

# **THE SAFETY ADMINISTRATION PROGRAMME AND ITS SUCCESSOR LAND TRANSPORT NEW ZEALAND'S LAND TRANSPORT PROGRAMME**

## **The annual programme of police enforcement and education expenditure in support of New Zealand's *Road Safety to 2010* strategy**

Authors: Patricia McAloon, Manager Land Transport Programme, Land Transport NZ  
Supt. David Trappitt, National Manager: Planning, Policy and Evaluation, NZ Police  
Alison McDonald, Co-ordinator (Road Safety), Ministry of Transport

### **Abstract**

For the sixteen years from 1990/91 to 2005/06, the Safety Administration Programme (SAP) was New Zealand's annual programme of road safety enforcement and education activities provided by Land Transport New Zealand and the NZ Police. It was initially designed to contribute to the achievement of New Zealand's National Road Safety Plans and, since 2002, to the achievement of the Government's *Road Safety to 2010* strategy goals of no more than 300 deaths and 4,500 hospitalisations each year by the end of 2010. The *Road Safety to 2010* strategy underpins the New Zealand Transport Strategy in the area of road safety.

From the 2006/07 year the SAP will be developed into Land Transport New Zealand's Land Transport Programme (known as the Authority's Land Transport Programme or ALTP). This will integrate the decision-making with the National Land Transport Programme (NLTP), which primarily funds the development and maintenance of the land transport infrastructure. The aim of this integration is to help communities and key transport partners to plan and resource land transport activities to meet the objectives of the New Zealand Transport Strategy, which are to achieve an affordable, integrated, safe, responsive and sustainable transport system by 2010.

This paper looks back at the SAP and forward to its successor, the ALTP. The presentation will focus on two key programmes that have developed within the context of the SAP: the highly-regarded road policing and community road safety programmes.

### **1. Introduction**

This paper starts by setting the strategic context for the Safety Administration Programme (SAP), describes the SAP and its processes with particular attention to the NZ Police outputs and the Community Road Safety Programme (CRSP) which make up the bulk of the SAP. The paper then goes on to describe the new strategic context under the New Zealand Transport Strategy (NZTS) and the Land Transport Management Act 2003 and discusses the new programme, Land Transport New Zealand's Land Transport Programme (ALTP) and the changes that have been made.

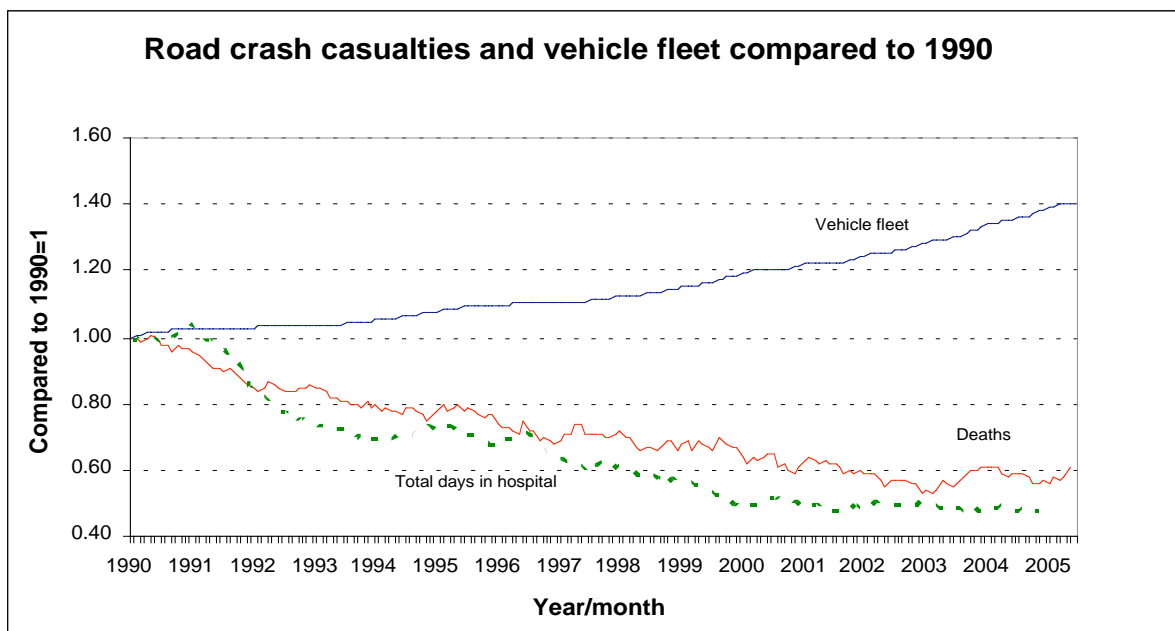
### **2. The strategic context for the SAP**

In 1990, when the first Safety Administration Programme (SAP) was prepared, the road toll was 729. By the end of 2004, despite significant traffic increases, the road toll had decreased to 436 (refer to Figure 1). During these years the SAP provided the impetus and funding for many significant developments in road safety management and practice

which have been closely linked to these reductions in deaths and injuries on our roads. It facilitated the development and funding of major road policing initiatives such as the Highway Patrol, and the introduction of speed cameras and compulsory breath testing operations. It also facilitated the road safety advertising programme which supports on-road enforcement, and the inception and growth of the Community Road Safety Programme which helps communities to identify their own local road safety issues and to develop their own informed solutions to these issues.

The programme has also played a valuable part in developing stakeholders' understanding of the way that resources can be effectively and transparently applied to meeting high level strategic goals. This has been done by articulating the Government's strategic direction for road safety through to the detailed information on the Police resources available to each local authority in the SAP. Importantly, working together through developing and managing the SAP and introducing new processes, has strengthened key road safety partnerships at national, regional and local levels across the sector.

**Figure 1**



*Road Safety to 2010 strategy*

The Road Safety to 2010 strategy underpins the NZTS in the area of road safety. It sets the Government's goal of achieving no more than 300 deaths and 4,500 hospitalisations each year by the end of 2010.

The National Road Safety Committee (NRSC) provides strategic co-operation and organisational co-ordination of top-level road safety strategies. The NRSC consists of the Secretary for Transport (convenor), the Commissioner of Police, and the chief executives of Land Transport NZ, the Accident Compensation Corporation (ACC), Local Government New Zealand (LGNZ) and Transit New Zealand. The Director General of Health, the Secretary for Justice and the Secretary for Labour (in respect of his OSH responsibilities) are associate members.

## ***The Safety Administration Programme (SAP)***

The purpose of the SAP was to plan, fund and manage road policing and education outputs in order to reduce deaths and injuries on New Zealand's roads. It was legislated for in the Transit NZ Act 1989, with the final and sixteenth programme promulgated for the 2005/06 year. It received funding from the National Roads Fund (which comprised fuel excise, road user charges and motor vehicle registration fees). It was a programme characterised by involvement, ownership, transparency and rigorous accountability.

This paper describes the outputs delivered by NZ Police and Land Transport New Zealand's Community Road Safety Programme.

### ***NZ Police SAP Outputs***

NZ Police outputs included in the SAP were strategic outputs which included; speed control, drinking or drugged driver control, restraint device control and visible road safety and general enforcement.

Strategic road policing resources are planned and delivered across three road types to align the delivery of road policing with the risks presented by the different road types. It also better reflects the focus of road controlling authorities when managing the safety of their networks, and aligns the purchase of NZ Police activities with the unit of analysis under the Road Safety to 2010 strategy – the road network itself. The three road types are:

- **U – urban roads** includes 'any road or street where the speed limit is 70 km/h or less and includes a state highway where the speed limit is 70 km/h or less'.
- **H – state highways** includes 'any state highway where the speed limit is greater than 70 km/h – normally 80 or 100 km/h'.
- **R – rural local roads** includes 'any road or street, which is not an urban road or state highway, where the speed limit is greater than 70 km/h – normally 80 or 100 km/h'.

The delivery of road policing by road type is recorded through police officer time sheets as the road type definitions are consistent with the NZ Police activity management system (AMS). They are also consistent with the more detailed road type and crash data categories in the transport sector's crash analysis system (CAS).

The NZ Police deliver network-wide outputs including: commercial vehicle investigation and road user charges enforcement; crash attendance and investigation; and traffic management. The NZ Police also deliver general outputs including resolutions (sanctions, prosecutions and court orders), police community services and school road safety education.

### ***Road Safety Action Plans (RSAPs)***

The SAP management framework provides for the planning focus to be on the delivery of available resources. It aligns with the road safety action plans (RSAPs) and risk targeted patrol plans (RTPPs) developed at the local level.

RSAPs are developed at the territorial authority (TA) level, or at the TA cluster level, and have the potential to synchronise the delivery of all road safety activities. They involve a collaborative process whereby the key partners, namely Land Transport NZ, the NZ Police, Transit NZ, local authorities and community representatives agree on risks, identify

objectives, direct tasks, set targets, develop plans and monitor and review progress. RSAPs are a partnership agreement in which partners accept individual and collective accountability.

Generally the partners meet quarterly with the aim of developing local solutions to emerging road safety problems. The key partners jointly own the plans and recognise that the combined benefits of a range of disciplines are required to reduce crashes. The approach focuses key road safety partners on road policing delivery and on road safety outcomes, and allows for a wide range of road safety interventions to be considered cohesively.

### *Crash Books and Risk Targeted Patrol Plans (RTPPs)*

The risk targeted road policing model comprises patrol plans to guide police staff with delivery. It was developed to ensure that strategic enforcement is directed towards the higher risk areas in order to maximise the effect on road trauma promoting behaviour and outcomes. Strategic enforcement hours are those allocated to the NZ Police outputs of drinking or drugged driver control, speed control, restraint device control and visible road safety enforcement.

Sector codes have been developed to assist with risk analysis and identification, especially on state highways. Sector code analysis involves dividing the road network into stretches of roads, groups of intersections or geographical areas and assigning them with risk ratings based on algorithms that consider a variety of data including reported crashes.

This type of analysis has resulted in the design and implementation of crash books which are currently being implemented nationally. Crash books are analytical documents that are intended to provide long-term risk profiles of stretches of roads, groups of intersections and geographical areas within a Police district or area. It is anticipated that there will be three different types of products (highway, urban and rural) to allow analysis based on the existing road hierarchy.

Risk targeted patrol plans (RTPPs) are operational tasking documents that are critical to ensure the success of the risk targeted road policing model. The primary aim of RTPPs is to allocate strategic enforcement hours to known safety risks often by location and time. RTPPs are issued to both dedicated road policing and general duties staff and require sufficient analysis to enable the frontline supervisor to direct the delivery of strategic enforcement hours tactically in support of the objectives of the RSAP.

Crash books are currently being integrated with RTPP processes as both have been developed to incorporate a complete feedback loop for analysts, supervisors and patrol officers to ensure timely reporting of enforcement action taken and the measured progress of that action.

### *Road policing resource allocation*

The ALTP details the amount of NZ Police resources to be spent on strategic road policing and other operational and management road policing activities nationally, some aspects of which are based on the 74 TA areas.

The road policing resource allocation model <sup>1</sup> is used to optimise the allocation of road policing resources between the 74 TAs. The model optimises the overall reduction in

social cost using an internally calculated marginal benefit cost ratio for each activity. Differences in road length and traffic volume are taken into account.

### *Clustering of territorial authorities*

Currently there are 74 TAs. Of these, 27 have combined into 11 clusters, resulting in 58 TA clusters or areas for the purpose of planning and delivering road policing. Resources are allocated to each TA cluster or area, rather than to each TA.

The planning of road policing resources by clusters of TA areas is encouraged. Clustering allows for greater alignment between both the distribution of NZ Police resources and the delivery of land transport safety outputs to the clustered TA areas. This allows for a more flexible enforcement response to address risk, which often crosses TA boundaries. In turn, better outcomes and enhanced reporting can be achieved. Recommendations from recent SAP reviews encourage clustering for these reasons. It allows for more effective and flexible delivery by the NZ Police, as strategic enforcement resources within the cluster can be applied where and when appropriate, as identified by RSAPs and RTPPs.

### *NZ Police road policing strategy review*

Considerable change has occurred in the road policing area in recent years. This has been in response to the Road Safety to 2010 strategy, and includes full implementation of the Highway Patrol, improvements in performance monitoring, expansion of key tactics such as alcohol enforcement, and the involvement of all key partners in problem solving to address local issues. Developments such as these, along with the objectives of the New Zealand Transport Strategy and the new programming requirements of the Land Transport Management Act 2003, will inform the review and redevelopment of the Road Policing Strategy 2001–2006 for the next five-year period.

### ***The Community Road Safety Programme (CRSP)***

The vision of Land Transport NZ's Community Road Safety Programme (CRSP) is:

*Community involvement in road safety so that positive and sustainable changes in attitudes and behaviours occur, and contribute to making New Zealand's roads safer.*

The CRSP gives effect to the Community Road Safety Strategy and provides for and supports community development for road safety and community road safety programmes. The approach was developed from the Ottawa Charter for Health Promotion agreed at the first international conference on health promotion held in Ottawa in 1986. This approach ensures that communities are assisted to identify their own local road safety issues and are supported in developing their own informed solutions to address these issues. In doing this, local partnerships are developed and motivated and road safety activities are integrated at the local level.

Community development for road safety and community road safety programmes are part of an integrated approach to road safety that also includes a range of education, engineering and enforcement initiatives designed to enhance the safety of the road environment, the vehicle and the road user. Community development contributes to road safety because:

- it encourages community ownership of both issue and solution, and thereby builds confidence, capability and a positive, sustainable change in road safety attitudes and behaviour at the community level
- it provides the ability to involve particular communities that may be difficult to reach by more conventional approaches
- it generates insight on local road safety issues and new ideas for road safety that can feed back into the wider road safety environment
- the whole community can be encouraged to support willing compliance with safety standards and rules.

Land Transport NZ funds on an activity basis, which means for the CRSP that it provides funding for the delivery of community development for road safety and community road safety programmes. In addition, funding for advertising in support of community road safety initiatives is available.

### *CRSP allocation formula*

The CRSP allocation formula applies to all funding in support of the CRSP.

The formula focuses entirely on equity criteria. This ensures that proportionally more resources per capita are allocated to communities with relatively high risk, low incomes and sparse populations, to assist them to lift their level of road safety to that of the general population.

The population levels of communities are taken into account implicitly in each of the three criteria, as the allocations have been calculated on a per-capita (person) basis. The three equity criteria are:

- **social cost per capita** which is a direct measure of risk. The per-capita allocation of funds is directly proportional to the road safety social cost <sup>2</sup> across the population. This ensures more resources per capita are invested in high-risk communities
- **per-capita income**, which is an indirect measure of risk because it is generally recognised that people who belong to lower socio-economic groups have higher crash rates
- **population density**, which recognises the difficulty involved in delivering safety messages to communities that are spread out over a large geographic area. The per-capita resources have been calculated to recognise that, when a population in one area is twice as spread out as that in another, the resources required are not necessarily doubled. This is because some of the cost elements can be shared between locations and some costs are fixed.

The allocation is made at territorial authority level first and then aggregated to arrive at the regional area allocations. This enables equity measures at the territorial authority level to be taken into account.

### 3. The new strategic environment

The new framework for planning and funding the land transport system includes three important elements:

- Government strategy - The New Zealand Transport Strategy and The Road Safety to 2010 strategy which contributes to it.
- Legislation – the Land Transport Management Act 2003
- Mechanisms for planning and developing the transport system – regional land transport strategies, land transport programmes (LTPs), the ALTP, the National Land Transport Programme (NLTP) and other planning documents related to transport, including growth strategies.

#### *New Zealand Transport Strategy*

The Government's New Zealand Transport Strategy (NZTS) articulates the Government's vision for transport, which is that by 2010, New Zealand will have an affordable, integrated, safe, responsive and sustainable transport system. The Government's Road Safety to 2010 strategy sits under the NZTS and supports a number of the objectives, particularly those relating to safety, security and public health.

#### *Land Transport Management Act 2003*

The LTMA came into force in November 2003 to provide the legislative framework to give effect to the New Zealand Transport Strategy.

The overall purpose of the LTMA is to:

*Contribute to the aim of achieving an integrated, safe, responsive and sustainable land transport system.*

The LTMA has wide-ranging implications for how regional land transport strategies, LTPs, the ALTP and the NLTP are to be prepared and implemented. The new direction for land transport involves:

- a strategic, sustainable approach with less emphasis on the cost-benefit return from each individual investment decision
- developing a range of alternatives and options to achieve economic, social and environmental outcomes
- integrating all modes of transport (motorised and non-motorised) and making better use of existing infrastructure
- addressing both the supply side (the need for additional transport system capacity) and the demand side (reducing pressure on available capacity)
- responding appropriately to community aspirations and those affected by potential transport investments.

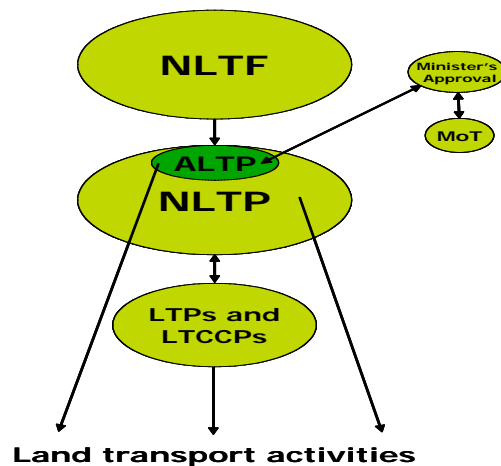
The successful achievement of outcomes means all partners in land transport are fulfilling their respective roles successfully. Land Transport NZ has the role of promoting safe and sustainable land transport. Approved organisations have the roles of implementing with

partners, including the NZ Police, and communities have those of planning, developing, managing and maintaining the land transport system.

*The Authority's Land Transport Programme*

As the successor to the SAP, the purpose of the Authority's Land Transport Programme (ALTP) is also to plan, fund and manage road policing and education activities – but with the wider mandate of the Land Transport Management Act 2003 (LTMA), which is to contribute to the aim of achieving an integrated, safe, responsive and sustainable land transport system articulated in the five objectives of the NZTS. The ALTP replaces the Safety Administration Programme (SAP) from 2006/07, and Figure 2 below shows how this programme is integrated with other land transport programmes. It provides for Land Transport NZ and NZ police activities and activity classes that are proposed to be included in the National Land Transport Programme (NLTP). It must be approved by the Minister of Transport and made available to the public in written form.

**Figure 2: Land Transport Programmes: Land Transport Management Act 2003**



When preparing the ALTP, Land Transport NZ must take into account how each activity or activity class assists the NZTS objectives of assisting economic development; assisting safety and personal security; improving access and mobility; protecting and promoting public health; and ensuring environmental sustainability.

It must also take into account any relevant regional land transport strategies and the National Energy Efficiency and Conservation Strategy and obtain the approval of the responsible Minister for the ALTP.

*Planning and developing the land transport system*

Four main mechanisms are in place to plan, develop, manage and maintain the land transport system and all four must be aligned with the requirements of the LTMA. They are:

- *Regional land transport strategies (RLTSs)* – these are the responsibility of regional councils. The strategies play a crucial role in the new structure for planning and funding land transport. They are the mechanism for the sector to look broadly, and critically, at current and future regional conditions; to identify issues, problems and opportunities; and to agree on the preferred strategy for the long term
- *Land transport programmes (LTPs)*: These are developed by regional councils, territorial local authorities, Transit New Zealand, ARTA and other approved



organisations. They cover the detailed proposals that emerge from regional land transport strategies, local area assessments and national strategic transport considerations.

- *Land Transport NZ's (the Authority's) Land Transport Programme (ALTP)*: The ALTP recommends Land Transport NZ and NZ police activities for inclusion in the NLTP. While the requirements for approved organisations' land transport programmes are similar to those for the ALTP there are a number of key points of difference: approved organisations LTPs contain recommendations on activities to be included in the ALTP; the ALTP is approved by the Minister of Transport, and NZ Police are funded by the National Land Transport Fund, whereas other programmes are funded by the NLTA.
- *National Land Transport Programme (NLTP)*: The NLTP is Land Transport NZ's 10-year funding programme for land transport and is developed by Land Transport NZ from proposals in the Land Transport Programmes submitted by approved organisations and Land Transport NZ. Activities and packages within approved organisations' LTPs are assessed and prioritised for inclusion in the NLTP and for subsequent funding approval by Land Transport NZ. Related activities can be brought together in the programme for funding as integrated packages.

### ***Linkages between strategies and land transport programmes***

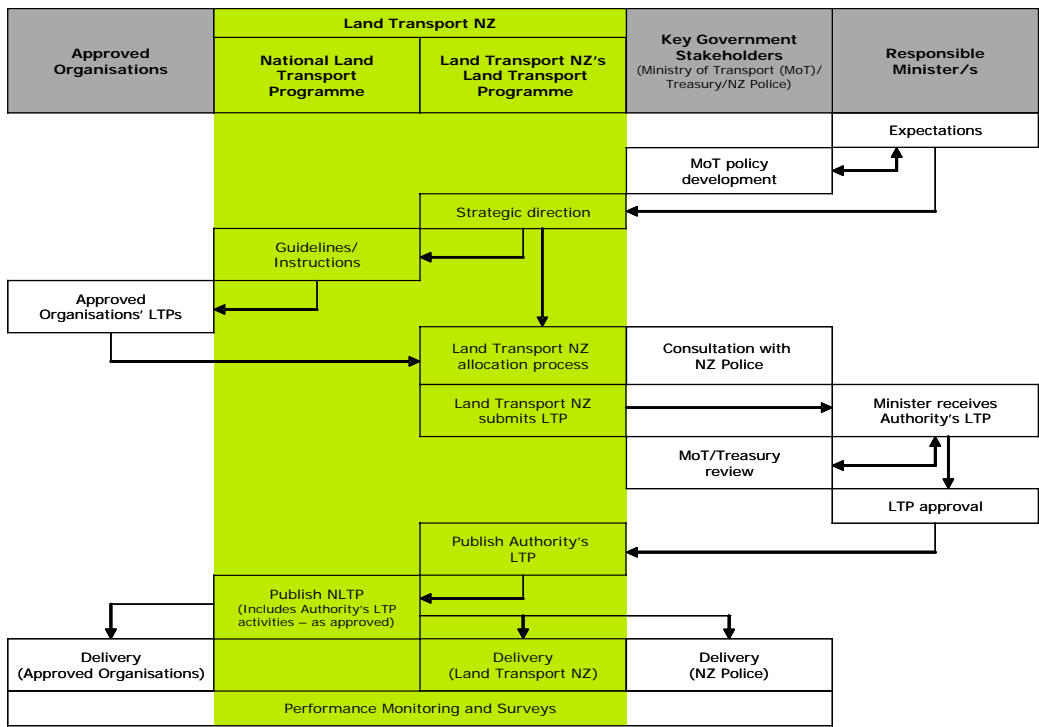
Under the legislation, RLTSs, LTPs, the ALTP and the NLTP are linked in a number of ways. For example:

- approved organisations recommending activities for inclusion within the NLTP and ALTP must first include them in LTPs
- in preparing LTPs, approved organisations must take into account relevant regional land transport strategies
- in preparing the ALTP, the NLTP and in approving individual activities for funding, Land Transport NZ must take into account relevant regional land transport strategies
- organisations preparing RLTSs, LTPs and the ALTP must all take into account how these will contribute to the social, environmental and economic objectives set out in the legislation.

### ***Preparing the ALTP***

The following diagram (Figure 3) provides an outline of the process for the development of the ALTP. The process commences with the preparation and publication of the Land Transport Programme Guidelines package. This package includes all the requirements for approved organisations in the preparation of their 2006/07 land transport programmes (LTPs), and provides for their recommendations for the activity or activity classes to be included in the ALTP.

**Figure 3: Process for Land Transport NZ’s land transport programme (ALTP)**



*Long-term financial forecasting*

The LTMA requires that a 10-year financial forecast be included in the ALTP. This contains a forecast of anticipated revenue and expenditure on activities for the current financial year and the nine following financial years.

*Consultation*

Section 2(5) of schedule 1 of the LTMA requires every approved organisation to include in its land transport programme recommendations on the ALTP. (The ALTP funds NZ Police and Land Transport NZ activities.) These recommendations need to be based on the significant consultation undertaken by the approved organisation in accordance with the LTMA. In the case of local authorities, the consultation may be undertaken in accordance with the Local Government Act 2004 (LGA) as part of long-term council community plan (LTCCP) processes.

The land transport safety output classes and outputs (previously SAP outputs) are being replaced by land transport activity classes and activities.

The following table provides a summary of these changes.

<b>Pre-LTMA 2004 amendment</b>	<b>Post-LTMA 2004 amendment</b>
Safety Administration Programme (SAP)	Land Transport New Zealand's (the Authority's) Land Transport Programme (ALTP)
Mainly safety activities	Wider range of activities to address the LTMA
A separate programme prepared on behalf of the Secretary for Transport	A programme prepared by Land Transport New Zealand as part of the National Land Transport Programme (NLTP)
Outputs and output classes	Activity and activity classes
Funding from National Land Transport Fund (NLTF)	Funding from NLTF for NZ Police activities and National Land Transport Account (NLTA) for Land Transport NZ activities
Approved by the Minister of Transport	Approved by the Minister of Transport

#### **4. Conclusion**

The LTMA and LTMAA offer local authorities the opportunity to include land transport matters in long-term council community plans (LTCCPs) and annual plans, using the special consultative procedure outlined in the Local Government Act 2002 (LGA 2002). Alternatively local authorities can prepare annual land transport programmes separately using the special consultative procedure, in addition to completing LTCCPs and annual plans.

The new legislative environment for local government and for land transport management has provided an opportunity for land transport safety. Most communities' desired outcomes now formally include land transport safety, and therefore safety is being represented in most regional and local authority planning processes. Most local authorities have committed to a land transport safety work programme. In addition, unnecessary duplication in consultation processes for local authorities and affected stakeholders has been prevented.

With the focus of Land Transport New Zealand's land transport programme broadening beyond public safety in relation to land transport, a safety outcome focus will need to be maintained within the integrated approach to land transport funding. Land Transport New Zealand will work with approved organisations (including the Auckland Regional Transport Authority (ARTA), local authorities and Transit NZ) to address the wider desired land transport outcomes, including the continued refinement of safety outcomes.

The SAP was forward looking: since its inception the Programme was guided by forward looking strategic plans (the 1991 and 1995 National Road Safety Plans and current Road Safety to 2010 Strategy). It is collaborative: the programme was built on strong partnerships at national, regional, local and community levels. It was evidenced based: the programme was driven by the analysis of comprehensive road safety data and analysis. It was accountable: the programme provided a framework for accountability which meaningfully links inputs, outputs and outcomes.

The Programme represented a level of planning, resource allocation, target setting and performance criteria which is highly regarded internationally. As it develops into the ALTP, Land Transport New Zealand is working with its partners to ensure that none of the great strengths of the SAP are lost and that the ALTP builds on its success.

### **References:**

The following publications are referred to in the text of the paper:

**The Safety Administration Programme.** The full 2005/06 SAP is available at:  
<http://www.landtransport.govt.nz/funding/sap/2005/index.html>

**The New Zealand Transport Strategy.** The NZTS is available at:  
<http://www.beehive.govt.nz/nzts/home.cfm>

**The Road Safety to 2010 strategy.** The Road Safety to 2010 strategy is available at:  
<http://www.ltsa.govt.nz/strategy2010/index.html>

**Road Safety Resource Allocation Model:** A Road Safety Resource Allocation Model – working Paper 1, Land Transport Safety authority, November 1996, and Strategy Enforcement Resource Allocation Model, Land Transport Safety Authority, June 2003

**Social cost:** Social cost is a measure of all the damage to society that results from road crashes. Surveys determine how much people would pay to reduce the chances of death, injury and the pain, grief and suffering resulting from crashes. The amount they are willing to pay, together with loss of earnings, the cost of legal, medical and other emergency services, and property damage give the cost in dollar terms to society as a whole. It includes both the costs of material losses and pain and suffering.