



# Safer Journeys

## Action Plan 2013-2015



- SAFE ROADS AND ROADSIDES ↗
- SAFE SPEEDS ↑
- SAFE VEHICLES →
- SAFE ROAD USE ↘



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# Foreword



In 2010 the Government launched Safer Journeys, New Zealand's road safety strategy to 2020. The launch of the strategy was followed by the first action plan, covering 2011 and 2012. The action plan set out 108 actions across all areas of the Safe System to build on the momentum created by the strategy.

I am pleased with the progress made by the first action plan. The 2011 road toll of 284 fatalities was the lowest since 1952, and the 2012 road toll of 308 was 20 percent lower than in 2009, the year before the strategy was introduced. In addition, the focus on the safety of young drivers has been followed by a 38 percent reduction in deaths since 2009 for those aged 15 to 24. It is important that we consolidate and build on this progress in reducing deaths and serious injuries by continuing to advance the Safe System approach.

As part of the Safer Journeys strategy, actions that began under the first action plan will continue to be either completed, or embedded. Road safety partners will also continue to enhance their core work or 'business as usual'. This means finding more effective ways to deliver improved safety outcomes across the system, and being proactive about addressing new or emerging road safety risks. This work will ensure there is sufficient action to address each area of concern identified in Safer Journeys. Key actions and progress across these areas will be monitored and reported on regularly.

All work to improve road safety is important. However, based on progress to date and the lessons learned in recent years, the National Road Safety Committee considers that the more focused, strategic approach of the second action plan will be the best way to make substantial progress in road safety over

the next three years. The second action plan therefore includes a small number of transformational actions with a high level of ambition. These actions focus on advancing the Safe System approach, improving roads and roadsides, ensuring safer speeds, improving the vehicle fleet, and reducing the impact of alcohol and drug impaired driving.

This action plan intends to address some of the most intractable road safety issues in New Zealand. Its success will depend on everyone doing their bit. Road controlling authorities, the vehicle industry, central and local governments, road users and employers all share responsibility for road safety. Whether a system designer or user, we all have a role in creating safer journeys.

A handwritten signature in black ink that reads "Martin Matthews".

Martin Matthews  
Convenor, National Road Safety Committee

# Introduction



In 2010 the government launched Safer Journeys, New Zealand’s road safety strategy to 2020. Safer Journeys established a vision for New Zealand of “a safe road system increasingly free of death and serious injury” and adopted the Safe System approach.

**Diagram 1: The Safe System**



The Safe System approach creates a platform for innovation in improving road safety, enjoys widespread support and is consistent with leading road safety thinking internationally. The National Road Safety Committee (NRSC)<sup>1</sup> is satisfied that Safer Journeys and the strategic framework it sets out are the best approach to deliver improved road safety outcomes for New Zealand.

The Safer Journeys first actions and first action plan (2011-2012) have made good progress toward achieving the strategy’s goals, contributing to a 20 percent decrease in road deaths between 2009 and 2012. Three-quarters of the 108 actions in the first action plan are completed or embedded, and the other actions will be carried forward into the second action plan.

The first actions in 2010 focused particularly on young drivers, and has been followed by a 38 percent reduction in deaths since 2009 for people aged 15–24. The first actions were followed by the 2011–12 Action Plan, which had a broad scope

and contributed to improvements across many areas of the system, such as significant reductions in fatal and serious road crashes amongst motorcyclists and high-risk drivers. There have also been some improvements in heavy vehicle safety, and the safety of our roads and roadsides<sup>2</sup>.

Even with these encouraging improvements, we must maintain our focus. We are still a long way from our vision of a safe road system increasingly free of death and serious injury. Vehicle kilometres travelled (VKT) are predicted to increase and this will potentially increase road crashes. A sense of urgency and a focused effort on addressing the difficult causes of road trauma is required to reduce the level of deaths and serious injuries.

Areas of concern in Safer Journeys where we are making less progress include speed and alcohol related casualties. Although the uptake of safer new vehicles has increased markedly (by November 2012, 71 percent of all new light vehicles sold were five-star ANCAP rated), the average age of the vehicle fleet has actually increased from 12.5 to 13.2 years since 2009. To improve these areas we need to apply the Safe System approach to make our transport system more accommodating of human error and vulnerability, and this action plan contains initiatives to continue the move toward a Safe System.

The Safer Journeys strategy and this action plan are a guide for local communities, private companies and other organisations as well as for government at all levels.

<sup>1</sup> NRSC agencies include the Ministry of Transport, NZ Transport Agency, New Zealand Police and ACC. NRSC associate members are Local Government NZ, the Energy Efficiency and Conservation Authority, the Ministries of Justice, Health, Education and the Ministry of Business, Innovation and Employment (Department of Labour).

<sup>2</sup> More information about what was done during the first Action Plan can be found at [www.saferjourneys.govt.nz](http://www.saferjourneys.govt.nz)

**Table 1: Safe System approach**

## Safe System approach

The Safer Journeys strategy is based on applying the Safe System approach.

The Safe System objectives are 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
- reduce the incidence of error

This approach is a fundamental change to how people think and act in relation to road safety. It moves away from a blame approach to a genuine shared responsibility between users (such as drivers, riders, passengers, cyclists and pedestrians), and transport system designers and influencers (such as engineers, employers, policy makers and the media).

The approach aims to reduce deaths and serious injuries, and success is measured in these terms. This is because the causes of deaths and serious injuries are very similar, and the broader focus means a better evidence base is possible. It also recognises that many serious injuries cause lifelong debilitating effects, both physical and mental, with an ongoing cost to families and society.

The Safe System approach recognises that:

- **People make mistakes** – We need to recognise that people make mistakes and it is inevitable there will be some crashes.
- **People are vulnerable** – Our bodies have a limited ability to withstand crash forces without being seriously injured or killed.
- **We need to share responsibility** – System designers and people who use the roads must all share responsibility for creating a road system where crash forces do not result in death or serious injury.
- **We need to improve the safety of all parts of the system** – Roads and roadsides, speeds, vehicles, and road use all need to be strengthened so that if one part fails, other parts will still protect the people involved in a crash.

To create a Safe System, we need to achieve:

- **Safe roads and roadsides** that are predictable, forgiving of mistakes, and encourage safe user behaviour.
- **Safe speeds** that suit the function and level of safety of the road, with road users understanding and complying with speed limits and driving to the conditions.
- **Safe vehicles** that help prevent crashes and protect road users from crash forces that cause death or serious injury.
- **Safe road use**, ensuring road users are competent, alert, unimpaired, comply with road rules, choose safer vehicles, take steps to improve safety and demand safety improvements.

Road safety is everyone's responsibility; we all need to play our part.

# The second action plan



The second action plan provides an opportunity to focus on significant programmes that take ambitious steps toward realising the Safer Journeys vision. This action plan aims to make long-term gains from actions that will:

- advance the Safe System approach
- address speed as a cause of road death and serious injury
- improve roads and roadsides
- improve the safety of the New Zealand vehicle fleet
- reduce crashes caused by impaired road users

The actions will advance multiple objectives because of the interconnectedness of the Safe System approach.

This plan takes a tiered approach. The top two tiers address the most complex and multi-dimensional problems where there are many perspectives, a range of stakeholders, and which require senior level commitment and sponsorship for a breakthrough.

**Strategic actions** will address the greatest challenges to a Safe System and will be transformative. Areas for focus will include those where progress on Safer Journeys areas of concern has been slow, or where long standing barriers to creating a safe road system need to be removed. They are actions that require joint-will, cross agency collaboration, reprioritisation of effort and investment, and wider partnerships to be successful. They will be directly sponsored by NRSC members.

**Cross-sector enablers** support the strategic actions. They are actions requiring cross-agency work plans to accelerate progress, yield greater benefits and improved outcomes. Some are likely to require reprioritisation of effort and investment plans. Most will require new partnerships. The National Road Safety Management Group will champion these actions.

While the focus in this plan is on the breakthrough actions, the underlying aim remains to **strengthen all of the elements of the Safe System**. The purpose is to ensure there is sufficient action to address all the Safer Journeys areas of high, medium and ongoing concern. In addition to the actions outlined in this action plan, work will continue in the other areas of concern, such as walking and cycling, young drivers, and fatigue and distraction, through programmes begun under the first action plan. Road safety partners will also continue with commitments made to enhancing core business activities in line with the intent of this plan and the overarching Safer Journeys strategy, focusing on the areas of greatest benefit.

The full work programme will be monitored by NRSC agencies to ensure sufficient progress is being made and key actions will be reported on [www.saferjourneys.govt.nz](http://www.saferjourneys.govt.nz).

**Diagram 2: Second action plan tiered approach**

**Vision: A safe road system increasingly free of death and serious injury**

**Strategic actions**

- Develop and implement a safer speed programme
- Undertake Safe System signature projects
- Ensure that BAC limits reflect risk
- Accelerate the exit of unsafe vehicles

**Cross sector enablers**

- Establish Safe System partnership programme
- Reframe the road safety conversation
- Improve and sustain improvements to high risk roads, intersections and motorcycling routes
- Enhance automated enforcement
- Improve the safety of new and existing vehicles
- Expand the voluntary use of technology across all elements of the system (Intelligent Speed Adaptation), alcohol interlocks etc)

**Foundation work to strengthen the system**

- Completion of the first action plan
- Enhance and align core business: continue work on Safer Journeys high, medium and on-going areas of concern

**Monitoring**

- NRSC will have overall responsibility for ensuring that agreed actions are implemented and evaluated. Progress reports will be provided to the NRSC

**Diagram 3: Initial deliverables 2013–14**

### **Advance the Safe System approach**

- National signature programme launched with a minimum of four projects identified (December 2013)
- Safe System partnership programme developed and delivering at least two new initiatives (March 2014)

### **Safe roads and roadsides**

- 100 highest-risk intersections identified and solutions developed for at least 30 (September 2014)

### **Safe speeds**

- Speed management programme developed to move toward agreed positions on appropriate speed limits and a communication approach to achieve this (December 2013)
- Advice about possible improvements to the ownership, operation, and funding of automated enforcement technologies (September 2014)

### **Safe vehicles**

- A vehicles standards map developed and the process to mandate Electronic Stability Control commenced (December 2013)
- Advice about how to exit older, less-safe vehicles and improve the safety of vehicles in the fleet (December 2013)

### **Safe road use**

- A proposal to government on options to align the legal blood alcohol limit to reflect risk for adult, young, commercial, and high-risk drivers (December 2013)
- A review of the effectiveness of alcohol interlocks in New Zealand with recommendations for their future use (December 2013)



# Advance the Safe System approach

## Our 2020 Goal

By 2020 New Zealand will have made demonstrable progress in creating a safe road system.

## Where we are today

The agencies represented on the NRSC are increasingly using the Safe System approach as a reference point in planning, developing and maintaining road transport. However, much work is still required to embed the Safe System approach in all aspects of planning, implementation and communication, and to extend understanding and application of the Safe System approach to a wider group of system designers, including the private sector.

Public communication around road safety often focuses on blaming the driver, rider or pedestrian instead of taking a wider Safe System view that considers vehicles, roads and roadsides, speed and all road users.

## Where we want to be in 2016

By 2016 we want the Safe System approach to be accepted and followed as the approach for improving road safety. Changes to the legal and technical aspects of road safety remain useful road safety tools, but can only take us some of the way toward a safe road system. We want to have engaged with all system designers, and to have built a sense of shared responsibility and purpose.

A shift in public understanding, perception of, and demand for road safety is needed. In particular we need the public to actively demand a more forgiving road system. We want the public to understand that they can expect better planning, design and engineering for road safety, cheaper and more widely available safety technologies, and a community and business climate that discourages intentional rule violations.

Overall, moving towards more active community support for a safer road system will help achieve the Safer Journeys vision.

## Actions

Actions already underway to communicate and embed the Safe System approach, and grow capability in applying it, will continue and be enhanced as part of core business. Reviews of organisational systems, processes, procedures, and guidelines will be undertaken to ensure they promote and enable the Safe System approach.

The next stage in adopting the Safe System approach is to demonstrate its effectiveness, establish partnerships with a wider set of system designers, and build public understanding and demand for road safety. The actions below are intended to help do this, and they also set the framework for how many other actions in this plan will be implemented.

### Undertake Safe System signature projects

In the first year of the action plan we will identify signature projects that have the potential to make demonstrable advances in reducing road trauma for all road users (riders, drivers, and pedestrians) by implementing the Safe System approach within regions and communities (examples include addressing high-risk corridors, communities and regions with proven treatments and innovative trials). These signature projects will be well resourced initiatives that demonstrate innovation, give effect to Safe System principles and reduce road casualties. Not all of them will strengthen every element of the system, but each project will aim to showcase the benefits of the overall Safe System approach. They will be advanced in partnership with a range of stakeholders. As the purpose is to showcase best or emerging practice, develop understanding and demand for improved road safety from a wider audience, and reduce road trauma, project design will include evaluation and communication work streams. These projects will take lessons from current projects and showcase the successful introduction of innovative ideas such as the walking and cycling model communities in New Plymouth and Hastings.

### Establish a Safe System partnership programme

Safer Journeys emphasises shared responsibility for road safety, and the Safe System approach recognises the vital role that local government, the private sector, advocacy groups and the community play in road safety.

Individual projects in this plan will require new partnerships to be forged. The aim is to establish a collaborative network, share good practice, and seek ways to improve road safety outside of traditional approaches, establishing new working models and funding mechanisms where necessary.

Drawing on Australian experience, the NRSC will establish a similar model, including local government and private sector champions of road safety and non-governmental organisations. Several new initiatives in 2014 will be launched to demonstrate how strong partnerships can reduce road trauma.



**Reframe the road safety conversation**

We need to raise awareness of what really contributes to road safety and what actions reflect that understanding. A key step will be to increase community understanding that compliance alone will not guarantee safety on the roads. This conversation may include incentives to promote a higher level of driver and rider performance – in effect to encourage New Zealanders to become five-star users of the road.

We need New Zealanders to accept the continuing challenge of working together to reduce community acceptance of road death and serious injury, because road safety is everyone’s responsibility. The aim is to have communities that demand a safer road system that is forgiving of human error.

Many projects to create a more forgiving road system will require public consultation and support to proceed (for example, revisions to speed policy). Consultation will be more effective if communities understand and support the long-term goal. Unified messages and consistent approaches are also important.

We will incorporate new messages and new approaches into existing engagement and communication programmes to increase demand for road safety and reframe the conversation around shared responsibility. The way the programme is developed will ensure that engagement is two-way and meets the needs of the community, especially those groups over-represented in road deaths and injuries. Different systems of communication and media will help to build support effectively for the changes necessary to create a truly Safe System.

**Diagram 4: Advance the Safe System approach**



**National Road Safety Committee milestones**

The Safe System programme will include projects that demonstrate how fatal and serious injuries for all road users and can be reduced by working collaboratively with new partners. The programme will:

- By December 2013 the national signature programme will be launched with a minimum of four projects identified and communicated.
- By June 2014 funding will be secured and implementation work started on all signature projects.
- In 2013 a Safe System partnership programme will be developed and deliver at least two new initiatives with new partners in 2014.

# Safe roads and roadsides



## Our 2020 Goal

Our Safe System goal is to improve the safety of roads and roadsides to significantly reduce the likelihood of crashes occurring and to minimise the consequences of crashes when they do occur. On New Zealand roads this requires a focus on reducing the highest risk crash types: head-on, run-off road, intersection crashes, and crashes involving pedestrians and cyclists.

## Where we are today

The first action plan targeted high-risk rural roads and intersections. The *High Risk Rural Roads Guide*, *Safer Journeys for Motorcycling Guide*, and the *High Risk Intersection Guide* all strengthen our approach to targeting high-risk roads and roadsides. They provide robust tools to guide investment and improvements.

Safe System speed and motorcycling demonstration projects have begun, and a review of design standards that ensure the Roads of National Significance (RoNS) will be implemented with a minimum four-star KiwiRAP rating has been completed. Changing the Give Way Rule was another significant step.

In terms of outcomes, progress has been mixed. The rate of fatal or serious injuries has decreased most on the State highway network. We still had 920 deaths and serious injuries for the 12 months to September 2012 from head-on and run-off road crashes on all roads, which indicates opportunities for improvement during the period of this action plan.

## Where we want to be by 2016

By 2016 we want the intersections and roads with the greatest collective risk across New Zealand to have been identified, and safety improvements made or programmed. The guides referred to above provide the tools to identify these intersections and roads, but consolidated analysis across all New Zealand roads remains to be done.

We will also pay attention to other road types associated with high-risk crashes, such as mixed-use urban arterials. This will improve the safety of cyclists and pedestrians in particular.

## Actions

The National Land Transport Programme (NLTP) 2012–15 includes many programmed actions to improve high-risk roads, particularly on State highways, using the interventions from the *High Risk Rural Roads Guide* (which covers all non-urban roads).

Safe System signature projects will include actions to improve roads and roadsides, and actions elsewhere in this plan (such as implementing safer speeds and increasing the use of technology like Intelligent Speed Adaptation) will also strengthen roading performance for all road users. The following are additional actions required to achieve further reductions in deaths and serious injuries.

### Improve high-risk intersections

We will use the *High Risk Intersection Guide* to identify and target the 100 highest-risk intersections to address by 2020. A programme will be developed to improve at least 20 intersections in the course of this plan. Improving urban intersections will benefit pedestrians and cyclists. Planning will also commence for accelerated improvements during the 2015-18 National Land Transport Programme, using the Safe System interventions from the guide.

### Improve high-risk rural roads

Head-on and run-off road crashes will be identified and targeted using the methods and treatments outlined in the *High Risk Rural Roads Guide*.

### Extend risk-targeting

Risk-targeting programmes and models will be extended to local urban roads, with a focus on mixed use arterials and areas posing particular risks for active road users, such as pedestrians and cyclists.

### Reduce risk on high-risk motorcycling routes

Addressing high-risk rural roads and high-risk intersections will include using the *Safer Journeys for Motorcycling Guide* and working with the Motorcycle Safety Advisory Council to devise solutions to reduce motorcycle deaths and serious injuries.



**Ensure optimal road safety benefits by prioritising investment in operations and maintenance**

A review and alignment of funding arrangements within the Government Policy Statement on Land Transport Funding, and NZ Transport Agency and Territorial Local Authority funding procedures, will occur to ensure sufficient ongoing investment priority for essential operational and maintenance costs associated with safety improvements. The review is important because Safe System improvements such as improved skid resistance, electronic curve warning signs, audio-tactile markings, variable speed signs, and safety barriers carry increased operational and maintenance costs.

**National Road Safety Committee milestones**

In 2013 a high-risk intersection programme will be developed and launched (100 highest risk intersections identified and communicated). Over 2014/15 the following will be delivered:

- By September 2014 solutions will be developed for at least 30 high-risk intersections.
- By June 2015 at least 20 high-risk intersections will be improved as per agreed solutions.

As part of the development of the next Government Policy Statement on Land Transport Funding and the NZ Transport Agency Investment and Revenue Strategy, investment in operations and maintenance will prioritise safety outcomes.

**Diagram 5: Safe roads and roadsides**



# Safe speeds



## Our 2020 Goal

Managing speed on the road network is crucial to reducing deaths and serious injuries because the consequences of all crashes are strongly influenced by impact speed. Achieving safer speeds across the entire road network with an emphasis on high-risk routes, speed limits appropriate to a road's characteristics, and fewer drivers and riders exceeding those speed limits, are powerful ways to reduce deaths and serious injuries.

Our Safe System goal is to reduce the number of speed-related crashes and the severity of all crashes if they do occur. Safer travel speeds that also support economic productivity will help achieve that goal. This leads to three long term objectives:

1. people will increasingly understand what travelling at safer speeds means
2. speed limits will better reflect the use, function and safety of the network
3. travel speeds will support both safety and economic productivity

## Where we are today

The first action plan began a review of New Zealand's speed management framework. Some early steps have been taken by Road Controlling Authorities to adopt speed limits that reflect a Safe System approach, and to improve the safety of roads and roadsides where higher speeds are justified.

Currently the interpretation of 'safe speeds' differs between Road Controlling Authorities, leading to different speed limits on similar roads in different localities, which creates confusion.

Uptake of existing and emerging safety technologies has been slow by international standards, although some progress is now being made on variable speed limits. New Zealand currently makes less use of technology for general deterrence of illegal speeding than other developed countries.

Outcomes reflect this cautious approach to speed management. In 2011 crashes that involved driving 'too fast for conditions' resulted in 83 deaths and 461 serious injuries – 23 percent of all deaths and serious injuries. The proportion of drivers that exceed the 100km/h limit was 25 percent in 2012.

## Where we want to be by 2016

By 2016, New Zealanders should expect all Road Controlling Authorities to apply a nationally consistent approach to setting speed limits that considers the Safe System approach. This approach will be reinforced by a consistent set of messages about what the appropriate speed is for different kinds of routes/situations, and take into account all road users (eg pedestrians and cyclists). By 2016 we wish to have a consolidated approach to managing speed on the network that is more effective at reducing deaths and serious injuries, underpinned by the support and commitment of the public, and all agencies and system designers who have a role in implementing it.

Safer speed limits should also be reinforced by more effective and efficient use of safety technology.

## Actions

The 2012–15 National Land Transport Programme has made commitments to safer speeds (mainly through the Road User Safety and Road Policing activity classes). These are behaviourally targeted initiatives that will continue to strengthen the system. New Zealand Police plan to introduce a new network of fixed speed cameras across the country to encourage safer speeds on high-risk routes. The existing Traffic Operations Centres will play an increasing role in managing travel speeds on high-volume networks to safe and efficient levels through the appropriate use of variable speed signs and other messaging.

The Safe System signature projects are likely to contain speed components. Reframing the road safety conversation and increasing the use of vehicle safety technologies such as Intelligent Speed Adaptation will concentrate particularly on speed, and will require reliable data on speed limits. The following additional actions will occur.



### Develop and implement a safer speed programme

A national speed management programme to achieve the agreed long-term objectives will be developed to unify the approach taken by Road Controlling Authorities and other partners to move toward speed limits that support safety and economic objectives. The programme will increase national consistency in setting and managing speed limits and identify other changes that are required to the way we design and manage roads, especially where higher speeds are desired for economic productivity. The programme will include a partnership-based communication strategy that increases system designer and road user understanding of what travelling at a safe speed means and will build a groundswell of support for a changed approach to speed management.

The programme will be developed by a dedicated multi-agency taskforce that will deliver an evidence-based programme to achieve the agreed speed objectives. The plan will be developed through engagement with a wide group of stakeholders and will include appropriate transitional arrangements.

### Enhance automated enforcement

Enforcement is a crucial part of improving compliance with speed limits and reducing death and serious injury through general and specific deterrence. Newer technologies such as red light cameras, point-to-point cameras, weigh-in-motion, automatic number plate recognition and traffic operations technology offer further opportunities for automated monitoring, risk assessment and enforcement – not just for speeding, but for a range of other transport issues such as safe and efficient freight movement. Another opportunity is to improve the effectiveness of current technology by removing operational or legislative barriers (eg demerit points on speed cameras).

A multi-agency taskforce will pursue options for expanding the use of, and optimising investment in, automated enforcement technologies. The taskforce will investigate what technical, institutional, ethical or funding barriers exist to wider adoption and operation of automated enforcement as part of an integrated intelligent transport system. It will recommend which organisation(s) should own and operate automated devices in different situations and who should be responsible for particular functions such as prosecution, processing of notices and infringement fee collection, as well as audit and calibration of automated enforcement technology. Funding options could include hypothecation of infringement revenue for specific road safety initiatives. Automating enforcement has the potential to streamline processes and free up police officers to focus on other high-priority road policing activities.

### National Road Safety Committee milestones

In 2013 a speed management programme will be developed to deliver:

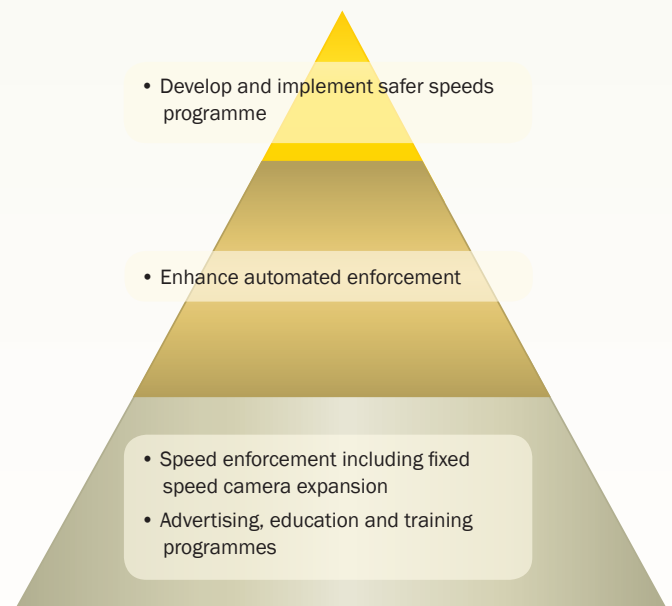
- agreed positions on appropriate speed given the use, function, risk, and level of safety provided by the road, and the communication approach required to achieve this

From 2014-15 likely actions include:

- aligning current speed limits and travel speeds with appropriate speeds (including improving the speed limit rule and supporting processes)
- implementing a communications strategy to change the road safety conversation about speed, including increasing system designers' and system users' understanding and acceptance of safer speeds
- altering roads so drivers and riders receive clearer signals about the appropriate speed on a road

In 2014 a separate working group will provide advice about how to improve enforcement including possible improvements to the ownership, operation, and funding of automated enforcement. This advice will identify opportunities to use technology to make enforcement more efficient and effective.

Diagram 6: Safe speeds



# Safe vehicles



## Our 2020 Goal

The Safe System vehicle goal is to have a forgiving vehicle fleet that helps to reduce or avoid error, recover from error, and absorb crash forces. This means we will have more vehicles in the fleet that help prevent crashes from occurring and which better protect drivers, riders, passengers and other road users in the event of a crash.

## Where we are today

Increasing public awareness and demand for safer light vehicles is a current focus. The re-launch of the Right Car website was an important step in raising awareness. New light vehicles entering the New Zealand vehicle fleet with a five-star ANCAP safety rating have increased from about 51 percent in 2009 to 71 percent in 2012. This highlights a rapid improvement in vehicle safety technology that holds great potential to improve road safety. However, the average age of our vehicle fleet has increased from 12.5 years in 2009 to 13.2 years in 2011, the proportion of new vehicles in the fleet is very low, and consumers can still purchase new vehicles that do not have a high ANCAP safety rating.

## Where we want to be by 2016

Our aim is to adopt a whole-of-vehicle lifecycle approach to:

- remove less-safe vehicles from circulation
- improve the safety of vehicles coming into New Zealand
- improve the safety of the existing vehicle fleet
- encourage consumers to purchase the safest vehicle they can afford

A vehicle lifecycle approach is necessary because safer vehicle choices are made by consumers, and a number of factors influence buying and maintenance decisions over the lifecycle of a vehicle. For example, if vehicle entry standards severely restrict the availability of affordable vehicles the number of vehicles entering New Zealand could decline, encouraging people to retain their existing vehicles for longer or switch to less-safe vehicles such as motorcycles. Similarly, if older and less-safe vehicles are removed too quickly, the market value of affordable and safe replacements could become unaffordable for many New Zealanders, reducing mobility and access to employment and community.

## Actions

Enhanced promotion of vehicle safety features will continue as part of core business to strengthen the system. The Right Car website will be enhanced and additional consumer information will be provided to influence vehicle purchasing decisions, and create more consumer demand for safer vehicles (eg integration with online auctions and mobile devices). Existing promotion of safer vehicles through programmes such as Fleet Safe and the Operator Rating System will continue, and enforcement will continue targeting to risk. As part of this programme of promotional work, including safety ratings on the motor vehicle Consumer Information Notice will be investigated. Some Safe System signature projects may also encompass initiatives to improve vehicle safety.

As part of the Safe System Partnership Programme, we will explore actions that will enable and encourage consumers to purchase the safest vehicles and motorcycles (including motorcycle gear), both new and used, they can afford. We will focus on the following actions.

### Accelerate the exit of unsafe vehicles

NRSC agencies will identify options to encourage less-safe vehicles to exit from the fleet, through developing and implementing vehicle-exiting initiatives that are targeted and sustainable. One possible action is to introduce a safety levy when vehicle ownership is changed, or as part of vehicle licensing, to be used to incentivise vehicle scrappage.



**Improve the safety of vehicles entering the fleet**

Vehicle technology is developing fast and is providing significant safety advances. To capture these technology advances in a way that enables continued mobility, a vehicle and motorcycle standards plan for new and used vehicles will be developed with industry and stakeholders. The plan will indicate when each new safety technology could become a mandatory standard for vehicles entering the fleet. The plan will also ensure maximum certainty is provided, with time for vehicle importers to prepare for the introduction of more stringent standards. Some of the vehicle technology standards likely to be included in the plan are electronic stability control, side curtain airbags, autonomous emergency braking, lane departure warning, and motorcycle anti-lock braking systems. Additional vehicle technologies could also be considered when the plan is regularly reviewed.

**Improve the safety of existing vehicles in the fleet**

NRSC agencies want to support a culture of personal responsibility for vehicle maintenance. A combination of standards, consumer awareness and enforcement will ensure that this is done. Areas of focus include:

- the current warrant of fitness and certificate of fitness inspections, including possible new aspects such as suspension or tailpipe emissions testing
- helping unsafe fleet operators to become safe operators
- automated enforcement technology such as Automatic Number Plate Recognition to increase compliance levels amongst on-road vehicles
- removing any barriers to the new vehicle technology, for example radio frequency issues
- trialling, promoting and incentivising the uptake of vehicle safety features, such as Intelligent Speed Adaptation, particularly those that are able to be retrofitted
- investigating voluntary point-of-sale labelling or information for tyres

**National Road Safety Committee milestones**

In 2013 a vehicle fleet programme that adopts a whole of vehicle lifecycle approach will be developed. The safer vehicles part of this programme will deliver:

- options to exit old, less-safe vehicles, with consultation on these options to occur in 2014
- a vehicle standards map (indicating when safety technology could be mandated) that will provide certainty to the vehicle industry and allowing it to plan ahead
- advice and options to improve the safety of vehicles in the fleet such as:
  - > improved maintenance and enforcement
  - > promotion of the retrofitting of certain safety devices into the New Zealand fleet (eg Intelligent Speed Adaptation)

As part of the wider vehicle fleet programme propose a programme of work for 2014-15 covering actions to deliver:

- standards as per vehicle map
- options to accelerate the exit of less-safe vehicles

**Diagram 7: Safe vehicles**



**Safe vehicles**



# Safe road use



## Our 2020 Goal

The Safe System goal is road users who are skilled, competent, alert and unimpaired; they comply with road rules, take steps to improve road safety and expect safety improvements.

## Where we are today

The first actions have improved the safety of young drivers, and licensing changes mean that young drivers enter the system slightly older and with higher skill levels when they start driving on a restricted licence. Actions already taken to address alcohol impaired driving include lowering the blood alcohol concentration (BAC) limits to zero for drivers under the age of 20 years. Alcohol interlocks are now available for repeat drink-drivers and first-time drink-drivers with a high alcohol level.

While there has been a decline in the number of alcohol/drug-related fatal and serious injury crashes, especially for youth, the problem remains a significant one, especially as any level of alcohol increases driving errors, and affects alertness, skill, and judgements. Alcohol use is also correlated with failure to wear restraints, which remains a relatively common factor in fatal crashes.

## Where we want to be in 2016

We need the public to better understand and accept the adverse effect that any level of alcohol and/or drugs has on safe driving and riding. We also need to encourage communities to voluntarily limit or eliminate their intake or use before driving or riding, and we need the adult legal BAC limits to better reflect the risk that alcohol poses to all road users and communities.

## Actions

Existing work to strengthen this part of the system will continue focusing on the Safer Journeys areas of concern and will encompass research, advertising, education, training, community based initiatives and enforcement measures. Work in the speed area will also focus on a critical aspect of safer use, so that people increasingly understand what travelling at safe speeds means.

Research is underway into the factors and the prevalence of drugged-driving in New Zealand, and research on the level of harm caused by drivers in the BAC 0.05–0.08 range will also continue. Opportunities to expand the use of alcohol interlocks as a sentencing option for the courts will be explored.

The Safe System signature projects may also address alcohol where that is a risk factor, and reframing the road safety conversation will include a focus on the risk that alcohol and drugs (legal and illegal) create, both separately and in combination. The aim will be to generate personal, corporate and social responsibility for reducing that risk – for example, by voluntarily limiting to two drinks or fewer before driving or riding.

### Ensure that BAC limits reflect risk

The main issue is whether the current BAC limits reflect risk. When current research is completed we will incorporate the results into the road safety conversation, and recommend for BAC default limits that better reflect the actual risk that alcohol poses to adult drivers and riders.

Crash data will be used to identify groups with greater risk of alcohol-related death and serious injury or of particular responsibility for the safety of others, so that limits lower than the default can be considered as part of a safety package.

### Expand the voluntary use of technology and integrate it with treatment approaches

Broader use (including voluntary use) of alcohol interlocks will be promoted, including considering whether the interlocks can be integrated with alcohol/drug treatment and rehabilitation services.

The voluntary use of interlocks in public sector, commercial and public transport vehicles, and as a support for those receiving voluntary treatment for drug or alcohol addiction, will be encouraged. More emphasis on treatment programmes will require stronger partnerships with the health, justice, and social sectors.



**Strengthen drug-driving enforcement**

We will reduce impairment related to drug use (legal and illegal), by maintaining and strengthening the current regime, building on existing research, undertaking further research and closely monitoring the effectiveness of drugged-driving enforcement techniques internationally. Our aim is to move New Zealand towards a robust, cost effective approach to random roadside drug screening and testing as soon as practicable and justified.

**National Road Safety Committee milestones**

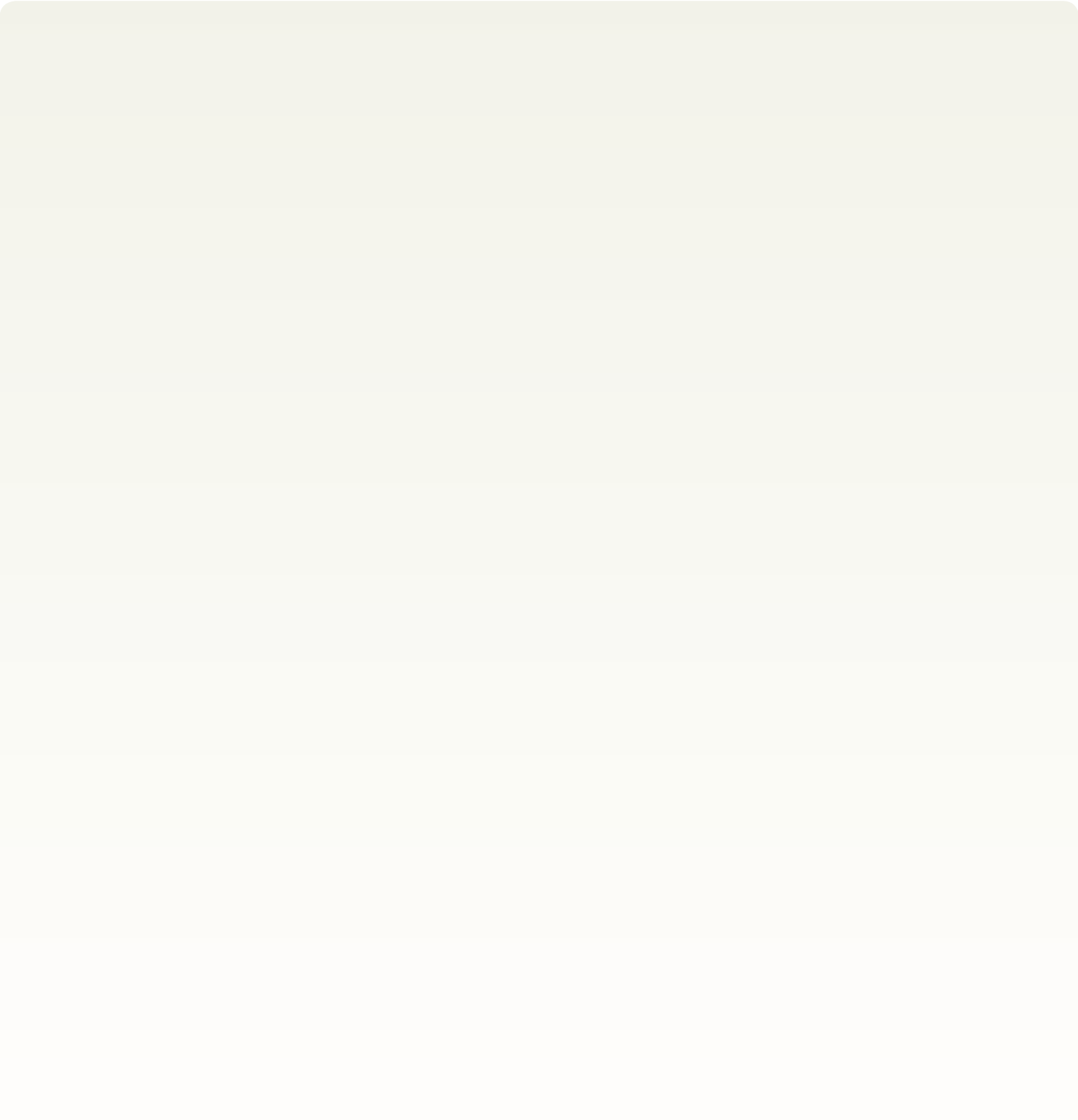
In 2013 actions that will be delivered are:

- a proposal to government (based on research completed) on options to align BAC for drivers to reflect risk for adult, young, commercial, and high risk drivers and riders
- increased uptake of voluntary policies by individuals and companies to reduce impaired driving, which could include zero alcohol/drugs policies and voluntary use of technology such as alcohol interlocks
- taking opportunities to increase the use of alcohol interlocks for those who can benefit from them: advice on how alcohol interlocks are currently operating and how opportunities can be taken and/or barriers removed will be required. This action will enable New Zealand to make the best use of alcohol interlocks

A programme of work for 2014–15 to reduce impaired driving will be proposed based on the results of the deliverables above and the work to develop advice on drug-driving based on international evidence, New Zealand experience and technological developments.

**Diagram 8: Safe road use**







**SAFE ROAD SYSTEM**

**SAFE ROADS AND ROADSIDES**

**SAFE SPEEDS**

**SAFE VEHICLES**

**SAFE ROAD USE**