

Road Safety Action Plan

Christchurch City, July 2019 – June 2020

Goal: To enable collaborative planning among road safety partner agencies to reduce deaths and serious injuries on Christchurch City roads



Introduction

A **Road Safety Action Plan** (RSAP) is a mechanism to ensure coordination of education, engineering and enforcement approaches to road safety problems at a local level. Each completed plan is the result of collaboration between key road safety partners, includes agreed local road safety risks, objectives and targets, actions, and monitoring and reviewing processes.

This **Christchurch City RSAP** has contributing agency members representing Christchurch City Council (CCC), Christchurch Transport Operations Centre (CTOC), New Zealand Transport Agency (NZTA), ACC, Fire and Emergency NZ (FENZ) and Canterbury Road Policing. The group have agreed to work together to develop an action plan specific to the needs of Christchurch City in accordance with the guiding principles of the **Government Policy Statement (GPS)**¹, the strategic direction and priorities of the national road safety strategy - **Safer Journeys**², and the **Christchurch Transport Strategic Plan 2012-2042**³. Additionally, input is taken into consideration from the NZTA Communities at Risk Register⁴ **Canterbury Regional Land Transport Plan**⁵ and the **Regional Road Safety Working Group Action Plan**.

Government Policy Statement on Land Transport (GPS)

The GPS sets out the government's priorities for investment in transport network. A new GPS is released every 3 years and provides a 10 year horizon. It guides the NZ Transport Agency and local government on the type of activities that should be included in Regional Land Transport Plans and the National Land Transport Programme (NLTP).

The current (2018) GPS states that "Safety and access are the key strategic priorities for the Government and reflect the transport system that we are striving for". Specifically on Safety in GPS 2018 it notes that it:

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

National Road Safety Strategy

¹ <https://www.transport.govt.nz/multi-modal/keystrategiesandplans/gpsonlandtransportfunding/>

² <https://www.saferjourneys.govt.nz/>

³ <https://ccc.govt.nz/assets/Documents/The-Council/Plans-Strategies-Policies-Bylaws/Strategies/ChchTransportPlan2012Appendices.pdf>

⁴ <https://www.nzta.govt.nz/resources/communities-at-risk-register/>

⁵ <https://www.ecan.govt.nz/your-region/plans-strategies-and-bylaws/canterbury-transport-plans/>

The Safe System approach outlined in Safer Journeys, the Government's current Road Safety Strategy, aims to guide improvements in road safety for a *more forgiving road system that takes human fallibility and vulnerability into account*. Under a Safe System we design the whole transport system to protect road users from death and serious injury. The approach accepts that:

- *People make mistakes* - We need to recognise that road users make mistakes and some crashes are inevitable.
- *Road users are vulnerable* - Our bodies have a limited ability to withstand crash forces without being seriously injured or killed.
- *We need to share responsibility* - Those who design the road system and those who use the roads must all share responsibility for creating a road system where crash forces don't result in death or serious injury.
- *We need to strengthen all parts of the system* - We need to improve the safety of all parts of the system - roads and roadsides, speeds, vehicles, and road use - so that if one part fails, other parts will still protect the people involved.

The Strategic links, targets and priorities for the Road safety Action Plan reflect the objectives and outcomes of the government's national road safety strategy Safer Journeys using the Safe System Approach:

- Safe speeds
- Safe vehicles
- Safer road use
- Safer roads and road sides.

Under the Safe System approach, all system designers must share the responsibility for road safety outcomes. Safer Journeys is implemented through a series of action plans such as this document, which allocate responsibilities to transport sector partners.

Christchurch Transport Strategic Plan 2012-2042

The Christchurch Transport Strategic Plan details the transport actions for Christchurch City, including Banks Peninsula, that are required to create a transport system to support the growth and community aspirations during the next 30 years (2012–2041). The vision is to *keep Christchurch moving forward by providing transport choices to connect road users and places*.

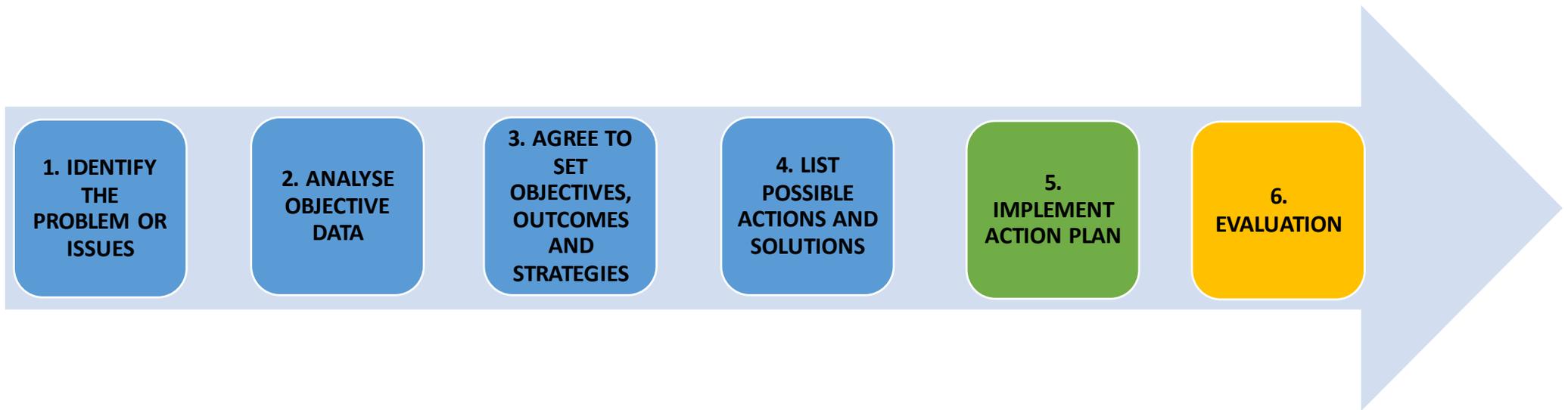
The four goals within the plan are as follows:

1. Improve access and choice
2. Create safe, healthy and liveable communities (*adopting a 'safe system' approach, as outlined earlier*)
3. Support economic vitality
4. Create opportunities for environmental enhancements

RSAP Governance/Management

The **Christchurch City Road Safety Action Plan Steering Group** includes CCC representatives for road safety education and traffic operations, CTOC, NZTA, ACC, FENZ and Canterbury Road Policing. The group meets on an agreed frequency to ensure collaboration in the development, implementation and monitoring of each year's plan.

The end-to-end process for developing, implementing and evaluating a Road Safety Action Plan is outlined below. The remainder of the document outlines the steps taken to complete steps 1-4.



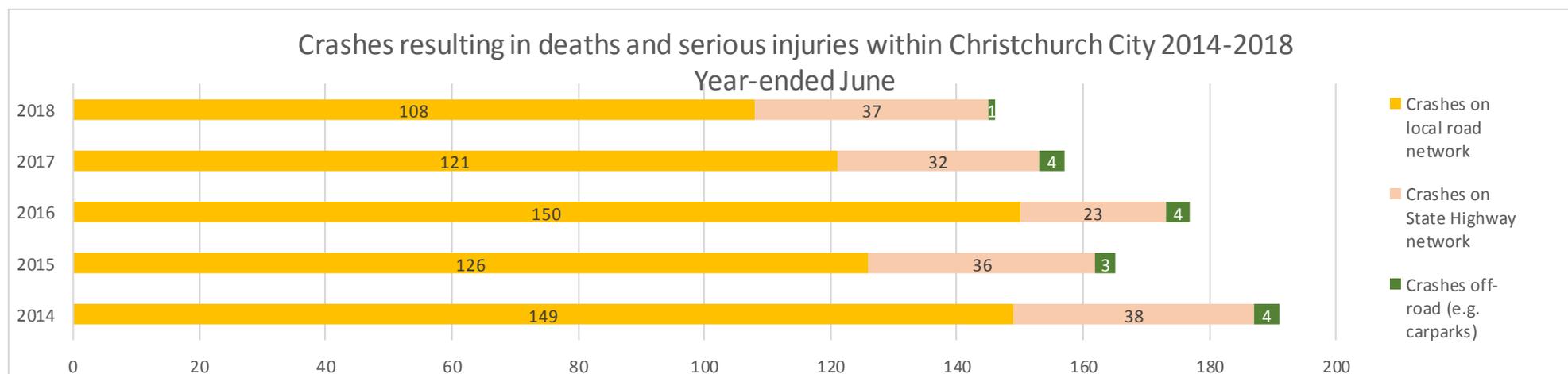
Key Risk Areas for 2019/20

The process for identifying and prioritising Key Risk Areas for 2019/20 was to reconfirm the 2018/19 priorities using updated information sources, with additional consideration for any emerging issues raised by the Steering Group. The Steering Group noted speed limits, micro-mobility (e.g. e-scooters) and impaired driving as areas for further review.

The Crash Analysis System (CAS) data on *crashes resulting in death and serious injury* was used as the primary information source, covering the period July 2013-June 2018.

Over the period there were 836 crashes that resulted in death or serious injury. In total, 68 people died as a result of these crashes and a further 846 people had serious injuries.

As the following chart shows, there has been an overall reduction in crashes that resulted in deaths and serious injuries over the period:



Contributing agencies have made commitments to further reduce these crashes. CCC has a Level of Service to reduce the number of deaths or serious injuries from all crashes on the local road network by 5 or more per year, and for this to be under 100 per year within the 10 year period. NZ Police’s Road Policing Action Plan 2018-21 outlines a national target of 5 percent annual reduction in road deaths.

NZTA’s Communities at Risk Register has also informed priorities. The register identifies communities of road users that are over-represented in terms of road safety risk. The 2018 register placed Christchurch as having the 37th highest level of “Personal Risk” amongst the 71 Territorial Authorities, slightly below the national average of risk at an individual level. Intersections were the one area of high national strategic priority where Christchurch City was amongst the most over-represented (3rd position) and this is reflected in the actions within this plan. Christchurch ranks significantly higher when “Collective Risk” is considered, which accounts for differences in population levels.

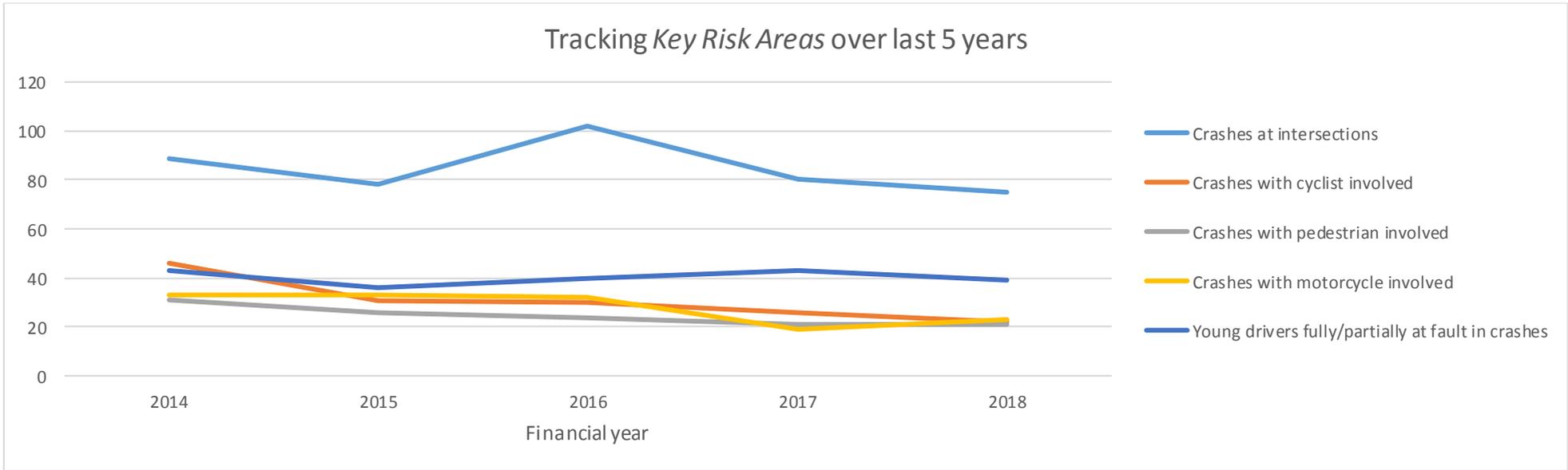
The following table outlines the confirmed **Key Risk Areas**, alongside some key statistics over five year period up to June 2018:

Key Risk area	Key facts
Safety for everyone at intersections	<p>424 crashes resulting in death and/ or serious injuries occurred at intersections, accounting for 51% of all crashes. Of these there were:</p> <ul style="list-style-type: none"> • 149 at traffic signals • 136 at “Give Way signage • 137 in an open speed zone. • 251 had “Failed to give way or stop” recorded as a factor • 211 had “Poor observation” recorded as a factor <p>The 2018 Communities at Risk Register highlights both urban and rural intersections as a “High Strategic Priority” nationally, with Christchurch City having the third highest Personal Risk.</p>
Appropriate speeds	<p>119 fatal and serious injury crashes had “Travel speed” as a crash factor. Of these, 91 were within “Urban” and 28 were within “Open” speed zones</p> <p>The 2018 Communities at Risk Register highlights speed (too fast for the conditions) as a “High Strategic Priority” nationally. This area has been broadened from “Speed when driving” to reflect the need to monitor speeds for all modes.</p>
Safety for road users cycling and walking	<p>155 crashes resulting in death and/or serious injuries involved a cyclist and 123 involved a pedestrian. Of these there were:</p> <ul style="list-style-type: none"> • 145 at intersections • 264 in an urban speed zone <p>Of the crashes involving a cyclist, 121 also involved a Car/Wagon/SUV, 16 involved a van and 9 involved trucks. 112 (72%) of crashes involving a cyclist did not feature a cyclist as fully or partially contributing to the crash</p> <p>The 2018 Communities at Risk Register highlights cyclists and pedestrians as “Medium Strategic Priority” nationally. Christchurch City Council has a Strategic Priority of “Increasing active, public and shared transport opportunities and use”, and the number of road users choosing active travel is increasing. While micro-mobility has not featured highly in the measures above, it is part of the focus in FY20 planning.</p>
Safety for road users using motorcycles and mopeds	<p>140 crashes resulting in death and/or serious injuries involved a motorcycle. Of these there were:</p> <ul style="list-style-type: none"> • 97 crashes involved another vehicle and 43 did not • 82 drivers of a motorcycle were either primary or partial contributors to the crash • 15 crashes resulted in a death • 47 were over Summer • 42 were in an Open Speed Zone.

	A further 35 crashes involved mopeds. The 2018 Communities at Risk Register highlights Motorcyclists (crashes involving motorcycles and mopeds) as a “High Strategic Priority” nationally.
Safety for young road users driving	<p>201 instances where driver under 25 was either a primary or partial contributor to the crash. Of these:</p> <ul style="list-style-type: none"> • 50 were on a Restricted licence, and 37 were on a Learner licence • 148 were male <p>The 2018 Communities at Risk Register highlights Young drivers (of light vehicles aged 16-24 years) as “High Strategic Priority” nationally.</p>

In addition, **Alcohol/Drug Use when driving** and **safety for older road users (aged 75 years and older)** are noted as *Ancillary Risk* areas. **Distraction** is a common theme amongst the Key Risk Areas noted.

The following chart tracks the incidence of the Key Risk Areas over the period. Each of the areas has had a reduction in crashes over the period, however there is clearly still a need for focused interventions on each:



Road Safety Action Plan: Planned activity

The following tables outline planned activity for FY20, for each of the four elements of the Safe System. Please note that many of the “Safer Roads and Road Sides” initiatives are subject to public consultation before progressing.

Key Risk Area: Safety for everyone at intersections

Safe System Approach -	Actions	Success Indicators / KPI's / Outcomes	Dates	Collaborative Agency / Road safety partners / Stakeholders Responsible
Safer Roads & Road Sides	Engineering improvements to high crash prone intersections including capital programmes and minor improvements to make roads safer and deliver safer road sides. This includes the introduction of more 'turning arrows' at intersections.	Reports on engineering improvements delivered within programme that contribute to reduction in death and serious crashes at intersections.	Ongoing	CCC
	Real-time transport operations including temporary traffic management activities	CTOC Performance measures	Ongoing	CTOC
	Proactive identification of environmental or road factors that may contribute to crashes, bringing these to the attention of relevant road control authority or agency for risk mitigation or elimination.		Ongoing	FENZ
	Development of coordinated process for post-crash review	Signed off plan of processes and information sharing	By September 2019	CCC, Police, CTOC, Fire & Emergency
Safe Road Use - Police Enforcement	Enforcement carried out by Police Motorcycle team. Focus on amber lights, red lights and stop signs (Christchurch Metro), stop signs and give way signs (Canterbury Rural)	80% of infringement notices should be for key areas: Speed Impaired Driving Restraints High risk drivers Distracted driving	Year-round, with increased enforcement at times of CCC intersection safety education	Police
	Red Light Camera enforcement in Christchurch	Memorandum of Understanding of red light camera enforcement between CCC and NZ Police, with associated enforcement in place over the year.	Ongoing	CCC/Police

Safer Road Use Education	CCC to prioritise intersection safety as a major theme for all education and awareness activities. A campaign focusing on addressing behaviours that lead to yellow/red light running developed over FY19 will be run during the year.	TBC based on findings of research into most effective interventions	From Winter 2019 17 February – 27 March 2020	CCC
	Crash Bash tour to secondary schools NZTA to include 'distractions' as one of the themes of the 2019/20 national advertising calendar, one of the key issues in intersections.	Post campaign analysis	September 2019 March 2020 June 2020	NZTA

Key Risk Area: Appropriate speeds

Safe System Approach -	Actions	Success Indicators / KPI's / Outcomes	Dates	Collaborative Agency / Road safety partners / Stakeholders Responsible
Safe Road Use - Police Enforcement	Targeted enforcement of excess speed. Location informed by risk analysis and public complaints. Engagement with partner agencies to seek longer term solutions to identified issues, recognising that enforcement is only ever a short term fix.	Reduced crashes involving speed as a factor Collaborative planning with partner agencies	Year-round	Police
Safer Roads and Roadsides	Review of speed management and subsequent implementation of safe and appropriate speeds. Planned improvements include: <ul style="list-style-type: none"> • Reduced rural road and rural settlement speed limits around Banks Peninsula • Reduced speed limit on Summit Road, Sumner Road and Evans Pass Road • Reduced rural road speed limits around the Hornby and Halswell areas • Reduced rural road speed limits around the Marshland, Spencerville and Kainga areas • 'Safer Speed' areas for Sumner and Woolston 	Delivery over year and subsequent monitoring of safety outcomes.	Year-round	CCC
Safer Road Use Education	NZTA to include speed as one of the themes of the 2019/20 national advertising calendar	Post campaign analysis	1 – 31 August 2019 1 October – 30 November 2019 1 - 31 January 2020 1 – 31 May 2020	NZTA

	CCC to improve online information available on the impacts of speed on road safety		TBC	CCC
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Key Risk Area: Safety for road users cycling and walking

Safe System Approach -	Actions	Success Indicators / KPI's / Outcomes	Dates	Collaborative Agency / Road safety partners / Stakeholders Responsible
Safer Roads & Road Sides	Development of improved major cycleways as in CCC Long Term Plan, with education to encourage safe use.	Improved public perception that Christchurch is a cycle friendly city Implementation of major cycleways and minor improvements to the cycle network Safe and appropriate speed limits for all users.	Throughout year	CCC
	Safety improvements to cycle network within the minor improvements programme as in the CCC Long Term Plan.	Reports on engineering improvements delivered within programme that contribute to reduction in death and serious crashes at intersections.	Throughout year	CCC
Safer Road Use -Education	School travel planning services to primary schools, promoting safe travel to schools with a focus on safe walking and cycling	Travel plans (or associated support) completed, feedback from schools	Throughout the school year	CCC
	Cycle Safe in schools cycle skills programme targeting year 6 students in collaboration with NZ Police. Grade 1 & 2 of NZTA cycle skills delivery guidelines	Number of students put through training. Evaluation from schools & students	Throughout school year	CCC, with NZ Police
	Cycle safety workshops with CBD offices, as part of Greater Christchurch Group engagement on travel choice	Attendance and evaluation	From Spring 2019	CCC/Greater Christchurch Partnership
	Walk & Wheel School active transport safety event for schools	School participation levels	March 2020	CCC
	Revised print/online cycling maps, outlining safe routes across the city	Website hits & feedback/demand	Spring 2019	CCC
	NZTA to include cycling as one of the themes of the 2019/20 national advertising calendar	Post campaign analysis	TBC	NZTA

Key Risk Area: Safety for road users motorcycling

Safe System Approach -	Actions	Success Indicators / KPI's / Outcomes	Dates	Collaborative Agency / Road safety partners / Stakeholders Responsible
Safe Road Use - Police Enforcement	Police led initiative targeting drivers in breach of their graduated licence offering compliance. Drivers engage with a provider to obtain the next class of licence	Drivers that obtain next class of licence	Year-round	Police
	Operation 'MATAKI' enforcement targeted at motorcycle riders on State Highways (1, 7, 72, 73, 75, 77 and 79).		Summer	Police
Safer Road Use -Education	Collaborative road safety event 'KickStart' with Police, ACC and professional trainers promoting riders taking responsibility for their own safety through upskilling	Attendance, engagement in safety demonstrations and overall feedback	6 October, 12 October, 20 October 2019	CCC/ Police/ ACC
	Promotion of Motorcycle Awareness Month (MAM)		September 2019	
	ACC motorcycle safety promotion, such as Motorcycle Awareness Month & 10 Point Safety Check campaign from current year	ACC post campaign analysis	TBC	ACC
	1) Ride Forever Motorcycle & Scooter Training 2) Motorcycle Awareness month	Increase in riders who access Ride Forever training	Year-round	ACC
			September 2019	
NZTA to include motorcyclists as one of the themes of the 2019/20 national advertising calendar	Post campaign analysis	1-30 November 2019 1-29 February 2020 1-30 April 2020	NZTA	

Key Risk Area: Safety for young road users driving

Safe System Approach -	Actions	Success Indicators / KPI's / Outcomes	Dates	Collaborative Agency / Road safety partners / Stakeholders Responsible
Safe Road Use - Police Enforcement	Police led initiative targeting drivers in breach of their graduated licence offering compliance where drivers engage with a service provider to obtain the next class of licence	Drivers that obtain next class of licence, drivers obtain next class of licence	Year-round	Police
	Review of cruising bylaws		TBC	CCC with input from Police
Safer Road Use - Education	Crash Bash young Driver programme which tours secondary schools	Number of students reached, feedback from schools	17 2020-27 March 2020	CCC/Police
	Crash Bash – parent/caregiver evening sessions – trial	Feedback from trial as to whether programme continues	3 sessions between August – October 2019	CCC/Police
	Link with and utilise the learner and young driver resource 'Drive'	Website hits	TBC	ACC
	Support for continuation of Salvation Army Community Drive Mentor Programme	Delivery levels and outcomes for participants	4 tranches throughout year.	CCC & Police supporting Salvation Army.
	NZTA to include young drivers as one of the themes of the 2019/20 national advertising calendar	Post campaign analysis	1-30 September 2019 January 2020 1-29 February 2020 May 2020	NZTA
	ACC Drive website for young drivers		Ongoing	ACC
	Support the delivery of road safety initiatives in schools i.e RYDA, MAN Safety Truck		Ongoing	FENZ

Ancillary Risk Area: Alcohol/ drug use when driving

Safe System Approach -	Actions	Success Indicators / KPI's / Outcomes	Dates	Collaborative Agency / Road safety partners / Stakeholders Responsible
Safe Road Use - Police Enforcement	Various Police Operations throughout year, including <ul style="list-style-type: none"> • Operations primarily aimed at rugby clubs, encouraging social responsibility in relation to making safe driving choices. • Operations Labour Weekend, Show Week and leading up to Easter Weekend • Operation focused on the prevention of alcohol related offending. • Prevention initiative at local Farmers markets. 		TBC	Police, with support of CCC Education (collateral) where agreed
Safer Road Use - Education	NZTA to include alcohol/drug impaired driving as one of the themes of the 2019/20 national advertising calendar	Post campaign analysis	1 July – 31 August 2019 1 – 31 October 2019 1 – 31 December 2019 1 – 30 April 2020	NZTA

Ancillary Risk Area: Older Drivers

Safe System Approach -	Actions	Dates	Collaborative Agency / Road safety partners / Stakeholders Responsible
Safer Road Use - Education	Development of a comprehensive strategy to effectively engage with older drivers. Engagement	Development completed October, followed by commencement	Police

	with partner agencies to explore intervention points and deliverables.	of plan throughout rest of year	
	Support for Age Concern travel education programmes, and Positive Aging Expos.	Year Round	Police running stall with support from CCC through collateral. Age Concern organising event. CCC & Police
	Emerging risk nationally, programme in development	TBC	NZTA