

Safer Journeys

Action Plan 2011-2012



SAFE ROADS AND ROADSIDES



SAFE SPEEDS



SAFE VEHICLES



SAFE ROAD USE





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Foreword



In 2010, the government launched the Safer Journeys road safety strategy. It set out some ambitious goals, and proposed some major and sometimes controversial changes. But the stakes are simply too high not to act. Every year, hundreds of people are killed on our roads and thousands are injured. These tragedies are avoidable.

Progress made over the last 30 years had begun to slow and it was clear that a change in approach was needed. Safer Journeys delivered this through its Safe System approach to road safety, a shift from blaming road users to looking at what we could all do together – industry and the public, local and central government. It also looked at how we could work across the whole road system to tackle problems, proposing actions for safe roads and roadsides, safe speeds, safe vehicles and safe road use.

In 2010, the government progressed legislation that will raise the driving age, allow alcohol interlocks for repeat offenders, create zero alcohol limits for young drivers and repeat drink drivers, and raise penalties for offences causing death. Cabinet also approved initiatives to improve motorcycle safety and to change the give way rules.

In addition, progress has been made on safer, more efficient highways through rumble strips, median barriers and the seven Roads of National Significance. Research into adult drink-drive limits and vehicle restrictions for young drivers will start soon.

This document is a call to action for our road safety partners. Work has started, but there is more to be done and it is important that we keep the momentum going. This action plan is also crucial in ensuring a whole of government approach to road safety. Local government has an essential role in the success of this action plan, and central government agencies should make use of every opportunity to work with and support the work of local government.

Road safety is everyone's responsibility, and we all need to do our bit. Whether you are a road designer or a road user, a vehicle retailer or a vehicle owner, you can play a part in helping to ensure we really do have a Safe System. It's by making safety a priority, a part of everything we have to do with roads, that we can all enjoy safer journeys on New Zealand's roads.

A handwritten signature in black ink that reads "Martin Matthews". The signature is written in a cursive, slightly slanted style.

Martin Matthews
Convenor, National Road Safety Committee

Introduction



The government released Safer Journeys: New Zealand’s Road Safety Strategy 2010–2020 in March 2010.

The strategy has a vision: “**A safe road system increasingly free of death and serious injury**” and covers the period 2010–2020.

Safer Journeys addresses road crashes which is one of the six priority areas of the New Zealand Injury Prevention Strategy (NZIPS). The first actions to implement the Safer Journeys strategy occurred in 2010. This action plan is for 2011–2012 and outlines the actions that we need to advance over the next 2 years to help us achieve Safer Journeys’ objectives. This plan is also intended to help other stakeholders and the public to take their own actions to improve the safety of our roads.

The National Road Safety Committee (NRSC) members have responsibility for delivering on this action plan. These members are:

- the Ministry of Transport (MoT)
- the NZ Transport Agency (NZTA)
- the New Zealand Police (Police)
- the Accident Compensation Corporation (ACC)
- Local Government New Zealand (LGNZ)

Associate members of the NRSC are: the Department of Labour (DoL), and the Ministries of Education (MoE), Health (MoH) and Justice (MoJ). These members have important supporting roles in implementing this plan. Regional and local safety partners, such as regional transport committees and local authorities, also play a significant role in implementing this plan (these entities are referred to as local government in the actions for 2011–2012).

Safer Journeys and the Safe System approach

Safer Journeys recognised that a Safe System approach to road safety was needed if New Zealand was to make real progress in reducing the number of road deaths and serious injuries.

The Safe System approach acknowledges that even responsible people sometimes make mistakes when travelling on the roads. This is a change from traditional approaches that tended to blame the road user for causing a crash.

Given that mistakes are inevitable, we need the system to protect people from death or serious injury. To do this the Safe System has objectives to:

- make the road transport system more accommodating of human error
- manage the forces that injure people in a crash to a level the human body can tolerate without serious injury
- minimise the level of unsafe road user behaviour

The Safe System approach views the road transport system holistically by addressing the interaction between the road user, the road and roadside, and the vehicle.

It is the responsibility of all those involved with the design, management and use of the road system to understand this interaction.

This means working across all elements of the road system to move towards the following.

- **Safe roads and roadsides** — that are predictable and forgiving of mistakes. Their design encourages safe travel speeds.
- **Safe speeds** — that suit the function and level of safety of the road. People drive to the nature of the road and the conditions, and they understand and comply with the speed limits.
- **Safe vehicles** — that prevent crashes and protect road users, including pedestrians and cyclists, in the event of a crash.
- **Safe road use** — by road users who are skilled and competent, alert and unimpaired. They comply with road rules, take steps to improve safety, and demand and expect safety improvements.

Diagram 1: The Safe System



The action plan and how it works

How this action plan works

This action plan provides a framework (as shown in Diagram 2 below) for NRSC agencies to develop and implement initiatives over the next 2 years.

Diagram 2: Action plan framework



There are 11 areas of high or medium concern, and 2 areas of continuing/emerging focus. The areas of high and medium concern are the major focus for this action plan. Almost all of these areas have impacts across the four elements of the Safe System. This action plan sets out focus areas for each area of concern, with actions assigned to NRSC agencies.

Although the areas of concern can impact across the four elements of the Safe System, within the action plan they are assigned to the element that they have the strongest relationship with.

The focus of the action plan is on those initiatives that will have the greatest impact in reducing crashes and trauma. The action plan is not intended to be a comprehensive list of all work that is being undertaken by NRSC agencies. The success of the action plan will involve the wider road safety partners; in particular the role of local government will be key to the success of many of the actions in this plan.

It is also important that all road safety initiatives represent good value-for-money. Agencies that are assigned responsibility for an action under this plan will still need to justify the action through their usual decision-making, planning, programming and funding processes.

Next steps

Road safety partner agencies have already made a number of changes to their day-to-day operations to align with the objectives of Safer Journeys and this action plan.

Some of the actions identified in this plan are already underway, while others require more detailed design and funding before they can commence. All actions in this plan are expected to commence in the 2011–2012 period, with some expected to take several years to fully implement.

To some extent, this action plan is constrained because most of the National Land Transport Programme (NLTP) funding for this period has already been committed. Further action plans will be developed for the years through to 2020, and will be included as part of the NLTP funding cycle, which will provide the opportunity to align safety investment and agreed actions.

We all have a responsibility for road safety

The partner agencies that belong to the NRSC have a key role in road safety and in the implementation of this plan, along with regional transport committees, local authorities, and community organisations. Processes such as road safety action planning provide collaborative approaches to achieving road safety outcomes.

Under the Safe System approach, all system designers must share the responsibility for road safety outcomes. System designers include planners, engineers, policy makers, enforcement officers, vehicle manufacturers and importers.

Ultimately, road safety is the responsibility of all New Zealanders. This action plan should also be a guide for local communities, private companies and other organisations.

Progress in improving road safety



Although responsibility for each action has been assigned to specific agencies, progress against those actions will be monitored by the NRSC. The key indicator of success will be the reduction of deaths and serious injuries on our roads. This will be monitored continuously by partner agencies. Other key indicators, as outlined at the back of the action plan, will also be monitored to ensure that the actions are having the desired effect.

Progress in reducing road deaths and serious injuries has slowed in recent years. Since 2000, road deaths have fluctuated between a high of 490 and a low of 358. In 2010, there were 375 road deaths. This is only slightly less than the number of deaths in 2009 (385).

The overall trend is downwards. Over the last 10 years we have achieved an annual average reduction in road deaths of 1.8 percent. Given the Safer Journeys' vision of a 'safe road system increasingly free of death and serious injury', we need to do much better than this.

Looking to the 1990s, where an annual average reduction in road deaths of 4.3 percent was achieved, we can see that we have been able to do better in the past.

If we achieved the same proportional reduction over the next decade, as we have in the last, we would have a road toll of around 310 by 2020. If we are able to achieve a similar proportional reduction to what we did in the 1990s, we could get down to 240 deaths by 2020.

Similarly, progress in reducing the number of crashes resulting in serious injuries has also stalled. In fact, the number of serious injuries¹ over the last decade has increased on average by two percent per year. At the very least we need to reverse this trend.

Six-monthly updates to the NRSC will be provided by the Ministry of Transport. The NRSC will in turn report to the Minister of Transport every 6 months. A consolidated progress report against the action plan will be published each year.

Overall indicators for monitoring

- People killed in road crashes.
- People seriously injured in road crashes, as defined by NZIPS².
- People hospitalised for over 1 day.
- People seriously injured, as recorded by Police.
- ACC entitlement claims.

Indicators to track our progress towards embedding a Safe System have yet to be developed.

¹ As defined in the New Zealand Injury Prevention Strategy (NZIPS).

² NZIPS defines non-fatal serious injuries as those associated with at least a six percent chance of death.

The action plan 2011–2012

Develop and embed a Safe System approach

The Safe System approach is expected to significantly improve road safety over the long term, but requires substantial change in how we think about and manage road safety. There will need to be specific actions to introduce, manage and monitor this change.

To adopt a Safe System approach we will need to engage with those involved in the system at all levels: national, regional, local, public and private sector, communities and individuals. It is important to start now, as essential components of the system (such as the vehicle fleet) will take a long time to change.

Our 2020 goal

By 2020 the Safe System approach will be embedded as the approach for improving road safety and New Zealand will have moved a long way towards realising the Safer Journeys' vision.

Focus areas

Embed the Safe System approach throughout New Zealand

Work to re-align current road safety initiatives with a Safe System approach has already commenced. Raising the capability of the road safety sector is the first step in embedding a Safe System approach. However, further effort is needed to ensure that wider transport processes and strategies recognise the Safe System approach as a priority. Work is also necessary to embed the Safe System approach at central and local government levels, as well as amongst non-government organisations and private sector companies. Fostering shared responsibility between road designers and road users is critical.

Create a new road safety conversation

The Safe System approach is about changing how people think, talk and act in relation to road safety. People with a good understanding of the Safe System approach are more likely to understand their own responsibilities and accept road safety measures. Ultimately, we need to create an expectation by the New Zealand public for a safe road system, and an environment where people call for road safety measures.



Table 1: Actions to develop and embed a Safe System approach for 2011–2012

Focus area	Actions	Responsibility
Embed the Safe System approach throughout New Zealand	Establish a national programme manager to champion the Safer Journeys strategy to provide leadership, maintain momentum, and identify resource gaps and work with NRSC members to address the issues to ensure the effective delivery of the Safe System approach.	MoT
	Ensure the Government Policy Statement on Land Transport Funding and other relevant strategies, plans and programmes give effect to Safer Journeys and enable a Safe System approach to road safety.	MoT ³ /NZTA/Police/ACC/local government
	Establish and support a network of local government road safety champions to provide leadership in lifting the impact of local government investment in road safety over the coming decade.	LGNZ
	Strengthen the effectiveness of the road safety action planning, including accountability, performance monitoring and reporting arrangements.	NZTA /local government/Police
	Improve data to reflect the Safe System approach.	NZTA /MoT/Police
	Investigate and address key areas where the capacity and capability of key system designers or system users might be a barrier to achieving a safer road system.	NZTA/MoT/Police/ACC/LGNZ
	Establish and operate a cross-sector Road Safety Intelligence Centre to improve our road safety outcomes by enhancing the sectors' ability to target road safety interventions to risk.	Police /NZTA/ACC/MoT
	Agree to a set of indicators to monitor the embedding of a Safe System.	MoT /Police/NZTA/ ACC/LGNZ
Create a new Safe System road safety conversation	Develop and distribute a wide range of resources (such as pamphlets, websites, posters, guidance material) to raise awareness about the Safe System amongst all system designers and system users, so they move towards a Safe System approach.	MoT /NZTA
	Utilise media opportunities to empower system designers and system users to understand their responsibilities in a Safe System and generate a nationwide call to action to ensure Safer Journeys for all.	MoT /Police/NZTA/ ACC/local government
	Develop systems and approaches to keep central and local body politicians better informed about road safety and to ensure their support for national and local actions.	MoT /NZTA/LGNZ
	Develop opportunities to provide incentives to reward safe road users, for example, lower ACC levies.	MoT

Next steps 2013–2015

The focus will be to evaluate progress over 2011–2012, to learn from our successes and failures, and to gain effective knowledge from overseas experiences of implementing the Safe System approach. The initial action will be engaging with key road safety stakeholders to reflect on our progress over 2011–2012 in embedding this approach. We can then plan the next steps towards making the Safe System approach the norm in New Zealand.

³ The bolding of a NRSC member organisation denotes that they are the lead agency for this action when there is more than one involved.

Safe roads and roadsides



Area of high concern

Over the period 2005 to 2009, head-on crashes were a factor in 28 percent of deaths and 15 percent of serious injuries. For the same period, loss of control was a factor in 39 percent of deaths and 38 percent of serious injuries, and crashes that occurred at intersections were a factor in 18 percent of deaths and 31 percent of serious injuries.

Many of these crashes could have been prevented, or the consequences minimised, through improved engineering on our roads.

Our 2020 goal

Our long-term goal is to significantly reduce the likelihood of crashes occurring, and to minimise the consequences of those crashes that do occur. We also aim to reduce the number of fatal and serious crashes on the high-risk sections of New Zealand's State highways and local roads.

Changing roading infrastructure takes time. The gains from improving roads will occur over the long term. Many benefits will not be realised until the later years of the strategy.

Focus areas

We know how to make our roads safer. Engineering solutions such as median barriers, skid-resistant surfaces, forgiving roadsides, separate cycle lanes and intersection improvements have a proven track record.

However, New Zealand's roading network is comparatively long, our geography is challenging, and our population base is small, so roading solutions are not always practical or affordable. To prioritise, we have identified three areas that we need to focus on.

Targeting high-risk rural roads and high-risk urban intersections

Targeting high-risk rural roads and high-risk urban intersections will maximise the cost effectiveness of reducing deaths and serious injuries through Safe System solutions. Actions in this area will also support motorcycle, pedestrian and cycle safety.

Progress Safe System demonstration projects

Showcasing the improvements that can be made using Safe System measures will demonstrate their effectiveness and encourage road-controlling authorities to adopt a Safe System approach.

Ensure that the Roads of National Significance are implemented with a four star KiwiRAP rating

Roads with a four star KiwiRAP⁴ rating provide a high degree of safety protection to users and therefore have fewer crashes resulting in deaths and serious injuries.

Taken together, these focus areas are expected to increase the percentage of the network that has a KiwiRAP star rating of three stars or above. Under a Safe System approach, safer roads and roadsides and speed management approaches are considered together. Where networks have lower safety ratings, a more active approach to speed management will be considered.

⁴ KiwiRAP is part of an international family of Road Assessment Programmes (RAPs) that assesses the safety risk on roads. It looks at crash risk by using reported crash data, and the level of risk presented by the roading infrastructure such as curvature, lane width, shoulder width, and the presence of ditches, power poles and trees.



Table 2: Safe roads and roadsides actions for 2011–2012

Focus area	Actions	Responsibility
Targeting high-risk rural roads and high-risk urban intersections	Investigate extending KiwiRAP to relevant parts of the local road network.	Local government/ NZTA
	Develop and use a High-Risk Intersections Guide to identify high-risk intersections and prioritise treatment programmes.	NZTA/local government
	Develop and use a High-Risk Rural Roads Guide to identify high-risk rural roads and prioritise treatment programmes.	NZTA/local government
	Use the Police tasking and coordination model and KiwiRAP to identify and target Police activity at high-risk locations, while taking other Safe System treatments into account.	Police
	Implement changes to the give way rule.	NZTA/local government
Progress Safe System demonstration projects	Showcase treatments of high-risk rural roads and high-risk urban intersections (including mixed use arterials where possible) and monitor the road safety outcomes.	NZTA/local government
Ensure that the Roads of National Significance (RoNS) are implemented with a four star KiwiRAP rating	Design, build and maintain RoNS to ensure the level of safety on each RoNS is a minimum four star (out of five) KiwiRAP rating.	NZTA

Table 3: Supporting actions for safe roads and roadsides in 2011–2012

Focus area	Actions	Responsibility
Improving processes	Develop stronger links between State highway best practice and local government best practice.	NZTA/local government
	Use existing safety camera programmes to target specific high-risk road locations/intersections.	Police
	Develop a Safe System audit to complement existing processes and provide increased road safety intelligence and learning for continual improvement.	NZTA
	Apply the State highway classification system ⁵ to road safety decision-making.	NZTA
Policy	Develop a national policy on red light cameras.	MoT

Next steps 2013–2015

The focus will be on implementing a package of Safe System actions for State highway and local road infrastructure through the National Land Transport Programme. Work over the next 3 years will also look at guidance, and incentives and partnership opportunities for local government to implement Safe System infrastructure treatments.

⁵ State highway classification categorises roads in the State highway network based on their function. Function refers to the road's main purpose, such as moving freight to and from a port, or people between main centres. The proposed categories are national strategic (with a high volume subset), regional strategic, regional connector and regional distributor.

Safe speeds



Area of high concern

Over the period 2005 to 2009, speed (too fast for conditions) contributed to 32 percent of fatal crashes and 20 percent of serious injury crashes. In 2009, speed (too fast for conditions) contributed to 113 deaths and 519 serious injuries on our roads.

Our 2020 goal

By 2020, we want to significantly improve the management of speed across the network and reduce the number of speed-related crashes that result in death and serious injury.

Focus areas

The focus is on helping people to drive to the conditions and encouraging them to comply with safe speed limits.

Road users need to understand how their decisions about travel speeds affect them and others. We have identified three areas that we need to focus on over the next 2 years. These focus areas are closely linked to the Safe Roads and Roadsides initiatives.

Public campaigns to achieve acceptance of safe speeds

Public campaigns help people to understand why it is important to manage their speed safely and how they can do it.

Create speed limits that reflect a Safe System

Safety can be improved if we align operating speeds to match the standard of the existing network. Actions in this area will also support pedestrian and cyclist safety. In the longer term the focus is on ensuring that the forces of a crash are managed to a level that the human body can tolerate without serious injury.

Increase the use of safety cameras

Safety cameras are a proven cost-effective measure to improve road safety. Making more use of safety cameras will reduce mean speeds and free up Police resources so they can concentrate on high-risk drivers.



Table 4: Safe speeds actions for 2011–2012

Focus area	Actions	Responsibility
Public campaigns to achieve acceptance of safe speeds	Complete education campaigns and advertising that is evidence-based and uses the Safe System speed reduction approach.	NZTA
Create speed limits that reflect a Safe System	Ensure the uptake of effective safe speed limits in high-risk urban and rural areas, including implementation of demonstration areas as part of Safe System demonstration projects.	NZTA/local government
	Enforce revised speed limits.	Police
Increase the use of safety cameras	Enhance routine speed control, ensuring a risk-targeted approach.	Police
	Progress current bids and prepare a plan for the safety camera network.	Police/NZTA

Table 5: Supporting actions for safe speeds in 2011–2012

Focus area	Actions	Responsibility
Policy	Support the review of the speed management framework by evaluating speed zone trials ⁶ for State highways and local roads.	NZTA
	Conduct a review of New Zealand's speed management framework to reflect a Safe System approach (this may result in changes to the Land Transport Rule: Setting of Speed Limits 2003).	NZTA
	Investigate the implications of rebalancing between fines and demerit points for speeding offences (including safety camera offences) to consider if fewer fines and more demerit points would have an improved safety outcome.	MoT/MoJ
	Investigate legislative changes needed to allow a more flexible approach to penalties during high-risk driving periods (such as public holidays).	MoT
	Investigate options for diverse technologies for routine speed management and delivery.	NZTA/MoT/Police/ACC/LGNZ
Apply emerging technologies – intelligence speed adaptation, point-to-point cameras, red light cameras	Begin research trials to understand the costs and benefits of applying new technology.	NZTA/local government

Next steps 2013–2015

The focus will be on implementing Safe System speed management mechanisms. This will be done by further changes in the road policing programme, changing the rules that set speed limits, moving towards roads where their design encourages safe travel speeds (self-explaining roads⁷) and continuing with public education campaigns to generate support for, and understanding of, safe speeds.

⁶ Speed zone trials assess what changes could be made to the speed limit on high-risk roads so that the speed limit more closely matches the design and safety features that are built into a road.

⁷ Self-explaining roads are roads designed with features (such as road markings) that make it clear to drivers what the appropriate speed should be for that road.

Safe vehicles



Area of medium concern

The average age of our light vehicle fleet is 12.5 years. This is old by international standards and it means that our vehicle fleet as a whole is less safe than those in countries with younger fleets. The risks associated with older vehicles are high; occupants of cars more than 12 years old have at least twice the risk of death and injury in a crash as occupants of new cars.

Area of continued focus

New Zealand has one of the highest child road fatality rates in the OECD and part of this is due to the lack of, or incorrect use of, appropriate restraints.

Our 2020 goal

Light vehicles

The Safer Journeys goal for light vehicles is to have a vehicle fleet that has the highest level of safety features. One way we can move towards this goal is to reduce the average age of the New Zealand light vehicle fleet from over 12 years old to a level similar to that of Australia, which is 10 years.

However, further research has indicated that a more effective measure would be to increase the number of vehicles entering the fleet that have been crash tested and have a high star safety rating. Work is continuing on developing a 2020 light vehicle target.

Heavy vehicles

Reduce the number of serious crashes involving heavy vehicles.

Restraints

Achieve a correct use and fitting rate of 90 percent for child restraints, and make the use of booster seats the norm for children aged 5 to 10.

Focus areas

Safe vehicles can reduce the likelihood of a crash and reduce the likelihood of death or serious injury in the event of a crash.

Vehicle technology is changing at a fast pace. This means the introduction of vehicle standards is always well behind the availability of new safety technology. So, while continual improvement of vehicle standards is important, the main gain is expected from generating consumer demand for safe vehicles. We have identified three important areas of focus.

Increase public awareness and demand for safer light vehicles

Consumer demand is a powerful lever for improved safety outcomes. Overseas experience shows that consumer awareness programmes, combined with vehicle standards, are the best way to increase the uptake of safer vehicles.

Increasing consumer awareness of the benefits of buying a vehicle with the latest safety features also increases consumer demand for safer vehicles, as do direct incentives.

Consider regulatory interventions and education to improve restraint use

New Zealand has fallen behind international best practice in child restraint use by primary school-aged children. A high proportion of child deaths and serious injuries could be prevented by ensuring children are appropriately restrained when travelling in a vehicle.

Incentivise heavy vehicle fleet owners to be increasingly safety conscious

The Operator Rating System gives safety ratings to heavy vehicle operators based on their safety performance. These ratings act as an incentive for heavy vehicle operators to be safety conscious.



Table 6: Actions for improving the safety of the light vehicle fleet for 2011–2012

Focus area	Actions	Responsibility
Increase public awareness and demand for safer light vehicles	Promote and expand the use and coverage of the Right Car website using existing infrastructure.	NZTA
	Promote electronic stability control (ESC).	NZTA
	Influence commercial or company fleet buyers through targeted discussions about the benefits of five star vehicles.	NZTA
	Review the Australian 'Stars on Cars' initiative to assess whether it is suitable for New Zealand.	MoT
	Develop incentives to be used through the risk rating and levy setting process.	ACC
Consider regulatory interventions and education to improve restraint use	Raise awareness of the benefits of child restraint use for children over 5 years of age.	NZTA
	Investigate extending child restraint requirements by promoting booster seats for children up to a certain age, weight or height.	MoT
	Improve data on the correct use of child restraints and the use of booster seats by children over the age of 5.	MoT
	Improve data by recording restraint attachment options in Vehicle Certification Online (VCOL).	NZTA

Table 7: Actions for improving the safety of heavy vehicles for 2011–2012

Focus area	Actions	Responsibility
Incentivise heavy vehicle fleet owners to be increasingly safety conscious	Implement the Operator Rating System (ORS). This system will give heavy vehicle operators safety ratings based on their safety performance. Publication of the ratings will act as an incentive for heavy vehicle operators to be safety conscious.	NZTA
	Develop incentives to be used through the risk rating and levy setting process ⁸ .	ACC

⁸ The ACC risk rating levy is based on the risk of people or vehicles being involved in a road crash.

Table 8: Supporting actions for light and heavy vehicles for 2011–2012

Focus area	Actions	Responsibility
Policy and consideration of regulatory interventions	Evaluate emerging vehicle safety technologies in order to allow for or promote their early introduction.	NZTA
	Investigate mandating ESC and side curtain airbags (SCA) for all vehicles entering the fleet.	MoT
	Introduce a low-cost compliance regime for newer safer vehicle imports eg lower registration fees or longer periods between warrants of fitness.	NZTA
Improve information on the safety features of vehicles	Support and promote the improvement of VCOL and a change to the Motor Vehicle Register to collect better data for areas such as crash reporting. This will allow the safety features of vehicles to be recorded when they enter New Zealand.	NZTA

Next steps 2013–2015

The focus will be on accelerating the change to safer vehicles in the vehicle fleet. This will include significant enhancement of promotional activities, and the implementation of incentives and new vehicle standards (such as ESC and child restraints).

Safe road use



Areas of high concern

Safe road use includes three areas of high concern:

- reducing the impact of alcohol/drug impaired driving
- increasing the safety of young drivers
- increasing the safety of motorcycling

Areas of medium concern

Safe road use also includes three areas of medium concern:

- reducing the impact of high-risk drivers
- safe walking and cycling
- reducing the impact of distraction and fatigue

Responsible road use is a key component of a Safe System. Safe and responsible behaviour is crucial to bringing down the road toll in New Zealand.

Increasing the safety of motorcycling

Area of high concern

Motorcycle riding requires distinctly different vehicle control and cognitive skills to car driving. The potential outcomes of any crash, whether caused by the rider, other road users, the road environment or the vehicle itself, are more severe for motorcyclists. The risk of a motorcyclist being killed or seriously injured in a crash is about 18 times higher than for a car driver.

Over the period 2005 to 2009, motorcyclists were involved in 11 percent of fatal crashes and an average of 622 were hospitalised (over 1 day). In 2009, motorcyclists were involved in 48 deaths on our roads and 602 were hospitalised (over 1 day).

Our 2020 goal

By 2020, the safety of motorcyclists will be a core part of road safety. We will know we have been successful in doing this when the numbers of motorcyclists losing their lives, or suffering serious injuries, are significantly reduced.

In 2009, there were 11 motorcycle fatalities per 100,000 population. We need to bring this down to at least a level similar to Victoria, Australia which is 7 fatalities per 100,000 population.

Focus areas

We have identified four key areas to focus on to improve motorcycle safety.

Implement regulatory changes and improve motorcycle training

New licence requirements, strengthened practical tests and motorcycle-specific training that reflect proven international best practice will be introduced.

Engage motorcyclists

ACC has introduced a motorcycle safety levy to fund motorcycle safety initiatives.

Implement safety treatments on high-risk motorcycle routes

Examine roads on high-risk or popular motorcycling routes to determine the risks specific to motorcyclists, and then implement cost-effective solutions to reduce motorcycle crashes.

Motorcycle-focused enforcement

Police will target enforcement at careless or deliberately unsafe motorcyclists because of the high crash rate.

Table 9: Actions for increasing the safety of motorcycling for 2011–2012

Focus area	Actions	Responsibility
Implement regulatory interventions	Strengthen theory, basic handling skills and restricted licence tests, including competency-based training and assessment.	NZTA
	Introduce a moped licence, including moped-specific theory and handling tests.	NZTA
	Introduce a power-to-weight restriction for novice drivers.	NZTA
Improve motorcycle training including mopeds	Improve training opportunities for already licensed motorcycle and moped riders.	ACC/NZTA
	Promote the use of proven safety technology and equipment by motorcyclists.	ACC
	Develop and deliver refresher training opportunities for riders who hold a motorcycle licence, but who have not ridden for some time.	ACC
	Consider incentives for motorcycle training in the risk rating and levy setting process eg lower ACC levies where appropriate training has been completed.	ACC
Engage motorcyclists	Introduce an additional charge (Motorcycle Safety Levy) as part of the annual licensing fee for motorcycles. The funds will be used for specific motorcycle safety initiatives and will be focused on education and engineering.	ACC
Implement safety treatments on high-risk motorcycle routes	Develop, implement and monitor a Safe System demonstration project that aims to improve safety for motorcyclists on a high-risk, popular motorcycling route.	NZTA/ACC
	Develop policies for the retrofitting of high-risk, popular motorcycling routes with features that improve safety for motorcyclists.	NZTA
	Identify high-risk motorcycle routes and develop treatment programmes for these routes.	NZTA/local government/ACC
Motorcycle-focused enforcement	Develop and use risk profiles to target Police enforcement at high-risk locations and at high-risk times.	Police
	Detect and deter motorcycle offending through directed patrols, traffic surveillance, checkpoints, driver licence checks and vehicle inspections targeting motorcyclists.	Police

Table 10: Supporting actions to increase the safety of motorcycling for 2011–2012

Focus area	Actions	Responsibility
Promoting existing and new technologies	Promote the introduction of motorcycling technologies such as anti-lock brakes, air bags and advanced protective clothing.	ACC
	Monitor international motorcycle technology development.	ACC
Capability and capacity of motorcycle training sector	Facilitate the development of improved capability and capacity within the motorcycle training sector.	ACC/NZTA

Next steps 2013–2015

The focus will be on re-examining the activities we have undertaken in this area. There are significant new actions to be implemented over the next 2 years and these will need to be evaluated to determine which actions are the most effective to continue with in the future.

Reducing the impact of alcohol/ drug impaired driving

Area of high concern

Alcohol and drug impaired driving is one of the largest causes of serious road crashes in New Zealand. Over the period 2005 to 2009, alcohol and drugs contributed to 31 percent of fatal crashes and 20 percent of serious injury crashes. In 2009, alcohol and drugs contributed to 140 deaths and 580 serious injuries on our roads.

Since 2000, the number of alcohol and drug-related deaths have increased.

Our 2020 goal

Our goal is to significantly reduce the incidence of alcohol and drug impaired driving.

We aim to reduce the number of deaths and serious injuries caused by alcohol or drug impaired drivers. In 2008, New Zealand's fatality rate for alcohol or drug impaired driving was 28 deaths per 1,000,000 total population. We aim to reduce it to 22 deaths per 1,000,000 total population.

Focus areas

The focus for the next 2 years for alcohol or drug impaired driving is on drivers with high levels of blood alcohol and repeat offenders (high-risk drivers). We have identified two areas of focus.

Implement regulatory interventions

The purpose of a drink-drive limit is to specify the maximum level of road safety risk that society is willing to tolerate from alcohol consumption. The proposal to lower the adult blood alcohol concentration (BAC)⁹ to 0.05 is contested. To inform this debate we will collect data relating to drivers with a BAC between 0.05 and 0.08. (Refer to page 22 for other regulatory interventions for alcohol-related high-risk drivers.)

Targeted education and enforcement

Education combined with enforcement has reduced the number of alcohol-related fatalities over the last 20 years. However, more recently, there has been an increase. There needs to be continued efforts to improve the effectiveness of enforcement combined with education to reduce alcohol and drug impaired driving. One particular focus will be assisting communities where alcohol or drug impaired driving is identified as a particular risk.

⁹ Blood alcohol concentration is the amount of alcohol present in a 100 millilitre (mL) volume of blood. For example 50 mg is 0.05 grams, 0.05 grams of alcohol in 100 mLs is written as 0.05 percent. In other words, 50 mg is equal to 0.05 percent which is equal to 50 mg/mL. This value can also be described as BAC 0.05.

Table 11: Actions for reducing the impact of alcohol/drug impaired driving for 2011–2012

Focus area	Actions	Responsibility
Implement regulatory interventions	Collect data on drivers with a BAC between 0.05 and 0.08, and report back to the government.	MoT/NZTA/Police
	Implement an alcohol interlock programme ¹⁰ .	MoT/NZTA
	Implement a zero BAC licence for a minimum of 3 years for repeat drink-drivers and drivers subject to an alcohol interlock.	MoT/NZTA
Targeted education	Develop education and enforcement programmes for use with communities at risk (at-risk regions, ethnic groups, age groups).	NZTA/MoT/Police/ACC/LGNZ
Targeted enforcement	Targeted enforcement of alcohol and drug impairment using roadside checkpoints.	Police

Table 12: Supporting actions for reducing the impact of alcohol/drug impaired driving for 2011–2012

Focus area	Actions	Responsibility
Research	Conduct further research into the extent and scope of drug impaired driving in New Zealand to inform the development of future roadside enforcement approaches.	MoT/NZTA
	Conduct New Zealand-specific research on how driving performance is affected as BAC levels rise using New Zealand drivers.	NZTA

Next steps 2013–2015

The focus will be on re-examining the activities we are undertaking around the issue of alcohol and drug impaired driving. This will be addressed by assessing the implementation of the new regulatory actions and completing research with the aim of improving the effectiveness and efficiency of our efforts.

¹⁰ An alcohol interlock is a device similar to a breathalyser that is hard wired into the starting system of a vehicle. If alcohol over the preset level is detected, the vehicle will not start. As part of the interlock programme, interlocks will be fitted in vehicles of some drink drivers.

Increasing the safety of young drivers

Area of high concern

Young drivers (aged between 15 and 24) are over-represented in both fatal and serious injury crashes, when compared to other New Zealand road users and their peers in other developed countries.

Over the period 2005 to 2009, young drivers were involved in 36 percent of fatal crashes and 38 percent of serious injury crashes. In 2009, young drivers were involved in 135 deaths and 978 serious injuries on our roads.

The number of people killed or seriously injured in crashes where a young driver was at fault has increased over the last 10 years at a rate higher than that for all road users over the same period.

Our 2020 goal

By 2020, we aim to reduce the road fatality rate of our young people from 17 per 100,000 population (of those aged 15 to 24) to a rate similar to that of young Australians of 12 per 100,000. In order to achieve this, a fundamental change is needed.

Focus areas

We need to increase the supervised experience of young drivers so when they first drive solo they are better equipped both in maturity and experience. We have identified three areas to focus on to increase the safety of young drivers.

Increase young driver education opportunities and uptake

Many young New Zealanders do not have access to quality road safety education, either at school or through professional driver training. This needs to be addressed.

Implement regulatory interventions

Raising the driving age and making the restricted licence test more difficult is expected to result in drivers being more experienced and safer when they first drive solo.

Targeted enforcement of young drivers

Police will target enforcement at young drivers because they have a high crash rate.

Table 13: Actions for increasing the safety of young drivers for 2011–2012

Focus area	Actions	Responsibility
Increase young driver education opportunities and uptake	Implement the outcomes of the review of road safety education as appropriate.	NZTA/Police/local government/MoT
	Consider incentives for young driver training in the risk rating and levy setting process eg lower ACC levies where appropriate training has been completed.	ACC
Implement regulatory interventions	Raise the minimum driving age to 16.	MoT/NZTA
	Make the restricted licence test more difficult to encourage 120 hours of supervised driving practice.	MoT/NZTA
	Implement a zero BAC for drivers under 20.	MoT/NZTA/Police
	Implement fines and demerit point penalties for drivers under 20 who have a BAC between 0.00 and 0.03.	MoT/NZTA/Police
	Advertise legislative changes and enforcement of legislative changes.	NZTA
Targeted enforcement of young drivers	Use the Road Safety Intelligence Centre to develop profiles on young drivers to target the education and enforcement effort.	Police
	Enforce legislative changes through detection and deterrence of young offenders using a whole of Police approach to deliver road policing enforcement.	Police

Table 14: Supporting actions to increase the safety of young drivers for 2011–2012

Focus area	Actions	Responsibility
Promotion	Raise public awareness of young driver crash risk, including: <ul style="list-style-type: none"> • best practice young driver development • parent and young driver awareness of the requirements for licensing of young drivers • the conditions that apply to learner and restricted licence holders and the rationale for them 	NZTA
Policy	Investigate vehicle power restrictions for young drivers.	MoT
	Investigate the introduction of maximum licence time limits for learner and restricted licences.	MoT
	Investigate the introduction of R plates for restricted licence holders.	MoT
	Further evaluate compulsory third party vehicle insurance.	MoT
	Further evaluate extending the learner licence period from 6 to 12 months.	MoT

Next steps 2013–2015

The focus will be on implementing the regulatory changes and continuing to educate young drivers and those involved with them. The aim of these changes is to significantly increase the experience of young drivers before they commence solo driving.

Reducing the impact of high-risk drivers

Area of medium concern

High-risk drivers are defined as drivers who have a history of dangerous and reckless driving, including disqualified drivers, unlicensed drivers, drivers involved in illegal street racing, repeat drink/drug drivers, high BAC offenders, repeat speed offenders and high-level speed offenders.

Since Safer Journeys was released, work has continued on the definition of high-risk drivers and their contribution to deaths and serious injuries. Using this new definition, 35 percent of at-fault drivers in fatal crashes were categorised as high-risk.

Our 2020 goal

The revised Safer Journeys goal for high-risk drivers is to reduce the number of deaths and serious injuries resulting from crashes involving high-risk drivers.

Focus areas

We are continuing to develop our understanding of high-risk drivers. We are looking to develop tools to target high-risk drivers using combinations of community-based and regulatory changes as well as enforcement to make a difference. We have identified three areas of focus.

Enhance community-based programmes that target high-risk drivers

Support effective community-based programmes that rehabilitate high-risk drivers.

Implement regulatory interventions

Introduce alcohol interlocks, which have proven to be effective in reducing repeat alcohol impaired driving overseas. Increase penalties to deter high-risk drivers and introduce a 'zero alcohol' licence for drivers who have more than one alcohol impaired driving offence or have been subject to an alcohol interlock.

Develop sector intelligence on high-risk drivers

Develop sector intelligence and then use this knowledge for targeted enforcement, education and rehabilitation approaches.

There are strong links between initiatives in the speed and alcohol areas that will also help to target high-risk drivers.

Table 15: Actions for reducing the impact of high-risk drivers for 2011–2012

Focus area	Actions	Responsibility
Enhance community based programmes that address high-risk driver needs	Expand driver licence assistance courses for unlicensed drivers, and support community-based programmes that are shown to be effective at rehabilitating high-risk drivers.	NZTA/MoT/local government/Police/ACC
Implement regulatory interventions	Consider incentives and disincentives to influence high-risk drivers through the risk rating process	ACC
	Increase penalties for all dangerous driving (including drink and drug driving) causing death.	MoT/MoJ
	Introduce the ability for Police to extend a 28-day licence suspension for up to three continuous periods where inquiries into a driver's offending are ongoing.	
	Enforce illegal street racing legislation (ongoing).	Police
	Evaluate the effectiveness of the illegal street racing legislation.	MoT
Develop sector intelligence ¹¹ on high-risk drivers	Develop and make use of sector intelligence to target high-risk drivers as part of a new Road Safety Intelligence Centre.	Police/NZTA/ACC/MoT
	Develop and use specific enforcement programmes to target high-risk drivers.	Police

Table 16: Supporting actions for reducing the impact of high-risk drivers for 2011–2012

Focus area	Actions	Responsibility
Research	Monitor the development of new technologies that could assist in the management of high-risk drivers.	MoT
Trial approaches to the management of high-risk offenders	Trial different approaches to rehabilitation for repeat alcohol impaired drivers.	MoT/MoH/local government

Next steps 2013–2015

The focus will be on using sector intelligence (developed during 2011-12) to develop more effective actions to target high-risk drivers.

11. Sector intelligence uses road safety data and other potential relevant data to provide insight into effective road safety initiatives.

Safe walking and cycling

Area of medium concern

Over the period 2005 to 2009, cyclists were involved in 3 percent of fatal crashes and an average of 119 were hospitalised (over 1 day). In 2009, there were 8 cyclist fatalities on our roads from accidents involving a motor vehicle and 102 were hospitalised (over 1 day).

Over the period 2005 to 2009, pedestrians were involved in 9 percent of fatal crashes and an average of 308 were hospitalised (over 1 day). In 2009, there were 31 pedestrian fatalities on our roads from accidents involving a motor vehicle and 306 were hospitalised (over 1 day).

Our 2020 goal

Reduce the crash risk for pedestrians and particularly cyclists, while at the same time encourage an increase in the use of these modes through safer roading infrastructure.

Focus areas

Two focus areas to improve safety for pedestrian and cyclists have been identified.

Education and training

Encouraging motorists, pedestrians and cyclists to share the road safely and improve their knowledge and skills. Increase motorist awareness of cyclists and pedestrians.

Support central, regional and non-government initiatives

The government will continue to support a range of central, regional and non-government initiatives that aim to reduce the crash risk of cyclists.

Table 17: Safe walking and cycling actions for 2011–2012

Focus area	Actions	Responsibility
Education and training	Support of community-based cycle skills training that is provided to communities at risk in accordance with established national standards.	NZTA
	Promotion of the Official Road Code for Cyclists.	NZTA
	Strengthening the learner licence test, by reviewing questions relating to cycling and walking.	NZTA
Support central, regional and non-government initiatives	Investigate the feasibility and potential effectiveness of a national 'share the road' campaign while assisting with local 'share the road' campaigns and 'model community' projects.	NZTA/local government
	Input as required into regional land transport plans and road safety action plans.	

There are also several actions in other areas that focus on providing safer road infrastructure that will contribute significantly to the walking and cycling area, such as:

- reducing vehicle speeds on roads used frequently by pedestrians and cyclists through the adoption of lower speed limits in urban areas, and treatments at high-risk urban intersections
- providing safe and convenient routes for pedestrians and cyclists, especially to and from work and school
- integrating land use and transport planning to provide for all modes of transport in safe and efficient ways
- changing the give way rules.

Reducing the impact of distraction and fatigue

Area of medium concern

Over the period 2005 to 2009, fatigue contributed to 13 percent of fatal crashes and 7 percent of serious injury crashes. In 2009, fatigue contributed to 53 deaths and 190 serious injuries on our roads.

Over the period 2005 to 2009, distraction contributed to 10 percent of fatal crashes and 9 percent of serious injury crashes. In 2009, distraction contributed to 39 deaths and 229 serious injuries on our roads.

Of additional concern is that international research suggests that distraction and fatigue are under-reported and that fatigue could be a factor in up to 25 percent of fatal crashes. In the past, efforts to reduce driver fatigue have been mostly focused on commercial drivers (this is because it is easier to influence fatigue in the workplace than in private vehicle use).

However, in the past neither area has received the focus that their contribution to crashes warrants.

Our 2020 goal

By 2020, we want to make New Zealanders' management of driver distraction and fatigue a habitual part of what it is to be a safe and competent driver.

Focus areas

We have identified three areas of focus for this first action plan.

Educate users about fatigue and distraction

Many people are unaware of the risks of distraction and fatigue and the ways those risks can be reduced. Improving education will help drivers to make safer choices.

Improve crash information on fatigue and distraction

Fatigue and distraction appear to be under-reported in the crash analysis system. Improving the data will improve our understanding of the problem and possible solutions.

Improve roading infrastructure

Fatigue crashes can be reduced by implementing known road engineering measures that reduce the number and/or severity of crashes involving fatigued drivers.

Table 18: Actions for reducing the impact of distraction and fatigue for 2011–2012

Focus area	Actions	Responsibility
Educate users about fatigue and distraction	Improve road user awareness of the effects of fatigue and distraction on safety through advertising and education.	NZTA
Improve crash information on fatigue and distraction	Review current data collection methods and investigate opportunities for improved collection of fatigue and distraction-related crash information.	MoT
	Monitor research.	MoT
Improve roading infrastructure	Incorporate fatigue and distraction considerations when developing infrastructure guidance and programmes for high-risk rural roads.	NZTA

Table 19: Supporting action to reduce the impact of distraction and fatigue for 2011–2012

Focus area	Action	Responsibility
Co-ordination	Reinvigorate the Driver Fatigue Co-ordination Group to review progress on proposed actions and implement new actions.	MoT

Monitoring our progress

Although responsibility for each action has been assigned to specific agencies, progress against those actions will be monitored by the National Road Safety Management Group (NRSMG) and the NRSC. They will also monitor progress against the Safer Journeys vision and the road safety goals for 2020.

The Ministry of Transport will prepare reports for the NRSMG and the NRSC on a 6 monthly basis and progress will be discussed at regular NRSMG and NRSC meetings. The NRSC, in turn, will report to the Minister of Transport every 6 months. A consolidated report against the action plan will be published each year.

We will evaluate our progress by monitoring the key indicators listed below.

Overall indicators for monitoring

- People killed in road crashes.
- People seriously injured in road crashes, as defined by NZIPS¹².
- People hospitalised for over 1 day.
- People seriously injured, as recorded by Police.
- ACC entitlement claims.

Indicators to track our progress towards embedding a Safe System have yet to be developed.

Safe roads and roadsides

- The number of head-on road crashes (fatal and serious).
- The number of run-off-road crashes (fatal and serious).
- The number of intersection crashes (fatal and serious).
- Fatal and serious injury crash risk per kilometre on State highways, local urban and rural roads.

Safe speeds

- Fatal and serious injury crashes involving speed too fast for conditions.
- Mean speeds on rural and urban roads.
- The percentage of drivers exceeding the speed limit.
- Public attitudes to speed and speed enforcement.

Safe vehicles

- The crashworthiness of the light vehicle fleet.
- Fatal and serious injury crashes involving heavy vehicles.
- The star ratings of new vehicles entering the light vehicle fleet.
- Consumer engagement with the Right Car website.
- Child restraint use and wearing rates.

Safe road use

Reducing the impact of alcohol/drug impaired driving

- Fatal and serious injury road crashes involving alcohol or drug impaired drivers, per 1,000,000 population.
- The number of offences for excess breath/blood alcohol and drug impairment.
- Public attitudes to alcohol and driving.

Increasing the safety of young drivers

- Fatal and serious injury crashes involving young drivers, per 100,000 population.
- Fatal and serious injury crashes involving young people.
- Drivers on learner or restricted licences at fault in fatal/serious injury crashes.
- The number of supervised driving hours undertaken by learner drivers.

¹² The New Zealand Injury Prevention Strategy (NZIPS) defines non-fatal serious injuries as those associated with at least a six percent chance of death.



Increasing the safety of motorcycles

- Fatal and serious injury crashes involving motorcycle and moped riders, per 100,000 population.
- Motorcyclists and moped riders on learner or restricted licences at fault in fatal and serious injury crashes.
- People killed or injured in motorcycle crashes per million hours spent travelling.

Reducing the impact of high-risk drivers

- Fatal and serious injury crashes involving high-risk drivers.
- Fatal and serious injury crashes caused by disqualified and unlicensed drivers.
- Fatal and serious injury crashes involving drivers with high alcohol levels.
- Fatal and serious injury crashes involving repeat speed and alcohol offenders.

Safe walking and cycling

- Fatalities or serious injuries involving pedestrians and cyclists.
- People killed or injured as pedestrians and cyclists per million hours spent travelling.

Reducing the impact of distraction and fatigue

- Fatal and serious injury crashes where fatigue is a factor.
- Fatal and serious injury crashes where distraction is a factor.
- Public attitudes to fatigue and distraction.

An illustration of a road winding through a landscape with green hills and a yellow sky. A white signpost stands on the left side of the road, with several white road markers with red bands along the edge. The signpost has a blue rectangular sign at the top and four yellow arrow-shaped signs pointing to the right, stacked vertically. The road is dark grey with white dashed lines in the center and solid white lines on the edges.

SAFE ROAD SYSTEM

SAFE ROADS AND ROADSIDES

SAFE SPEEDS

SAFE VEHICLES

SAFE ROAD USE