

2019–2021 Road Safety Partnership Programme

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VERSION 2.0

Working together to improve road safety

ROAD SAFETY PARTNERSHIP



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INTRODUCTION

The 2019–21 Road Safety Partnership Programme (RSPP or programme) has been prepared in accordance with section 18I of the Land Transport Management Act 2003 (LTMA). The programme provides for a two-year National Land Transport Fund (NLTF) investment, to supplement the previously approved 2018/19 programme, and thus confirming the total investment for the period of the 2018–21 National Land Transport Programme.

This programme has been developed in accordance with section 18M of the LTMA, and takes into consideration the development of a new road safety strategy for New Zealand, the findings of the 2017 Road Policing Programme Review, and subsequent work of the Road Safety Partnership.

The programme explains the role of the Road Safety Partnership, and provides an outline of the programme's strategic context, investment levels, delivery, and monitoring and reporting arrangements.

An outcomes investment approach has been used by the Partnership to develop the programme. In line with this approach, and the Government's investment priorities for the transport sector, the programme focuses on achieving desired road safety and access outcomes, value for money and the efficient delivery of NZ Police activities.

ROAD SAFETY PARTNERSHIP

The NZ Police, NZ Transport Agency, and the Ministry of Transport have established a Road Safety Partnership (Partnership) to develop and implement a new operating model and investment approach for road policing. While the NZ Police, NZ Transport Agency, and the Ministry of Transport all have individual accountabilities and responsibilities, they are also all stewards of road safety and are collectively responsible for achieving improved outcomes. Preliminary work by all three agencies has found that by working more closely together we can maximise collective expertise.

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

The Partnership provides the mechanism to achieve awareness of all three agency's road safety interventions, enables joined up research, innovation, planning and delivery that will optimise the outcomes of any investment in road safety.

As such, this RSPP is based on an operational framework, and a series of commitments made by the partners to achieve these outcomes. These outcomes and commitments are in line with the Government Policy Statement on Land Transport and *Road to Zero*, the governments new road safety strategy.

EXECUTIVE SUMMARY

This programme has been developed to directly contribute to achieving a 40% reduction in road deaths and serious injuries over ten years, the overall target in *Road to Zero*, the Government's new road safety strategy. The programme recognises the critical contribution of road policing activities in achieving this goal.

The programme is based on an international evidence base and has been peer reviewed by an independent expert who has confirmed the activities in the programme represent best practice, and that the programme's level of dedicated road policing staff is critical to its success.

The programme focuses road policing activity on the high-risk behaviours of restraints, impairment, distraction, and speed (RIDS), and also contributes to other operational priority areas, such as high-risk drivers. A total of 75% of the investment in this programme is targeted to these areas.

The table below demonstrates how these areas align to the areas of greatest potential benefit where the DSI trend is increasing, and therefore ongoing or increasing effort, and investment, is required.

Road Policing Area of Activity (by forecast expenditure levels)	2018-21 (\$m)	% of RSPP total programme	DSI trend ¹
Restraints	\$63.7	5.8%	
Impairment	\$200.9	18.2%	
Distractions	\$62.6	5.7%	
Speed	\$281.4	25.4%	

¹ NZTA Road Safety Outcomes report for April – June 2019

High Risk Drivers	\$217.4	19.7%	
Total	\$826.0	75%	

The first step in developing the programme was to design an operational framework – a tool that shows a clear cause and effect linkage between the activities undertaken and the shared road safety outcomes. The operational framework aligns to *Road to Zero*, and begins by using the draft vision statement from the strategy:

*A New Zealand where no one is killed or seriously injured in road crashes.
This means that no death or serious injury while travelling on our roads is acceptable.*

In the operational framework, the strategy’s five focus areas, have been further broken down into more granular operational priorities to better target deployment effort.

To monitor delivery of the outcomes sought through the programme an initial reporting framework has been developed. This links and aligns to the outcomes framework in *Road to Zero*.

Targets have been developed (where appropriate) for key activities, and these are the activities that provide a network wide general deterrence effect (such as breath screening tests) and contribute directly to achieving road safety outcomes.

In addition to the formal reporting framework for the programme, further data is collected and analysed for operational purposes, such as the number of infringement offence notices issued. As these measures are for operational purposes there are no targets associated with this activity.

The road safety partners are satisfied that the programme will make a meaningful contribution to achieving the outcomes in *Road to Zero*, and is critical to its success.

Over the last year Police have re-established the full complement of 1,070 dedicated road policing staff which are critical to delivering the outcomes sought from the investment. The proposed investment in this programme will allow Police to continue to deliver this level of staffing and includes an allowance for wage adjustments.

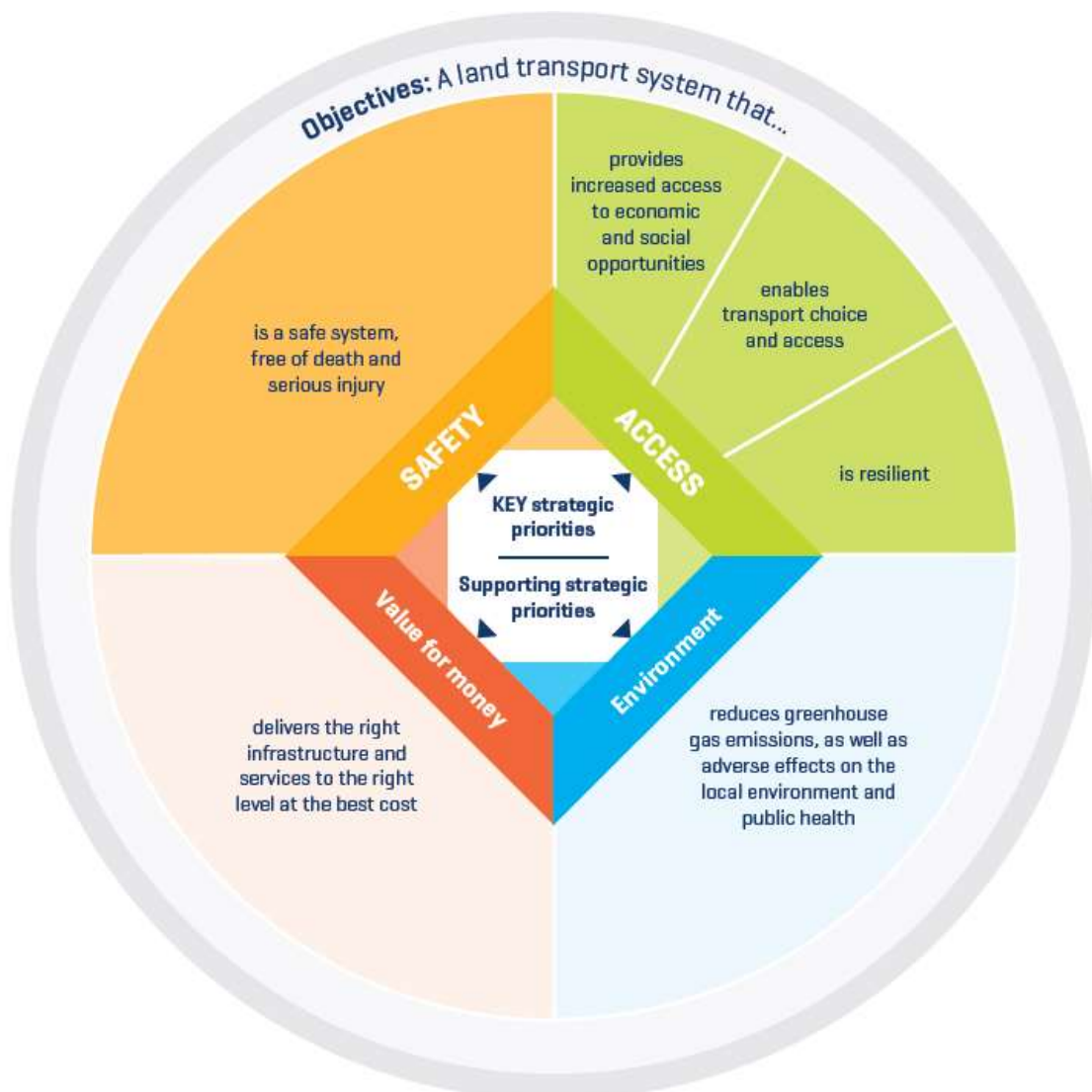
The investment also includes a new change initiative to commence the upgrade or replacement of the Police Infringement Processing System (PIPS). This will provide a well-functioning platform for technology, and is a critical enabler to the Automated Compliance programme.

STRATEGIC CONTEXT

Government Policy Statement on Land Transport

The Government Policy Statement on Land Transport (GPS) sets out the Government’s priorities for land transport and guides investment from the National Land Transport Fund (NLTF). The GPS also covers how land transport revenue will be raised, how much funding is available for investment and how the government’s strategic priorities, themes and objectives will be achieved through investment in the National Land Transport Programme (NLTP).

The strategic direction of the GPS 2018 is set out in the graphic below.



Safety and access are the key strategic priorities for the Government and reflect the transport system that the Government is striving for.

Safety in GPS 2018:

- reflects a significant increase in the level of ambition for delivering a land transport system free of death and serious injury
- signals a greater focus on investing in safety improvements on high risk state highways and local roads across the network, including speed management and primary safe system treatments
- outlines a commitment to deliver a new road safety strategy for New Zealand
- drives improvements in safety outcomes for all road users, including increased investment in footpaths and cycleways to support access to, and uptake of, active travel modes.

Access in GPS 2018:

- has a new focus that prioritises improving New Zealanders' access to economic and social opportunities. The increased focus includes:
 - urban areas (cities and towns)
 - regional development that supports thriving regions, for example through the Provincial Growth Fund
 - nationally important freight and tourism connections that are safe, efficient, resilient and minimise greenhouse gas emissions
 - improving resilience of the land transport system by placing greater focus on resilience to climate change impacts.
- the increased focus on urban areas is to ensure that transport and land use planning reduces the need to travel by private motor vehicle (excluding commercial vehicles) by:
- improving access by reducing the need to travel long distances to access opportunities like employment, education and recreation
- supporting a mode shift for trips in urban areas from private vehicles to more efficient, low cost modes like walking, cycling and public transport.

Environment in GPS 2018:

- prioritises reducing greenhouse gas emissions from transport and supports a mode shift to lower emission forms of transport, including walking, cycling, public transport and lower emission vehicles (such as electric vehicles)
- links to the wider environmental commitments of the Government, such as achieving the Paris Agreement target of reducing greenhouse gas emissions to 30 percent below 2005 levels by 2030, and setting a more ambitious reductions target for 2050
- recognises the public health benefits of reducing harmful transport emissions and increasing uptake of walking and cycling
- recognises the importance of urban form for creating liveable cities that value public space and improve access.

Value for money in GPS 2018:

- increases the emphasis on value for money to maximise the impact of money spent to achieve the Government's outcomes
- indicates that decision-makers should take into account the full range of benefits and costs over the whole life of investments, and be cognisant of possible future changes and uncertainty, so that investment is made in options that perform best across a wide range of different scenarios

- places greater emphasis on transparent investment decision-making and on enhanced reporting on the outcomes achieved by investment.

While the GPS provides a high level, national picture of land transport funding, the Transport Agency has responsibility for deciding the allocation of funds to activity classes within GPS funding ranges, how activity class funding is invested, and for making investment allocations to specific activities. In doing this the Transport Agency is required to give effect to the GPS while also taking regional land transport plans (RLTPs) into account.

The Transport Agency uses its Investment Assessment Framework (IAF) as an investment decision-making framework to give effect to the GPS priorities and expectations. Proposals are assessed against the two IAF factors – results alignment and cost benefit analysis.

- Results alignment is an assessment of investment proposals against the outcomes sought from the GPS in terms of safety, access and environment. Assessment is at an activity class level and considers criteria that align to the GPS results, rating the alignment from low to very high.
- The main cost-benefit appraisal methodology for assessing continuous programmes such as RSPP as a whole is cost efficiency benchmarking. Levels of service performance comparisons are set against required customer levels of service and trend analysis (past and future costs and demands). Continuous programmes are given a Medium, or High rating for Cost-Benefit Appraisal based on their relative cost effectiveness established through peer group and sector benchmarking comparisons.

In this way the IAF is used to prioritise investment and help ensure best value for money from the investment.

Road safety strategy for New Zealand 2020–2030

The Ministry of Transport are currently leading the development of *Road to Zero*, a new road safety strategy for New Zealand to replace Safer Journeys which expires at the end of this year. It also sets out a preliminary set of actions under the new strategy.

The new strategy will contain:

- A case for change – Outlining the importance of road safety in New Zealand, the reasons for a new Road Safety Strategy, and how the proposals in the strategy were developed
- A vision – Setting out the proposed vision statement for road safety
- A target for 2030 – Setting out where we want to be by 2030, as a step towards achieving our overarching vision
- Principles – Setting out the proposed principles to guide decision-making
- Focus areas – Outlining the five proposed focus areas for the next decade. Together, these play a part in meeting the significant challenges and opportunities of road safety facing New Zealand in the years ahead. It also sets out some initial actions being proposed under each area
- Measuring success – Setting out a draft outcomes framework that will help hold us accountable to progress

In developing this programme, we have aligned to the draft vision, and focus areas of the new strategy, and have designed the programme in such a way that it can continue to align over time as the strategy is confirmed.

We recognise the criticality of policing activities in achieving the proposed target in the strategy. The activities included in this programme directly contribute to achieving these outcomes.

<https://www.transport.govt.nz/assets/Import/Uploads/Our-Work/Documents/e97c3b3d0d/Road-to-Zero-consultation-document-July2019.pdf>

Other strategic documents

The programme aligns with, and gives effect to, a series of other strategic documents. These are listed and linked below:

Safer Journeys Road Safety Strategy 2010 – 2020 (the government's strategy to guide improvements in road safety over the period 2010–20)

<https://www.saferjourneys.govt.nz/about-safer-journeys/strategy-2010-2020/>

NZ Police Prevention First Strategy (a National Operating Model designed to support and enhance the delivery of the Police's key outcomes)

<http://www.police.govt.nz/about-us/programmes-initiatives/prevention-first>

'The Safest Country – Policing 2021' (P21) (Police's transformation programme)

<http://www.police.govt.nz/about-us/publication/new-zealand-police-four-year-plan-2017-2021>

INVESTING FOR OUTCOMES

Operational Framework

The first step in developing the programme was to design an operational framework – a tool that shows the outcomes the Partnership is seeking to achieve, and a clear cause and effect linkage between the investments made, and the activities undertaken to achieve the shared road safety outcomes. This framework aligns to *Road to Zero*, and begins by using the draft vision statement from the strategy:

*A New Zealand where no one is killed or seriously injured in road crashes.
This means that no death or serious injury while travelling on our roads is acceptable.*

Road to Zero identifies five focus areas, and these have been further broken down into more granular operational priorities to better target deployment effort. Note that the fifth road safety strategy area of focus is system management, which does not directly link to this programme.

VISION	AREAS OF FOCUS	KEY OBJECTIVES OF THE AREAS OF FOCUS	RSPP OPERATIONAL PRIORITIES
A New Zealand where no one is killed or seriously injured in road crashes.	Infrastructure improvements and speed management	Improve the safety of our cities and regions through infrastructure improvements and speed management	Speed
			Roads and roadsides
			Active road users
			Incident management
	Vehicle safety	Significantly improve the safety performance of the vehicle fleet	Light vehicles
			Motorcycles
	Work-related road safety	Ensure that businesses and other organisations treat road safety as a critical health and safety issue	Heavy vehicles
	Road user choices	Encourage safer choices and safer behaviour on our roads	Alcohol and drugs
			High risk drivers
			Fatigue and distraction
			Restraints
			Inexperienced drivers

For each of the 12 operational priorities, the partners agreed why that area was causing fatal/serious injuries on the network, using evidence from the extensive research and insights that has been completed and by taking advice from the Police Intervention Logic Map, the European Commission's SafetyCube, the Norwegian Institute of Transport Economics – Traffic Safety Handbook, and the World Health Organisation SaveLives Technical Package.

Partners then agreed what it would take to make the system safe in each area, which brought a broad future focus to the conversation and enabled us to reach a consensus around what good would look like.

A gap analysis was undertaken to confirm the opportunity that exists in each operational priority area across the time horizon of the programme (2018–21). From this work, and from the priorities in *Road*

to *Zero*, partner activity will be focused on the areas where we can make the biggest difference, and that contribute the most to reducing death and serious injuries on the network.

Headline targets will also be developed for each area of focus as the road safety strategy is completed, and once available, will be reflected in the performance measures for the operational framework.

The programme contributes to the overall target in *Road to Zero* – a 40% reduction in deaths and serious injuries over ten years – and also aligns to the partners' internal targets for road safety performance as part of their wider business strategies.

Operationalising the RSPP

Within the partnership the Ministry of Transport have a specific role in leading strategy and policy, and ensuring that the policy, regulatory and investment settings enable and support the effective delivery of interventions, and deployment of resources by partner agencies and other road controlling authorities. This work is balanced across the government's seven priority areas which provide the Ministry with a focus for improvements to the transport system.

The Ministry's annual work programme reflects these government priorities, and is agreed with the Minister of Transport to enable and respond to current and future needs, and to enable the other partners to deliver the greatest results.

In the context of the RSPP, NZ Police and NZ Transport Agency each have operational functions to realise shared outcomes.

The function of NZ Police is to educate road users and enforce laws that contribute to the reduction of death and serious injury.

In the same context, the function of the NZ Transport Agency has different roles including as a Road Controlling Authority, investor, regulator and educator.

A summary of the activities for the 12 operational priorities are shown below.

OPERATIONAL PRIORITIES	NZ POLICE	NZ TRANSPORT AGENCY
Speed	Provide sufficient enforcement levels of legal speed limits to achieve general deterrence	Set safe and appropriate speed limits on the network and encourage people to drive to the conditions using education and advertising programmes
Roads and Roadsides	Enforce proper use of the roads	Deliver safe system infrastructure improvements and speed management through the Safe Network Programme Deliver advertising and education to support the Safe Network Programme
Active Users	Educate and enforce relevant laws to help keep active road users safe	Design roading with active road users in mind
Incident Management	Respond to and investigate major incidents on the network	Safely manage the incident and apply knowledge gained from investigation with other agencies
Light Vehicles	Enforce laws around vehicle defects and illegal modifications	Set and ensure compliance with light vehicle requirements; educate people on the benefits of driving safer cars
Motorcycling	Enforce compliance with road rules and refer motorcyclists to education and skills programmes	Consider motorcyclists in road design & improvement, and provide targeted advertising
Heavy Vehicles	Ensure compliance with heavy vehicle rules	Set and ensure compliance with heavy vehicle requirements
Alcohol and drugs	Deliver sufficient testing levels to achieve general deterrence from driving under the influence of drugs or alcohol, and enforce compliance with legislation	Promote consistent messaging around the harm caused by driving under the influence of drugs or alcohol
High Risk Drivers	Reduce the opportunities for high risk drivers	
Fatigue and Distraction	Identify and discourage the use of cell phones while driving and driving while fatigued	Educate drivers on the risks of driving distracted or fatigued
Restraints	Enforce the wearing of restraints	Deliver advertising and education programmes aimed at targeted groups who do not wear restraints
Inexperienced Drivers	Refer drivers to licence programmes	Support inexperienced drivers and their families to develop their skills and combat risk

Contributing activities undertaken by Police and the Transport Agency for each operational priority are shown below, with their resultant impact.

1. SPEED

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Provide sufficient enforcement levels of speed limits to achieve general deterrence</p> <ul style="list-style-type: none"> Directed patrols for speed enforcement Planned operations for speed offences Mobile speed cameras Fixed speed cameras Visible road patrols at key times Calibration and testing of equipment 	<p>Invest in automated compliance capability (ACIM)</p> <ul style="list-style-type: none"> Consider technology options to identify non-compliance with speed limits, including intersection safety cameras and average speed cameras <p>With the support of agency partners, change the Police operating policy to reduce speed tolerance to ensure that speed is consistently enforced</p> <p>Upgrade calibration capability</p> <p>InRoads: shared knowledge capability to improve Police targeting deployment to risk</p>	<p>Effective speed enforcement techniques such as directed patrols, an effective mobile and fixed camera programme that are targeted in places of highest risk, and an all of police approach will reduce the overall mean speed on the network and contribute to fewer crashes and less harmful crash outcomes.</p> <p>Calibration of speed detection equipment preserves the evidential integrity and assurance of the speed programme.</p> <p>An expansion of the current static and mobile camera programme will mean that Police can be more agile and respond to other risk areas that currently exist, or that emerge over time.</p>
NZTA	<p>Set safe and appropriate speed limits on the network and encourage people to drive to the conditions using education and advertising programmes</p> <ul style="list-style-type: none"> Develop a national communications campaign on speed and road risk to support community engagement and the delivery of the Safe Network Programme Develop the national speed limit register. 	Tackling Unsafe Speeds Programme	<p>As a road controlling authority (RCA), the setting of safe and appropriate speeds across the highway network will have a significant impact in reducing crash severity, and is a proven, and cost-effective intervention.</p> <p>The impact of effective speed education raises awareness of the importance of travelling at safe speeds, will reinforce these benefits and increase public acceptance.</p> <p>As a regulator the development of a national speed limit register will enable other RCA's responsible for speed management to more easily comply with the Setting of Speed Limit Rule and Speed Management Guide, and record, update and share speed limit data, and make more informed speed management decisions.</p>

2. ROADS AND ROADSIDES

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Enforce proper use of the roads</p> <ul style="list-style-type: none"> • Enforcement of lane compliance • Intersection enforcement. 		<p>Effective lane compliance and intersection enforcement techniques such as directed patrols, operations and all of police approach activity raise the general deterrent effect which leads to greater levels of compliance.</p>
NZTA	<p>Deliver safe system infrastructure improvements and speed management through the Safe Network Programme</p> <p>Deliver advertising and education to support the Safe Network Programme</p> <ul style="list-style-type: none"> • Develop a national communications campaign on infrastructure and road risk to support community engagement and the delivery of the Safe Network Programme 	<p>Implement 'Boost Programme' to improve safety along 30 regional State Highways.</p> <p>Invest in safety treatments and infrastructure improvements; implement state highway and local roads Safe Network Programme.</p> <p>Establish a policy that sets the primary safe system interventions as the default infrastructure choice.</p> <p>Review of investment criteria and decision making to stop trading safety against travel time savings.</p> <ul style="list-style-type: none"> • Includes review of the Economic Evaluation Manual and Investment Assessment Framework • Review of infrastructure standards and guidelines 	<p>Delivering the Safe Network Programme will significantly reduce the exposure to crash risk through infrastructure treatments that prevent head-on, run-off and side impact crashes.</p> <p>These treatments also support and enhance speed management changes on the network.</p>

3. ACTIVE USERS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Educate and enforce relevant laws to help keep active road users safe</p> <ul style="list-style-type: none"> • School road safety education including school crossing training and delivery of BikeReady • Issue infringements for not wearing helmets while cycling • Enforce dangerous driving rules to support safer driving behaviour around active users and a cultural shift towards more empathetic road user behaviour 		<p>General deterrence that is achieved by enforcement of speed, impairment, distraction and restraints will help to provide a safer environment for transport modes such as walking and cycling that are vulnerable to larger transport options.</p> <p>Enforcement of reduced speeds around schools will help to protect children from the risk of being hurt by motorists.</p> <p>Enforcement of cycle helmets will encourage people to wear their helmets.</p>
NZTA	<p>Design roading with active road users in mind</p> <ul style="list-style-type: none"> • Improve safety for active users by setting appropriate urban speeds • Community safety programmes – e.g. BikeReady and Staying Safe programmes 	<p>Deliver the Multi Modal Capability Programme: sector capability development training aimed at improving technical tools, building understanding and changing ‘hearts and minds’ in the transport sector to provide better outcomes for walking and cycling.</p> <p>Deliver the National Walking and Cycling Priority Programme.</p> <p>Review infrastructure standards and guidelines.</p> <p>Subject to final policy decisions, implement the Accessible Streets package</p>	<p>A multi modal transport system will encourage more active transport choices, and result in healthier communities.</p>

4. INCIDENT MANAGEMENT

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Respond to and investigate major incidents on the network</p> <ul style="list-style-type: none"> • Respond to crashes and other emergency management • Victim support • Examination of scene • Collection of evidence • Investigation and reporting of crash • Prosecution and file management • Communicate all reasons for crash harm (in media briefings) (e.g. unsafe cars, no restraints, impact speed, no crash barrier, etc) 	<p>Improve our ability to capture and utilise information from road incidents</p> <ul style="list-style-type: none"> • Effectively use all of the information collected about serious accidents to systematically improve road safety • OnDuty App improvements • Asset management solution for Police Calibration Services (PCS) supporting operating decisions and prosecutions • Augmented reality mapping for Eagles 	<p>The impact of effective crash response means that Police can determine with confidence the causes of each crash, report and follow through both the criminal and coronial processes, and can provide the data required to understand how to prevent further harm.</p>
NZTA	<p>Safely manage the incident and apply knowledge gained from investigation with other agencies</p> <ul style="list-style-type: none"> • Transport Operations Centre coordinate responses to incidents on the road network which impact the flow of traffic • Provide response teams, traffic management controllers, enable alternative routes and provide road clearance services and personnel • Facilitate the debrief of significant events to discuss lessons learned • Enhanced response vehicles (in Auckland and in Wellington – during peak in small section, and in some rural NZ) which respond to non-DSI incidents on the roads • Investigation reporting of crashes 	<p>Revise the memorandum of understanding with all emergency services for incident management, and take action to improve the system to prevent future incidents</p>	<p>Effective incident control and management means that the network can be reopening as quickly as possible, and when safe to do so. Lessons can be learned and systematically actioned to prevent further harm.</p>

5. LIGHT VEHICLES

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Enforce laws around vehicle defects and illegal modifications</p> <ul style="list-style-type: none"> Enforce vehicle defects or illegal vehicle modifications Enforce compliance with WOF requirements 		The impact of vehicle defect and illegal modification enforcement will mean that fewer unsafe vehicles are on the network.
NZTA	<p>Set and ensure compliance with light vehicle requirements; educate people on the benefits of driving safer cars</p> <ul style="list-style-type: none"> Compile and provide information on the proportion of light vehicles with high safety ratings in the NZ fleet Provide the support to investigate changes to raise safety standard for vehicles entering the fleet Regulatory compliance (service providers, course provider audits, driver tasking audits etc) 	<p>Develop advertising and education programme to increase understanding of safety ratings for vehicles.</p> <p>Deliver an integrated education and communications programme focused in reducing public demand for 1 and 2 star safety rated vehicles.</p> <p>Raise safety standards for vehicles entering the fleet.</p>	<p>The impact of increasing the safety performance of vehicles will be an increase in the percentage of safer vehicles on the road.</p> <p>The impact of light vehicle safety rating education will raise the awareness of the importance of safe vehicles at the time of purchase.</p>

6. MOTORCYCLING

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Enforce compliance with road rules and refer motorcyclists to education and skills programmes</p> <ul style="list-style-type: none"> • Enforcement of relevant laws • Employ procedural justice and supported resolutions where appropriate • Refer riders to motorcycle safety courses e.g. Ride Forever 	Transfer motorcycle engagement stops and education to ACC and Motorcycle Safety Advisory Council	<p>General deterrence that is achieved by enforcement of speed, impairment, distraction and restraints will help to provide a safer environment for motorcycling (and other transport modes that are vulnerable to larger transport options).</p> <p>Referring motorcyclists with safe riding programmes such as the ACC provided Ride Forever programme will raise the skill levels of those riders.</p>
NZTA	<p>Consider motorcyclists in road design & improvement, and provide targeted advertising</p> <ul style="list-style-type: none"> • Develop an advertising programme targeting young and high risk motorcyclists • Set the standard for the pre-licensing training Basic Handling Skills test (a prerequisite to apply for a Class 6 learners licence), and approve and regulate the providers 	<p>Treat roads for motorcyclists through the Safe Network Programme</p> <p>Implement policy to mandate ABS for new motorcyclists over 125cc, and retrofit the agreed percentage of existing motorcycle fleet over 125cc with ABS</p>	<p>The impact of effective motorcycling education raises awareness of the importance of skills and handling ability.</p> <p>Delivering the Safe Network Programme will improve road surfaces and signage to keep motorcyclists safe, and target specific high risk motorcycle routes.</p>

7. HEAVY VEHICLES

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Ensure compliance with heavy vehicle rules</p> <ul style="list-style-type: none"> • Commercial vehicle inspections • Dangerous and hazardous goods inspections • Heavy vehicle regulatory compliance (incl. operator licences) • Prevention activity with identified operators 	<p>Invest in equipment upgrades to improve our ability to check compliance of heavy vehicles</p> <ul style="list-style-type: none"> • Upgrade fleet of portable scales to lighter, thinner versions • Thermal imaging cameras for brake testing defects 	<p>The impact of commercial vehicle and dangerous goods inspections means that the commercial transport on our roads is safer, and ensures they are financially contributing to impact these vehicles have on our roads.</p> <p>Working more closely with high risk operators will mean that fewer unsafe commercial vehicles, drivers and operators are on the road.</p>
NZTA	<p>Set and ensure compliance with heavy vehicle requirements</p> <ul style="list-style-type: none"> • Improving bus operator safety (maintenance of vehicle, driver compliance, transport service license, passenger service license) • Deliver the Weigh Right programme (automated weighing of vehicle mass) to improve heavy vehicle safety • Regulatory compliance (maintenance of vehicle, driver compliance, transport service license, goods service license) • Invest in high productivity motor vehicle routes • Temporal and spatial separation of heavy vehicles e.g. freight and bus lanes 	<p>Complete the implementation of Weigh Right programme</p> <ul style="list-style-type: none"> • Weight enforcement sites • Regulatory compliance programme <p>Work with the Ministry of Transport to strengthen the regulation of commercial transport services – reviewing log-book and work-time requirements as part of the 2019/20 rules programme</p>	<p>The impact of an improved Weigh Right programme will enable targeted removal of overweight vehicles and identification of other non-compliance issues.</p> <p>Strong regulation of the commercial transport services will mean fewer unsafe commercial vehicles, drivers and operators are on the road.</p>

8. ALCOHOL AND DRUGS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Deliver sufficient testing levels to achieve general deterrence from driving under the influence of drugs or alcohol and enforce compliance with legislation</p> <ul style="list-style-type: none"> • General and targeted compulsory breath testing • Mobile breath testing • Compulsory impairment tests for drugs 	<p>Subject to final policy decisions, enhance drug driving testing</p> <ul style="list-style-type: none"> • Train staff to undertake random roadside drug testing • Invest in equipment to enable staff to undertake random drug testing • Develop processes and best practice around random roadside drug testing. <p>Upgrade our equipment to improve our ability to reliably detect alcohol use</p> <ul style="list-style-type: none"> • Increase fleet of Dräger 751 breath testing devices • Procurement of a fit for purpose, flexible fleet of mobile road safety buses that will allow Police to undertake an increased number of roadside checkpoints targeting impaired drivers <p>Expand our ability to conduct impairment tests</p> <ul style="list-style-type: none"> • Train more staff to be qualified to conduct compulsory impairment tests 	<p>Effective impairment enforcement such as compulsory breath testing), mobile breath testing, compulsory impairment testing and prevention raise the general deterrent effect which leads to greater levels of compliance.</p> <p>An increase in the number of breath test devices will mean that more police officers can test more motorists and raise the general deterrent effect further.</p> <p>Effective drug impairment legislative proposals will mean that Police can more easily remove unsafe motorists from the network.</p>

<p>NZTA</p>	<p>Promote consistent messaging around the harm caused by driving under the influence of drugs or alcohol</p> <ul style="list-style-type: none"> • Deliver an advertising and education programme that addresses high risk behaviours – impairment, e.g. substance impaired drivers programme educating people about how medications can impair driving • Support the uptake of alcohol interlocks by providing financial assistance to those who have been court ordered to install them but can't afford to do so. 	<p>Support effective roadside drug testing by NZ Police through influencing legislative proposals</p>	<p>The impact of effective impairment education raises awareness of the importance of not driving whilst impaired. The effect of interlocks is that recidivist drink drivers who have them installed are not able to mobilise their vehicle whilst impaired by alcohol.</p>
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9. HIGH RISK DRIVERS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Reduce the opportunities for high risk drivers</p> <ul style="list-style-type: none"> • Risk targeted enforcement • Enforce of illegal street racing legislation • Offender management plans undertaken with other social partners to do the wrap around services • Respond to high risk drivers/ known criminals • Respond to fleeing drivers 	<p>InRoads: shared knowledge capability to improve Police targeting deployment to risk.</p> <p>Educate and support high risk drivers to improve their behaviour</p> <ul style="list-style-type: none"> • Complete supported resolutions project <p>Invest in driver simulation technology to support safe and successful outcomes for fleeing driver incidents.</p> <p>Invest in pursuit management technologies to decrease harm from fleeing driver incidents.</p> <p>Invest in tyre deflation devices to increase effective and safe stops of fleeing drivers.</p>	<p>The impact of offender management plans means that high risk driver behaviour is managed in a way that identifies the source of their behaviour choice, rather than the symptom.</p> <p>Partnering with intelligence teams within Police will help to identify who are the highest risk drivers, and what the most effective intervention is for each.</p> <p>A supported resolution process will make the referral opportunities more accessible, efficient and provide data to properly understand the scale of the problem.</p> <p>Investment in the Air Support Unit will mean that Police can continue to manage fleeing drivers in a safe and effective manner.</p>
NZTA			

10. FATIGUE AND DISTRACTION

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Identify and discourage the use of cell phones while driving and driving while fatigued</p> <ul style="list-style-type: none"> • Spot and stop activities for cell phone offences • Planned operations for cell phone offences • Enforcement of the shift and time rules for commercial drivers • Presenting road safety prevention seminars to workers in large transport operators. 	<p>Invest in automated compliance capability (ACIM)</p> <ul style="list-style-type: none"> • Consider technology options to identify non-compliance when using cell phones 	<p>Effective distraction enforcement techniques such as directed patrols, operations and all of police approach activity raise the general deterrent effect which leads to greater levels of compliance.</p> <p>Enforcing shift and time rules for commercial drivers means that fewer commercial drivers are likely to drive whilst fatigued.</p>
NZTA	<p>Educate drivers on the risks of driving distracted or fatigued</p> <ul style="list-style-type: none"> • Deliver an advertising programme that addresses high risk behaviours – distraction • Deliver an education programme in workplaces where shift workers drive home after a shift • Provide pull in areas for drivers to pull over and rest • Consider options to strengthen the regulatory framework for managing fatigue 	<p>Work with the Ministry of Transport to strengthen the regulation of commercial transport services – reviewing log-book and work-time requirements as part of the 2019/20 rules programme</p>	<p>Education raises awareness of the importance of not driving whilst fatigued.</p> <p>An effective regulatory framework would strengthen the opportunity to manage fatigue, particularly in the commercial vehicle sector.</p>

11. RESTRAINTS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Enforce the wearing of restraints <ul style="list-style-type: none"> • Sport and stop activities for restraint offences • Planned operations for restraint offences 	Invest in automated compliance capability (ACIM) <ul style="list-style-type: none"> • Consider technology options to identify restraint non-compliance 	Effective restraint enforcement techniques such as directed patrols, operations and all of police approach activity raise the general deterrent effect which leads to greater levels of compliance.
NZTA	Deliver advertising and education programmes aimed at targeted groups who do not wear restraints <ul style="list-style-type: none"> • Deliver education programme aimed at high risk individuals who do not wear restraints 		The impact of effective restraint education raises awareness of the importance of wearing seat belts to influence behaviour and deliver change.

12. INEXPERIENCED DRIVERS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	<p>Refer drivers to licence programmes</p> <ul style="list-style-type: none"> • Identification of non-licensed or inexperienced drivers and referrals to appropriate programme (e.g. Ride Forever, driver licensing programmes) • Enforcement of graduated driver licence provisions 		The impact of identifying and referring inexperienced drivers to driver licence programmes will mean that the driving capability across the network will be increased.
NZTA	<p>Support inexperienced drivers and their families to develop their skills and combat risk</p> <p>Support the Ministry with their evaluation of the driver licencing system</p> <p>Invest in community programmes to assist people most in need to get a driver's licence (community driver mentor programmes)</p> <p>Visiting Driver Project</p> <p>Provide access and use to the transport network through providing education on driver licensing (www.drive.govt.nz)</p> <ul style="list-style-type: none"> • Advertising campaign to encourage a better understanding from society, particularly parents, of the risks of inexperienced drivers, particularly in unsafe cars 		The impact of this investment will be that young people will be supported to gain their licences (through the graduated licensing system).

INVESTMENT IN NZ POLICE

How road policing activities deliver the desired outcomes

This programme outlines robust, evidence-based enforcement activities and an effective preventative education programme and is based on the best international and local evidence, intelligence, and methodology. It targets activity to areas of high risk.

Police's operational planning is informed by the best evidence available, including international best practice:

- **The Road Policing Intervention Logic Mapping (ILM)** evaluation that identifies the characteristics that interventions must have in order to be effective.
- **The European Commission's SafetyCube**, the first global system combining knowledge of both road safety risks and measures. It brings together European and international evidence on what causes crashes and injuries on our roads – and what interventions have shown to effectively mitigate these threats.
- **The Norwegian Institute of Transport Economics – Traffic Safety Handbook**, provides an overview of current knowledge on the effects of 142 traffic safety measures.
- **The World Health Organisation's Save LIVES technical package** that provides internationally researched and practiced enforcement interventions presented in a framework to give best effect to road safety. The framework supports a programme of highly visible police roadside activity in combination with effective education and prevention to save lives on the road.

The programme focuses road policing activity on the high-risk behaviours of restraints, impairment, distraction, and speed (RIDS), and also contributes to other operational priority areas, such as high-risk drivers. A total of 75% of the investment in this programme is targeted to these areas.

The table below demonstrates how these areas align to the areas of greatest potential benefit where the DSI trend is increasing, and therefore ongoing or increasing effort, and investment, is required.

Road Policing Area of Activity (by forecast expenditure levels)	2018-21 (\$m)	% of RSPP total programme	DSI trend ²
Restraints	\$63.7	5.8%	
Impairment	\$200.9	18.2%	
Distractions	\$62.6	5.7%	
Speed	\$281.4	25.4%	
High Risk Drivers	\$217.4	19.7%	
Total	\$826.0	75%	

² NZTA Road Safety Outcomes report for April – June 2019

Road Policing investment

New Zealand Police is funded through the road policing activity class of the National Land Transport Programme to deliver a service to support national road safety objectives.

The funding is appropriated to Police and supports three broad areas:

- 1,070 dedicated constabulary road policing staff, and approximately 200 non-constabulary support staff;
- A percentage of all other constabulary and non-constabulary Police staff, with the level of funding according to the profile of the position they occupy; and
- Approximately 20% of Police overhead operating costs.

The 1,070 dedicated constabulary staff are split into 13 main work areas:

- Centralised PNHQ teams, consisting of the Assistant Commissioner: Road Policing and the National Road Policing Centre that includes the Commercial Vehicle Safety Team, Police Infringement Bureau and support functions such as National Manager, Operations, Prevention and Programme delivery;
- 12 districts that are led by a Road Policing Manager, non-commissioned officers, and constables. These teams report through to a District Commander, and up through to the Police executive.
- Each district has a team of non-constabulary support staff that assist with intelligence, administrative, processing and camera operating functions.

Districts vary in geographic size, population, crime trends and road safety risk. For example, the road safety risk in the Auckland City District is very different to the road safety risk in the Tasman District. Accordingly, risk profiles are provided to each district that informs their specific deployment.

Deployment decisions are made by the Road Policing Manager who follows the Police Tasking & Co-ordination process. This means that each Road Policing Manager assesses the locations and times of greatest risk and deploys teams to a combination of prevention and enforcement to manage it.

The overarching goal is to manage immediate and specific risk using specific deterrence and prevent harm and further risk by using general deterrence through enforcement and roadside education.

In practice, for example speed: dedicated road policing teams are deployed to locations of highest risk for the specific task of speed detection, and usually in locations where a static camera or mobile camera is not already in operation. Non-dedicated teams support this activity through non-specific deterrent roadside interventions for any unsafe driver behaviour that they observe in the course of their usual duties. This is referred to as a 'whole of police' response.

The four key operational priorities remain:

- Restraints,
- Impairment (alcohol and drugs),
- Distractions, and
- Speed.

and within these operational priorities (known as RIDS), speed and impairment are the two areas where the biggest death and serious injury reductions can be achieved with general deterrence enforcement operations. The reason for the key focus on these areas of activity is that if Police is

active in preventing, educating and enforcing them, it has the best chance of changing driver behaviour and reducing deaths on our roads.

Police also contributes to the other operational priorities of the RSPP:

- High risk drivers,
- Active road users (including motorcyclists),
- Vehicle safety (including heavy and light vehicles), and
- Network maintenance and efficiency (including incident management).

Peer Review process

An external expert³ was engaged to carry out a peer review of the programme. This review has confirmed that it represents best practice in terms of its comprehensive focus on reducing deaths and serious injuries, and its recognition of the need to allocate operational resources effectively to risks to achieve general deterrence outcomes.

The advice has also confirmed that the contribution of the full complement of dedicated staff are critical to achieving the outcomes sought and should be maintained for the duration of the programme.

Investment levels 2018–21

The investment from the NLTF for the NZ Police for the 2019/20 and 2020/21 period is shown in Table 5.1 below.

This table also shows the investment for the 2018/19 year, to show a complete picture of the 2018–21 NLTP period.

Table 5.1: NLTF investment for the 2018–2021 NZ Police contribution to the Road Safety Partnership Programme

	2018/19 (\$m) (following approved cashflow adjustment)	2019/20 (\$m)	2020/21 (\$m)	3-year total (2018–2021) (\$m)
NLTF investment	337.8	378.4	389.8	1,106

Table 5.2 provides an indicative cost allocation of the 2018–21 programme across the high risk (operational priority) areas using the 2015 Road Policing Strategic Delivery Options (SDO) framework as the basis of the cost allocation.

Through this allocation method, investment targeted at RIDS totals 55% of the overall investment. There is a further 25% of the investment targeted at the high-risk driver category, and it should be

³ Tony Bliss – previously General Manager Strategy Land Transport Safety Authority, and Road Safety Specialist at the World Bank

noted that much of the activity under this category also relates to RIDS, but the nature of the calls for service mean it is often classified as high-risk behaviour.

This breakdown provides assurance that much of the investment is targeted to the right activity areas.

Table 5.2 2018–21 Investment Levels by Road Policing Area of Activity

Road Policing Area of Activity	2018/19 (\$m)	2019/20 (\$m)	2020/21 (\$m)	2018-21 (\$m)	RSPP Total (%)
Speed (including speed management and roads and roadsides)	84.1	96.5	100.8	281.4	25%
High Risk Drivers (including recidivist and high-end risk taking behaviours)	66.9	74.3	76.2	217.4	20%
Impairment (including alcohol and drugs and fatigue related impairment)	61.8	68.7	70.4	200.9	18%
Restraints (including seatbelts, child restraints and helmets)	19.6	21.8	22.3	63.7	6%
Vulnerable and Active Road Users (including the inexperienced, elderly, children, pedestrians, cyclists and motorcyclists)	19.9	22.1	22.7	64.8	6%
Distractions (including mobile phone use, careless use and distracting behaviours)	19.3	21.4	21.9	62.6	6%
Network Maintenance and Efficiency (through incident management, effective crash investigation practices, light and heavy vehicle safety and compliance, and motorcycling)	66.2	73.6	75.4	215.2	20%
Total	337.8	378.4	389.8	1,106.0	100%

Note: While the SDO framework forms the basis of this table, it has not been used to determine the priorities and content of the 2018–21 programme. The table has been included for consistency and to allow a comparison to previous programmes to be made. It will not feature in future RSPP's.

Long term financial forecast

The long term financial forecast for the programme is as stipulated in GPS 2018 and recorded in table 5.3 below.

Table 5.3: GPS funding ranges for the Road Policing Activity Class

Investment range (\$million)									
2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
320–360	330–370	330–380	340–380	350–390	350–400	360–410	370–420	370–420	380–430

MONITORING AND REPORTING

Overview

The monitoring and reporting framework for the programme will:

- align to the outcomes frameworks in *Road to Zero*, the GPS, and the requirements of the both the NZ Police and NZ Transport Agency’s statutory and internal reporting
- maintain investment confidence by demonstrating that the delivery of partner activities maximises the contribution to desired road safety outcomes and provides value for money
- enable monitoring of the efficiency and effectiveness of the NLTF investment in the programme over time
- improve future delivery of road safety outcomes through a robust evaluation of performance
- address assurance requirements
- include appropriate internal and external benchmarking of performance.

The framework will be structured around a number of formal reporting requirements and a number of mechanisms that enable honest and open internal review of performance in relation to the activities of the Road Safety Partnership as a whole.

Formal reporting requirements

As part of its overall reporting in accordance with the LTMA, the Transport Agency reports quarterly to the Minister of Transport on the performance of NZ Police in delivering the Police activities in the Road Safety Partnership Programme.

To support this process, NZ Police provides a quarterly performance report to the Transport Agency and other stakeholders.

The quarterly reports will include an assessment of NZ Police delivery in the context of:

- targeting to risk and outcome trends (delivery rationale)
- road policing activities delivered
- expenditure against the approved programme.

This data will be incorporated in to the measurement of progress of the 12 operational priorities, and reported to Ministers once complete.

A monthly reporting approach will be adopted to ensure delivery of the agreed outcomes, and this will allow the Transport Agency to fulfil quarterly monitoring and assurance role.

Initial reporting framework

An initial performance framework has been developed, and this aligns to the emerging *Road to Zero* outcomes framework. The desired outcome is that the proposed activity levels and measures link directly to the *Road to Zero* intervention, system performance, and outcome indicators.

There is still opportunity to provide a clearer and tighter specification of the programmes performance framework, and this will be further refined as the *Road to Zero* outcomes are agreed. In particular this will include reporting on the contribution of dedicated and non-dedicated road policing officers, and on planned operations targeting RIDS. Reporting by Police District will also be completed.

Targets have been developed (where appropriate) for key activities, and these are the activities that provide a network wide general deterrence effect (such as breath screening tests), and contribute directly to achieving outcomes.

Measures that are noted as ‘monitored for operational purposes only’ are a wider set of data that is collected and analysed for operational purposes. This includes measurement of items such as the number of infringement offence notices issued. These wider measures are not a key part of the *Road to Zero* outcomes framework and there are no targets associated with this activity as in some cases they can deliver a perverse outcome where meeting a quota becomes more important than achieving the desired road safety outcomes.

The table below shows the initial framework, and the linkages between the emerging *Road to Zero* outcome framework and the activity measures in the programme. We will be working further with the Ministry of Transport to fully align to the *Road to Zero* framework.

Transport Agency activities and programmes will also be reported through the RSPP and flow up into the *Road to Zero* framework.

ROAD TO ZERO AREAS OF FOCUS	ROAD TO ZERO INDICATORS (UNDER DEVELOPMENT)	INITIAL MEASURES OF NZ POLICE ACTIVITY (UNTIL FULL REPORTING FRAMEWORK IS COMPLETE)	2019/20 DESIRED ACTIVITY LEVEL	2020/21 DESIRED ACTIVITY LEVEL
Infrastructure improvements and speed management	% of traffic travelling at or below speed limit	Mobile speed camera deployment activity (hours)	80,000	100,000
	% of traffic travelling at or below speed limit through automated speed enforcement areas	Number of camera issued speed offences (mobile and static)	Monitored for operational purposes only	
	% of the general public believed that it is likely to get caught when driving over the posted speed limit	Number of officer issued speed offences	Monitored for operational purposes only	
		Percentage of officer issued speed offences between 1–10km/h*	15%	30%
Road user choices	% of drivers unimpaired by alcohol % of drivers unimpaired by drugs % of car occupants using a seatbelt or child restraint	Number of passive breath tests and breath screening tests conducted	2,000,000	3,000,000
		Number of excess alcohol offences	Monitored for operational purposes only	
		Number of drug impaired driving offences	Monitored for operational purposes only	
		Number of restraint offences	52,000	60,000
		Number of cell phone offences	Monitored for operational purposes only	
		Number of high risk driver offences**	Monitored for operational purposes only	
		Number of Offender Management Plans in place for high risk drivers	1700	1700
		Number of supported resolutions: • Compliance offered for child restraints, GDLS, failure to display WOF, and registration violations • Referral to driver licence programme • Referral to Te Pae Oranga	Monitored for operational purposes only	

		Written Traffic Warnings	Monitored for operational purposes only	
		Number of traffic stops	Monitored for operational purposes only	
		Number of RIDS operations***	Under development	
		Percentage of officer issued offence notices which are rural	66%	75%

* May be reviewed following further analysis of mean speeds on the network

** High risk driving offences include: dangerous, reckless, third or subsequent alcohol or drug impaired, fail to stop, and disqualified driving

*** Targets for both district and national operations under development