe. Based on numerous international case studies, there have been significant road safety benefits as a result of a widespread introduction of 30 km/h in urban residential areas, including in CBDs and town centres<sup>1</sup>.

*Stakeholders' views*

51. We expect that 30 km/h may still be challenged by some stakeholders and the public, as has been seen with proposed changes to CBD speed limits in Auckland, Wellington and Christchurch.
52. The New Zealand Automobile Association (AA) agrees that 30 km/h is considered the safe and appropriate speed limit in areas where motorised vehicles and a high number of vulnerable road users share the same space, such as in CBDs. However, the AA has strong views about when 30 km/h should be applied, and ensuring that travel speeds can be managed to that level in practice. This is an important consideration particularly around schools, where in some instances the level of traffic interactions only occur at certain times of the day.
53. Other stakeholders fully endorse 30 km/h speed limits, particularly around schools, such as NZ School Speeds. There has also been demand for 30 km/h speed limits (variable and permanent) from a number of councils or communities in the past, including the Dunedin City Council who are currently actively pursuing such changes.
54. The AA also has concerns about ensuring the data being relied on is accurate. You will be aware that the AA has recently written to the Ministry of Transport and AT, raising concerns that some of the data that AT was relying on overestimates the fatality risk at different impact speeds, and could therefore be misleading to the public.
55. We are aware that more modern studies show pedestrians' risk at different impact speeds is lower compared to some older studies. This is likely a result of more vehicles today having better safety features, as well as improvements in emergency care over time which has increased the survivability of patients in vehicle crashes.
56. Numerous other studies have been conducted which have investigated the casualty risk for pedestrians at different impact speeds. However, an initial review of relevant literature has shown that there is considerable variability between studies. This variability was due to different methodologies being used in each study, the variables that were accounted for in each study, when it was conducted, and whether it considered fatality risk or injury risk.

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<sup>1</sup> In 1992, Graz (the second largest city in Austria) became the first city in Europe to introduce a city wide 30 km/h zone. Approximately 80 percent of city streets in Graz now have permanent 30 km/h speed limits, which resulted in a 24 percent reduction in serious injuries on the city's roads within the first six months alone.

A UK study found that the introduction of 20 mph zones in cities (32 km/h) over a twenty year period from 1986–2006 was associated with a 46.3 percent reduction in deaths and serious injuries for users of all modes and ages.

57. The Ministry is currently reviewing this data. Based on our initial analysis, it is clear that the majority of studies have consistently shown a 30 km/h impact speed to be the maximum speed that the majority of people will survive if hit by a vehicle at this speed (particularly vulnerable users such as the elderly being hit by a medium sized vehicle, which is what we understand the Wrangborg Curves, which AT is using, represents). In **Annex 2**, we have included the Wrangborg Curves, the curve from the Vision Zero Academy based on studies from the 1980s, and pedestrian serious injury and fatality risk curves from a literature review of more modern studies. This illustrates the variability in these studies.
58. [REDACTED] Prior to consultation, we will work jointly with AT, the AA and the NZ Transport Agency to undertake a further analysis of the literature and to finalise our views on the evidence base.

### **Establishing a new process for speed management through a new regulatory framework**

59. Alongside resetting the outcomes and measures for speed management, we also suggest you establish a new regulatory framework for speed limit setting. The new framework would hold RCAs (including the NZ Transport Agency) to account for implementing the Government's new outcomes, which does not occur in the current system. It would also establish a more integrated approach to speed management that ensures speed limits, engineering and enforcement are all considered holistically. [REDACTED]
60. We suggest a new regulatory framework that includes the following key components:
- 60.1. RCAs must develop speed management plans [REDACTED] Plans must set out speed management changes [REDACTED]
- RCAs (excluding the NZ Transport Agency) must develop regional speed management plans that outline the speed limit reductions and speed management investment (e.g. signage, and engineering changes) it proposes to make over the period.
  - The NZ Transport Agency must develop a national speed management plan for state highways. As well as meeting the requirements for speed management plans, the national plan must include any proposals for safety cameras, and consider how speed limits, signage, infrastructure changes, the safety camera network, enforcement and regional plans align to address the Government's outcomes. The national plan must also outline how the NZ Transport Agency will support RCAs with engagement and communications material to enable speed management changes.
  - Regional and national plans must outline how they align with one another, particularly where there are roads that interact or run adjacent to one another in different regions or where state highways run through a region.
- 60.2. Speed management plans
- Speed management plans must take a 'whole of network' approach. They should consider speed limit setting and engineering up of roads to support speed limit changes, and where strategically important roads will be engineered up to current or higher speed limits.

- Speed management plans must be consistent with and contribute to the Government's outcomes outlined in the new road safety strategy, action plan and GPS.

- [Redacted]

- [Redacted]

- Speed management plans must be consulted on to ensure robust analysis and local knowledge is accounted for.

- [Redacted]

60.3. [Redacted]

- [Redacted]

- The national speed management plan must be approved by a newly established speed management committee against the criteria set out in the speed management regulatory framework.

[Redacted]

60.4. [Redacted]

60.5. [Redacted]

- [Redacted]

- [Redacted]

- [Redacted]

- [Redacted]

- [Redacted]

- [Redacted]

- [Redacted]

61. [Redacted]



62.



63. Our proposed new regulatory framework will address the issues we have identified through the Rule review and our discussions with the Reference Group.

#### **New approach to safety cameras**

64. New Zealand currently adopts the standard enforcement approach to safety cameras. It assumes that a large proportion of drivers are continuously exceeding the speed limit and thereby creating road safety problems. It is based on the idea that speeding is a deliberate offence in which a rational individual wants to drive as fast as possible and is prepared to calculate the costs and benefits of his or her behaviour.
65. The main purpose is to create a feeling amongst drivers that speeding can be detected at any time, and in any place, on the network. By using this approach, it is assumed that a large number of drivers will be deterred from speeding. It is also assumed that excessive speeds and the average speed will decrease, which in turn will lead to a reduction in the number of fatalities and injuries on the road. This approach fits with the traditional approach to road safety, whereby the blame sits with the driver for exceeding the speed limit.
66. Conversely, Sweden has adopted a new approach which recognises the main problem is that on a large portion of the network, average travel speeds exceed the speed limit which the roads are designed for. Under this approach, it is assumed that road safety is an important priority for most road users, and that a lack of information or inattention regarding traveling at the speed limit is one of the reasons why some motorists exceed the speed limit.
67. The main purpose of the 'Swedish approach' is to support and create a new social norm amongst drivers that it is easier and better to follow the speed limit. The main chain of influence is to inform drivers where safety cameras are located through signage and global positioning systems. The assumption is that most people will slow down if a camera is sign-posted. Consequently, excessive speeds and average travel speeds will decrease, which in turn will lead to a reduction in the number of fatalities and injuries on the road.
68. This kind of approach has had a much higher level of public acceptance in Sweden, as drivers do not feel persecuted or consider it to be a revenue gathering exercise. This also has other spill-over benefits to how people view safety.
69. The 'Swedish approach' has been successful in reducing death and serious injuries. The camera network was expanded in 2006. It was estimated that one to two years after the new cameras were installed in Sweden, the number of death and serious injuries on these sections of the network reduced by approximately 20 percent. The average speed decreased by approximately 5 percent, and the proportion of drivers who exceeded the speed limit decreased by approximately 35 percent.

70. When considering a move to the 'Swedish approach', we would recommend the following changes be made:

	Current approach	New approach
Visibility and location of cameras	Often mobile, posted mainly in urban areas and sometimes concealed.	Well sign-posted, advanced warning, used more in rural areas, but also in urban areas.
Public messaging	Communication/advertising focused on emotional messaging about road safety.	Communication/advertising focused on explaining purpose of the cameras, why they are in located in certain places on the network, and how they work.
Number of cameras	Relatively small coverage of the network – 1.5 per 100,000 people.	Greater coverage of the network – Sweden has approximately 12 per 100,000 people (though exact numbers are yet to be determined).



71. The Reference Group was generally supportive of the Swedish approach, but there were some mixed views and questions regarding how it could be applied in New Zealand.

[Redacted]

[Redacted]

74. There was support from the Reference Group to get a better understanding of the demographic that is currently receiving the majority of speed-related infringement offences in New Zealand. There was also some support for considering higher infringement fees for speed-related offences given drivers would have more warning of where cameras were on the network.

[Redacted]

[Redacted]

77. The details of how any policy decisions will be implemented on the safety camera network will need to be developed further with the NZ Police and NZ Transport Agency. They will also need to feed into the work being undertaken by the Road Safety Partnership on the development of a new automated compliance programme.

*Safety camera penalties and demerits*

78. The introduction of demerit points for safety camera offences was discussed with the Reference Group. Some individuals were in favour as an extra deterrent, while others thought that it would be difficult to implement without more instantaneous ticketing. There were also concerns about the social impacts of demerits on those which rely on driving for work.

79. The Reference Group also discussed whether infringement fees for speeding offences should be increased, given the relative low level of fees for these offences in New Zealand, compared to other jurisdictions. Again, there were a wide range of views on these changes.

80. The Ministry will consult on these issues as part of the speed package but any changes will also be aligned to proposals on the broader review of offences and penalties we are undertaking.

[Redacted]


[Redacted]

[Redacted]

[Redacted]

[Redacted]





## Next steps

86. We recommend that you discuss the proposed strawman outline with officials at our scheduled meeting with you on 6 December 2018. If you are comfortable with the direction of travel outlined, we would then work this option into a draft discussion paper and Cabinet paper for your consideration in late January 2019. You could first test this with your colleagues at the next Road Safety Strategy Ministerial Advisory Group meeting in February 2019, and then take it to Cabinet in late February. This will be part of a package of Cabinet papers on safety and emissions related work.
87. We note in particular that the safety camera proposals requires additional discussions with NZ Police and the Minister of Police. The proposed changes will also need to feed into the work being undertaken by the Road Safety Partnership on the development of a new automated compliance programme, and the overall ownership of the back office processing of the infringement system and camera network.
88. We would suggest a six week consultation process across March and April 2019, with final policy decisions agreed by Cabinet in June 2019. This would allow you to introduce legislation to support these changes in the second half of 2019.

## Recommendations

89. The recommendation is that you:
- (a) **discuss** this briefing with officials at the scheduled meeting on 6 December 2018. Yes/No

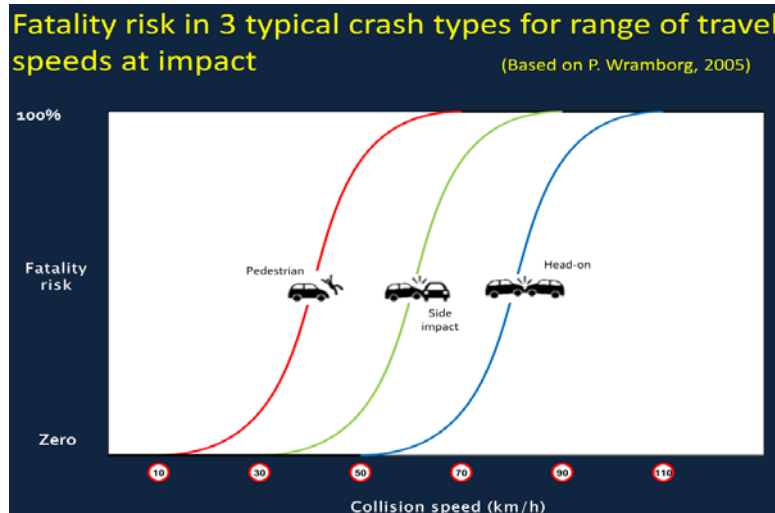
Brent Johnston  
**Manager, Mobility and Safety**

**MINISTER'S SIGNATURE:**

**DATE:**

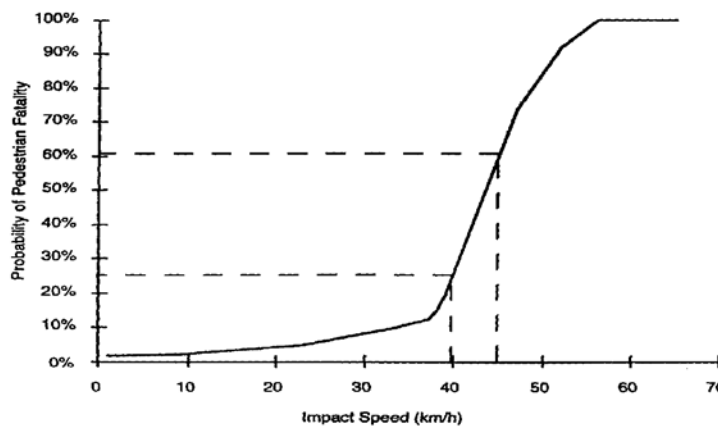
## Annex 2 – Risk of pedestrians’ risk of death and serious injury at different impact speeds

The Wramborg curves (from 2005) presented on Auckland Transport’s website:



The curve from the Vision Zero Academy (based on studies from the 1980s):

**Figure 2: Probability of Pedestrian Fatality by Impact Speed.**  
Derived from the Interdisciplinary Working Group for Accident Mechanics (1986) and Walz, Hoeffliger and Fehmann (1983)



Death and serious injury risk curves from a literature review of more modern studies (this illustrates the variability in these studies):

