

Tū ake, Tū māia


*Stand up,
Stand firm*

**Regulatory
Strategy
2023-2032**

**He tangata,
he tangata,
he tangata.**

**It is people,
it is people,
it is people.**





**Hutia te rito o te harakeke
Kei whea te kōmako e kō?
Kī mai ki ahau he aha te mea nui o te ao?
Māku e kī atu,
He tangata, he tangata, he tangata**

If the heart of the harakeke was removed
where would the bellbird sing?

If I was asked what was the most
important thing in the world?

I would be compelled to reply,
it is people, it is people, it is people.

A visual concept for our regulatory role

With the guidance and insights of our Te Mātangi (Māori Partnerships) team, we have developed a concept and visual story to reflect the intent, impacts and outcomes of our regulatory role and actions.

In te ao Māori (the Māori world view), a harakeke (flax) rope (taura) represents shared knowledge, understanding and strength, which are also the cornerstones of our regulatory strategy and our regulatory role in the land transport sector. The taura connects and holds fast, it anchors and stabilises waka haurua (double-hulled canoe) and its sails.

Waka haurua carries us forward into the future guided by what has gone before to reach the new horizons we seek.

Graphic elements illustrate the three horizons, and come together to form a pattern that tells the story of our journey. When connected, these graphical elements represent unity, resilience, stability and strength.

**Ehara taku toa
i te toa takitahi.**
Our strength derives
not from an individual.

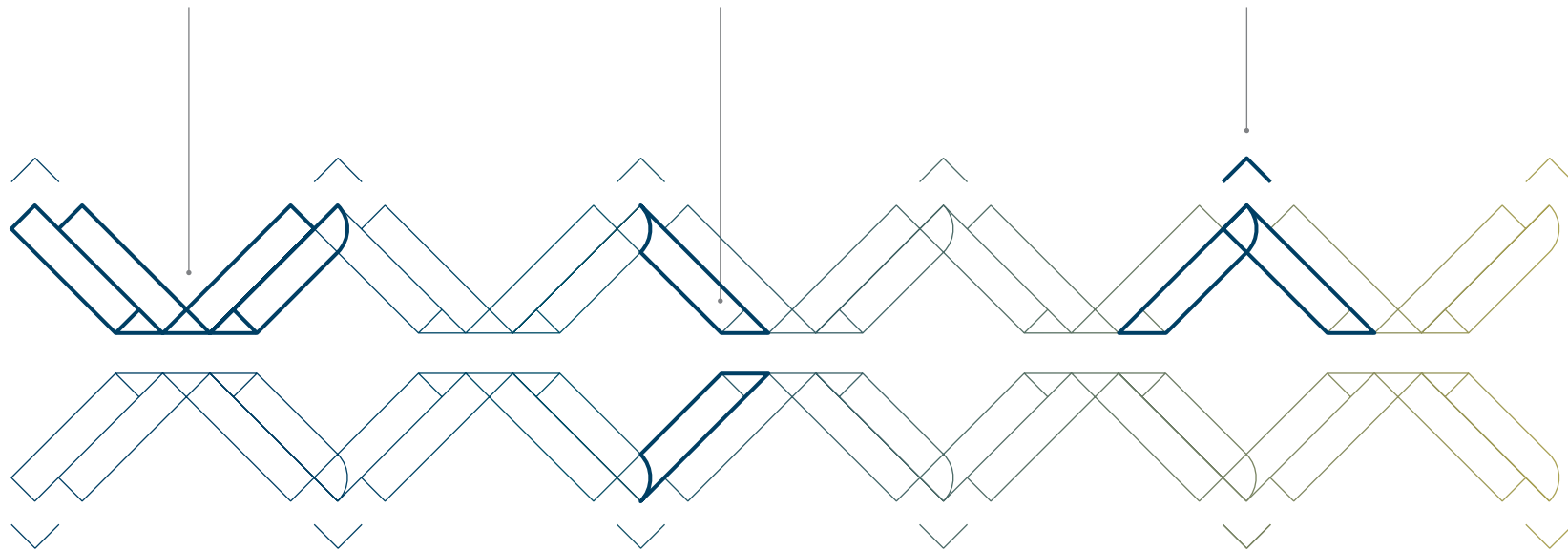
**Engari, he toa
takitini.**
Our strength derives
from the many.



Harakeke & weave

Waka & water

Mountains & sky



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He kupu takamua

Foreword

A regulator and steward to lead our land transport sector into the future

In 2020, we set the foundational strategy to reset our delivery of regulatory services and strengthen our leadership of the land transport system.

To address the weaknesses of the past, we took a broad and ambitious view. We set high expectations to enable us to unlock the potential contribution of data, evidence, and new technologies. We set a vision to connect communities and unite the skills, capabilities and contributions of everyone across the sector. We committed to getting back to basics, to new ways of working, and to a tangible demonstration of respect and collaboration by grounding our approach in the principles of te ao Māori.

The path was not going to be easy. But it was the right path to restore New Zealanders' trust and confidence in the safety of the land transport system, and to boldly deliver on their aspirations and expectations for the land transport system, now and into the future.

We are proud of the solid progress and improvement that has been made since we released this foundation. Our delivery of regulatory services has stabilised and we are becoming more effective and consistent in our approach. Our challenge now is to hold the course through diverse, and at times, conflicting expectations for this complex and dynamic system.

Tū ake, Tū māia 2023 will help us as we mature into our regulatory role and become more visible, agile, responsive, holistic, intentional, assertive and decisive in our approach and actions.

Our name, Waka Kotahi, conveys the concept of moving together forward as a single organisation. At times, we will encounter the inherent challenges to balance our organisation's diverse responsibilities to ensure that the land transport system is reliable, safe, and sustainable.

As we navigate these challenges, we will stand firm, stand tall to deliver regulatory excellence with an awareness and acknowledgement of the broader system impacts. Through these times, we resolve to work collegially, to be precise in our intent and purpose, and to hold the safety and well-being of people at the heart of every decision and action. Manaakitanga – showing respect and care for others – will be our enduring north star.

Tū ake, Tū māia 2023 will guide our work for the next decade. The path will not always be easy, but it is the right path. We extend a welcome to take this journey with us, and to help contribute to achieve our vision and ensure the safety and well-being of the people of Aotearoa New Zealand, both those living today and the generations who will follow us.

Dr Paul Reynolds
Board Chair

Kane Patena
Kaiurungi, Director
of Land Transport

Kupu whakataki

Introduction

Te Tiriti o Waitangi

Waka Kotahi acknowledges Te Tiriti o Waitangi (the Treaty of Waitangi) as Aotearoa New Zealand's founding document, and that improving the well-being of New Zealand can only be done with a meaningful understanding and appreciation of the Treaty.

We understand the importance of meeting our obligations to Māori through the Treaty principles. Strong outcomes for Māori are good for New Zealand. We are committed to delivering equitable outcomes for Māori, actively protecting Māori interests, and involving Māori in designing, developing, and implementing initiatives that affect Māori.

Tū ake, Tū māia 2023 enhances our commitment to the Treaty by grounding our work in te ao Māori principles and describes a whole-of-system approach that is aligned with te ao Māori view. It also incorporates the values and principles of Te Ara Kotahi, our Māori strategy. By living these principles and values, and continuing to learn about them, we will fully acknowledge the Treaty in regulating the land transport system.

People are always at the centre of the land transport system

The land transport system connects people, products, and places for a thriving Aotearoa. Everyone in New Zealand interacts with land transport in some way – whether that's choosing the mode of transport for yourself or to deliver or collect goods and freight.

Effective regulation to keep people safe is an integral part of this. Whether you are learning to drive, walking along a street or running a transport business, you should feel safe, and the equipment you use should be safe, and regulation helps ensure that. To achieve this, we must ensure our regulations are easy to comply with and hard to avoid, and are effectively co-ordinated with other land transport levers such as infrastructure design, planning, and investment management.





Whether you are learning to drive, walking along a street or running a transport business, you should feel safe, and the equipment you use should be safe, and regulation helps ensure that.

The strategic intent of Tū ake, Tū māia 2023

Tū ake, Tū māia 2023 sets out how Waka Kotahi and its partners will regulate the land transport system to keep it safe. It reflects how we have matured as a regulator since Tū ake, Tū māia was first published in 2020, and will ensure we continue to improve. It is aligned to the Government Policy Statement on Land Transport, our long-term view of the land transport system, Arataki, and our organisational direction, Te kāpehu (our compass).

Tū ake, Tū māia 2023 describes:

- **our role:** as the lead regulator of the land transport system
- **key challenges:** that influence the choices we make as a regulator now and into the future
- **how we work:** with an approach grounded in te ao Māori and underpinned by regulatory good practice
- **our relationships:** which are critical for lifting the regulatory performance of the land transport system.

To ensure we continue to improve as a regulator, Tū ake, Tū māia 2023 also sets out:

- **our focus areas and key risks:** where we will focus our regulatory resources in the land transport system to achieve better outcomes
- **five key capability shifts:** where we will focus our efforts to improve our regulatory capability and performance in the land transport system
- **how we will measure our performance.**



Our purpose

To ensure the land transport system is safe, effective and efficient and functions well for everyone.

How we work

Our approach is grounded in te ao Māori and underpinned by regulatory good practice.

Our te ao Māori principles:

- Whakapono
- Manaakitanga
- Whanaungatanga
- Kotahitanga.

Principles of regulatory good practice.

- We are a system leader with oversight of all leaders.
- We are risk-based and focused on harm prevention.
- We are really responsive and forward thinking.
- We are informed by evidence and intelligence.

Capability shifts

- Te Tiriti and embedding a te ao Māori view.
- Making it easier to engage with us to achieve shared goals.
- Enhancing monitoring of the land transport system to build insight and foresight.
- Co-ordinating our regulatory levers in harmony with non-regulatory activity.
- Applying modern, best practice regulation across Waka Kotahi and its land transport partners.

Our focus areas

We focus our regulatory effort on safety. We do this while fulfilling our regulatory obligations across other outcome areas.

We work with our partners to improve safety through:

- operational excellence, including reviewing and improving regulatory rules and standards and improving compliance
- supporting forward-looking harm reduction programmes, including Road to Zero, the Driver Licensing Improvement Programme, and Safer Rail.

Our safety goal

To contribute to a 40 percent reduction in deaths and serious injuries by 2030.

Our vision:

A land transport system connecting people, products and places for a thriving Aotearoa

Regulation supports the delivery of our vision. It is one of several levers we have available to us to achieve our outcomes. Our regulatory tools are weighted towards safety, and safety is our highest regulatory priority.

A safe road network

Almost every day someone dies on our roads, while six others are seriously injured. Aotearoa New Zealand's road safety strategy 2020–2030, Road to Zero, establishes a vision of a New Zealand where no one is killed or seriously injured in road crashes and sets an ambitious target of reducing deaths and serious injuries on our roads by 40 percent by 2030.

To achieve this, it recognises that humans make mistakes and outlines how we need to develop an inherently safe land transport system by improving our road network, tackling unsafe speeds and improving our vehicle fleet. This is known as the 'safe system' approach and is the gold standard in road safety internationally.

Tū ake, Tū māia 2023 supports us to implement the forward-looking Road to Zero strategy while also acknowledging the importance of maintaining the progress we have already made delivering on our core regulatory responsibilities. This means we will continue to focus on identifying non-compliance in the land transport system, using our regulatory tools to respond to non-compliance and other safety issues swiftly, and reviewing and improving the rules and standards that underpin the land transport system.

A safe rail system

Rail is an integral aspect of the transport system. The New Zealand Rail Plan describes the government's vision for a rail network that provides modern transit systems in our largest cities and enables increasing volumes of freight to be moved by rail. For better outcomes across the land transport system, the rail network must be resilient, reliable, safe, interconnected with road networks, and understood that it significantly impacts the development of our communities.

Tū ake, Tū māia 2023 supports this ambition. Through the safe system approach to regulation, we will make the rail system safer, more effective and efficient, and we will improve how we identify and respond to risk in the rail system. This will better protect people from the potential catastrophic harm that might otherwise occur if the rail system is not kept safe.

The transport outcomes framework

Effective regulation improves outcomes across the land transport system in line with the government's transport outcomes framework.¹ Tū ake, Tū māia 2023 supports us to meet our regulatory obligations across the transport outcomes framework, while enabling us to prioritise our regulatory activity towards safety.

The changing land transport system

To achieve our vision, we are prepared for where the land transport system is going, rather than being tied to the past. Tū ake, Tū māia 2023 is informed by, and aligns with, our understanding of future change. Arataki sets out our view of what is needed to deliver on the government's current priorities and long-term objectives for the land transport system.² Arataki describes six key drivers of change that will shape the future land transport system: demographic change, climate change, technology and data, customer desire, changing economic structures, and funding and finance.

1 www.transport.govt.nz/assets/Uploads/Paper/Transport-outcomes-framework.pdf

2 www.nzta.govt.nz/planning-and-investment/planning/30-year-plan/arataki







Our role:

regulating the land transport system

Waka Kotahi is a multi-function agency with three important functions: regulation, investment, and planning. As regulators, we are responsible for the entry of people, businesses, and vehicles into the land transport system, monitoring compliance, and taking enforcement action.

Our regulatory framework

The land transport system and how we regulate it is underpinned by our regulatory framework. This framework is collectively all the laws, rules, standards, and guidance that set out what is expected of users of the land transport system, vehicles, commercial operators and network operators, and from Waka Kotahi, as the lead regulator.

Our primary legislation includes:

- Land Transport Management Act 2003
- Land Transport Act 1998
- Railways Act 2005
- Government Roding Powers Act 1989
- Road User Charges Act 2012.

Te Kaiurungi, the Director of Land Transport

Te Kaiurungi, the Director of Land Transport, improves the accountability and oversight of the land transport system and leads land transport regulation. The Director is a system leader. We will promote and support their role across the system.

While remaining responsible for the operational delivery of core regulatory functions, the Director will lead us to be a good regulatory steward.

This includes undertaking more comprehensive monitoring of the land transport regulatory system and proactively advocating for changes to our regulatory framework.

The Director has statutory functions, powers, and duties granted directly by legislation, and others that are delegated to them by Waka Kotahi. Some of the functions granted to the Director by legislation are statutorily independent.

Type of function	Description
Statutorily independent functions	<p>These are specific functions, powers and duties granted to the Director by legislation. In undertaking these functions, the Director must act independently, and the Minister of Transport, the Ministry of Transport, and Waka Kotahi may not direct how they are undertaken.</p> <p>Statutorily independent functions include:</p> <ul style="list-style-type: none"> • issuing, altering, and revoking land transport documents, including licences for drivers, vehicles, and commercial operators • granting exemptions to certain land transport rules and standards • carrying out certain enforcement activity.
Other functions	<p>These are functions that are either granted to the Director by legislation, or delegated to them by Waka Kotahi, where a level of independence may be useful but is not embedded in legislation.</p>



The regulatory role of Waka Kotahi and its partners

Entry into the system: through driver licensing (with VTNZ and AA), vehicle certification and registration (with New Zealand Post), rail licensing, commercial operator, and public transport licensing.

Compliance and safety while in the system: through warrant of fitness and certificate of fitness checks (with our service delivery providers), roadside policing, site visits, engagements, and audits of road and rail operators.

Investigating road crashes and rail accidents: by working with partners to investigate accidents and crashes in the land transport system. This includes:

- Police (which leads road crash investigations and assess prosecution)
- Road Controlling Authorities (which investigates sites to understand road and infrastructure issues)
- Transport Accident Investigation Commission (which undertakes inquiries that complement our rail investigatory role) and Maritime New Zealand (which investigates rail accidents alongside Waka Kotahi)
- WorkSafe (which leads workplace accident investigations)
- the Coroner (who may make recommendations to Waka Kotahi following an inquest into a transport-related death).

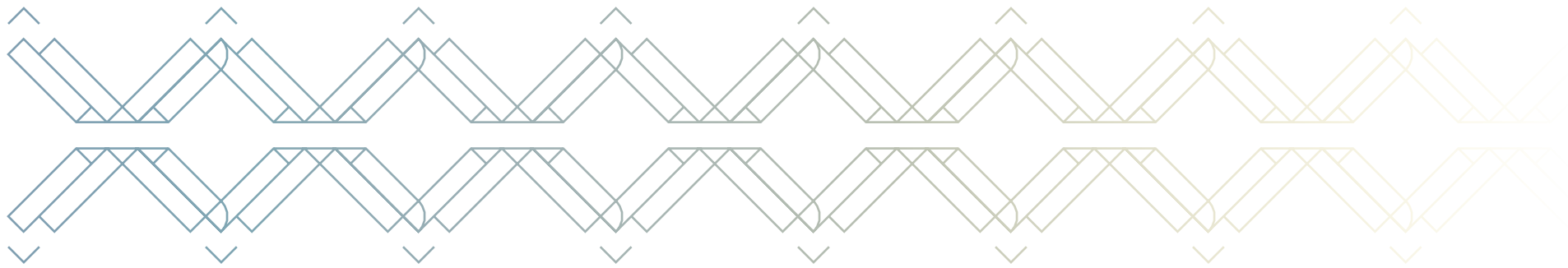
Where appropriate, Waka Kotahi will instigate investigations into major crashes, accidents, or other issues to identify potential system gaps and improvements.

Enforcement and exit from the system: through actions taken to either remove unsafe drivers, products, and road and rail operators from the system, or to bring them back into compliance.

Network managers and infrastructure: through setting the standards of New Zealand's road and rail networks, road signs, and speed limits. This work aligns with the other Waka Kotahi functions, including leading system investment and design, and building and maintaining the state highway network.

Safeguarding millions of land transport documents: managing millions of land transport documents and records, including driver licences, commercial operating licences, and vehicle registrations. We protect these records and ensure their integrity by controlling access, making them accessible, and complying with laws including the Public Records Act 2005, Privacy Act 2020, and applicable land transport legislation. The Director of Land Transport is responsible for decisions relating to these documents.





Our whole-of-system way of working

At Waka Kotahi, we take a whole-of-system approach. This means:

- our different functions work together to achieve outcomes across the land transport system
- we work with our partners in government and with the regulated community to achieve shared goals
- we proactively manage conflicts between our different functions.

Working together

Every day, our regulatory, investment, and planning functions work together. Where appropriate, these functions work collaboratively, and we will constantly look for opportunities to improve.

The size and complexity of the land transport system also requires us to work with our partners across government and with the regulated community to undertake our regulatory role. We must collaborate to achieve shared goals, while understanding that, at times, we will need to respond

firmly to issues of concern. We will continue to build the maturity and strength of our relationships to support us to work collaboratively. We will also support the leadership role of the Director across the land transport system and empower the Director to respond to issues of concern.

Conflicts of interest

There are times our regulatory, investment and planning functions conflict with each other. For example, Waka Kotahi is a road controlling authority, and also regulates road controlling authorities. Where Waka Kotahi is responsible for regulating itself, the general principle is that we will treat ourselves the same as any other regulated party. Conflicts may also arise wherever more than one function relies on a pool of centralised resources.

Managing conflicts of interest

A key pillar of the response to previous regulatory failure was the consolidation of regulatory functions

under a single point of executive accountability, using structural separation to help manage conflicts of interest between the regulatory functions and other functions.

We have now stabilised our regulatory functions, evolved our governance arrangements, and the Director of Land Transport role has been established. As Waka Kotahi delivers its strategic direction, Te kāpehu and adopts an integrated approach to how we deliver all services, we will put in place further controls to manage conflicts of interest. This will include developing appropriate policies, business rules and processes to safeguard the principle of regulatory independence. We will also develop and maintain decision-making frameworks that support robust and independent decision-making.

The Board will ensure the regulatory functions remain appropriately resourced, and the Director will be responsible for conducting regular reviews of the land transport regulatory system (including funding).

Our regulatory approach

Our approach is underpinned by regulatory good practice and grounded in te ao Māori. As we mature as a regulator, we will improve our understanding of what regulatory good practice looks like in the context of te ao Māori.

A tātou tikanga Grounded in te ao Māori principles

In adopting a whole-of-system approach, we apply a te ao Māori view, acknowledging the interconnections between people, the environment, the land transport system, and our regulatory role. Te ao Māori acknowledges that people do not make decisions in isolation and that we must be empathetic and inquisitive to understand the environment around us. We act with this understanding in mind.

Whakapono Integrity	Kotahitanga Unity	Whanaungatanga Relationships	Manaakitanga Caring for People
Demonstrates the highest levels of integrity, trust, and honesty.	Occurs when people pool their resources to achieve a common purpose or goal. It is an opportunity to strengthen whanaungatanga – relationships. As the lead land transport regulator, we will have an important role in fostering kotahitanga between regulators and industry to lift the performance of the land transport regulatory system.	Refers to lines of kinship, connections and shared experiences that provide a sense of belonging. It includes reciprocal rights and obligations. We will develop good working relationships with a wide range of participants across the land transport regulatory system. Whanaungatanga is essential for effective regulation, including those times when we need to take regulatory action to achieve safety outcomes.	An expression of respect and genuine interest in the welfare of others. We will serve others for the betterment of Aotearoa New Zealand and protect people from harm. Manaakitanga will underpin our way of working, as even our approach to enforcement should be based on mutual respect and caring for people at risk of harm through non-compliance.



Regulatory good practice

System leaders, with a whole-of-system approach

At Waka Kotahi our different functions work together, where appropriate, to have the greatest possible impact on safety and other transport system outcomes. We also work with our partners and industry to make the system safer.

We have an in-depth understanding of who and what we regulate, and how the broader land transport system impacts user behaviour. We use this information to proactively influence the design of the land transport system and are focused on improving the regulatory framework to ensure it is fit for purpose.

Risk-based and focused on the reduction and prevention of harm

We understand and target risk. We prioritise our activity and direct our resources to where there is risk in the land transport system and where we can have the most impact on reducing or preventing harm. The attention we direct to an issue is commensurate to the potential risk.

We use robust risk frameworks to target our risks objectively and fairly, supported by evidence. Where appropriate, we escalate risks in the land transport system, especially if we do not have the resources or regulatory power to treat them.

Responsive and forward-thinking

We use insights and foresight to understand the factors that influence behaviour and the emergence of harm in the land transport system. We are intentional and flexible in our response to individual instances of non-compliance that increase the risk of harm in the system and to the broader context that shapes user behaviour: the government, economic, and social environment, and the impact of our interventions.

We address underlying issues and influence behaviour in the right way, at the right level, to achieve the right outcomes. We are transparent and communicative in how we respond to issues, always linking our actions back to the outcomes we are trying to achieve.

Informed by evidence, intelligence, and insights

Everything we do is informed by evidence, intelligence, insights, and foresight – from our frontline regulatory activity to the design of our overarching regulatory framework. Evidence, intelligence, insights and foresight are integrated and embedded into decision-making at every level and support the Director's leadership of the land transport system.



Applying our regulatory approach

To be a real-world regulator that is firm and fair, we do the right thing, at the right time, for the right impact. We effectively and consistently apply our te ao Māori and regulatory good practice principles.

We prioritise safety in the land transport system and will take swift action to address safety risk. We acknowledge that, at times, the need to respond quickly will mean that we will not always get it right. We will support good decision-making and learn from our mistakes.

What regulatory good practice looks like

System design and stewardship:

- **Monitoring the land transport system**

We will develop a comprehensive understanding of the state of the land transport system by bringing together information from across the system. We will monitor the land transport system using risk and performance frameworks that link risk and performance to the outcomes we are trying to achieve. Our intelligence operating model will build foresight by scanning the horizon for new and emerging issues while maintaining our understanding of the present.

We will use research and analysis alongside this information to build insights to inform the design of the regulatory system, regulatory harm reduction programmes, and where we target our regulatory activity.

- **Policy setting**

We will use our understanding of the land transport system to proactively influence the design of the regulatory system. We will advocate strongly for change when needed, will be proactive in doing so, and will continue to support a move towards a more performance-based regulatory system, where appropriate. We consider this a critical part of our responsibilities as a regulatory steward, and the Director of Land Transport will use their role as a system leader to lead this work.

- **Standard setting**

We will regularly review and improve standards and guidelines in the land transport system and monitor the impact of these changes. When we set or endorse standards, we will be clear about the justification for change and the harm we are trying to address, and carefully consider potential unintended consequences. Our approach to setting standards will acknowledge the inherent connections between transport outcomes, for instance, that a safe system is one that is equitable.

Operational delivery:

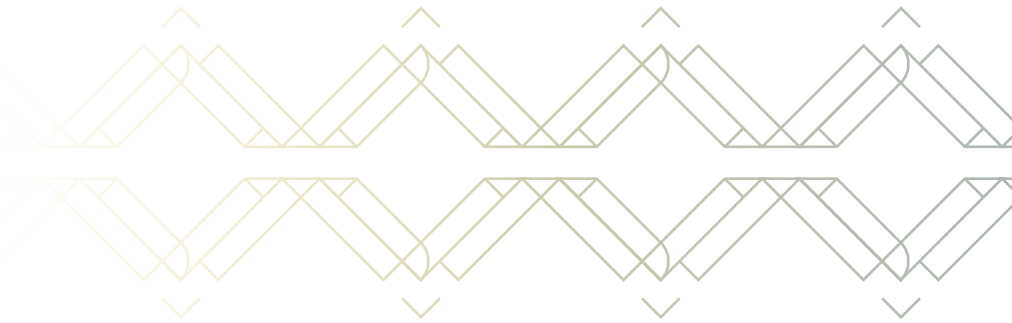
- **Operational policy and service design**

We will design our operating models and processes to be as robust as possible. We will remain clear about the outcomes we are trying to achieve and adapt our ways of working to support the effective regulation of the land transport system. Te Tiriti o Waitangi is at the heart of how we will design our services. We will involve Māori in designing, developing, and implementing initiatives and will work with communities to design our services to have the greatest impact possible and to be accessible to as many people as possible.

- **Authorising entry**

Drivers, vehicles, transport businesses, and rail operators can only operate in the land transport system with appropriate certification and licensing by the Director of Land Transport. Our approach to licensing will ensure that people, vehicles, businesses and rail operators that meet the standards of the land transport system are able to operate and that the justification for any exclusion is clear. Administrative and logistical barriers to access to the system will be reduced wherever possible.





- **Educate and inform**

We educate and inform people so that they are aware of their obligations while using the land transport system. We cater our education and information to different audiences, and target issues that we know present the greatest risk of harm. We also inform users of the land transport system and the general public of risks and issues that arise in the land transport system as soon as we have enough information to do so.

- **Influence**

We will build strong, trusted relationships with communities and stakeholders, and work together in the spirit of unity. We will support each other, share our resources, and collaborate to achieve common goals and solve shared problems. We will be well respected as a regulator to improve our ability to create change through influence.

- **Monitoring in-service compliance and enforcement**

We will monitor compliance in the land transport system and – with Police and others – swiftly respond to non-compliance.

Our enforcement approach will be supported through a communications strategy that prioritises and proactively supports our compliance monitoring and enforcement activities, including when we take enforcement action against parties that we hold multiple relationships with. We will take a risk-based approach to compliance monitoring, targeting areas in the system where we observe the greatest harms. When we find non-compliance, we will be balanced and proportionate in our response and use the right regulatory tools, at the right time, to bring users back into compliance.

- **Continuous improvement**

We are committed to continuous improvement and will constantly challenge ourselves to be better. We will question our ways of working and why we do what we do, assess the impact of our actions, and seek opportunities to improve our effectiveness and efficiency.



Our regulatory tools

As a firm and fair regulator, we use the right tools at the right time for the right impact. They are not a suite of graduated actions – we will enforce immediately if that is what is required.

We use our tools swiftly in response to safety risk and issues and support our people to make good decisions fast. We are transparent when we use regulatory tools, so the justification for decisions is clear. When choosing the regulatory tool, we consider factors including non-compliance risk, willingness to comply, and the public interest.

We will also use regulatory tools proactively to encourage safe behaviours and shift mindsets to promote a positive safety culture and build acceptance for system-wide interventions and transformational change. This will support us to continue to encourage compliance, while also addressing broader risk across the land transport system.

Education

We will provide information and guidance to make it easier for people and organisations to comply and adopt safe behaviours while using the land transport system.

Education can take many forms, ranging from large campaigns in response to broad changes or risks in the land transport system to building knowledge and capability among individuals or businesses.

Engagement

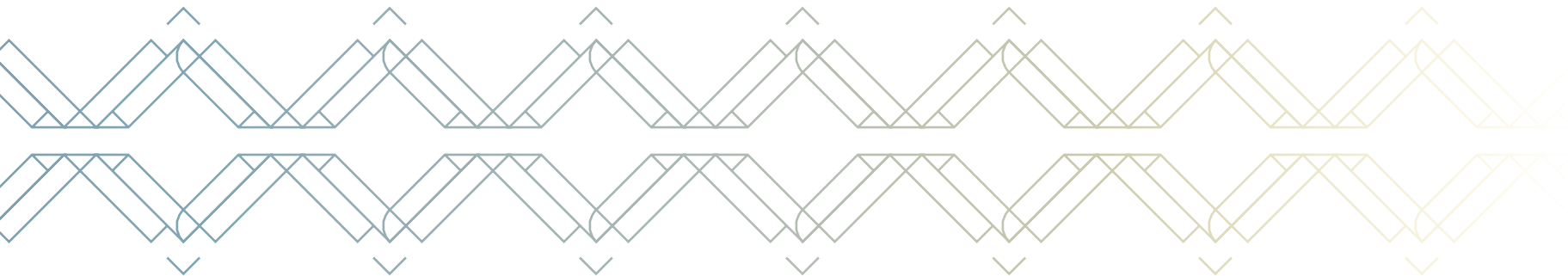
We will engage early to support voluntary compliance and work collaboratively with organisations that have significant influence in the land transport sector.

We will also engage transparently with a wide range of stakeholders, industry groups, regulated parties, and other government organisations on transformational changes to the regulatory system, and to pool resources to achieve shared outcomes.

Enforcement

When people take unacceptable risks, we will respond with enforcement. We respond swiftly to mitigate the risk of harm.

Enforcement may range from infringement notices to prosecution or enforced exit from the system (for example, revoking commercial operating licences). We will hold people to account for taking unacceptable risks and causing potential harm.





Our harm reduction programmes and focus areas

Operational excellence

Our regulatory work is critical to preventing harm in the land transport system. We run a comprehensive licensing regime, monitor in-service compliance, and respond to non-compliance.

Operational focus areas	Regulatory role and key regulatory risks
Regulatory rules and standards	We will develop and maintain a programme to review and improve the regulatory framework to ensure it is fit for purpose. Particular focus will be on improving the safety outcomes in the most effective and efficient way. We will work with the Ministry of Transport to improve legislation and rules. We will also focus on improving standards, guidance and transport instruments issued by the Director of Land Transport.
Continuous improvement	We will review our processes to improve effectiveness and efficiency, and implement new digital systems (our “regulators’ workbench”) to support regulatory activities over time.

Looking to the future

Waka Kotahi has three important regulatory harm reduction programmes that centre on areas of the land transport system presenting existing or emerging harms. The focus areas address risks and indicate where we will direct regulatory effort over the next three years.

Road safety: Road to Zero

Road to Zero is the government's road safety strategy. It has a significant regulatory aspect and is centred around the 'safe system' approach.

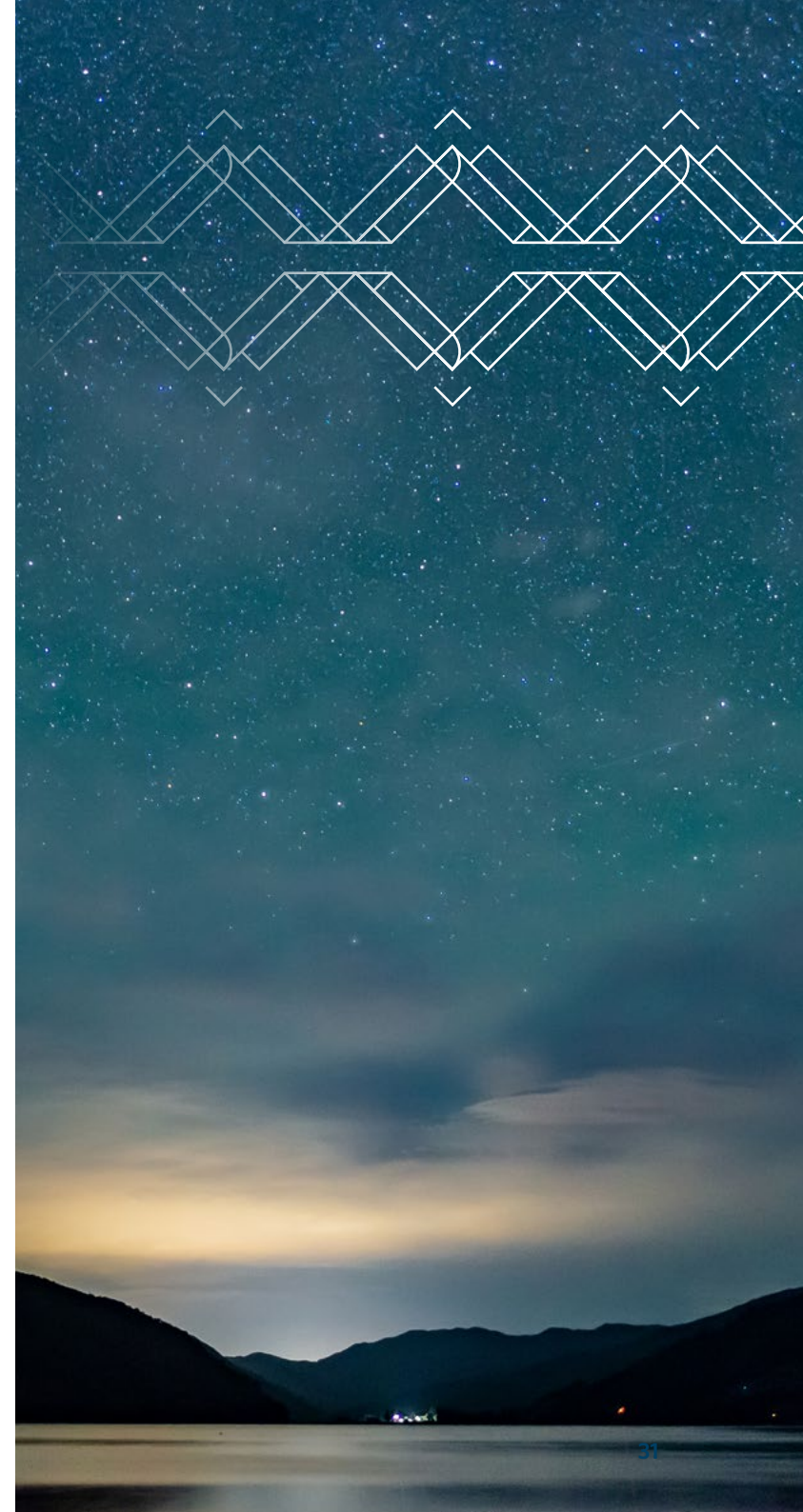
Road safety focus areas	Regulatory role and key regulatory risks
Infrastructure improvements and speed management	Evidence indicates that even a small reduction in speed can have a significant impact on safety outcomes. Speed management includes speed setting, guidance and standards for speed setting, and enforcement. We will address the risks by supporting Road Controlling Authorities to set speeds that are appropriate for the road and strengthen our approach to compliance and speed limit enforcement.
Vehicle safety	Vehicles assessed as having low crash worthiness are over-represented in annual road death statistics and present a safety risk. Improving vehicle safety makes it less likely that someone will lose their life, even when people make mistakes and crash. We will lift minimum standards for imported new and used vehicles and continue to strengthen the vehicle compliance regime. We will continue to maintain the integrity of licensing and system entry.
Work-related road safety	There are thousands of Transport Service Licence holders across the country, so we must ensure they treat road safety as a critical health and safety issue. The sector continues to face significant safety risks including fatigue, distraction and vehicle safety. We will firmly respond to organisations that fail to meet their safety obligations and continue to strengthen commercial transport regulation.
Road user choices	We will utilise all our regulatory tools and a more mature regulatory approach to encourage safer choices when using roads. This includes attitudes, behaviours and understanding of road safety risks. We will also ensure our enforcement approach is responsive and risk-based and incentivises the right behaviours.
System management	We will use our regulatory role to provide leadership of the land transport system. Regulation is a major part of system management, and we will fulfil our role leading, co-ordinating, responding and collaborating across the system.



Road safety: driver licensing improvement

We know that the current system places too many administrative, logistical and cost barriers on certain communities (for example, rural communities and Māori) wishing to attain their driver licence. By improving access to driver licensing, we will achieve better safety and equity outcomes for Aotearoa New Zealand.

Driver licensing focus areas	Regulatory role and key regulatory risks
Meeting current and future demand	The driver licensing system is constrained by a lack of qualified driver testing officers. There is a risk of certain people or communities being locked out of the land transport system because they cannot access a driver licensing test. This makes our roads less safe. We will review arrangements for practical testing, including the provision for community providers, to ensure the system meets current demand for practical tests.
Increased accessibility and availability of testing	Some areas of New Zealand have very poor access to driver licence testing services, meaning many people find it difficult to get to a testing site. We will review the location and spread of test sites and routes, the delivery model for practical tests, and ensure the standards for establishing practical test routes is fit for purpose.
Education and support	Certain segments of the population do not receive the same level of education and support to be safe drivers, due to reasons such as language barriers and course costs. We will review the education and practical support we offer reflects the diversity of the communities we serve.





Rail safety: safer rail

By applying the 'safe system' approach, we can strengthen the rail network and reduce the potential for catastrophic harm.

Rail safety focus areas	Regulatory role and key regulatory risks
Understanding rail risk	The Rail Risk Regulatory Framework (R3F) will change how we identify, understand, and respond to rail system risk. It will embed a modern regulatory approach by building our understanding of inherent rail risk (for example, environmental and infrastructure factors) and direct risk (such as a rail organisation's policies, processes, and safety management).
Regulating a growing rail network	The rail system is undergoing unprecedented levels of investment, so we must support safe investment for future generations. If we do not keep up with this rate of change, there is a risk we will become less effective regulators of the rail network. We will ensure we have what we need to effectively regulate a growing and changing system. We will also respond to changing risk profiles driven by new investment, including the introduction of light rail and a more extensive underground rail network.
Rail interoperability	Rail interoperability is when the activity of two different rail operators interacts (especially if it occurs on-track). It presents a safety risk because it increases the likelihood of a train collision. We regulate rail interoperability so that operators are clear where they interact with others and have safety measures in place.
Road-rail interface	The road-rail interface is where the road and rail networks interact, such as the high risk area of level crossings, where a road or pedestrian access crosses a railway line. We actively regulate level crossings to make sure there is appropriate infrastructure in place (including signage, bells, and barriers), and ensure that rail operators comply with their obligations.



Environmental sustainability: the Emissions Reduction Plan and Toitū te Taiao

While we focus on safety, the regulatory functions of Waka Kotahi have an increasingly important role to support environmental sustainability outcomes.

Environmental sustainability focus areas	Regulatory role and key regulatory risks
Reduce reliance on cars and support people to walk, cycle and use public transport	The number of people who rely on fossil-fuelled vehicles is a significant challenge to progress a decarbonised land transport system. While reducing reliance on cars relies heavily on investment and planning levers, we must ensure the regulatory system supports these changes. For example, we must ensure that the driver licensing regime for public transport is streamlined and supports an increase in options. We must also ensure our roads are safe for people who do not wish to use cars to travel, including cyclists.
Rapidly adopt low-emissions vehicles	Waka Kotahi has a significant regulatory role to support the adoption of low-emission vehicles. This includes by working with the Ministry of Transport to set standards for emissions and fuel efficiency and regulate vehicles against those standards. We also administer the low-emissions vehicle rebate scheme and will lead the government's trial of an equity-focused scrap and replace scheme (to make low emission vehicles more accessible to low-income households).
Decarbonise heavy transport and freight	By ensuring there is an effective and efficient regulatory regime in place for heavy vehicles, we can support the decarbonisation of the heavy vehicle and freight sector. This includes regulating adherence to more stringent emissions standards (for example, the government's mandate to purchase only zero-emissions public transport buses by 2025). By effectively regulating the rail system, we can support rail operators to have an increasingly important role in carrying freight and passengers across the country.
Cross-cutting workstreams	Progressing cross-cutting workstreams and progressing initiatives with co-benefits (for example, initiatives to improve safety and environmental outcomes) will be critical to achieving our environmental goals. For example, when considering standards for new roads and infrastructure, we must go beyond safety to consider what changes can be made that will make our infrastructure more environmentally sustainable. We also have hundreds of regulatory staff across the country who have a unique reach into our communities and could help build understanding and support for environmental initiatives.



Improving our regulatory capability

Supporting a well-functioning regulatory system

To be an effective regulator, we need the right people, systems, processes and policies. For example, we need to accelerate our use of digital technology and ensure we have modern digital enablers to support our work. We need access to the right data and insights. We need our people and partners to deliver on our regulatory vision. And we need a regulatory framework that empowers us to be effective and adapt quickly to changes in the land transport system.

Enhancing our regulatory maturity and practice

We have identified five capability shifts that will improve how we regulate the land transport system. These build on the capability shifts summarised in the previous version of Tū ake, Tū māia, and represent the next step on our journey to be a world-class regulator.

1. Te Tiriti o Waitangi and embedding a te ao Māori view

What we are aiming to achieve

Waka Kotahi aims to be a regulator that fulfils all its obligations to Te Tiriti. The Waka Kotahi regulatory approach is grounded in te ao Māori principles. To give effect to Te Tiriti o Waitangi in regulating the land transport system, our people should understand te ao Māori principles and how they apply to regulation. Their actions should be consistent with the principles.

Development areas

- Ensuring Māori are involved in designing, developing, and implementing initiatives that affect Māori.
- Our people understand and embed te ao Māori principles into how they work.
- Ensuring Māori are genuinely engaged and consulted in transformational change, and that Māori interests are protected.
- Consider how we can improve our ways of working to achieve better outcomes for, and with, Māori.

2. Making it easier for others to engage with us to achieve shared goals

What we are aiming to achieve

Waka Kotahi aims to make it easier to collaborate with others to achieve our outcomes in the land transport system. This will improve the effectiveness, efficiency, and responsiveness of our regulatory activity, and ensure we optimise opportunities to share resource and expertise.

Development areas

- Implement modern digital enablers that, as a priority, make it easier to interact and share data.
- Design our services to be user-centric, flexible and integrated.
- Design our regulatory framework to support collaboration and maintain our integrity as a regulator.
- Build relationships and work collaboratively.



3. Enhancing monitoring of the land transport system to build insight and foresight

What we are aiming to achieve

Waka Kotahi aims to be a responsive regulator that has a whole-of-system view of the land transport system. This includes a comprehensive understanding of how the land transport system is performing and how regulatory interventions impact performance and compliance within the land transport system.

Development areas

- Develop our insight into user behaviour and the broader context influencing that behaviour.
- Develop foresight to identify future changes and issues before they arise.
- Embed intelligence, insights, and foresight from across Waka Kotahi and the land transport system into regulatory decision-making.
- Use modern digital platforms to support data integration and intelligence.
- Strengthen our use of performance-monitoring information, operational intelligence, stakeholder feedback and environmental scanning to improve our understanding of the land transport system.

4. Co-ordinating all of our regulatory levers

What we are aiming to achieve

Waka Kotahi aims to embed a whole-of-system way of working that will enable us to design our regulatory systems to complement non-regulatory levers and to contribute to the future design of the land transport system, where appropriate. Waka Kotahi will involve a strong regulatory perspective in system strategic planning activity to support this.

Development areas

- Co-ordinate our regulatory and non-regulatory levers, where appropriate, to help Waka Kotahi optimise the value of its investments and achieve the best possible outcomes in the land transport system.
- Strengthen our management of conflicts of interest, including the development of policies, business rules and processes.

5. Applying modern best-practice regulation across Waka Kotahi and its land transport partners

What we are aiming to achieve

Waka Kotahi and its partners need the right people, systems, policies and processes to apply best practice regulatory approaches. Approaches like modern systems-thinking and 'really responsive' regulation will require significant effort to be applied well.

Development areas

- Develop our regulatory operating model so that it clearly sets out our purpose, what we are trying to achieve, and how we will achieve it.
- Strengthen our risk-based, intelligence-led culture.
- Develop and improve our decision-making frameworks.
- Implement a people capability framework, to support the development of our regulatory staff.

Measuring performance

We will be focused on monitoring our progress towards implementing Tū ake, Tū māia 2023.

We will do this by measuring:

- our delivery of the strategy and its key initiatives
- our regulatory maturity
- the impact of our activity on the land transport system.

Measuring our delivery

The Tū ake, Tū māia 2023 Implementation Plan sets out the initiatives we will undertake to deliver on the intent of the strategy. We will track these initiatives, and report regularly to the Board on progress and delivery risk.

Measuring our regulatory maturity

Tū ake, Tū māia 2023 will embed a more mature, responsive regulatory approach. The strategy is aspirational in the regulatory approach it sets out and represents a significant step change from the current state.

Through the review of our regulatory funding and fees, the Board has adopted a regulatory maturity model. We will monitor our regulatory approach through a headline measure of our regulatory maturity, based on this approach. Our regulatory maturity model covers a number of aspects we need to be an effective land transport regulator,

including regulatory strategy, regulatory practice, leadership and governance, and insights.

Measure	Target
Regulatory maturity increasing against an adopted regulatory maturity model	↑ Increasing (to be baselined)

Measuring our impact

The successful implementation of Tū ake, Tū māia 2023 will ultimately result in a safer land transport system. Waka Kotahi will measure the impact of regulation through the use of a regulatory performance framework that aligns our regulatory objectives with the outcomes of Te kāpehu. This will include regular reporting to the Board on deaths and serious injuries in the land transport system, compliance rates, and the effectiveness of our core activity.

We will use research and analysis to understand this information and support the Board in their governance role of overseeing our delivery of Tū ake, Tū māia 2023.





Next steps

Delivery supported by a robust implementation plan

Our implementation plan will set out in detail what we will do to implement our strategy over the next 10 years. Delivery is sequenced in three tranches over years 1-3, 4-6, and 7-10.

Initiatives on the implementation plan will be prioritised against investment objectives and critical success factors and mapped back to the Waka Kotahi organisational prioritisation framework.

Review and updates

Tū ake, Tū māia will be reviewed and updated at least every three years, however we may choose a sooner review if significant change occurs in our regulatory role, strategic direction, operating environment, or the land transport system.

