

23 June 2021

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Tēnā koe [REDACTED]

### **Road Safety Business Improvement Review 2021**

In late 2017, the Board of Directors of Auckland Transport (AT) commissioned Eric Howard, an international road safety expert, to review road safety performance in Tāmaki Makaurau. The review delivered a number of recommendations to improve safety across our road network.

Earlier this year, we re-commissioned Mr Howard to evaluate progress on the commitments made by AT to deliver to these recommendations. We also asked him to offer further insights as to how we may provide a safer environment for those moving around the Auckland region.

Mr Howard has produced a draft report (which accompanies this letter). The draft Road Safety Business Improvement Review 2021 (draft Road Safety BIR 2021) highlights key achievements accomplished in Auckland in recent years under the Tāmaki Makaurau Transport Safety Governance Group's leadership to substantially improve road safety outcomes.

The draft report also provides recommendations as to how AT will work together with Waka Kotahi and our other road safety partners to continue to deliver to our communities and build momentum on increasing road safety to ensure Aucklanders can move safely and sustainably around the region.

Mr Howard has highlighted to AT the need for us to build stronger partnerships to deliver vital road safety measures that require political support and social licence. To enable Auckland and New Zealand to reach our road safety targets we need every agency to play its part in creating a Safe System. To foster those partnerships, we brought Mr Howard to New Zealand to meet with all the Tāmaki Makaurau road safety partners, stakeholders and our elected representatives, either in Auckland or Wellington, so that he might share with them his analysis and thinking.

Over the next four weeks Mr Howard will be finalising his report and the executive of AT will be developing a 'Management Response' to the report. With this, in mind we would like to provide your organisation with the opportunity to:

- Fact-check the content of the draft Road Safety BIR 2021 and advise us of any errors or proposed amendments (so that we might provide any corrections to Mr Howard).
- Provide us with your organisation's response to any recommendations in the report including any actions you have already taken or will take and the likely timeframe for implementation.

I ask for your support and commitment to join AT in endorsing in principle all recommendations in the Road Safety BIR 2021, with a key focus on progressing the highest priority actions. Your written response would be appreciated by no later than Friday 9 July 2021. Please liaise with AT Safety Business Partner, Kitty Jan ([kitty.jan@at.govt.nz](mailto:kitty.jan@at.govt.nz)) for your written responses.





I also invite you, or a senior representative from your organisation, to join the AT Board of Directors at its open meeting of 29 July 2021 as they receive the Final Road Safety Business Improvement Review 2021 from Mr Howard as well as the 'AT Management Response'.

Thank you for enabling a collaborative response and accountability for the actions we are committing to. I look forward to further strengthening our partnership to deliver our vision of zero deaths and serious injuries on our network.

Nāku iti noa, nā

A handwritten signature in black ink, appearing to read 'Shane Ellison', written over a faint, illegible background.

Shane Ellison  
**Chief Executive**

13 July 2021

Shane Ellison  
Chief Executive  
shane.ellison@at.govt.nz

Ref. NZT-6383

Tēnā koe Shane

Thank you for your letter of 23 June 2021 and the opportunity to provide a formal response to the Road Safety Business Improvement Review 2021 undertaken by Eric Howard.

I fully support the need for our organisations, together with our road safety partners, to build stronger relationships so we can jointly reach our shared visions of making sure that the people of Tāmaki Makaurau and Aotearoa New Zealand are getting home safely to their whānau, families, iwi and communities. I also acknowledge and thank you for the opportunity you gave Waka Kotahi and the Ministry of Transport to meet with Mr Howard in May this year to discuss several points raised in his recommendations.

Waka Kotahi supports all the recommendations arising from the Business Improvement Review (BIR) 2021 in principle and fully endorses the priority given to those recommendations related to addressing speeding, drink driving and drug driving. Specifically, we particularly endorse the need to implement the top three recommendations outlined in the report across Aotearoa New Zealand.

### **Recommendations 1 & 2: Substantially improve deterrence of drink driving and speeding**

Waka Kotahi fully supports the need for increased deterrence of drink driving and speeding in line with international good practice. A key initiative in the first Road to Zero Action Plan (Action Plan) is to prioritise road policing, which includes targets to increase the number of breath tests conducted to three million per year and to increase mobile safety camera deployment hours to 100,000 per year. Waka Kotahi is working through the Road Safety Partnership Programme to help Police increase levels of deterrence.

A key component of the Tackling Unsafe Speeds Programme, another key action in the Action Plan, is a new approach to safety cameras involving the expansion of the camera network. Waka Kotahi supports the significant uplift in safety camera coverage across the network to support increased deterrence of speeding. While work is still underway to determine the full extent of site coverage and camera numbers, the indicative target in the first Action Plan is to introduce an additional 100 cameras to the network. The expansion will be managed by Waka Kotahi as part of the transfer of ownership and operation of cameras from the Police. In addition to expansion of the safety camera network, we also support the increased use of covert mobile cameras to achieve the necessary level of 'anytime anywhere' general deterrence. We note that international best practice and evidence calls for a mixed approach to the visibility of different safety camera types that includes covert operation of mobile cameras.

To further support the increased deterrence of both drink driving and speed, we also support the strengthening of offences and penalties for speeding by reviewing fees and fines and adding demerits to safety camera offences as part of the Review of Road Safety Penalties, another key action under Road to Zero. Waka Kotahi is currently working with the Ministry of Transport to brief the Minister on the importance of strengthening deterrence (and the opportunity to do so through effective use of safety cameras and road safety penalties) to ensure a best practice approach to enforcement and support our overall Safe System response.

**Recommendation 3: Pursue significant road safety regulatory reform at national level (in relation to speeding, drink driving, license sanctions, demerit points and speed cameras)**

Waka Kotahi fully supports significant road safety regulatory reform at a national level to ensure our regulatory levers are strengthened and effectively positioned to support the overall Safe System approach. Our Regulatory Strategy, *Tū ake, tū māia*, is underpinned by principles of regulatory good practice and describes our approach and way of working as a “firm and fair” regulator for Aotearoa New Zealand. This includes our need to be balanced and proportionate in how we use our regulatory tools, including the need for good practice enforcement to hold people to account and deter others from breaking the rules. It also supports us to constantly drive improvements in rules and standards to reduce the compliance burden and ensure we achieve our regulatory purpose. As the lead regulator for land transport, Waka Kotahi is embedding this good practice regulatory approach into its end-to-end functions, ways of working and partnerships.

**Other recommendations:** As you will be aware, there are a number of other actions within the Road to Zero Action Plan that require Waka Kotahi, Ministry of Transport and NZ Police to work with our road safety partners to achieve the target of a 40% reduction in deaths and serious injuries by 2030. Some of these actions relate to the remaining top 10 recommendations outlined in Mr Howard’s report. Although not an exhaustive list, Waka Kotahi is either implementing or contributing to initiatives under several focus areas, such as:

**System Management**

We are building collaboration, capability, capacity and partnerships across the sector by providing support and road safety resources. Several capability initiatives have already been delivered or trialled with our partners including our Safe System Engineering Workshop, virtual Safe System Assessment course, and Vision Zero Foundations Course. Waka Kotahi is committed to continually finding opportunities to join up and partner with other transport sector organisations to create, develop, design and deliver learning opportunities and resources. This includes work to provide system leaders across the sector with access to the road safety data and the evidence they need to make informed, evidence-based decisions. We are also working towards, tailored iwi-based engagement and partnering to co-design road safety initiatives with Māori to improve road safety outcomes.

**Infrastructure Improvements and Speed Management**

In addition to the Speed and Infrastructure Programme, Waka Kotahi is reviewing and updating various guidelines and standards as a key action under Road to Zero to embed Safe System principles. These updates, which include the Aotearoa Urban Design Guide, Road Safety Audit Guidelines, Public Transport Design Guidelines, One Network Framework and the Standard Safety Interventions Toolkit, will support improved road safety in our cities and regions through investment in primary safe system interventions.

We are also developing a new Speed Management Guide to support the new Setting of Speed Limits Rule. The guide and rule aim to provide an enabling environment for faster and broader changes to achieve safe speed limits, recognising that roads and streets have a place function as well as a movement function. This includes safe speeds around schools for all users.

### **Safe Vehicles**

Waka Kotahi is continuing to build and deliver the Safe Vehicles Programme which includes raising awareness of safety ratings and the importance of vehicle safety. We are working with the Ministry of Transport to investigate the raising of safety standards for vehicles entering the fleet. We are also supporting a community initiative, along with Auckland City Council and the Ministry of Business, Innovation and Employment (MBIE), that will provide family and whānau with a fully maintained safe and clean vehicle that supports their day to day needs, while not becoming a financial burden from all the added costs vehicle ownership brings.

### **Road User Choices**

The Ministry of Social Development (MSD) is leading a working group across government to investigate and address barriers to driver licensing access. Alongside the MSD working group, the Ministry of Transport and Waka Kotahi are undertaking a regulatory review of the graduated driver licensing system as part of the Government road safety strategy – Road to Zero. This review will examine whether minor changes to the driver licensing system would improve safety, accessibility and equity to the system, or if more fundamental changes are required.

### **Work-related road safety**

We are currently working to improve data around work-related road safety to build a clearer picture of the overall level of harm and the associated issues. We have been working with NZ Police to incorporate journey purpose information into police crash reporting and we are currently connecting those fields into the Crash Analysis System. We acknowledge the importance of working across the sector and are keen to discuss with Auckland Transport how we could partner in this space.

Unfortunately, we have not had time to undertake a detailed fact check of the content of Mr Howard's report but at a high level we can see no obvious errors or required amendments. We are happy to undertake a more detailed review and provide feedback later if this is still required.

If you would like to discuss any of these matters further with Waka Kotahi, you are welcome to contact Fabian Marsh, Senior Manager Road Safety, by e-mail at [fabian.marsh@nzta.govt.nz](mailto:fabian.marsh@nzta.govt.nz) or on 04 894 5070.

Yours sincerely



**Nicole Rosie**  
Chief Executive

29 June 2021

REF NUMBER: DR-21-17

Shane Ellison  
[Shane.Ellison@at.govt.nz](mailto:Shane.Ellison@at.govt.nz)

Dear Shane

Thank you for the opportunity to provide a formal response to the Auckland Road Safety Business Improvement Report 2021 undertaken by Eric Howard.

I would like to start by acknowledging the concerns raised in the report. I can assure you that road safety is a priority for New Zealand Police.

One of our organisational goals is Safe Roads – *preventing death and injuries with our partners* which is supported by the (under development) Safe Roads Control Strategy. This is Police's overarching framework to achieve our goal of Safe Roads, and our vision to be the safest country. Our approach stresses a focus on those behaviours that we can impact the most and that have the greatest impact on road safety: speed, impaired driving, restraints, and distracted driving. With this approach Police supports the wider government Road to Zero road safety strategy; a New Zealand where no one is killed or seriously injured in road crashes.

This Control Strategy will define how key business units in Police contribute to desired outcomes and how we can effectively partner with the public and private sector to achieve mutually beneficial outcomes. It aligns with the Road Safety Partnership Programme and defines ownership of key activities that are expected will make the most significant impact in preventing harm on our roads.

Police acknowledges that further work must and will be done in regard to improving productivity for all trauma contributing offences, alcohol and speed relating offending in particular. Focused efforts are being made in these areas.

Firstly, Police is conducting a national road safety operation to address issues surrounding poor performance. Operation Deterrence is a nationwide operation running from 1 July to 30 September 2021. The objective of this operation is to maximise the impact we can have in road policing by raising general deterrence for the key risky behaviours. We acknowledge in agreement with Eric Howard's expert advice that general deterrence is key; describing an environment where drivers do not engage in risky offending, not as a consequence of being apprehended, but because they know the risk of being apprehended is high, difficult to anticipate, and unavoidable. This operation will also complement the efforts of Auckland Transport in reducing deaths and serious injuries on our roads.

#### **Police National Headquarters**

180 Molesworth Street. PO Box 3017, Wellington 6140, New Zealand.  
Telephone: 04 474 9499. Fax: 04 498 7400. [www.police.govt.nz](http://www.police.govt.nz)

Police has engaged the services of KPMG to conduct a 10-year analysis of baseline risk versus police activity in Tāmaki Makaurau. This analysis will seek to bring a greater understanding of how prevention activity and offence detection have changed over time and the extent to which our deployment overlaps with various traffic crash risk factors. KPMG will also perform an assessment of deployment practices across Tāmaki Makaurau as part of this piece of analysis.

Additionally, an inter-agency tasking and coordination group is being established in Tāmaki Makaurau. This group comprises an effort to bring key stakeholders involved with Safe System implementation together; working more closely in partnership to improve road safety across Tāmaki Makaurau. The KPMG analysis will be drawn on to inform the direction of targeted activity. This group will report to the Tāmaki Makaurau governance group at Auckland Transport, which members of the Police Executive attend.

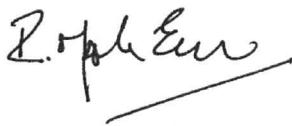
Thank you for the invitation to join the AT Board of Directors open meeting, I can confirm Assistant Commissioner Bruce O'Brien, Deployment and Road Policing, and Superintendent Stephen Grealley, Director National Road Policing Centre, will be attending.

Finally, we have staff out on the roads every day, including dedicated road policing teams. There is an expectation that all staff on our roads will be on the lookout for risky driving behaviours to effectively contribute to road safety outcomes by undertaking and supporting road policing activity that is directed to harm-promoting offences. We know this involves the right activities at the right times, and at the right volumes.

It is expected that the aforementioned initiatives will serve all road users across the nation. In doing so, we expect road users to be and feel safer. This will assist in achieving our goal of Safe Roads and our vision to become the safest country.

Thank you for the opportunity to provide feedback on this important work, and we look forward to working together to progress on Auckland Transport's ambitious Vision Zero strategy to 2030.

Yours sincerely



**R. Mark Evans OBE**  
Deputy Chief Executive  
New Zealand Police

8 July 2021

Shane Ellison  
Chief Executive, Auckland Transport  
[shane.ellison@at.govt.nz](mailto:shane.ellison@at.govt.nz)

Tēnā koe Shane

Thank you for your letter dated 23 June 2021 regarding the draft Road Safety Business Improvement Review 2021 (the draft review).

I am pleased to see Auckland Transport's (AT's) ongoing focus and commitment to improving road safety in Tāmaki Makaurau, and I support your decision to commission an evaluation of the progress AT has made on the 45 initial recommendations that Eric Howard provided in 2018.

Improving road safety requires strong partnerships across central and local government. It is encouraging to see that there is an emphasis in the draft review on how AT can work with the Ministry of Transport (the Ministry) and other central government road safety partners as we drive towards a future where no one is killed or seriously injured on our roads.

I appreciate you giving me the opportunity to read the draft review and comment on the recommendations. Overall, I am supportive of the intent of the recommendations that Eric Howard has provided. I think they have the potential to significantly improve road safety outcomes for Tāmaki Makaurau and New Zealand. They will help AT achieve its Vision Zero objectives and support delivery of the Government's ambition to a 40 percent reduction in death and serious injuries by 2030.

I note a number of these recommendations are specific for AT to consider and lead on, while others require central government leadership. For the recommendations specific to AT, I encourage you to engage with the Ministry and other central government agencies as necessary to ensure we can support AT to implement these recommendations as effectively as possible.

A number of the recommendations also relate to the priority actions in the *Road to Zero* Action Plan 2020-2022. Some of these actions are currently being implemented (for example, reviewing road safety penalties), while other actions will be implemented in the coming years (for example, raising safety standards for vehicles entering the fleet). I have been advised that AT has previously expressed its eagerness to be involved in the development and implementation of some of these actions. I would like to assure you that the Ministry will engage with AT at the appropriate time as we develop and implement each action.

[www.transport.govt.nz](http://www.transport.govt.nz)

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The Ministry will also engage with AT on possible areas of focus for future action plans. The report provides some recommendations that are not included in the current *Road to Zero* Action Plan. The Ministry will discuss the merits of including these recommendations (and any other suggested actions) in future action plans when they are under development. While the draft review's recommendations and AT's feedback will help us to determine actions for inclusion in future action plans, ultimately decisions on the scope and the final actions are the responsibility of Ministers.

You have sought feedback on whether the Ministry can identify any errors in the draft review, and whether we have any proposed amendments. I have asked the Mobility and Safety team at the Ministry to contact AT directly with any detailed feedback on the report and the specific recommendations.

Finally, thank you for the invitation to join the AT Board of Directors at its meeting on 29 July 2021. I have arranged for Robert Anderson (Manager, Governance) to attend on behalf of the Ministry of Transport. Robert is rotating into the role of Manager, Mobility and Safety from 7 August 2021 and will be the Ministry's representative on the Tāmaki Makaurau Road Safety Governance Group.

I look forward to continuing to work together to deliver Vision Zero for Tāmaki Makaurau and *Road to Zero* for Aotearoa.

Naku noa, na

A handwritten signature in black ink, appearing to read 'P. Mersi', with a stylized, cursive script.

Peter Mersi  
**Chief Executive, Ministry of Transport**

8 July 2021

Shane Ellison  
Chief Executive  
Auckland Transport  
Private Bag 92250  
Auckland 11420

By Email

Kia ora Shane

### Road Safety Business Improvement Review 2021

Thank you for your letter dated 23 June 2021. We appreciate the opportunity to provide a response to the draft 2021 Auckland Road Safety Business Improvement Review (the Review) as prepared by Eric Howard.

Our team has considered the draft Review and are happy to provide the following response.

ACC recognises that an effective road safety strategy cannot be delivered by any single agency and agrees with Mr Howard that stronger, more effective partnerships are required, a systemic approach is critical and that a sustained focused action plan is essential. We would add that partnerships need to be collective, collaborative and coordinated.

To optimise our collective and individual performance in reducing the incidence and severity of harm occurring on New Zealand's roads, it's our view that all road safety stakeholders, ACC included, need to more effectively align our respective skills, experience and resources in ways that honour our commitments to Te Tiriti o Waitangi and serve our citizens equitably.

ACC would welcome the opportunity to further strengthen our relationship with AT. Our vision is to create a unique partnership with every New Zealander, improving their quality of life by minimising the incidence and impact of injury. AT's vision of "zero deaths and serious injuries on our network" aligns very well and we will always be willing to explore and understand how we can support AT to deliver evidence-based interventions that measurably reduce in the incidence and severity of harm.

I understand that our respective teams have planned to review the outcomes of our Injury Prevention Partnering Agreement which concluded on 30 June 2021 and suggest this presents a good opportunity to explore how we can further strengthen our relationship.

Alongside the opportunities for ACC and AT to work closer together, as raised by Mr Howard, I suggest the following two additional areas should be explored:

1. Motorcycle Safety – Motorcyclists are vulnerable road users and are overrepresented in deaths and serious injuries.

We know we can improve motorcycle safety by ensuring the licensing system is fit for purpose, encouraging the use of personal protective equipment, investing in safety treatments for motorcyclists on our highest risk routes and improving rider skills through training courses such as *Ride Forever*.

2. Increasing Access to driver training and licensing – improving driver skill and behaviour is an important part of reducing the number of deaths and serious injuries on our roads.

Young drivers (16-24 years) make up 13% of licensed drivers but are responsible for 30% of serious injury crashes and 26% of fatal crashes. *Drive* is an injury prevention programme launched in 2016 in partnership with Waka Kotahi to reduce motor vehicle injuries to young drivers on New Zealand roads.

Claim tracking data indicates young drivers that have participated in *Drive* make approximately 40 percent fewer ACC claims than young drivers that have not participated. By working together, we can increase participation in *Drive* and reduce serious injury crashes, optimise the use of public investment and enable disadvantaged groups, especially young people from these groups, to obtain a license, drive safely and fulfil their potential.

Lastly, in relation to your invitation to join the AT Board of Directors at the meeting held on 29 July 2021, I am unfortunately unable to attend as it's the ACC Board meeting, but I recommend Paul Kennedy, Manager Targeted Investments attends. Paul's portfolio includes all ACC road safety investments.

We look forward to working closer with AT.

Ngā mihi



Mike Tully  
Acting Chief Executive

CC – Gabrielle O'Connor, Acting COO, ACC

CC – Isaac Carlson, Head of Injury Prevention

CC – Paul Kennedy, Manager Targeted Investment, Injury Prevention

06 July 2021

Shane Ellison  
Chief Executive  
Auckland Transport  
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Auckland 1010

[shane.ellison@at.govt.nz](mailto:shane.ellison@at.govt.nz)

Tēnā koe Shane,

### **Road Safety Business Improvement Review (BIR) 2021**

Thank you for your letter of 23 June, seeking a response from Auckland Council and other road safety partners on the 2021 update of the Road Safety Business Improvement Review.

The Council certainly endorses the recommendations of the review in principle, and we congratulate Auckland Transport on the progress that has been made in the governance and management of road safety in the last three years.

We are pleased to note that Auckland Transport has been liaising with Councillor Chris Darby on this project, and that you are intending to hold a briefing for elected members shortly after the 29 July board meeting. We can expect that elected members will be very supportive of all efforts to reduce deaths and serious injuries on our roads, and to welcome regular joint updates on progress from all the road safety partners.

We are committed to supporting you and your team as your work programme unfolds. It will be good for Auckland Transport's road safety team and the Council's transport strategy team to meet regularly to consider and agree on ways in which they might collaborate, especially with respect to:

- priority setting
- aligning road safety with other important initiatives such as encouraging mode shift and reducing transport emissions and vehicle kilometres travelled
- embedding a safety culture in all the road safety partner organisations, and promoting such a culture more widely
- working with central government agencies to achieve policy reforms such as those identified on page 10 of the summary report

Auckland Council will be represented at the Auckland Transport board meeting on 29 July, most likely by David Hawkey, Head of Growth, Transport and Infrastructure Strategy.

Nāku iti noa, nā



Megan Tyler  
**Chief of Strategy**

05 July 2021

Shane Ellison  
Chief Executive Officer  
Auckland Transport  
Via Kitty Jan ([kitty.jan@at.govt.nz](mailto:kitty.jan@at.govt.nz))

Tēnā koe Shane,

### Road Safety Business Improvement Review 2021

Thank you for your letter dated 23 June 2021.

First as the Auckland Regional Public Health Service (ARPHS) Director I acknowledge the on-going collaborative relationship between our respective organisations particularly in the spheres of road safety and promoting increased patronage of active and public transport modes.


ARPHS fully supports the recommendations arising from the Business Improvement Review (BIR) 2021 and in particular the three priorities identified by Auckland Transport (AT): effective deterrence relating to drink driving and excessive speed; a regional (safe) speed management plan and up-dating the Vision Zero strategy.

Although ARPHS is not specifically funded for injury prevention work it is currently able to maintain its commitment to this work including;

- Continued membership of the Tamaki Makaurau Road Safety Governance (Dr Julia Peters) and Leadership (Dr Michael Hale) groups
- Contributing to the Safer Speeds for Auckland Plan (Dr Michael Hale) and
- Reviewing the revised Auckland Transport vision Zero strategy.

As Dr Peters advised at the recent governance group meeting health sector restructuring and/or a Covid -19 virus resurgence may impact ARPHS active participation but in the meantime, ARPHS will continue to contribute to this important work.

Nāku iti noa, na



Dr William Rainger  
Director  
Auckland Regional Public Health Service