# 2021-2024 Road Safety Partnership Programme

DATE: May 2021

**VERSION 1.0** 

Working together to improve road safety

# ROAD SAFETY PARTNERSHIP







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Waka Kotahi (NZ Transport Agency) Published May 2021

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# INTRODUCTION

The 2021-24 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 three-year National Land Transport Fund (NLTF) investment for the period of the 2021-24 National Land Transport Programme.

This programme has been developed in accordance with section 18M of the LTMA, and gives effect to Road to Zero (the governments new road safety strategy), Tū ake, tū maia (Waka Kotahi regulatory strategy), 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 outcomes as outlined in Road to Zero, value for money and the efficient delivery of NZ Police activities.

# **ROAD SAFETY PARTNERSHIP**

The NZ Police, Waka Kotahi (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, Waka Kotahi, 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 the strategic outcomes in Road to zero, a more detailed operational framework, and a series of commitments made by the partners to achieve these outcomes. These outcomes and commitments are also in line with the Government Policy Statement on Land Transport.

# **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. This review supports the direction of the programme and states that the high priority operational focus areas in the RSPP offer good value for money in social benefit-cost terms, and that there is strong evidence supporting the relationship between the required dosage levels for speed enforcement and compulsory breath testing and the achievement of general deterrence

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 by showing 2019 DSIs against areas of causal risk, which align to the Road to Zero focus areas.

	Агсоног	Drugs	SPEED	ROADS & ROADSIDES	LIGHT VEHICLES	ACTIVE USERS	HEAVY VEHICLES	FATIGUE	Distraction	RESTRAINTS
Deaths	86	108	87	47	111	43	76	36	17	85
Serious Injury	345	56	496	200	450	446	255	111	158	320
Total	431	164	583	247	561	489	331	147	175	405

### Notes:

- 1. Each DSI can be attributed to more than one priority area, and therefore while there were 3,200 DSI in total, the sum of the columns exceeds that number.
- 2. Figure for restraints are deaths only, as serious injuries are not known
- 3. this analysis is included to reinforce the assessment made in the RSPP 2019-2021 for a safe system approach and to demonstrate the continued need for focus in these operational areas.

The first step in developing the programme was to update our operational framework – the 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 road safety outcomes in Road to Zero. The review and update confirmed the framework's ongoing alignment to Road to Zero and its medium / long term goals.

However, as part of the review we amended some of the operational priority areas to better reflect emerging priorities. This involved:

- Splitting two operational focus areas into four separate ones: alcohol and drugs, and fatigue and distraction
- Removing motorcycling as an operational focus area and incorporating it into light vehicles

To monitor delivery of the outcomes sought through the programme the reporting framework has been developed and this 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 programme period 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 in this programme is based on the current powers and functions of NZ Police and any changes to these powers, functions, or to ownership of assets (such as the transfer of safety camera function), would require a change to these costs. The investment also includes a number of new change initiatives to improve operational delivery.

# STRATEGIC CONTEXT

# Road safety strategy for New Zealand 2020-2030

In November 2019, the Government agreed to publish the Road to Zero strategy for 2020–2030 and the initial 3-year action plan. The strategy and plan were published in December 2019.

The strategy outlines a plan to stop people being killed or injured on our roads. It includes our vision, 7 principles, 5 focus areas and targets — including the target of a 40% reduction in death and serious injuries (from 2018 levels) by 2030.

An action plan accompanies the strategy and contains 15 initial actions within the strategy's 5 focus areas. The initial action plan lasts for 3 years starting on 1 January 2020, although delivery of some actions will continue after 2022. Some actions are currently in progress or in place.

In developing this RSPP, we have ensured alignment to the 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 or action plan is updated or refreshed.

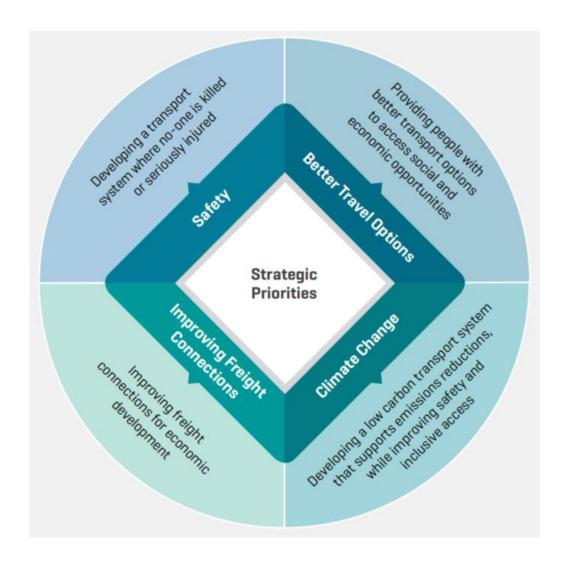
We recognise the criticality of policing activities in achieving the proposed target in the strategy. The activities included in this programme directly contribute to achieving these outcomes.

https://www.transport.govt.nz/area-of-interest/safety/road-to-zero/

# **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 2021 is set out in the graphic below.



### **Safety**

On average, one person is killed every day on New Zealand roads, and another seven are seriously injured. The number of road deaths in New Zealand rose significantly between 2013-2017. Deaths and serious injuries should not be an inevitable cost of moving people and freight from place to place. We need to create a transport system in both urban and regional areas that protects people. This priority gives effect to, but is not limited to, the Road to Zero.

### **Better Travel Options**

People live in, and visit, cities and towns because they value access to jobs, education, healthcare, cultural activities, shops, and friends and whānau. Highly liveable cities and towns are people-friendly places with healthy environments that improve wellbeing and economic prosperity. The transport system contributes to liveable cities and towns by providing people with good travel options. This requires all parts of the transport system, be it roads, rail, public transport, and walking and cycling routes, to work together.

### **Improving Freight Connections**

Efficient, reliable, safe, mode-neutral and resilient freight transport – within cities, between regions and to ports – is vital for a thriving economy. Regional New Zealand's primary production is a key driver of the national economy. The transport system needs to support the movement of freight by the most appropriate mode, improving interregional corridors, and increasing resilience.

### **Climate Change**

Vehicles that run on fuel are the fastest growing source of harmful climate pollution – almost 70% of our total transport emissions. The way we transport ourselves and our goods from one place to another should not be detrimental to the health of individuals and our environment. Prioritising a reduction in greenhouse gases emitted by transport will help to achieve the Government's emissions reduction targets and protect public health.

The four strategic priorities overlap. For example, making places safer for people walking and cycling will give people better travel options. Similarly, investments in the rail system will lead to stronger interregional connections while making freight movements safer.

While the GPS provides a high level, national picture of land transport funding, Waka Kotahi 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 Waka Kotahi is required to give effect to the GPS while also taking regional land transport plans (RLTPs) into account.

Waka Kotahi uses its Investment Prioritisation Method to give effect to the GPS priorities and expectations. The Investment Prioritisation Method for 2021-24 NLTP has three factors, namely:

- GPS Alignment. This alignment indicates the alignment of a proposed activity or combination of activities (e.g. programmes or packages) with a GPS strategic priority and identifies the potential contribution to achieving the GPS strategic priority. A rating of VeryHigh/High/Medium/Low alignment is applied, which reflects both the extent of alignment and scale of the expected contribution to a GPS strategic priority. Where an activity contributes to more than one GPS strategic priority, the rating is assigned based on the highest expected contribution to a GPS strategic priority.
- Scheduling. Scheduling indicates the criticality or interdependency of the proposed activity or combination of activities with other activities in a programme or package or as part of a network. A rating of High/Medium/Low impact across either criticality or interdependency with other activities is applied.
- Efficiency. Efficiency indicates expected return on investment and considers the whole life costs and benefits through cost-benefit analysis. The Efficiency factor looks at monetised impacts, generally using the Benefit-Cost Ratio (BCR). Other non-monetised impacts will be considered under the prioritisation factor 'GPS Alignment', while the full range of non-monetised impacts is expected to be assessed through the Business Case Approach.

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

# Other strategic documents

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

**TŪ AKE, TŪ MĀIA (STAND UP, STAND FIRM)** (Waka Kotahi regulatory strategy 2020-2025, articulates a new way of working as a 'real-world regulator', which is to be firm and fair in applying the principles of good regulatory practice while being grounded in te ao Māori).

https://www.nzta.govt.nz/regulatory/our-regulatory-strategy/

**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

Investment in the programme gives effect to all the above-mentioned strategies.

# **INVESTING FOR OUTCOMES**

# **Operational Framework**

The first step in developing the programme was to update our operational framework - the 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 road safety outcomes in Road to Zero.

The update process began by reviewing and updating the framework to reflect:

- The final Road to Zero Strategy 2020-2030 (noting it was not finalised when the last framework was developed) and the Action Plan 2020-2022
- Tū Ake Tū Māia Regulatory Strategy 2020-2025
- Implementation progress since 2018
- Any new developments in the environment

The review confirmed the framework's ongoing alignment to Road to Zero and its medium / long term goals. However, as part of the review we amended some of the operational priority areas to better reflect emerging priorities. This involved:

- Splitting two operational focus areas into four separate ones: alcohol and drugs, and fatigue and distraction
- Removing motorcycling as an operational focus area and incorporating it into light vehicles

The revised operational priorities are shown below with their linkages to the strategy:

RTZ	RTZ	RTZ	RSPP
Vision	AREAS OF FOCUS	KEY OBJECTIVES OF THE AREAS OF FOCUS	Operational Priorities
e is killed or 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
one	Vehicle safety	Significantly improve the safety performance of the vehicle fleet	Light vehicles
i e	Work-related road safety	Ensure that businesses and other organisations treat road safety as a critical health and safety issue	Heavy vehicles Fatigue
A New Zealand wher seriously injured	Road user choices	Encourage safer choices and safer behaviour on our roads	Inexperienced drivers Alcohol Drugs High risk drivers Distraction Restraints

For each of the 13 operational priorities, the partners reviewed and 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 updated to confirm the opportunity that exists in each operational priority area across the time horizon of the programme (2021-24). This involved making a revised assessment of the current state based on progress from the previous programme period, and the remaining scale of opportunity. From this work 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. The programme contributes directly to the overall target in Road to Zero – a 40% reduction in deaths and serious injuries over ten years.

# 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 or resources by partner agencies and other road controlling authorities. This work is balanced across the government's 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 Waka Kotahi 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 Waka Kotahi has different roles including as a Road Controlling Authority, investor, regulator and educator.

A summary of the activities for the 13 operational priorities are shown below.

OPERATIONAL PRIORITIES	NZ POLICE	Waka Kotahi
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. Establish operational capability to own and operate the safety camera function.
Roads and Roadsides	Enforce proper use of the roads	Deliver safe system infrastructure improvements and speed management through the infrastructure and speed programme  Deliver advertising and education to support the infrastructure and speed programme and Police activities
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
Heavy Vehicles	Ensure compliance with heavy vehicle rules	Set and ensure compliance with heavy vehicle requirements
Fatigue	Identify and discourage driving while fatigued	Educate drivers on the risks of driving fatigued
Inexperienced Drivers	Refer drivers to licence programmes	Support inexperienced drivers and their families to develop their skills and combat risk
Alcohol	Deliver sufficient testing levels to achieve general deterrence from driving under the influence of alcohol, and enforce compliance with legislation	Promote consistent messaging around the harm caused by driving under the influence of alcohol
Drugs	Deliver sufficient testing levels to achieve general deterrence from driving under the influence of drugs, and enforce compliance with legislation	Promote consistent messaging around the harm caused by driving under the influence of drugs
High Risk Drivers	Reduce the opportunities for high risk drivers	
Distraction	Identify and discourage the use of cell phones while driving	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



Contributing activities undertaken by Police and Waka Kotahi for each operational priority are shown below, with their resultant impact.

### 1. SPEED

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Provide sufficient enforcement levels of speed limits to achieve general deterrence  • 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	Infringement Transformation Programme Mobile Camera replacement programme and Proof of Concepts Vehicle speedometer calibration	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.  Calibration of speed detection equipment preserves the evidential integrity and assurance of the speed programme.  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.
Waka Kotahi	Set safe and appropriate speed limits on the network and encourage people to drive to the conditions using education and advertising programmes  Develop a national communications campaign on speed and road risk to support community engagement and the delivery of the infrastructure and speed programme Develop the national speed limit register.  Establish the operational capability to own and operate the safety camera network	Tackling Unsafe Speeds programme  New regulatory framework  New approach to safety cameras  Lower speed limits in urban centers and around schools	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.  The impact of effective speed education raises awareness of the importance of travelling at safe speeds, will reinforce these benefits and increase public acceptance.  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.

### 2. ROADS AND ROADSIDES

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Enforce proper use of the roads  • Enforcement of lane compliance • Intersection enforcement.		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.
Waka Kotahi	Deliver safe system infrastructure improvements and speed management through the infrastructure and speed programme  Deliver advertising and education to support the infrastructure and speed programme  • Develop a national communications campaign on infrastructure and road risk to support community engagement and the delivery of the infrastructure and speed programme	Invest in safety treatments and infrastructure improvements  Review of infrastructure standards and guidelines  Support motorcycle safety  • Deliver motorcycle safety treatments through the 26 roads programme (ACC funded)	Delivering the infrastructure and speed programme will significantly reduce the exposure to crash risk through infrastructure treatments that prevent head-on, run-off and side impact crashes.  These treatments also support and enhance speed management changes on the network.

### 3. ACTIVE USERS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Educate and enforce relevant laws to help keep active road users safe  • 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		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.  Enforcement of reduced speeds around schools will help to protect children from the risk of being hurt by motorists.  Enforcement of cycle helmets will encourage people to wear their helmets.
Waka Kotahi	Design roading with active road users in mind  Improve safety for active users by setting appropriate urban speeds  Community safety programmes – e.g. BikeReady and Staying Safe programmes	Enhance safety and accessibility of footpaths, bike lanes and cycleways  • Deliver the Multi Modal Capability programme • Deliver the National Walking and Cycling Priority programme • Review of infrastructure standards and guidelines	A multi modal transport system will encourage more active transport choices, and result in healthier communities.

### 4. INCIDENT MANAGEMENT

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Respond to and investigate major incidents on the network  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)		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.
Waka Kotahi	Safely manage the incident and apply knowledge gained from investigation with other agencies  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	Improve post-crash response through implementing in depth safe system post-crash investigations	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.

### 5. LIGHT VEHICLES

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Enforce laws around vehicle defects and illegal modifications  • 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.
Waka Kotahi	Set and ensure compliance with light vehicle requirements; educate people on the benefits of driving safer cars  • 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)	Implement mandatory ABS for motorbikes Increase understanding of vehicle safety Support motorcycle safety	The impact of increasing the safety performance of vehicles will be an increase in the percentage of safer vehicles on the road.  The impact of light vehicle safety rating education will raise the awareness of the importance of safe vehicles at the time of purchase.

### 6. HEAVY VEHICLES

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Ensure compliance with heavy vehicle rules  Commercial vehicle inspections Dangerous and hazardous goods inspections Heavy vehicle regulatory compliance (incl. operator licences) Prevention activity with identified operators	Portable scales replacement Brake testing equipment Heavy vehicle measuring equipment	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.  Working more closely with high risk operators will mean that fewer unsafe commercial vehicles, drivers and operators are on the road.
Waka Kotahi	Set and ensure compliance with heavy vehicle requirements  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	Strengthen the regulation of commercial transport services  Review roles and powers of regulators  Investigate future role of telematics  Support best practice for work-related travel  Guide the private sector to set safety standards for practices and technologies in their procurement process	The impact of an improved Weigh Right programme will enable targeted removal of overweight vehicles and identification of other non- compliance issues. Strong regulation of the commercial transport services will mean fewer unsafe commercial vehicles, drivers and operators are on the road.

### 7. FATIGUE

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Identify and discourage driving while fatigued  • Enforcement of the shift and time rules for commercial drivers  • Presenting road safety prevention seminars to workers in large transport operators.		Enforcing shift and time rules for commercial drivers means that fewer commercial drivers are likely to drive whilst fatigued.
Waka Kotahi	Educate drivers on the risks of driving fatigued     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	Strengthen the regulation of commercial transport services  Review log-book and work-time requirements  Support best practice for work-related travel  Waka Kotahi, Work safe and the private sector partner to establish best practice safety standards for commercial driving	Education raises awareness of the importance of not driving whilst fatigued.  An effective regulatory framework would strengthen the opportunity to manage fatigue, particularly in the commercial vehicle sector.

### 8. INEXPERIENCED DRIVERS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Refer drivers to licence programmes  Identification of non-licenced 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.
Waka Kotahi	Support inexperienced drivers and their families to develop their skills and combat risk  Support the Ministry with their evaluation of the driver licencing system  Invest in community programmes to assist people most in need to get a driver's licence (community driver mentor programmes)  Visiting Driver Project  Provide access and use to the transport network through providing education on driver licensing (www.drive.govt.nz)  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).

### 9. ALCOHOL

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Deliver sufficient testing levels to achieve general deterrence from driving under the influence of alcohol and enforce compliance with legislation  • General and targeted compulsory breath testing  • Mobile breath testing		Effective impairment enforcement such as compulsory breath testing), mobile breath testing, and prevention raise the general deterrent effect which leads to greater levels of compliance.  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.
Waka Kotahi	Promote consistent messaging around the harm caused by driving under the influence of alcohol  • 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.		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.

### 10. DRUGS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Deliver sufficient testing levels to achieve general deterrence from driving under the influence of drugs or alcohol and enforce compliance with legislation  Compulsory impairment tests for drugs	Enhance drug driver testing - roadside drug testing and CIT to look for signs of drugs  Change the guidelines and requirements for blood analysis to incorporate drugs  Oral fluid testing equipment procurement and training	Effective impairment enforcement such as compulsory impairment testing and prevention raise the general deterrent effect which leads to greater levels of compliance.  Effective drug impairment legislative proposals will mean that Police can more easily remove unsafe motorists from the network.
Waka Kotahi	Promote consistent messaging around the harm caused by driving under the influence of drugs or alcohol  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.		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.

### 11. HIGH RISK DRIVERS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Reduce the opportunities for high risk drivers  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	Invest in pursuit management technologies to decrease harm from fleeing driver incidents:  • Tyre deflation devices • Vehicle arrest systems	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.  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.  A supported resolution process will make the referral opportunities more accessible, efficient and provide data to properly understand the scale of the problem.  Investment in the Air Support Unit will mean that Police can continue to manage fleeing drivers in a safe and effective manner.
Waka Kotahi			

### 12. DISTRACTION

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Identify and discourage the use of cell phones while driving  • Spot and stop activities for cell phone offences  • Planned operations for cell phone offences		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.
Waka Kotahi	Educate drivers on the risks of driving distracted  • Deliver an advertising programme that addresses high risk behaviours – distraction	Trial automated distraction detection for mobile phones	Education raises awareness of the importance of not driving whilst distracted.

### 13. RESTRAINTS

Agency	CURRENT ACTIVITY	CHANGE INITIATIVE	IMPACT
Police	Enforce the wearing of restraints  • Sport and stop activities for restraint offences • Planned operations for restraint offences		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.
Waka Kotahi	Deliver advertising and education programmes aimed at targeted groups who do not wear restraints  • Deliver education programme aimed at high risk individuals who do not wear restraints	Develop innovative outreach campaigns to target low-use groups	The impact of effective restraint education raises awareness of the importance of wearing seat belts to influence behaviour and deliver change.

A number of proposed change initiatives contribute to several operational areas. These are shown below:

- Develop strategy to improve road safety outcomes for Māori
- Prioritise road policing
- Secure warrant for WK to undertake HSWA investigations
- Road Safety Innovation Hub

# 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 by showing 2019 DSIs against areas of causal risk, which align to the Road to Zero focus areas.

Note this analysis is included to reinforce the assessment made in the RSPP 2019-2021 for a safe system approach and to demonstrate the continued need for focus in these operational areas.

	Агсоног	Drugs	SPEED	Roads & Roadsides	Light Vehicles	ACTIVE USERS	HEAVY VEHICLES	Fatigue	DISTRACTION	RESTRAINTS
Deaths	86	108	87	47	111	43	76	36	17	85
Serious Injury	345	56	496	200	450	446	255	111	158	320
Total	431	164	583	247	561	489	331	147	175	405

### Notes

<sup>1.</sup> Each DSI can be attributed to more than one priority area, and therefore while there were 3,200 DSI in total, the sum of the columns exceeds that number.

2. Figure for restraints are deaths only, as serious injuries are not known

# **Road Policing investment**

New Zealand Police is funded through the Road to Zero 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 (noting dedicated constabulary staff provide 90% of time on road policing tasks. The remainder is responding to high priority calls for service for other policing functions);
- 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 & Coordination 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 expert was engaged to carry out a peer review of the programme.

This review supports the direction of the programme and stated that the high priority operational focus areas in the RSPP offers good value for money in social benefit-cost terms and that there is strong evidence supporting the relationship between the required dosage levels for speed enforcement and compulsory breath testing and the achievement of 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 2021-24

The investment from the NLTF for the NZ Police for the 2021 - 2024 period is shown in Table 5.1 below.

Table 5.1: NLTF investment for the 2021-2024 NZ Police contribution to the Road Safety Partnership Programme

	2021/22 (\$m)	2022/23 (\$m)	2023/24 (\$m)	3-year total (2021-2024) (\$m)
Core programme	\$389.3	\$401.4	\$416.1	\$1,206.8
Change initiatives	\$11.6	\$15.1	\$10.0	\$36.7
Total	\$400.9	\$416.5	\$426.1	\$1,243.5

Notes to accompany 2021-24 investment:

• The above cost is for the current agreed level of service and does not include any future amendments in the operating model.

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<sup>&</sup>lt;sup>1</sup> Tony Bliss - previously General Manager Strategy Land Transport Safety Authority, and Road Safety Specialist at the World Bank

- Key assumptions underpinning the extrapolation are:
  - 1,070 dedicated constabulary road policing positions, plus agreed road policing profiles for all other constabulary staff, plus support (non-constabulary) function and overheads remain unchanged.
  - o Collective Employment Agreement continues as per existing agreement.
  - Excludes any financial impact of road policing duties from the 1800 new staff as per Safer Communities package to the NLTF. These costs are assumed to be covered by the Crown through Vote Police (as the 2018-21 NLTP).
- The above cost forecast is based on the current powers and functions of NZ Police. Any changes to these powers, functions, or to ownership of assets (such as the transfer of safety camera function), would require a change to these costs.

Table 5.2 provides an indicative cost allocation of the 2021-24 core 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 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 Core Programme Investment Levels by Road Policing Area of Activity

Road Policing Area of Activity (Core programme)	2021/22 (\$m)	2022/23 (\$m)	2023/24 (\$m)	2021-24 (\$m)	RSPP Total (%)
Speed (including speed management and roads and roadsides)	\$96.84	\$99.97	\$103.68	\$300.49	24.9%
High Risk Drivers (including recidivist and high-end risk taking behaviours)	\$77.00	\$79.52	\$82.42	\$238.94	19.8%
Impairment (including alcohol and drugs and fatigue related impairment)	\$71.17	\$73.50	\$76.17	\$220.84	18.3%
Restraints (including seatbelts, child restraints and helmets)	\$22.56	\$23.26	\$24.17	\$69.99	5.8%
Vulnerable and Active Road Users (including the inexperienced, elderly, children, pedestrians, cyclists and motorcyclists)	\$22.95	\$23.66	\$24.59	\$71.20	5.9%
Distractions (including mobile phone use, careless use and distracting behaviours)	\$22.17	\$22.86	\$23.76	\$68.79	5.7%
Network Maintenance and Efficiency (through incident management, effective crash investigation practices, light and heavy vehicle safety and compliance, and motorcycling)	\$76.22	\$78.62	\$81.69	\$236.53	19.6%

Total \$389.30	\$401.40	\$416.10	\$1,206.8	100.0%	
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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.

# Long term financial forecast

The long-term financial forecast for the programme is recorded in table 5.3 below.

Table 5.3: Long term financial forecast for Road Policing activity

10 Year financial forecast (\$million)									
2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
\$389	\$401	\$416	\$430	\$443	\$456	\$470	\$484	\$498	\$512

### Notes to accompany financial forecast:

- The above forecast is an extrapolation of the current level of service. The forecast extrapolation does not include any future amendments in the operating model.
- Key assumptions underpinning the extrapolation are:
  - 1,070 dedicated constabulary road policing positions, plus agreed road policing profiles for all other constabulary staff, plus support (non-constabulary) function and overheads remain unchanged.
  - o Collective Employment Agreement continues as per existing agreement.
  - Excludes any financial impact of road policing duties from the 1800 new staff as per Safer Communities package to the NLTF. These costs are assumed to be covered by the Crown through Vote Police (as the 2018-21 NLTP).
- The above cost forecast is based on the current powers and functions of NZ Police. Any changes to these powers, functions, or to ownership of assets (such as the transfer of safety camera function), would require a change to these costs.

# MONITORING AND REPORTING

### Overview

The monitoring and reporting framework for the programme will:

- align to the outcome frameworks in Road to Zero, the GPS, and the requirements of the both NZ Police and Waka Kotahi 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, Waka Kotahi is required to report 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 Waka Kotahi and other stakeholders.

Waka Kotahi add to this report to provide a joint report against the progress of both partners commitments through the programme. The joint quarterly reports are issued to both Transport and Police Ministers and will include an assessment of both partners delivery in the context of:

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

A monthly reporting approach has also been adopted to ensure delivery of the agreed outcomes, and this is presented to the RSPP Governance Group which will further allow the Waka Kotahi to fulfil their assurance role.

# Governance arrangements

Governance over the delivery of the programme is provided through a number of mechanisms. These are all integrated into formalised governance structures either cross government, or within the governance frameworks of either Waka Kotahi or Police.

Governance body	Purpose
Road to Zero Governance	Waka Kotahi and Police will be represented on the Deputy Chief Executive (DCE) Governance Group of Road to Zero. This group will be responsible for cross government agency oversight and guiding strategic direction and delivery, including future action plans.
	Both Waka Kotahi and Police will also be a sponsor to one or several programmes within Road to Zero.
	Waka Kotahi have established a Road to Zero Executive Sub-Group that is collectively responsible, on behalf of Waka Kotahi, for ensuring the delivery of our outcomes that contribute to achieving the full Road to Zero Strategy.
Waka Kotahi Road to Zero Governance	This Sub-Group will be chaired by the GM Safety, Health and Environment. The Sub-Group's purpose is to provide oversight and assurance to the wider Executive Leadership Team and the Board across all the workstreams delivering on the Road to Zero Strategy, including achieving outcomes, prioritisation, managing risks, overcoming obstacles and harnessing opportunities.
	A Programme Leadership Group of Senior Managers from across Waka Kotahi business groups has also been established, led by the Road to Zero Portfolio Director, to provide leadership, guidance, direction and support on delivery of RtZ programmes, projects and business-as-usual activities.
	The Road Safety Partnership Sub-Portfolio is a joint governance group comprising representatives from Waka Kotahi and Police, working closely in partnership to deliver the RSPP. The role of the Road Safety Partnership Sub-Portfolio is to oversee Police's investment required to achieve the outcomes of the RSPP and meet agreed targets.
Road Safety Partnership Programme Sub-	The Sub-Portfolio is responsible for:
Portfolio	<ul> <li>Providing guidance and direction to ensure that the best structures, strategies, and interventions are in place to deliver RSPP outcomes and targets</li> </ul>
	<ul> <li>Monitoring progress against agreed RSPP targets and measures across both Police and Waka Kotahi areas of responsibility</li> </ul>
	<ul> <li>Drawing on collective partner resources, knowledge, strengths, and experience to successfully deliver the RSPP</li> </ul>

Acting as a forum for sharing information about respective agency direction and strategies Acting as a forum for providing strategic support to respective agency initiatives (tactical level support is provided by the Community of Partners forum) The purpose of the NRPC Portfolio Governance Board is to ensure that: All projects included in the Change Initiatives Investment Portfolio are approved by both Police and Waka Kotahi NZTA, and that they contribute to the delivery of the Road Safety Partnership **Programme** All projects included in the Change Initiatives investment portfolio are governed in accordance with Police's project delivery framework Assurance is provided to Waka Kotahi that project National Road Policing Centre Portfolio delivery methodologies are robust, and that Governance Board investment made is appropriate and delivering the required benefits The Board will: Provide guidance on which projects to include in the Special Projects portfolio Monitor the delivery of projects, providing support for resourcing, where needed Provide guidance on risks and issues that are outside the tolerance of the individual project boards

# **Ongoing assurance improvements**

The partners have agreed to work together on providing increased transparency and assurance as the programme progresses. Initially this will focus on Road to Zero RSPP objectives being cascaded through organisational performance frameworks (at national and district/regional level) and increased visibility of activity progress and deployment practices. Any further developments will be agreed and implemented by partners as the programme progresses.

# Reporting framework

A performance framework has been developed which aligns to the *Road to Zero* outcome framework. The proposed activity levels and measures link directly to the *Road to Zero* intervention, system performance, and outcome indicators.

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 outcome 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 framework, and the linkages between the Road to Zero outcome framework and the activity measures in the programme.

Waka Kotahi 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	MEASURES OF NZ POLICE ACTIVITY	2021/22 DESIRED ACTIVITY LEVEL	2022/23 DESIRED ACTIVITY LEVEL	2023/24 DESIRED ACTIVITY LEVEL	
	Mobile speed camera deployment activity (hours)	80,000	80,000	80,000	
	Number of camera issued speed offences (mobile and static)	Monitored for	operational p	urposes only	
Infrastructure improvements and speed	Number of officer issued speed offences	Monitored for	operational p	urposes only	
management	Percentage of officer issued speed offences between 1-10km/h	15%	15%+	15%+	
	Percentage of officer issued speed offence notices which are rural	70%	70%	70%	
	Number of passive breath tests and breath screening tests conducted	3,000,000	3,000,000	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	60,000	60,000	60,000	
	Number of cell phone offences	Monitored for operational purposes only			
Road user	Number of high-risk driver offences	Monitored for	operational p	urposes only	
choices	Number of high-risk drivers identified and engaged by District	1700	1700	1700	
	<ul> <li>Number of supported resolutions referrals:</li> <li>Compliance offered (all offence types)</li> <li>Referral to driver licence programme</li> <li>Referral to Te Pae Oranga</li> </ul>	Monitored for operational purposes		urposes only	
	Written Traffic Warnings Monitored for operational purposes only				
	Number of traffic stops	Monitored for	operational p	urposes only	
	Number of RIDS operations	50	50	50	

