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Listed below are the most commonly used grounds from the OIA.

<u>Section</u>	<u>Description of ground</u>
6(a)	as release would be likely to prejudice the security or defence of New Zealand or the international relations of the New Zealand Government
6(b)	as release would be likely to prejudice the entrusting of information to the Government of New Zealand on a basis of confidence by <ul style="list-style-type: none"> (i) the Government of any other country or any agency of such a Government; or (ii) any international organisation
6(c)	prejudice the maintenance of the law, including the prevention, investigation, and detection of offences, and the right to a fair trial
9(2)(a)	to protect the privacy of natural persons
9(2)(b)(ii)	to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information
9(2)(ba)(i)	to protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely to prejudice the supply of similar information, or information from the same source, and it is in the public
9(2)(ba)(ii)	to protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely otherwise to damage the public interest
9(2)(f)(ii)	to maintain the constitutional conventions for the time being which protect collective and individual ministerial responsibility
9(2)(f)(iv)	to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials
9(2)(g)(i)	to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any public service agency or organisation in the course of their duty
9(2)(h)	to maintain legal professional privilege
9(2)(i)	to enable a Minister of the Crown or any public service agency or organisation holding the information to carry out, without prejudice or disadvantage, commercial activities
9(2)(j)	to enable a Minister of the Crown or any public service agency or organisation holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)



20 May 2026

OC260080

Hon Chris Bishop

Action required by:

Minister of Transport

Wednesday, 27 May 2026

cc Hon James Meager

Associate Minister of Transport

LAND TRANSPORT RULES REFORM: FINAL POLICY DECISIONS FOR IMPROVEMENTS TO LANE USE

Purpose

Provides an overview of public submissions and seeks your final policy decisions for the Land Transport Rules Reform programme: Improvements to lane use workstream.

Key points

- The New Zealand Transport Agency (NZTA) carried out public consultation on a set of proposals to improve lane use from 25 February to 25 March 2026. There was high public interest, with 6,050 submissions received.
- Submitters broadly supported the proposed changes because they viewed them as common-sense updates that align the rules with current practice. Where individuals raised concerns, these were generally about safety concerns for some groups, including pedestrians on footpaths and horse riders. Submitters also raised concerns about enforceability.
- The exception is the proposal to clarify berm-parking signage requirements, which 40 percent of submitters did not support, citing concerns that people parking on a berm might receive fines without knowing that it was illegal to do so. The lack of clear and practical solutions to this problem raises broader questions of how RCA bylaws and central government rules interact.
- These issues in the regulatory framework would be better addressed through the separate vehicle system overhaul work, which aims to simplify and increase the flexibility of the overall regulatory system. We therefore do **not** recommend progressing the berm-parking proposal as part of this workstream.
- We recommend progressing the other proposals, with two amendments (underlined):
 - Allow children aged 12 years and under to ride bikes on footpaths with an older rider accompanying them for safety purposes (older rider now included for safety and practical reasons).
 - Set a universal 1.5 metre minimum overtaking gap for when vehicles pass other road users (proposal simplified for clarity and consistency).

- Allow people to ride e-scooters in cycle lanes.
- Require drivers to give way to buses leaving bus stops in areas with speed limits posted as 60 km/h or less.
- We also recommend progressing 44 of the 45 minor amendments to the Land Transport Rule: Traffic Control Devices 2004 (TCD Rule), which NZTA consulted on in February 2026 with industry and technical experts (attached as Annex 2). These proposals clarify road sign and marking requirements, such as font sizes and the dimensions of road markings.
- We do **not** recommend progressing the 45th of those minor amendments, which would have allowed the Director of Land Transport to approve alternative traffic signals by Gazette notice. This kind of broad delegation is not aligned with the current regulatory framework and would be better addressed through wider work reviewing where requirements sit in legislation.
- Cabinet has delegated authority to you to make final policy decisions for this workstream, which will allow us to instruct Parliamentary Counsel Office (PCO) [CAB-26-MIN-0110].

s 9(2)(f)(iv)

Recommendations

We recommend you:

- 1 **agree** to issue drafting instructions to the Parliamentary Counsel Office for the proposals to:
 - 1.1. allow children aged 12 years and under and an older rider accompanying them for safety purposes to ride their bike on the footpath. Yes / No
 - 1.2. require a minimum overtaking gap for vehicles to pass road users at a minimum distance of 1.5 metres where practical. Yes / No
 - 1.3. enable e-scooters to be used in cycle lanes. Yes / No
 - 1.4. require drivers to give way to buses leaving bus stops in areas with speed limits posted as 60 km/h or less. Yes / No
- 2 **agree** to not progress the proposal regarding clarification of the berm parking signage as further work is required to effectively address this issue. Yes / No
- 3 **agree** to progress 44 minor and technical changes to the Land Transport Traffic Control Devices rule 2004, set out in Annex 2. Yes / No
- 4 **agree** to not progress the traffic control device proposal to allow notices by Gazette to authorise alternative traffic signals, as this is not aligned with the regulatory framework. Yes / No
- 5 **agree** to publicly release this briefing and Annexes 1 to 5. Yes / No
- 6 **agree** to allow the Ministry of Transport to share drafting instructions and a draft rule for improvements to lane use with NZTA and other relevant agencies in accordance with Cabinet Office Circular (19) 2. Yes / No



Laura Bender
Acting Manager, Regulatory Reform
19 / 05 / 2026

Hon Chris Bishop
Minister of Transport
..... / /

Minister's office to complete:

- Approved
- Declined
- Seen by Minister
- Not seen by Minister
- Overtaken by events

Comments

Contacts

Name	Telephone	First contact
Declan Lynch, Adviser, Regulatory Reform	s 9(2)(a)	
Laura Bender, Manager, Regulatory Reform		✓

PROACTIVELY RELEASED BY MINISTRY OF TRANSPORT TE MANATU WAKA

LAND TRANSPORT RULES REFORM: FINAL POLICY DECISIONS FOR IMPROVEMENTS TO LANE USE

The consultation process saw high public engagement and general support

- 1 In June 2025, Cabinet agreed to the Land Transport Rules Reform programme (the programme) [CAB-25-MIN-0187 refers]. In February, you agreed that NZTA consult on five common sense proposals to improve lane use (OC260011 refers). These include:
 - 1.1 allowing children aged 12 years and under to ride bikes on footpaths
 - 1.2 setting a minimum overtaking gap for when vehicles pass other road users
 - 1.3 allowing people to ride e-scooters in cycle lanes
 - 1.4 requiring drivers to give way to buses leaving bus stops, and
 - 1.5 clarifying signage requirements for enforcing berm parking restrictions.
- 2 Public consultation on the five proposals took place from 25 February to 25 March 2026 and a total of 6,050 submissions were received. There was majority support from submitters for four of the five proposals.
- 3 The consultation process reinforced calls for rule change to address safety concerns and better reflect current practice, including to allow children to ride on the footpath, enable e-scooters in cycle lanes, and establish a minimum overtaking gap. Submissions confirmed that other proposals help to clarify the law where there is ambiguity. For example, 50% of people already think that they must give way to buses leaving bus stops. The summary of submissions is attached in Annex 4.

We seek your final policy decisions to issue drafting instructions to Parliamentary Counsel Office

- 4 Cabinet has delegated authority to you for final policy decisions on the lane use proposals [CAB-26-MIN-0110]. A final regulatory impact statement (RIS) is attached as Annex 3.
- 5 We have updated our analysis and finalised the RIS to reflect public feedback. We recommend some minor targeted changes to ensure the rules are safe and practical, based on the feedback received. Detailed analysis of the proposals is set out in Annex 1.

Table of final recommendations for lane use proposals

#	Final recommendation	Proposal consulted on	Rationale
6.1	Allow children aged 12 years and under to ride bikes on footpaths with an older rider accompanying them for safety purposes	Only children aged 12 years and under were permitted on footpaths; older accompanying riders were not	Better supports safety and validates existing practice
6.2	Set a universal 1.5 metre minimum overtaking gap for when vehicles pass other road users	Previously proposed 1 metre in areas below 60 km/h and 1.5 metres in areas above 60 km/h)	Greater clarity and consistency
6.3	Allow people to ride e-scooters in cycle lanes	No change	N/A
6.4	Require drivers to give way to buses leaving bus stops in areas with speed limits posted as 60 km/h or less	No change	N/A
6.5	Do not progress	Clarify berm parking requirements to allow councils to enforce berm parking without signage.	Submissions identified more substantial issues with how berm parking is regulated, and that the proposed changes would make the situation worse instead of better (see below)

6 We do not recommend progressing the proposal to clarify signage requirements for berm parking. As currently proposed, the Rule would mean that people parking on a berm may receive fines without knowing that it is illegal to do so. The lack of clear and practical solutions to this problem raises broader questions of how RCA bylaws and central government rules interact. These issues in the regulatory framework would be better addressed through the separate vehicle system overhaul work, which aims to simplify and increase the flexibility of the overall regulatory system.

We recommend that you progress 44 minor and/or technical changes to the TCD Rule

7 45 minor and technical proposals were shared with experts and industry through targeted engagement in February 2026, with only minor changes suggested and incorporated. These proposals would make changes to the TCD Rule, including, for example, clarifying the requirements for font sizes on road signs and dimensions of road markings.

8 The Ministry has assessed the proposals and considers that all should be progressed, except one proposal for the Director of Land Transport to approve alternative traffic signals by Gazette. A broad delegation is not aligned with the current regulatory framework. If an exceptional case arises, NZTA's exemptions process would be more appropriate, while a general requirement would be better addressed through a transport instrument.

9 This proposal sought to address the difficulty in changing prescriptive rules that need to be updated frequently. However, this is something that the vehicle system overhaul work

stream will seek to address by looking at how the regulatory framework can be more flexible.¹

- 10 The 44 proposals we recommend that you progress are set out in Annex 2. The Ministry for Regulation has determined that these proposals are exempt from the requirement to provide a RIS on the grounds that it has no or only minor economic, social, or environmental impacts.

Implementation of these proposals and associated costs

- 11 We are considering ways to ensure effective implementation of the rule changes, including updating the road code and traffic signs. Research on the lane use proposals suggests that education campaigns will increase compliance and improve safety outcomes.
- 12 Initial estimates from NZTA suggested that promoting each proposal could cost between \$70,000 and \$100,000, based on the cost of previous campaigns. However, some of these proposals may not require the same level of resource, and promoting several proposals at once may have scale efficiencies on costs. NZTA will be able to implement these changes using existing funding and resources.

Next steps

- 13 Subject to your agreement, we will issue drafting instructions to PCO. s 9(2)(h)
- 14 Once we receive a draft rule from PCO, we will provide you with a Cabinet Paper and final advice containing the required section 164 analysis as per the Land Transport Act 1998 to make a rule change. This Cabinet paper will also include changes to the TCD Rule. s 9(2)(f)(iv)
- , subject to the urgency of progressing transport regulatory relief proposals included in New Zealand's Fuel Response Plan.

¹ While it would have the effect of altering secondary legislation, the Gazette notice would not be secondary legislation and subject to the notification and publication requirements or the requirement to present to the House that are in the Legislation Act 2019. NZTA already can issue class exemptions, exempting compliance with the rule provided the use of a specified alternative.

Annex 1: Final policy recommendations for lane use proposals

Proposal 1: The Ministry of Transport and NZTA recommend allowing children aged 12 years and under to ride bikes on footpaths with an older rider teaching them to ride.

There was strong support to allow children to ride their bike on the footpaths

- 1 78% of submitters agreed with allowing children aged 12 years and under to ride bikes on footpaths, 14% disagreed, and 8% were unsure.
- 2 Feedback focused largely on the age at which children should be allowed to ride on the footpath. People concerned about children's safety on the road supported a higher age, up to 14. People concerned about the safety of current footpath users recommended a lower age or retaining the current rules. The Ministry of Transport considers that an age limit of 12 years and under balances children's average size, awareness, and judgement against the safety of other footpath users.

Submitters raised concerns about the safety of pedestrians and children on the footpath

- 3 Submitters raised concerns that the change could increase risk for pedestrians on footpaths, including older people and people with disabilities. We acknowledge that people with disabilities or other at-risk footpath users may feel a heightened sense of unsafeness and face additional risk of accident. We note that young cyclists likely face higher risk of severe injury or death when cycling on the road.
- 4 Many submitters raised concerns about matters that the current rules already address, such as checking for people before exiting a driveway or entering a pedestrian crossing, and helmet requirements on the footpath. Rules already require road users to stop and check before entering a crossing or exiting a driveway.² Helmet requirements would already apply to cyclists riding on footpaths.³

We recommend amending the "children on bikes on footpaths" proposal to allow an older rider to accompany a child

- 5 Submitters also commented on whether an older rider should be allowed to ride on the footpath with children. Under the current proposed rule, an older rider would need to ride their bike on the road while their dependant rides on the footpath.⁴ It would likely be difficult for adults to safely ride on the road and guide their dependants on the footpath. Some submitters raised the concern that allowing older riders to ride with children on the footpath could effectively enable all cyclists to ride on footpaths.
- 6 While enforcement may be challenging, allowing an older rider to accompany a child would help people teach children to ride courteously and safely. We expect this would not significantly change practice as many older riders already do this with younger children. We recommend allowing children aged 12 years and under to ride on the footpath with an older rider who can supervise and guide them.

² Rule 4.4 of the Land Transport (Road User) Rule 2004.

³ Rule 11.8 of the Land Transport (Road User) Rule 2004.

⁴ An 'older rider' may include an older sibling, a parent, a caregiver, or guardian.

Proposal 2: The Ministry of Transport and NZTA recommend progressing a minimum overtaking gap for when vehicles pass other road users

Submitters responded largely positively to the proposal to introduce a minimum overtaking gap

- 7 68% of submitters agreed with requiring a minimum overtaking gap for when vehicles pass other road users, 23% disagreed, and 9% were unsure.
- 8 The main themes we heard from those who supported the proposal was that unsafe passing creates a real problem for cyclists and horse riders, and that stronger tools are needed to address this behaviour. In 2025, 10 cyclists died on the road. In 2024, there were 9 fatal crashes, 149 serious injury crashes, and 459 minor injury crashes that involved cyclists.

Equestrian advocates have emphasised the need for a minimum overtaking gap rule for horse riders

- 9 Stakeholders told us the proposed 1.5 metre overtaking gap is not sufficient for horse riders. Horse-riding advocates strongly recommended a 2-metre passing gap and a 20 km/h speed limit when drivers pass horses on the road. They referenced the United Kingdom's Highway Code, which provides guidance on overtaking horses safely, although it is only guidance in Highway Code.
- 10 We are not confident about a 2-metre passing distance and a 20 km/h passing speed requirement. There would be additional:
- 10.1 **safety risks** created making vehicle pass further into the right into the oncoming lane, and
- 10.2 **efficiency concerns** as slowing down to 20 km/h would slow the flow of traffic an unreasonable amount.

Many submitters raised concerns about the practicality of the rule

- 11 Submitters stated that some roads are too narrow for drivers to overtake while staying within the lane and still meet the minimum overtaking gap. The policy intent is that drivers pass safely. In some situations, this will require drivers to slow down and wait until this is possible. We also note that all road users have responsibilities that include pulling over where practicable if they are impeding the flow of traffic.

Despite strong support there are still limitations in the enforcement of this rule

- 12 Police cannot easily measure the precise gap to an evidential standard. Police also prioritise enforcement across many offences and often need to focus on more serious offending. Existing offences can also address unsafe passing behaviour, particularly if a near miss occurs or someone is injured.
- 13 In practice, enforcement will likely occur only in limited circumstances, for example, if an individual provides evidence to Police to show that a driver committed the infringement. The effectiveness of the change is likely to be realised through education of new drivers learning this as a road rule.

We recommend simplifying the rule, so it now requires a 1.5 metre overtaking gap at all speed limits

- 14 Public feedback has strongly emphasised a need for a clear rule. The proposed graduated rule (different minimum gaps depending on the speed limit) may confuse people and lead them to ignore the rule. Current guidance recommends that people pass road users at 1.5 metres. Aligning the rule with guidance will assist in education and create clarity for road users. It is also consistent with existing signage and so has reduced implementation costs.
- 15 For these reasons, we recommend adopting a clearer rule of a universal 1.5 metre minimum overtaking gap.

Proposal 3: The Ministry of Transport and NZTA recommend allowing people to ride e-scooters in cycle lanes

Submitters largely supported the requirement to allow e-scooters in cycle lanes.

- 16 81% of submitters agreed with the proposal to allow people to ride e-scooters in cycle lanes, 10% disagreed, and 9% were unsure. Feedback on this proposal was largely positive, with most submitters agreeing with the change. In response to public feedback, we plan that the rule clearly sets expectations about how cyclists and e-scooter riders give way to each other. We recommend progressing this option with no changes to what we consulted on.
- 17 The Ministry for Regulation has determined that the proposal to allow e-scooters on cycle lanes is exempt from the requirement to provide a RIS, on the grounds that it has no or only minor economic, social, or environmental impacts.
- 18 This proposal attracted substantial feedback on related issues that were out of scope of this work, including helmet, age, and parking requirements for e-scooters, banning e-scooters on footpaths, and wider regulation of low-powered vehicles (for example, e-skateboards and monowheels). Out-of-scope suggestions have been added to our register for our scoping of future rules reform work.

Proposal 4: The Ministry of Transport and NZTA recommend requiring drivers to give way to buses leaving bus stops

Submitters mainly supported the requirement to give way to buses leaving bus stops

- 19 61% of submitters agreed with requiring drivers to give way to buses leaving bus stops, 31% disagreed, and 8% were unsure. Submitters mainly supported the requirement to give way to buses leaving bus stops. We can address most issues raised by submitters during drafting— for example, we can clarify that buses must still indicate for three seconds before pulling out and must still check mirrors.
- 20 One issue raised in relation to the RIS concerned signage requirements. NZTA does not recommend further signage changes and considers the policy intent can still be achieved. We recommend an education campaign to support implementation.

There are also enforcement limitations

- 21 Enforcement of this proposal will face similar limitations as the minimum overtaking gap (paragraphs 12 and 13 above).

Proposal 5: The Ministry of Transport and NZTA does not recommend progressing the proposal to clarify signage requirements for enforcing berm parking restrictions

- 22 32% of submitters agreed with clarifying signage requirements for enforcement of berm parking restrictions, 40% disagreed, and 28% were unsure.
- 23 This proposal received mixed feedback. Councils told us they want to restrict berm parking, particularly where it damages berms that councils must maintain. Individual submitters value berm parking because it provides a practical alternative when street parking is unavailable.
- 24 Councils currently interpret the rules differently and are inconsistently creating bylaws that restrict berm parking without signage. Councils have asked for flexibility to enforce berm parking restrictions. However, consultation suggests that the proposed change will not adequately balance councils' preferences with the needs of individuals who use berms for parking.
- 25 To address these concerns, we have considered options to:
- 25.1 **remove signage requirements**, however, this would make it difficult for the public to know where parking was allowed and could mean people received infringement notices without knowing that berm parking was not permitted. This raises fairness concerns and increases the risk of challenge in court.
- 25.2 **require councils to install signage** in order to be able to enforce berm parking bans is likely to be costly, as signs would need to be installed every 200 metres. Councils would either bear the costs or not enforce berm parking.
- 26 The current options to clarify berm parking requirements raise issues that need further work to resolve, including what the balance should be between centralised rule-making and local powers, and to what extent prescriptive signage requirements should be set out in rules. We consider that broader regulatory framework issues such as these are better considered through the review of the vehicle regulatory framework as part of your vehicle system overhaul workstream of your Rules Reform programme.

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Annex 2: Final Policy Recommendations for Traffic Control Devices Rule 2004 proposals

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Annex 3: Final Regulatory Impact Statement: Land Transport Rules Reform programme: Improvements to lane use

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Annex 4: Summary of Submissions Land Transport Rules Reform – Lane Use Improvements 2026

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**Annex 5: Summary of Submissions Land Transport Rule – Traffic Control
Devices Amendment 2026**

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Table A: Proposed Amendments to Land Transport Rule: Traffic Control Devices 2004







Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
1.	Enable trialling of vehicle mounted signs	Clause 4.4(13)	Currently, new signs that are being trialled cannot be mounted on a vehicle under clause 4.4(13). With the introduction of digital displays for temporary traffic management (TTM) there is an increased need to trial signs mounted on vehicles. At the time the TCD Rule was written vehicle mounted electronic signs were not available and trials of this technology were not considered.	Add a new subclause to clause 4.4(13) to enable trialling of vehicle mounted signs. <i>Example: new Subclause 4.4(13)(c) in accordance with the conditions of 3.4 of the TCD rule for the provision of trialling.</i>	Technical development complete. Ready to start drafting.	Medium – if vehicle mounted signs are proven to be effective for TTM these are expected to save time, reduce costs and improve worker safety.	Low – NZTA will need to update guidance. This initiative is industry led and will enable trials if RCAs want to run them. Standard TCD trial process will apply.
2.	Mandate the use of approved fonts for traffic signs	Not currently provided for, may fit with clause 4.4	The current Rule specifies font height and width but does not mandate the use of a specific font series (such as Highway Gothic). This omission allows RCAs to potentially use any font, which could lead to inconsistent or inappropriate signage.	Insert a new clause setting a requirement to use Australian Standard AS1744: 2015 to ensure consistency and prevent unauthorised fonts from being used.	Technical development complete. Ready to start drafting.	Low – specifying a standard font will ensure consistency and allow words on signs to be slightly shorter due to the characteristics of the lowercase font (cost saving in certain circumstances).	Low – NZTA will need to update guidance. The change will only affect new signs.
3.	Enable shared aspect pedestrian and cyclist signals	Not currently provided for, will fit with new clause 6.4(12) <i>directional cycle signals</i> - coming into force on 3 November 2025 (via RSRA)	Cannot currently have cycle and pedestrian signals in a single lantern on a single pole under Section 6. NZTA, CCC and AT have trialled shared cycle and pedestrian signals in a single lantern on a single pole over two years. The trial was successful, users were able to understand the new signal aspect, which was cheaper, efficient, and safe, with less hardware clutter at the intersection. <i>Current state example:</i> 	Introduce new clause (possibly at 6.4(12C)) to enable the combination of cycle and pedestrian signals into one lantern on one pole. Introduce new signal displays in Schedule 3 (S2 and S4). <i>Proposed two aspect shared pedestrian and cycle signals example:</i> 	Technical development complete. Ready to start drafting. Expect to test precise wording with Signal Users Group New Zealand (SNUG).	Medium – reduced installation and maintenance costs for RCAs. For example, this would remove the need to instal and maintain three lanterns & an extra pole with associated wiring per display (saving up to \$80,000 per intersection).	Low – NZTA will need to update guidance. RCAs will be able to take advantage of the new requirement as and when intersections are updated.

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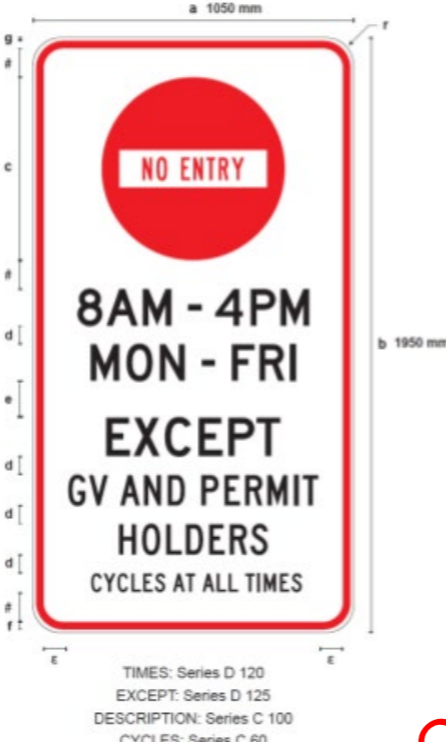



Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
4.	<p>Change requirement for variable message signs (Display B) in advance of ramp signals</p>	<p>Clause 6.4(17b)</p>	<p>Advance variable message signs are currently mandated in clause 6.4(17b) as part of installing and operating ramp metering traffic signals. This requirement has imposed significant cost on road controlling authorities. For example, updating the advance warning signs in Auckland in 2019 was estimated to cost \$3.5 million. The Director of Land Transport issued an exemption from this requirement on 24 April 2024. The exemption will expire on 24 April 2028. Only a small number of these advanced warning signs remain in operation (approximately 3 or 4 in Auckland).</p> <p>This requirement was originally implemented so that road users approaching a metered ramp would be able to see in advance if the ramp metering signals were in operation and potentially then decide whether to enter the ramp or not.</p> <p>This requirement was considered necessary for reasons of public education while introducing a new system. Based on RCA experience and user feedback this requirement is no longer considered necessary. Once the current exemption expires in 2028 the existing requirement will impose unnecessary costs on RCAs.</p>  <p>Figure 2 - Type A approaching Greenlane S Onramp</p>	<p>Change clause 6.4(17b) from a requirement to give road controlling authorities the choice whether to use variable message signs in advance of ramp signals. Clauses 6.4(19b) and 6.4(20b) may require minor consequential updates to ensure consistency. The Auckland Motorway Alliance supports removing this requirement.</p>	<p>Technical and policy work is well advanced due to the previous work on the Director's exemption.</p>	<p>Medium – cost savings for RCAs who will not be required to invest in advance warning signs where these are not needed. In situations where advanced warning signs are needed (e.g. on blind corners with ramp metering) these will still be able to be installed and operated under the updated requirement.</p>	<p>Low - NZTA will need to update guidance. There are no direct costs associated with the proposed change. Overtime RCAs will incur minor costs associated with removing non-functioning signs during programmed work. These costs are significantly lower than the cost of updating non-functioning signs (under the current requirement) once the Director's exemption expires and would be incurred irrespective of the proposed change.</p>
5.	<p>Enable existing 'give way to cyclists' sign to be attached to a signal pole</p>	<p>Clause 10.5(2)</p>	<p>Clause 10.5(2) of the Rule lists the specific signs permitted to be attached to signal poles. The R2-9.1 sign created in 2018 that overrides signals requiring turning traffic on green filtering to give way to cyclists is not included in the list in Clause 10.5(2). This prevents the sign being attached to the signal pole where it is best placed.</p> 	<p>Update the list of permitted signs in clause 10.5(2) to include the R2-9.1 sign so this can be attached to a signal pole.</p>	<p>Technical development complete. Ready to start drafting.</p>	<p>Low – will improve efficiency, safety and reduce cost.</p>	<p>Low – NZTA will need to update guidance.</p>

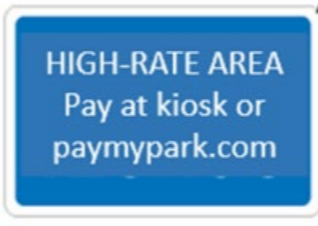
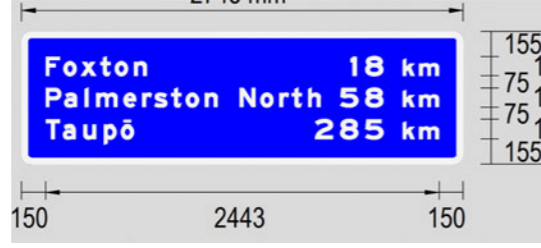

Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
6.	Clarify Zone parking requirements	12.5(3)(c)	The zone parking provision of signs in 12.5(3) (i) and (ii) introduce an apparent contradiction with each other that has caused confusion around the placement and number of parking signs required.	Remove clause 12.5(3)(c(ii) and join clause 12.5(3)(c(i) to 12.5(3)(c). <i>For example: 12.5(3)(c) within the zone, at intervals sufficient to notify road users, but not more than 200m apart unless the zone is interrupted for more than 200m by an area subject to a different restriction.</i>	Technical development complete. Ready to start drafting.	Low – will clarify the requirement for placement of zone parking signs (may reduce RCA costs)	Low – NZTA will need to update guidance.
7.	Update existing signs (already gazetted) in Schedule 1	Schedule 1	<p>The Rule is out of date. It is standard practice to add and update signs approved and gazetted by the Director of Transport to Schedule 1 of the TCD Rule at the earliest opportunity. Without the update RCAs could install outdated sign designs which do not meet accessibility standards (e.g. for colour blindness).</p> <ul style="list-style-type: none"> Urban Threshold gazetted May 2022 Rural Threshold gazetted May 2022 Safer Speed Area Threshold gazetted May 2022 <p><i>Background information</i> <i>Accessibility assessments by human factors specialists confirmed that, for people with a colour vision deficiency, the red speed limit roundel directly against the blue or green background is not discernible. The updated signs provide a white 'halo' around the speed limit roundel.</i></p>	R1-5.1.1 Urban Threshold 	Technical work complete - already gazetted. Ready to start drafting.	Low – will improve safety by ensuring new speed signs meet accessibility requirements.	Low – NZTA will need to update guidance. RCAs will need to ensure all newly manufactured signs meet accessibility requirements.
8.				R1-5.2.1 Rural threshold 			
9.				R1-5.5.1 Safer Speed Area Threshold (3 sizes) 			
10.	Add new signs (gazetted) to Schedule 1	Schedule 1	<p>The Rule is out of date. It is standard practice to add signs approved and gazetted by the Director of Transport to Schedule 1 of the TCD Rule at the earliest opportunity.</p> <ul style="list-style-type: none"> No Exit sign gazetted in Feb 2024 Crossing sign gazetted Feb 2024 Merging warning sign gazetted Feb 2024 Kōhanga Reo sign gazetted Jan 2023 Variable Speed Outside a Marae sign gazetted Jan 2023 Average Speed Camera Area sign gazetted October 2024. Safety Camera Area sign gazetted July 2023 Rural Intersection Speed Zone Variable Speed Limit gazetted May 2022 Beach and Riverbed Variable Speed Limit gazetted May 2022 	A40-1.1 New sign approved by Gazette 	Technical work complete - already gazetted. Ready to start drafting.	Low – updating the Rule will ensure RCAs are aware of the full suite of available traffic control devices.	Nil – NZTA has already updated its guidance to include these signs.
11.				W16-7.1 New sign approved by gazette 			
12.				W16-7.2 New sign approved by Gazette 			
13.				W16-5.4 New sign approved by Gazette 			
14.				R1-2.3 New sign approved by Gazette 			
15.			A 52-1 new sign approved by Gazette				


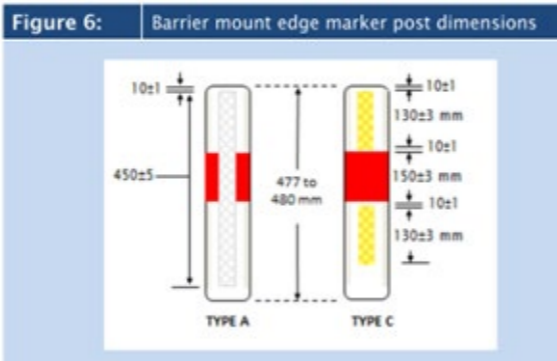
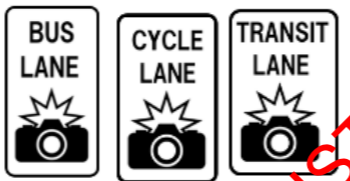

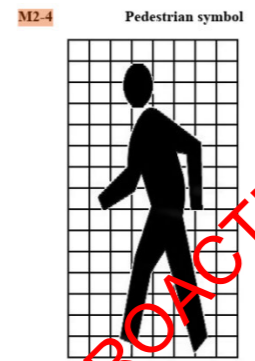
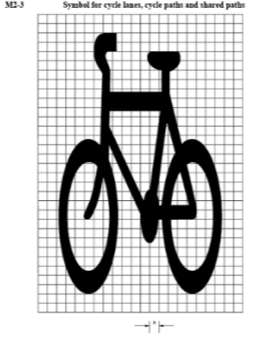
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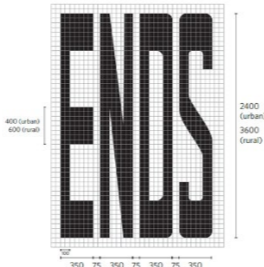
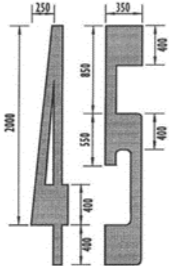

Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
16.			<ul style="list-style-type: none"> Emergency Speed Limit sign gazetted May 2022v 				
17.				<p>A52 new sign approved by Gazette</p> 			
18.				<p>R1-2.2 Rural Intersection Speed Zone Variable Speed Limit approved by gazette</p>  			
19.				<p>R1-9 Beach and Riverbed Variable Speed Limit</p>  			
20.	Update font size for the Urban threshold speed sign	Schedule 1, R1-5.1	The Rule specifies the incorrect font size as 75mm high when it should be 150mm for the R1-5.1 Urban threshold sign.	<p>Update the R1-5.1 Urban threshold sign in Schedule 1 text size from 75 to '150'. <i>Example: Legend Description Colour Size R1-1 above black, red (R) and white as for R1-1 [locality] white (R) 75150/19</i></p>	Technical development complete. Ready to start drafting.	Low – will improve consistency by ensuring correct font size on urban threshold speed signs.	Low – NZTA will need to update guidance.
21.	Enable traffic filtering signs	Schedule 1, R3-4.1	<p>The range of available signs in the TCD rule that RCAs can use to filter traffic is too limited. Section 2.1 of The Land Transport Rule Streets Layouts 2023 enabled RCAs to change the use of a roadway by applying modal filters (restricting specific types of vehicles). The problem is that no filter restriction signs were provided for RCAs to do what the new rule permitted. With no approved signs available, councils including Auckland, Wellington and Christchurch have created their own signs, often under bylaws, leading to inconsistent, potentially non-compliant and confusing signage.</p>	<p>Introduce a single restriction sign for modal filtering, that can be customized using four main components: restriction type, days, times, and exceptions (potentially at R3-4.1). This is the same component approach already used for parking signs in Schedule 1, R6. The sign will allow RCAs to select from a suite of restriction elements and specify details such as permitted times and exceptions.</p> <p><i>Example four component sign:</i></p>	Further technical work is required to finalise some sign elements. This work will overlap with legal drafting since it is the technical SME who undertakes the detailed Schedule content preparation. Ready to start drafting.	Low – will improve legal compliance and clarity for road users and traffic management effectiveness and by ensuring RCAs have an effective suite of traffic filtering signs available.	Low – NZTA will need to update guidance.

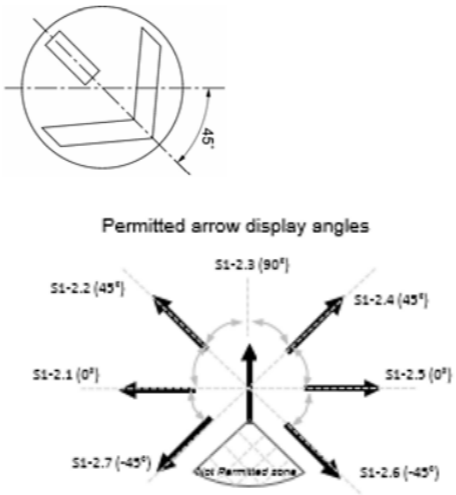
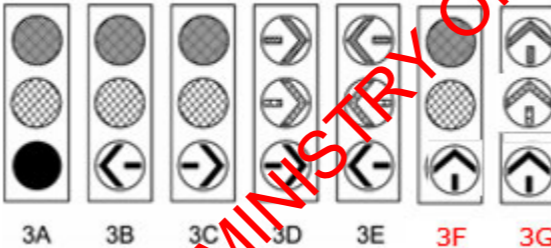
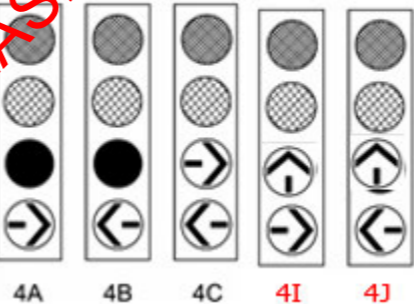
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Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
				<p>Four component panels (1,2, 3 and 4)</p> 			
22.	<p>Enable the use of beacons with existing R4-5 lane control signs</p>	<p>Schedule 1, R4-5</p>	<p>It is now standard practice on managed motorways to draw a driver's attention to active speed and warning signs (when they change) using beacons. For example, as part of lane control on a managed motorway. Currently, the use of beacons with these signs is not permitted. <i>Example: beacons are the lights in the outer corners of the sign.</i></p> 	<p>Enable warning beacons for overhead lane control signs in Schedule 1 R4-5. <i>Example lane control signs:</i></p>  <p><i>Possible additional text: "Lights in the left and right hand top corners flash alternately; or lights in the four corners of the rectangle where the bottom two flash alternately with the top two."</i></p> <p>optional lights in each corner, which may flash in alternate diagonal pairs yellow or white when lit 90 mm diameter (effective) circle</p>	<p>Technical development complete. Ready to start drafting.</p>	<p>Medium – will improve road safety since enabling the use of beacons is known to reduce crashes.</p>	<p>Low – NZTA will need to update guidance. NZTA and other RCAs will be able to utilise existing beacon capability and install further beacons where appropriate.</p>
23.	<p>Add new exit motorway at next off-ramp sign</p>	<p>Not currently provided for, Schedule 1, R4-5.1</p>	<p>Currently there is no lane control sign in the Rule advising drivers to exit a motorway ahead of an incident. This is standard practice in Australia and the UK. The purpose is to enable motorway operators to direct traffic to leave the motorway at the nearest off ramp when there is an incident.</p>	<p>Add new sign R4-5.1 in Schedule 1 after R4-5. <i>Example sign: Leave motorway at next exit</i></p>  <p>(d) To indicate an exit only lane. Drivers need to exit at the next exit ramp on the left or right.</p>	<p>Technical development complete. Ready to start drafting.</p>	<p>Medium – potential to prevent major traffic congestion and crashes following an incident on a motorway.</p>	<p>Low – NZTA will need to update guidance.</p>
24.	<p>Update supplementary parking sign to allow three lines of text</p>	<p>Schedule 1, R6-5.1</p>	<p>R6-5.1 is supplementary for R6 parking signs to provide technology-based payment advice. Most RCAs are moving away from parking meters which are vulnerable to vandalism and theft to digital solutions. However, R6-5.1 is limited to two lines of text only, which makes it</p>	<p>Update Schedule 1, R6-5.1 to allow the use of 3 lines of text on the sign. <i>Example updated high-rate area sign:</i></p>	<p>Technical development complete. Ready to start drafting.</p>	<p>Low – will better achieve the objectives of the Rule and improve parking customer experience.</p>	<p>Low – NZTA will need to update guidance.</p>

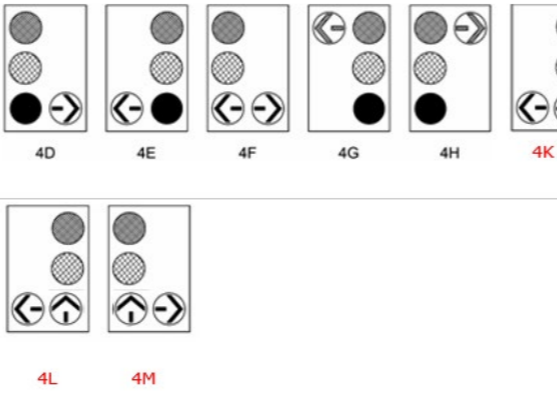
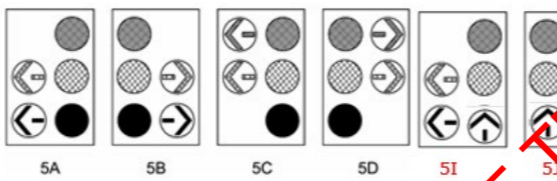

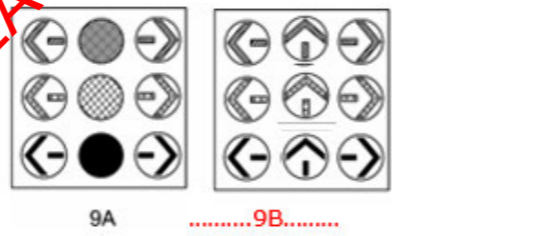
Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
			difficult to fit the required payment info. Permitting 3 lines would make this easier. This will better meet the requirement in clause 3.1 of the Rule that traffic control devices (signs) convey a clear and consistent message to road users.				
25.	Enable the use of the 'Crossing' 'Merging' supplementary words to the existing Active Electronic cycle warning sign	Schedule 1 W19-2.1	Following coronal recommendations the 'Crossing' 'Merging' supplementary signs were gazetted to complement the static W16-7 cycle warning sign (included above) this change will permit the use of these supplementary words to the active electronic version of the sign.	In Schedule 1 W19-2.1 add after: 'cyclist' (as in W16-7) 'SLOW' 'DOWN', or 'CROSSING' or 'MERGING'	Technical development complete. Ready to start drafting.	Low – will enable formal use of an SVL camera sign.	Low – NZTA will need to update guidance.
26.	Clarify font size for sign specifications	Schedule 1, A Series guide signs	The way the Rule currently specifies font size is causing confusion for sign designers. This has caused issues with sign manufacturers using incorrect font for signs production. Incorrect font height and stroke width is a safety issue for motorists in higher speed environments. <i>Example of incorrect font:</i> 	Update existing Modified E font fraction specifications and descriptors for A Series guide signs (13 signs) in Schedule 1.	Further technical work is required to determine how to describe the correct font in the Rule. This work will overlap with legal drafting since it is the technical SME who undertakes the detailed Schedule content preparation. Ready to start drafting.	Low – ensure accurate font sizing and sign readability for the relevant speed environment.	Low – NZTA will need to update guidance.
27.	Enable the use of service symbols on guide signs	Schedule 1, A14-17	The Vienna Convention states that we should use symbols rather than words wherever possible since symbols are internationally recognised and provide for faster recognition. The TCD Rule currently does not enable the use of service symbols on guide signs. The use of symbols is permitted on tourist and service signs. <i>Example use of symbols on guide signs:</i> 	Update Schedule 1 to enable the use of service symbols (such as hospital, airport, heavy vehicle bypass, and road name symbols) on overhead and guide signs. The rule will need to specify that guide signs may include a list of symbols. For example: A16 series route indicator, airport, hospital, heavy vehicle, ferry, road name, parenthesis, and no entry symbols, placed beside or above the locality name. The rule should use "may include" to indicate these symbols are optional, not mandatory.	Technical development largely complete. Minor work required to confirm precise list of symbols. Ready to start drafting.	Low – enabling the use of symbols will improve sign readability and consistency.	Low – NZTA will need to update guidance.
28.	Add new motorway exit number sign	Schedule 1, after A17	Motorway exit numbers have been in use in Auckland since 2009 but are not provided for in the Rule	Add new sign A18 in Schedule 1 after A17. <i>Example motorway exit number sign:</i>	Technical development complete. Ready to start drafting.	Low – will enable formal use of motorway exit number signs.	Low – NZTA will need to update guidance.

Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
							
29.	Enable road edge marker posts to be mounted on safety barriers	Schedule 1, W20-3.1 to W20-3.3A	The W20-3 series Edge marker posts. The rule currently states that the post must be at least 900mm high: <i>post at least 900 mm high and 90 mm wide</i> With the development of barrier systems WRB & W delineation short versions of the Edge marker post are now installed on safety barriers at a height of 900mm above ground level (without a post). This is technically non-complying because there is no longer a 900mm high post. At the time the current Rule was written modern barrier marker systems had not been invented. Permitting the use of barrier edge marker posts (BEMPs) as an indication of travel path achieves the principles of delineation.	Update the shape and size detail for edge marker posts to enable mounting on safety barriers. Figure 6: Barrier mount edge marker post dimensions 	Technical development largely complete. Ready to start drafting – precise wording changes to be determined during drafting.	Low – will support improved safety by enabling the use of barrier edge marker posts.	Low – NZTA will need to update guidance.
30.	Add new special Vehicle lane (SVL) Advisory camera sign	Schedule 1 A53	RCAs can enforce SVLs via camera and issue infringements. RCAs have requested an Advisory sign for years the Agency held back the development of this sign until the safety speed camera signage was released. This approves the use of a SVL camera sign. And brings consistency as RCAs have created various non approved options.	Add A52-3 Special vehicle lane Camera Advisory sign enabling the various SVL options above the camera symbol 	Technical development complete. Ready to start drafting.	Low – will enable formal use of an SVL camera sign.	Low – NZTA will need to update guidance.
31.	Add new managed motorway warning signs	Not currently provided for, Schedule 1, after W19-2.3	Managed Motorways/Auckland Harbour bridge want to use real time digital warning signs on their new full matrix VMS above lane controls. The Rule currently allows this for physical signs but not digital signs.	Add new signs in Schedule 1 after W19-2.3. <i>Example managed motorway warning signs: Queue, wind, roadworks, slippery surface</i> 	Technical development complete. Ready to start drafting.	Medium – real time warning of hazards and conditions on the motorway improve safety and reduce road trauma by displaying the warning with reduction of speed and other regulatory signs.	Low – NZTA will need to update guidance.
32.	Add dimensions to M2-4 pedestrian pavement marking symbol	Schedule 2, M2-4	The M2-4 Pedestrian Marking has no dimensions so RCAs can and are marking these at inconsistent sizes. 	Add dimensions (grid sizing) to the existing M2-4 pedestrian pavement marking symbol. <i>Example pavement marking symbol with grid sizing:</i> 	Technical development complete. Ready to start drafting.	Low – will ensure markings are of a consistent legible size improving useability of shared paths.	Low – NZTA will need to update guidance.
33.	Add new shared path pavement marking symbol	Schedule 2, M2-4.1	No shared path marking is currently provided in Schedule 2. This has resulted in inconsistent markings where RCAs combine various markings to indicate a shared path. For example, some RCAs have combined the	Add a new approved shared path pavement marking symbol to Schedule 2. <i>Example of approved marking (subject to finalised design):</i>	Technical development complete – solution agreed to by Active Modes Infrastructure Group (AMIG). Final marking design in	Low – will improve useability of shared paths by ensuring markings are consistent.	Low – NZTA will need to update guidance.

Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
			<p>pedestrian marking next to a cycling marking (potentially indicating position on the path). The lack of an approved symbol has resulted in different RCAs combining different markings in varying configurations leading to confusion for path users.</p> <p><i>Example of current state marking:</i></p> 		development. Ready to start drafting.		
34.	Add new ENDS pavement marking (gazetted) to Schedule 2	Schedule 2, after M2-7	<p>The Rule is out of date. It is standard practice to add markings approved and gazetted by the Director of Transport to Schedule 2 of the TCD Rule at the earliest opportunity.</p> <ul style="list-style-type: none"> 'ENDS' marking gazetted March 2023 	<p>Add new marking in Schedule 2 after M2-7.</p> <p><i>Example of ENDS marking:</i></p> 	Technical work complete - already gazetted. Ready to start drafting.	Low – updating the Rule will ensure RCAs are aware of the full suite of available traffic control devices.	Nil – NZTA has already updated its guidance to include this marking.
35.	Correct errors in existing pavement marking dimensions	Schedule 2, M7-1 Arrows	<p>When these were first drawn for use on the road and inserted into previous Transport regulations the original draftsman made mistakes which have been copied across to the Rule and TCD manual.</p> <p>Some marking dimensions do not add up and others when combined (lane arrows) overlap.</p> <p><i>Example marking with incorrect dimensions for numeral 4:</i></p> 	Update pavement marking dimensions to correct errors in existing numerals, letters, and lane arrows.	Technical development well progressed. Final design work to complete. This work will overlap with legal drafting since it is the technical SME and designer who undertake the detailed Schedule content preparation. Ready to start drafting.	Low – will improve legibility and consistency of markings. No direct safety improvement expected since the pavement marking industry has already been making corrections in practice.	Low – NZTA will need to update guidance.
36.		Schedule 2, M8-1 Numerals					
37.		Schedule 2, M8-2 Letters					
38.	Add new speed roundel pavement marking to Schedule 2	Schedule 2, after M8-2	<p>Currently there is no speed roundel pavement marking in the Rule. This has resulted in numerous variants of speed roundels. The road marking federation has requested that we formalise the marking to bring consistency to the marking.</p>	<p>Add a new roundel pavement marking in Schedule 2 after M8-2.</p> <p><i>Example speed roundel pavement marking:</i></p> 	Technical development well progressed. Further design work to complete. This work will overlap with legal drafting since it is the technical SME and designer who undertake the detailed Schedule content preparation. Ready to start drafting.	Low - consistent speed roundels will encourage better speed limit compliance.	Low – NZTA will need to update guidance.
39.	Update and introduce new S1 arrow displays	Schedule 3, S1	Current permitted signal displays do not allow for all the traffic movements necessary at modern intersections. The current Rule is	<p>Update and add new S1 arrow directional displays to better regulate individual signal movements.</p> <p><i>Example update/additions:</i></p>	Technical development well progressed. Has been approved by the Traffic Control Devices Steering Group and reviewed by	Medium – will improve safety and efficiency through improved intersection phasing options.	Low – NZTA will need to update guidance. Existing signals will be updated as part of regular maintenance and renewals.

Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
			limiting available intersection signal design options.	<p>S1-2.6 Return right turn</p> 	the Signal Users Group New Zealand (SNUG). Final design work to complete. This will overlap with legal drafting since it is the technical SME and designer who undertake the detailed Schedule content preparation. Ready to start drafting.		
40.	Add new signal configurations to permitted displays	Schedule 3, S4-3	Current permitted signal displays do not allow for all the traffic movements necessary at modern intersections. The current Rule is limiting available intersection signal design options. The proposed changes to traffic signal configurations are consistent with the Vienna Convention on Traffic Signs, Signals, and Markings internationally. <i>Example – S4-3 straight-ahead arrow display: Schedule 3 S4-3 currently does not permit straight-arrow display configurations in combination with full disk yellow and red aspects.</i>	Add additional signal configurations in S4-3. <i>Example displays:</i> S4-3 Single-column 3-aspect 	Technical development well progressed. Has been approved by the Traffic Control Devices Steering Group and reviewed by the Signal Users Group New Zealand (SNUG). Final design work to complete. This will overlap with legal drafting since it is the technical SME and designer who undertake the detailed Schedule content preparation. Ready to start drafting.	Medium – will improve safety and efficiency through improved intersection phasing options.	Low – NZTA will need to update guidance. Existing signals will be updated as part of regular maintenance and renewals.
41.		Schedule 3, S4-4	A steady full green signal means a driver may proceed in any direction after giving way to opposing vehicles that have priority. This is resulting in drivers mistakenly turning up off-ramps at signalised intersections. Auckland Motorway Alliance has been trialling the use of an upward pointing steady green arrow replacing the full green disk in the signals display. The upward pointing green arrow means that drivers may only proceed straight. This aligns with international practice and has significantly reduced the number of 'wrong way' driver incidents at signalised intersections with off ramps enhancing safety.	Add additional signal configurations in S4-4. <i>Example displays:</i> S4-4 Single-column 4-aspect 			

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Item	Description	Section/Clause	Problem/Opportunity	Proposed Change	Current State of Work	Expected impact	Expected scale of implementation
				<p>S4-4 Two-column 4-aspect</p> 			
42.		Schedule 3, S4-5		<p>Add additional signal configurations in S4-5.</p> <p>Example displays:</p> <p>S4-5 Two-column 5-aspect</p> 			
43.		Schedule 3, S4-6		<p>Add additional signal configurations in S4-6.</p> <p>Example displays:</p> <p>S4-6 Two-column 6-aspect</p> 			
44.		Schedule 3, S4-9		<p>Add additional signal configurations in S4-9.</p> <p>Example displays:</p> <p>S4-9 Three-column 9-aspect</p> 			

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Final Regulatory Impact Statement: Land Transport Rules Reform programme: Improvements to lane use

Decision sought	Final policy decisions on proposed rule changes to improve lane use
Agency responsible	Ministry of Transport
Proposing Ministers	Minister of Transport
Date finalised	19/05/2026
<p>Briefly describe the Minister’s regulatory proposal</p> <p>As part of the Government’s Land Transport Rules Reform programme (Rules reform), the Minister of Transport is progressing a set of changes to improve lane use:</p> <ul style="list-style-type: none"> ○ Increase the age at which children are allowed to ride their cycles on footpaths to up to 12 years old, and allow an older cyclist to assist them to ride safely. ○ Establish a mandatory minimum overtaking gap of 1.5 metres for when motorists pass other road users (cyclists, horse riders, etc.) ○ Require vehicles travelling below 60 km/h to give way to buses leaving bus stops ○ Allow people to ride e-scooters in cycle lanes¹ <p>The Minister consulted on a proposal to clarify signage requirements for Road Controlling Authorities (RCAs) for restricting or allowing parking on berms but is not progressing this proposal.</p>	

Summary: Problem definition and options

What is the policy problem?

The Land Transport (Road User) Rule 2004 (Rule) is intended to keep road users safe and ensure efficient traffic flows. However, some Rules and guidance are not delivering optimal safety outcomes and system efficiency. This is due to rules that are currently not clear, practical, or well-understood, leading to non-compliance.²

What is the policy objective?

This work seeks to better enable the safe and efficient use of lanes for the variety of transport modes used by New Zealanders. In many cases, these proposals seek to reflect current social norms with the aim of setting clear social expectations and disincentivise other practices by

¹ The Ministry for Regulation has exempted this proposal from regulatory impact requirements. The proposal is therefore not discussed in this regulatory impact statement.

² Evidence of this is demonstrated through surveys of people’s knowledge of existing Rules. For example, a survey produced by Mana Mokopuna – Children’s Commissioner shows 86% of children having ridden on a footpath and unaware it is currently illegal to do so:

<https://www.manamokopuna.org.nz/documents/491/Children-Riding-Bikes-on-Footpaths-submission2.pdf>.

providing additional enforcement tools. We have measured this by considering if changes produce:

- Improved road safety outcomes
- Greater understanding of and compliance with amended Rules
- Enhanced efficiency of the transport network.

What policy options have been considered, including any alternatives to regulation?

Cabinet has agreed to progress a set of practical proposals with direction to look at a regulatory resolution. This has limited the scope of our analysis. Broader regulatory changes, such as changes to definitions (i.e. of terms like berm and verge) or to classifications of specific transport devices are out of scope of the practical proposals as part of this workstream and therefore were not considered as part of policy development. Options to assess the relative value of and/or remove specific Rules were out of scope of this work.

The Minister of Transport has publicly consulted on a set of practical rule changes to improve lane use. Within the scope of these five proposals, a range of possible rule changes have been developed to address the problems above. Establishing new Rules also enables the creation of new offences and penalties to disincentivise other potentially less safe and efficient road practice.

For the minimum overtaking gap and giving way to buses leaving bus stops proposals, we also considered non-regulatory interventions such as additional education, guidance and signage. This was to acknowledge that public awareness and understanding of the Rules is required to enable effective compliance and generate the improved safety and efficiency outcomes that this work aims to deliver. We considered these non-regulatory actions both as a stand-alone option and as a supplement to regulatory intervention. We generally found that a rule change and the non-regulatory actions in combination will yield the most benefits.

What consultation has been undertaken?

The New Zealand Transport Agency (NZTA) carried out public consultation on five proposals for four weeks, from 25 February 2026 to 25 March 2026. 6,050 submissions were received from individuals, organisations, stakeholders, and local councils. Overall, submitters broadly supported the proposals; however, some stakeholder groups raised safety and implementation concerns. In response to these concerns, the kids on bikes, minimum overtaking gap, and berm parking preferred options in the final RIS differ from the interim RIS.

We have worked closely with the NZTA throughout policy development of these proposals. We also engaged with the Police, Ministry of Justice, Ministry for Regulation and Mana Mokopuna – Children’s Commissioner to inform option selection and analysis.

Similar proposals to those included in this RIS underwent public consultation in 2020 as part of the ‘Accessible Streets’ programme of Rule changes. Relevant feedback from that consultation has been considered as part of the policy development.

Is the preferred option in the final policy briefing the same as preferred option in the RIS?

The final RIS will accompany a briefing seeking final policy decisions from the Minister of Transport, as authorised by Cabinet [CAB-26-MIN-0110].

Summary: Minister's preferred option in the final policy briefing

Costs (Core information)

Due to data and enforcement limitations, costs have been difficult to predict across proposals. We did not model fiscal/monetary costs to road users, Police, government, RCAs or regulators as we consider any results would be unreliable due to lack of data and sensitivity to a number of highly uncertain assumptions (see Limitations section below). However, NZTA did advise an approximate cost associated with the provision of supporting education and guidance between \$70,000 - \$100,000.

We otherwise anticipate low additional costs for government beyond those required to develop, consult on, and implement the regulatory changes. We do not expect enforcement costs to increase substantially; see *Implementation* for the basis for this assumption.

We also expect minimal additional costs for road users. In part, this is because some proposed Rule changes will simply amend Rules to reflect current common practices. The exception is road users who do not comply with new Rules may face additional financial penalties for proposals to establish a minimum overtaking gap and to give way to buses. We consider these potential costs necessary to encourage compliance and enhance road and path user safety. We have used the Ministry's Effective Financial Penalties Framework and associated categorisation tool to identify proportional levels of fees.

Many of the costs and concerns mentioned through consultation were raised by those who did not agree with the proposals, such as safety risks to select groups and enforcement limitations of rules. These costs cannot be meaningfully modelled, for the reasons listed in the Limitations section below.

Benefits (Core information)

Some proposals have the potential to improve safety, i.e. a decrease in accidents, injuries or death. Other proposals are expected to increase system efficiency.

However:

- since some of the proposed changes are already common practice, benefits from behaviour change may be small.³ For example, many children already ride their bike on the footpath despite it being illegal to do so.⁴
- existing data limitations as well as enforcement constraints mean that cost savings are ultimately difficult to predict.

There are benefits to progressing Rule changes to provide clarity and awareness and encourage common and safe practices. New offences and penalties provide additional enforcement mechanisms that can encourage compliance.

Balance of benefits and costs (Core information)

³ For example, research quantifying the economic and other benefits of enabling priority bus egress from bus stops predicts about 50% of people already give way to buses leaving bus stops:
<https://www.nzta.govt.nz/assets/resources/research/reports/609/609-quantifying-the-benefit-of-bus-egress.pdf>.

⁴ A survey from 2019 from the Mana Mokopuna – Children's Commissioner showed that 86% of children said they had ridden a bike on the footpath.
<https://www.manamokopuna.org.nz/documents/491/Children-Riding-Bikes-on-Footpaths-submission2.pdf>.

Does the RIS indicate that the benefits of the Minister’s preferred option are likely to outweigh the costs?

Yes. The Ministry and NZTA share the view that the safety and efficiency benefits from the preferred options are likely to outweigh the costs. Implementation costs are expected to be low and primarily related to communications and education, and benefits are expected to outweigh costs on qualitative grounds, including through clarifying expected road user behaviour.

However, for the berm parking proposal, we recommended no rule change at this time. Consultation raised significant notice and fairness concerns, and the alternative options considered were not workable or within scope as this workstream involves discrete fixes to problems.

Implementation

How will the proposal be implemented, who will implement it, and what are the risks?

Subject to Ministerial approval, s 9(2)(f)(iv)

Supporting regulatory amendments to give effect to the Rule changes, such as to Schedule 1 of the Land Transport (Offences and Penalties) Regulations 1999, would be gazetted in alignment with the Rule changes.

The success of the proposals relies in part on road users understanding the amended Rules and complying with them. Police prioritise enforcement of higher risk behaviours (e.g. impaired driving, speeding, violent offending) over lower-risk infringements, and practical challenges (such as evidential measurement of an overtaking gap) will limit enforcement of some changes.

We do not anticipate any significant additional cost to Police but note that this will likely limit the efficacy of any Rule changes, and this is reflected in our analysis. Road users are more likely to comply where requirements are easy to follow, and they know the rule.

To support public understanding and compliance, the Ministry and NZTA will develop and distribute communication materials and consider any necessary updates to the road code. These resources will help inform the public and support education and advocacy groups in explaining the new requirements.

NZTA does not currently anticipate the need for additional funding beyond business-as-usual (BAU). Implementation activity, including education and guidance, is expected to be funded from BAU (we have discussed potential additional signage for example for Proposal 5 on berm parking, but we understand this is unlikely unless decisions change).

We will continue to engage with Police to ensure both an understanding of and compliance with the new requirements to the extent possible.

Limitations and Constraints on Analysis

Data limitations make costs and benefits difficult to predict across proposals. There is limited data collected for micro-mobility, walking, giving way, passing distances and any related injuries. Data we were able to obtain lacks required detail to inform fulsome analysis. For example, Accident Compensation Corporation (ACC) data of cyclist injuries report the road and footpaths as the same area, preventing officials from comparing the harm risk of these areas. We have also relied on survey data about attitudes and experiences, and dated research that was carried out for ‘Accessible Streets’. We did not model costs to road users, Police, government, or regulators as we consider any results would be unreliable and uncertain. The costs of obtaining more reliable information would likely outweigh the benefits of having that information.

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Additional enforcement mechanisms could improve compliance with the Rules; however, we recognise this will be limited by the extent that New Zealand Police (Police) and RCAs are able to enforce proposed new Rules recommended in these options.

This is both because of practical limitations such as the need for new, specialised equipment to measure passing distance to an evidential standard, and because of resource and capacity considerations. Police prioritise resources to enforce high risk activities. We have factored these limitations into our analysis of preferred options. Options to remove Rules (as to recognise existing enforcement limitations and therefore the relative value of the Rule) were out of scope for this work.

The effectiveness that any rule will have in deterring non-compliance is unclear. Even with easily enforceable rules, fines may still have limited effect to encourage compliance. The effectiveness of the change is likely to be realised over time through education of new drivers learning this as a road rule.

Implementation costs and timeframes for NZTA and Police will depend on final policy decisions.

I have read the Regulatory Impact Statement, and I am satisfied that, given the available evidence, it represents a reasonable view of the likely costs, benefits, and impact of the preferred option.

Responsible Manager(s) signature:



Laura Bender
Manager, Regulatory Reform

Quality Assurance Statement

Reviewing Agency: Ministry of Transport

QA rating: partially meets

Panel Comment: The Ministry of Transport RIS Quality Assurance panel has reviewed this Regulatory Impact Statement and considers that it partially meets the QA criteria. The RIS clearly identifies several problems in the Land Transport (Road User) Rule 2004 (Rule) and makes a persuasive case for amending or creating Rules to improve safety and system efficiency outcomes. However, the proposal to clarify berm signage requirements is less clear and convincing. There are some limitations in the availability and currency of data and research to evaluate the problems identified, but nevertheless the evidence presented supports the recommendations. The implementation plan is clear, but delivery is constrained by the level of enforcement expected from Police, and the monitoring and evaluation approach has yet to be developed.

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Section 1: Diagnosing the policy problem

What objectives are sought in relation to the policy problem?

Context

1. In June 2025, the Minister of Transport, Hon. Chris Bishop, announced a work programme to increase productivity, safety and efficiency through comprehensively reforming land transport rules. One part of this programme is to deliver a set of practical Rule changes to better enable the safe and efficient use of lanes for the variety of transport modes used by New Zealanders on our roads and paths.
2. Road rules (as set out in the Land Transport (Road User) Rule 2004 (Rule)) are intended to keep road users safe and to ensure efficient traffic flows. However, some Rules are not delivering optimal safety outcomes and system efficiency. This is a result of Rules that could better align with safety outcomes, a lack of clarity and understanding of the rules, no existing rule where a requirement could provide clarity, outdated rules and gaps in regulation and growing safety concerns arising from factors such as urbanisation and new technology.
3. Consequently, some Rules are now unclear, impractical, or poorly understood, leading to non-compliance.⁵ Each proposal describes how it relates back to the overarching policy problem in their relevant sections. Even where Rules are not actively enforced, they serve an important purpose in creating a clear system that road users can rely on. Without clear rules, road users cannot make predictable and safe decisions. This is illustrated by giving way rules — drivers give way not just because they may be fined, but because it is the understood and expected behaviour that everyone has learned. Without clear rules, this framework breaks down regardless of whether enforcement is present.⁶
4. Public consultation was undertaken on the following set of proposals to improve lane use:
 - a. Increase the age at which children are allowed to ride their bikes on footpaths to 12 years old (**refer 1.1 and 2.1** for further information)
 - b. Establish a mandatory minimum overtaking gap for when motorists pass other road users (cyclists, horse riders, etc.) (**refer 1.2 and 2.2** for further information)
 - c. Require vehicles to stop to give way to buses leaving bus stops when travelling below 60km/h (**refer 1.3 and 2.3** for further information)
 - d. Clarify signage requirements for Road Controlling Authorities (RCAs) for dis/allowing parking on berms (**refer 1.4 and 2.4** for further information)
5. Allow people to ride e-scooters in cycle lanes (this proposal is exempt from the regulatory impact analysis requirements as it has no or minor economic, social or environmental impacts).

Objectives

6. In addressing the problems above, these proposals aim to:
 - a. improve road safety outcomes,
7. improve public understanding of and compliance with amended Rules, and

⁵ Evidence of this is demonstrated through surveys of people's knowledge of existing Rules. See Footnote 2.

⁶ Land Transport (Road User) Rule 2004 Schedule 1 Objective of the rule

- a. enhance the efficiency of the transport network.

What consultation has been undertaken?

8. We worked closely with NZTA in developing the proposals. We also engaged with Police, the Ministry of Justice, the Ministry for Regulation, and Mana Mokopuna - Children's Commissioner to inform option selection and analysis. We informed Whaikaha, Ministry for Disabled Peoples, Oranga Tamariki, Department of Internal Affairs, Ministry of Health, Treasury, and Ministry for Primary Industries (Rural Communities) of the work.
9. NZTA carried out public consultation on the five proposals for four weeks, from 25 February 2026 to 25 March 2026. 6,050 submissions were received in relation to these proposals. There was generally broad support for all the proposals. The notable exceptions to this were:
 - a. Submitters raised possible safety risks for specific groups i.e., people with disabilities and older people using footpaths would be more at-risk from children being allowed to ride bikes on footpaths.
 - b. The proposal to clarify berm parking signage requirements was not supported by submitters.
10. The feedback on each of the proposals and how we have considered this in the final recommendation is outlined in the respective sections.
11. Consultation included a proposal to allow e-scooters in cycle lanes. This proposal is exempt from regulatory impact requirements, so it is not assessed further in this RIS. 81% of those who submitted agreed with the proposal, while 10% disagreed and 9% were not sure. Stakeholders also recommended that there be clear rules on the priority of e-scooters to give way to cyclists in cycle lanes.
12. Similar proposals to those included in this RIS underwent public consultation for 11 weeks in 2020 as part of the 'Accessible Streets' programme of Rule changes. 1,801 submissions were received and relevant feedback was considered as part of the policy development.

Section 2: Assessing options to address the policy problem.

What criteria will be used to compare options to the status quo?

13. In determining the criteria, we have reflected the Ministry for Regulation's guidance on good regulatory stewardship and practice. We have also selected criteria that will support the Minister of Transport's consideration of factors listed in section 164(2) of the Land Transport Act 1998 (LTA) when deciding whether or not to make a rule change:
 - **Improve road and lane user safety:** limiting the risk of injuries and deaths while travelling is an important responsibility of an effective regulatory system.
Efficient use of roads and lanes: efficient use of lanes reduces travel time and costs for users. This can also result in positive externalities including emissions reductions.
 - **Limit cost and burdens for users and practical to comply with:** regulation which is overburdensome and impractical for individuals is cumbersome and generates time and cost pressures, reducing system efficiency.
 - **Minimises costs on government:** costly or complicated regulatory systems tend to reflect ineffective regulatory practice. This is undesirable as there may be more cost-effective or less complicated ways to achieve the same outcome.

- **Enables fair distribution of outcomes:** consider how different outcomes are distributed to different groups, and whether this is proportionate.

14. All the criteria have been weighted equally.

1.1 Enabling children to ride bikes on footpaths

What is the context behind the policy problem and how is the status quo expected to develop?

15. Currently, only pedestrians, mobility device users and wheeled recreational device users (e.g. skateboards, e-scooters, and push scooters) are allowed on the footpath. Unless delivering mail, or where the diameter of a wheel is 335mm or less (suitable for children six years and under)⁷, bikes cannot legally be ridden on footpaths.
16. Riding bikes on the road can be dangerous, particularly in urban areas where there is greater traffic on roads, presenting more opportunity for risks to riders. In 2024, there were nine fatal crashes, 149 serious injury crashes, and 459 minor injury crashes where cyclists were involved. Children aged 10 to 14 have been the highest injury group on bikes in the past six months that resulted in 3166 ACC claims related to bikes.⁸
17. There have been public calls to enable children to ride bikes on footpaths, including petitions from Joanne Clendon (2014) and Shane Riddle (2024). The Petitions Committee has recently reported back on the petition of Shane Riddle,⁹ recommending that the Government consider enabling children up to the age of 14 to ride bikes on footpaths.
18. The previous Government consulted on a proposal to enable all people to ride their bikes on the footpaths if they follow requirements such as a speed limit and a requirement to be mindful of other road users.¹⁰ However, 45% of submitters opposed all bike users being allowed to ride on footpaths, generally considering this to be a place for pedestrians and citing risks, particularly to people with disabilities.

What is the policy problem or opportunity?

19. Generally, children are more vulnerable to traffic related crashes than adults because of their physical development, awareness and judgement. In 2019, children between the ages of 0 to 14 accounted for 8.2% of traffic injury hospitalisations relating to cycling.¹¹ Where cycle lane and shared paths are not available, children must ride their bikes on the road according to the rules.
20. There is non-compliance with existing Rules and therefore an opportunity to align the Rules with current practice. Research shows that less experienced riders like children will spend

⁷ Rules 11.1 and 11.11 of the Land Transport Road User Rule 2004.

⁸ We do not have the data available to indicate the proportion of where these injuries have taken place (i.e., road or footpath) but there is a risk of more significant injury on the road. This is due to the greater safety risks posed by moving vehicles and because children's minds are also not fully developed so struggle to have the cognitive processing needed to ride safely on the road.

⁹ Petitions Committee final report on the petition of Shane Riddle

<https://selectcommittees.parliament.nz/v/SelectCommitteeReport/caf2ee9a-ffd7-4c6f-0e18-08de61f69b89?lang=en>.

¹⁰ Accessible Streets 2020 Summary of Submissions: <https://www.nzta.govt.nz/about-us/public-consultation-hub/archived-consultations/accessible-streets>

¹¹ Environmental Health Intelligence New Zealand report https://www.ehinz.ac.nz/assets/Surveillance-reports/Released_2021/Road-Traffic-Injuries-in-Children.pdf

more time on the footpath while still learning to ride.¹² A 2019 survey from Mana Mokopuna – Children’s Commissioner showed that 86% of children said they had ridden a bike on the footpath.¹³

21. At the same time, Police data shows that only one person under the age of 16 has been fined in the past two years for riding on a footpath. Police have noted that it would be unlikely to change enforcement practice and will have challenges (both practically and statutorily) with verifying the child’s age at the time.
22. For example, children often do not have or carry identifying information like a passport and Police would need a statutory power to require children to identify themselves.

What consultation has been undertaken?

23. The public largely supported this proposal, with 78% of submitters agreeing. A further 14% disagreed and 8% were unsure. Submitters commonly supported allowing children to ride on footpaths because they viewed this as safer than riding on the road, despite recognising the potential risks to pedestrians. Cycling advocacy groups generally supported the change and recommended a higher age threshold. Pedestrian advocacy groups generally favoured a lower age threshold or retaining the current rule.
24. Submitters also raised practical questions about how the proposal would operate in specific situations, including at pedestrian crossings and where vehicles exit driveways, as well as questions about helmet requirements. Existing rules already apply in these situations, and will continue to apply to children riding bikes on footpaths.
25. Disability advocates and other submitters raised concerns about the potential safety effects of this proposal for older people and disabled people using footpaths. They highlighted that less mobile and more vulnerable footpath users could face an increased risk of injury. To address these concerns, we propose to update guidance, emphasising courteous riding behaviour on footpaths. We also recommend developing an education campaign alongside any rule change.

2.1 Enabling children to ride bikes on footpaths

What scope will options be considered within?

26. The Minister of Transport has agreed to a set of practical changes to improve lane use including to enable children to ride bikes on footpaths. Within scope of these options was the consideration of appropriate maximum age of the child, whether parents/caregivers could ride alongside a child on the footpath, and additional measures such as a maximum speed or other guidance or behavioural requirements to support safe riding behaviour.
27. Allowing everyone to ride bikes on the footpath or any other targeted group is not in scope of this review. Establishing new offences and penalties or increasing fines was also not in scope. However, proposed changes will require amendments to the Land Transport (Offences and Penalties) Regulations 1999.¹⁴

¹² NZTA research “Footpath Cycling Rule Options Research”: <https://www.nzta.govt.nz/assets/Walking-Cycling-and-Public-Transport/docs/Footpath-Cycling-Research-FINAL.pdf>

¹³ See footnote 2.

¹⁴ The associated infringement fee and court fine for rule 11.11(1) will now be exempt for children aged 12 and under.

28. Non-regulatory options such as greater education were considered. However, allowing children on footpaths can only be enabled by a Rule change. Official education material could not recommend for children to ride on the footpath if it is still contrary to the Rules.
29. This work did not consider investment into more roading infrastructure or possible improvements to roads, footpaths or cycle lanes, as this was out of scope.

Maximum age of children

30. The large number of variables (above) means there is a significant number of possible combinations of options that is not practical to include in the RIS. Rather than including options with multiple maximum ages for riding bikes on footpaths, we took the approach of determining the most appropriate age for inclusion in all relevant options. Twelve was considered the most appropriate maximum age which best balanced the safety of young cyclists and other at-risk users on footpaths.
31. Children develop the ability to accurately judge traffic speed and movement gradually, and this skill is not fully developed until they are around 12 years of age. They also may be harder to be seen by drivers of motor vehicles. This means that there is greater risk of injury and death to children below this age when riding on the road.
32. We acknowledge that the 2024 petition of Shane Riddle calls for a maximum age of 14 years old being allowed to ride bikes on footpaths. The Petitions Committee reported back and recommended that the Government consider this.
33. There are concerns about larger riders and the additional risk of injury posed to other footpath users (such as blind persons and wheelchair users).¹⁵ To ensure safety is balanced between groups, we consider the age of 12 years to be a more suitable maximum age on balance. This is also consistent with recommendations by Mackie Research & Abley Transport Consulting.¹⁶

Maximum speed and behavioural requirements

34. Options to set a maximum speed or set behavioural requirements for how to ride on the footpath are not included in the set of options below. Rather, we consider that alongside any rule change guidance should be issued highlighting existing requirements, as listed below:
35. **Speed limit:** there is an existing requirement that vehicles be used at a speed that is not dangerous to other people on the footpath which would continue to apply.¹⁷ Establishing a set speed limit is not recommended as it would be difficult for young cyclists to monitor as well as for Police officers to measure. Maintaining the current requirement enables Police officers to have more flexibility and to continue using existing enforcement practices when assessing what a safe speed is.
36. **Behavioural requirements:** there is an existing requirement to ride in a responsible manner and to give way to others on the footpath.¹⁸ We consider this requirement sufficient, and

¹⁵ From 1 January 2015 to 30 September 2024. In that period, 555 crashes were recorded involving cyclists on the footpath. Of those crashes, 29 involved a pedestrian. As a result, one cyclist died and 10 pedestrians were seriously injured

¹⁶ See footnote 12.

¹⁷ Land Transport (Road User) Rule 2004 rule 11.1(4).

¹⁸ Land Transport (Road User) Rule 2004 rule 11.1(5).

that additional education around this behaviour requirement will support awareness, compliance, and the safety of those using footpaths.

37. Options analysis assumes the application of the above requirements and further education and guidance as part of our assessment against the criteria. There will be implementation considerations for any providers delivering bike education i.e. in schools.

Limitations on analysis

38. Data availability constrained our options analysis, particularly in assessing current and future accident and injury rates. ACC data did not distinguish between roads and footpaths. While Crash Analysis System (CAS) data contains every crash that Police report to NZTA, this is likely to be lower than overall incidents, which include minor injuries or near misses which may not be reported to Police. Additionally, for CAS any crash before 1 March 2025, cyclists aged 12 and under were recorded as pedestrians.
39. Our analysis relied on surveys indicating that children riding bikes on footpaths is already commonplace behaviour and considers enforcement limitations.¹⁹

What options are being considered?

Option One – Status Quo

40. Currently, pedestrians, mobility device users and wheeled recreational device users (e.g. skateboards, e-scooters, and push scooters) are allowed on the footpath. Unless delivering mail, or if the diameter of a wheel is less than 355mm (suitable for children 6 years and under), bikes cannot legally be ridden on footpaths or on lawns, berms and verges.
41. The penalty for riding a bike on the footpath is an infringement fee of \$55 and a court-ordered fine of up to \$1,000.

Option Two – Enable children aged 12 years and under to ride bikes on footpaths

42. This option would enable children aged 12 years and under to ride a bike on footpaths, lawns, verges and berms.²⁰ The change will also enable children to use bikes on pedestrian crossings to safely cross the street if travelling on the footpath.

Option Three – Enable children aged 12 years and under *and a supervising older rider* to ride bikes on footpaths

43. This option would enable children aged 12 years and under *and an older rider* to help teach and supervise a younger cyclist to ride a bike on a footpath, lawn, verges and berms.²¹ The change will also enable children and the older rider accompanying them to use bikes on pedestrian crossings to safely cross the street if travelling on the footpath.²²

How do the options compare to the status quo/counterfactual?

44. See Appendix 1.

What option is likely to best address the problem, meet the policy objectives, and deliver the highest net benefits?

¹⁹See footnote 2.

²⁰ As to pass or give way to a pedestrian, unless there are cultivated gardens on the berm.

²¹ An older cyclist could include anyone above the age threshold who is there for the purpose of supervising the young rider.

²² See footnote 20.

45. We recommend enabling children aged 12 years and under to ride bikes on footpaths with an older rider to help supervise the younger rider to learn courteous practice (Option Three). This option will best enhance young cyclists' safety, while limiting the additional safety risks posed to footpath users.
46. Option Three was not initially preferred because Police raised concerns that allowing older riders could create ambiguity that would be difficult to enforce. Some submitters also raised concerns about the additional risk to other footpath users, noting that older riders are larger and could cause more serious injury in the event of a crash.
47. Some submitters and NZTA recommended allowing older riders to supervise younger riders on the footpath. Closer supervision by older riders may help some children avoid crashes, including crashes with other footpath users. This can be applicable to situations where children are still learning to be courteous on the road and can be guided by an older rider. Under the alternative proposal, older riders would need to ride on the road while children ride on the footpath. This would make it difficult for adults to safely supervise and guide children learning to ride. Although this may lead to greater ambiguity of who can use the footpath, we recommend this option as it is practical and does not significantly alter current practice.
48. For these reasons, we expect implementation will not significantly change current practices. However, we acknowledge that there may be additional risks to people with disabilities and other footpath users should there be an increased uptake of children on bikes on footpaths. Education on safe riding behaviour and slower speeds would help to reduce this risk.
49. During the most recent consultation, submitters also raised issues about the suitability of infrastructure to support children on bikes on footpaths. Ideally, cycle lanes would separate bikes from footpaths so that only pedestrians and people using mobility devices can use footpaths. However, streets are often not laid out this way²³, and we need to accommodate children who are riding on the road, as it would be more dangerous than riding on the footpath. Applying existing guidance and requirements to be courteous of others will help keep footpaths safe for all users.
50. We acknowledge that people with disabilities or other at-risk footpath users may feel a heightened sense of insecurity and face additional risks of accidents. However, young cyclists face more risk of severe injury or death when cycling on the road. We consider the preferred option strikes an appropriate balance between the safety concerns of the various groups.
51. Due to evidence of non-compliance with the current rules and limited enforcement,²⁴ we expect that there will be no additional costs to comply with the new rule.

Is the Minister's preferred option in the final policy briefing the same as the agency's preferred option in the RIS?

52. Yes, the Minister's preferred option in the final policy briefing is also the Ministry of Transport's preferred option.

What are the marginal costs and benefits of the preferred option in the final policy briefing?

²³ Noting that we are not considering investment options into roading infrastructure.

²⁴ See footnote 3.

Affected groups	Comment	Impact	Evidence Certainty
Additional costs of the preferred option compared to taking no action			
Other footpath users	Other footpath users, particularly those more at-risk, such as people with disabilities, may feel unsafe around bikes and may stop walking on footpaths, resulting in reduced use of the footpath. However, we anticipate additional risk to be limited due to evidence of non-compliance with the current Rules.	Low	Low
NZTA	Supporting education campaigns and guidance to support the rule change may cost between \$70,000 - \$100,000. ²⁵	Low	High
Total monetised costs	Due to limited data, costs are difficult to predict. However, we anticipate minimal additional costs beyond those required to make the regulatory change.		0
Non-monetised costs		Low	Medium
Additional benefits of the preferred option compared to taking no action			
Children cyclists	Children are the highest injury group on bikes. By not riding on the road, there could be a potential decrease in the number of children being injured while riding bikes, and reduction of the severity of injury. ²⁶	Medium	Low-Medium
General public	Provides certainty on what the rules are regarding children being allowed to cycle on footpaths.	Medium	Medium
Total monetised benefits		0	0
Non-monetised benefits		Medium	Medium

1.2 Establishing a minimum overtaking gap (MOG)

What is the context behind the policy problem and how is the status quo expected to develop?

- ⁵³. There are additional safety risks for road users such as cyclists and horse riders compared to motor vehicles, as they can be harder to see, less protected, and are easy to frighten.²⁷

²⁵ Costs are difficult to estimate at this stage, but by way of indication, targeted public awareness or education activities for low-risk initiatives typically cost in the order of \$70,000-\$100,000. There may be opportunities to reduce education costs overall by aligning campaigns with other initiatives.

²⁶ ACC injury data for micromobility devices between January and July 2025

²⁷ NZTA guidance on passing: <https://nzta.govt.nz/roadcode/general-road-code/about-driving/key-driving-skills/passing>

There is an existing requirement in the Rules (Rule 2.6) to pass vehicles safely, with an associated infringement fine of \$150 and a court-ordered fine of \$1,000.²⁸

54. When someone is passed unsafely or injured while passing, there are existing offences for careless, reckless or dangerous driving under sections 7 and 8 of the LTA that may apply to unsafe passing, particularly when this results in an injury or death.
55. NZTA also has existing guidance available on how to pass some at-risk road users:
 - a. Passing cyclists and e-scooters: outlines that at least 1.5 metres should be maintained between a motorist and a person riding a bicycle when passing. If motorists cannot pass safely, one should slow down and wait behind the cyclist until it is safe to do so.
 - b. Passing horse riders: motorists should slow down and pass carefully, giving the horse and rider plenty of room.
56. Cyclists, horse riders and other road users frequently report experiences of drivers passing so closely that they are almost hit. This has led to groups advocating for change, like the petition of the New Zealand Equestrian Advocacy Network (NZEAN) 2022, seeking a series of legislative amendments intended to improve safety including establishing a minimum overtaking gap. NZEAN also advocated for a 2-metre distance minimum overtaking gap.

What is the policy problem or opportunity?

57. Injuries and death from unsafe passing continue despite existing guidance, offences, and penalties. This risks the safety of road users and increases the risk of severe injury or death. Between 2008 and 2017, vehicles overtaking cyclists contributed to 9% of all cyclist crashes and 20% of fatal cyclist crashes. This suggests a need for an intervention that is stronger than guidance to encourage safe passing of other road users.
58. There is an opportunity to align the Rules with guidance on safe passing that apply to the passing to other road users. By setting a clear and consistent expectation of acceptable passing behaviour, this will further deter dangerous passing behaviour and improve safety outcomes. Many states across Australia have introduced minimum overtaking gap laws.

What consultation has been undertaken?

59. 68% of submitters agreed with requiring a minimum passing gap for when vehicles pass other road users, whereas 23% disagreed, and 9% were unsure. Many submitters said that unsafe passing creates a real problem for cyclists and horse riders, and that stronger tools are needed to address this behaviour. Submitters noted that drivers continue to pass cyclists unsafely despite existing rules, indicating that current measures are not sufficiently influencing behaviour.
60. Submitters also questioned the distance and speed thresholds proposed for the minimum overtaking gap. The consultation and Interim RIS proposed a graduated approach, requiring a 1-metre gap in speed zones below 60 km/h and a 1.5-metre gap in speed zones above 60 km/h. Many submitters recommended aligning the rule with existing guidance by requiring a 1.5-metre minimum overtaking gap at all speeds, noting that this approach would be simpler and easier for road users to understand and remember. Following further analysis, we have updated the proposal to require a minimum overtaking gap of 1.5 metres at any speed.

²⁸ This offence would capture unsafe passing of cyclists as bikes are considered 'vehicles', though not other road users such as horse riders.

61. Some submitters also raised concerns that drivers would find it difficult to accurately judge the minimum overtaking gap, as it relies on individual judgement. Accurately judging this gap presents challenges for all road users. However, setting a clear requirement in the Rules has value in defining what safe passing looks like and supporting education and awareness. There will remain a need for motorists to exercise judgement and drive courteously.

2.2 Establishing a minimum overtaking gap

What scope will options be considered within?

62. The Minister of Transport has agreed to a set of practical changes to improve lane use including to establish a minimum overtaking gap for passing other road users. In scope of this is the consideration of who the minimum overtaking gap would apply to (passing road users like cyclists, horse riders, transport device users, mobility device users and pedestrians on the roadside).
63. This option also considers a new offence and financial penalty for breaching a new requirement. We consider infringement fee-based penalties most appropriate for these options, as we do not consider the offences severe enough that offenders should incur a substantive penalty (i.e. more than \$1000 fee). Consideration of other penalties such as vehicle impoundment, demerit points, licence suspension or revocation was out of scope. Potential financial penalties for a new offence were considered in scope. New offences and penalties will require changes to the Land Transport (Offences and Penalties) Regulations 1999.
64. Overtaking of motor vehicles is out of scope, including amendments to the existing unsafe passing offence and penalty (rule 2.6).
65. We have considered both non-regulatory and regulatory options to increase awareness of safe passing. Current guidance and education will likely already fulfil the role

Other road users

66. The options presented below would apply to passing the following road users: cyclists, horse riders, transport device users, and mobility device users on the roadside. We selected a broad category of other road users for any rule change to apply to as we considered them all to have a greater risk of injury or death due to unsafe passing. The same distance would apply for each group to reduce regulatory complexity and enhance awareness and understanding of safe passing practices.

Minimum overtaking gap

67. The large number of variables (above) means that there is a significant number of possible combinations of options that we could consider. Rather than including options with multiple distances for overtaking, we took the approach of determining the most appropriate distance for inclusion in all relevant options. The original proposal consulted on was a graduated minimum overtaking distance of 1 metre in areas with a speed limit of 60 km/h or below, and 1.5 metres in areas with a speed limit above 60 kmh.
68. A 1.5 metre minimum overtaking gap at any speed limit was considered the most appropriate final option because one distance is more practical and easier to understand, and this was highlighted by many during public consultation. 1.5 metre also aligned with existing guidance and signage on safe passing distances with cyclists. Given we have updated the distance required from the interim RIS, we still maintain the following analysis. This is also informed by survey data collected in previous research around rider comfort and safe

distance from lateral pull force of air from a vehicle passing in a 50 km/h is predicted to be one metre.²⁹

69. During consultation, equestrian advocates highlighted that this distance is not sufficient for horse riders. Horse-riding advocates strongly recommended a 2-metre passing gap and a 20 km/h speed limit when drivers pass horses on the road. While greater minimum overtaking gaps were considered, we considered that these options were not practical and could have a negative effect on the efficient use of roads.
70. The distances outlined above are consistent with NZTA's existing guidance on safe passing. This will help to support a consistent public understanding of any rule change, and therefore implementation and enforcement. The selected minimum passing distances are also consistent with comparable Australian requirements.
71. In exploring implementation implications with NZTA, we identified a concern that advisory signs currently instruct drivers to pass at 1.5 metres in areas with speed limits below 60 km/h. Under the previous option, which proposed a 1-metre passing gap in these areas, NZTA would need to remove or replace the 1.5 metre passing signs. NZTA advised that removing the existing signage would likely have significant cost implications. The 1.5 metre passing distance will mean that signage changes will not be required apart from the regular course of maintenance of signs.
72. On balance, the universal 1.5 metre proposal better aligns compared to other proposed distances with existing guidance, it avoids the implementation issues associated with the previous option and is more practical to comply with. We consider that a minimum overtaking gap of 1.5 metres at all speeds would remain effective in achieving the intended outcomes.

Limitations on analysis

73. There was a substantial piece of research carried out by Opus Research in 2016 showing that a graduated minimum overtaking gap would be effective at reducing injuries of cyclists.³⁰ This piece of research was relied on to inform analysis of the rule change, despite it being produced 10 years ago.
74. Police enforcement would be prioritised for higher-risk behaviours (e.g. impaired driving, speeding, violent offending). Police also lack the specialised equipment needed to accurately determine a passing distance to an evidential standard, which we are not proposing to be procured.³¹ This limits the effectiveness of change and has been factored into our options analysis. However, there is still value in having rules and other measures such as education and guidance that can be used to encourage compliance especially where practical and where road users want to comply.

What options are being considered?

²⁹ Feasibility of trialling a minimum overtaking gap 2016 <https://nzta.govt.nz/assets/Walking-Cycling-and-Public-Transport/docs/Minimum-Overtaking-Gap-Feasibility-Study-FINAL.pdf>.

³⁰ Feasibility of trialling a minimum overtaking gap 2016 <https://nzta.govt.nz/assets/Walking-Cycling-and-Public-Transport/docs/Minimum-Overtaking-Gap-Feasibility-Study-FINAL.pdf>.

³¹ Due to costs with procurement and training and because the scope of this work is intended to be practical and discrete.

Option One – Status Quo

75. There is no current minimum distance requirement for motor vehicle drivers to pass other road users. However, there are other existing requirements to support safe passing.

Option Two – Establish a minimum overtaking gap of other road users

76. This option would make it a requirement for motorists to pass at-risk road users by the following minimum distances: A 1.5 metre minimum overtaking gap at any speed limit.
77. It would be considered an offence to pass at-risk road users at a distance less than the minimum overtaking gap, with an infringement penalty consequence. We have identified two possible fees using the Ministry's *Effective Financial Penalties Policy Framework*³² and Categorisation Tool:³³
- Option Two (A):** \$300 infringement fee and \$1,500 court-ordered fine (as suggested by the Categorisation Tool)
 - Option Two (B):** \$150 infringement fee and \$1,000 court-ordered fine (aligned with comparable infringement offences).
78. Option Two (A) is the penalty suggested by the categorisation tool, balancing deterrence and proportionality. It recognises that transport offences and penalties are overdue to be updated, with many remaining unchanged since 1999 and so proposes a higher fee than Option Two (B).³⁴ The level of fee in Option Two (B) is consistent with existing penalties relating to unsafe passing (refer r 2.6(1), r2.6(2), r2.10, and r2.9).
79. Other offences and penalties would continue to apply. For example, if a driver passed below the minimum passing distance, they could be charged with offences for careless, reckless or dangerous driving. This means that if a rule breach results in injury or death, greater consequences than the above infringement offence would apply.
80. This option could be combined with the non-regulatory interventions outlined in Option Three, to further support road users' understanding of and compliance with the requirements.

Option Three – Non-regulatory intervention: education and guidance

81. This option adds education and guidance to support public awareness and understanding of what is considered a safe distance to pass at-risk road users. Otherwise, the status quo would continue to apply. This option could be implemented alone, or in combination with regulatory changes.

How do the options compare to the status quo/counterfactual?

82. See **Appendix 2**.

³² Effective Transport Financial Penalties Police Framework:
<https://www.transport.govt.nz/assets/Uploads/Effective-Transport-Financial-Penalties-Policy-Framework-Final-PDF-1.pdf>.

³³ Effective Transport Financial Penalties Categorisation Tool:
<https://www.transport.govt.nz/assets/Uploads/Effective-Transport-Financial-Penalties-Categorisation-Tool-Final-PDF-1.pdf>.³⁴ The level of fee presented in Option Two (A) is also more consistent with the level of fee for this offence in across Australian states.

³⁴ The level of fee presented in Option Two (A) is also more consistent with the level of fee for this offence in across Australian states.

What option is likely to best address the problem, meet the policy objectives, and deliver the highest net benefits?

- 83. We recommend establishing a minimum overtaking gap of at-risk road users with an associated infringement penalty of \$300 and court ordered fine of \$1,500 (Option 2 (A)). We recognise that there would be enforcement limitations that are beyond the scope of the Rules Reform programme. Even so, this option would clearly set out what is considered a safe passing distance in both guidance and the Rules for road users to enhance road users' awareness and understanding. Additionally, wider education will deliver greater benefit in combination with a rule.
- 84. Creating an offence with an associated financial penalty would further deter unsafe passing behaviour. This best supports the safety of at-risk road users on our roads.
- 85. Any reduction of accidents, injuries or deaths will have associated cost savings. The current statistical value of a life is measured at \$14,930,955 and the average social cost of a fatal, serious or minor injury is \$859,300.³⁵ Previous research suggested that there was, on average, 219 cycle crashes involving overtaking with bikes per year between 2006 and 2015.³⁶ If there is even a minor reduction in crashes, this would indicate that there would be strong safety and societal benefits for this change.
- 86. There may be greater congestion in areas where there is not enough lane / road space for motorists to pass at the required distance. We consider efficiency impacts to be negligible and balanced by safety gains. Alternatively, to manage efficiency issues, motorists may be encouraged to cross the centre line into oncoming traffic. We consider existing requirements, offences and penalties to incentivise safe driving practices to mitigate this risk.
- 87. There would be an additional cost for road users who failed to comply with the new rule and are issued with an infringement notice. We consider this cost necessary as an incentive for safe practice and prevent accidents, injuries, and death.

Is the Minister's preferred option in the final policy briefing the same as the agency's preferred option in the RIS?

- 88. Yes, the Minister's preferred option in the final policy briefing is the same as the Ministry of Transport's preferred option.

What are the marginal costs and benefits of the preferred option in the final policy briefing?

Affected groups	Comment	Impact	Evidence Certainty
Additional costs of the preferred option compared to taking no action			
Motorists	Potential increase in delays on roads where it is not possible to meet the overtaking requirements (e.g. the road is too	Low	Medium

³⁵ Social cost of road crashes and injuries 2024
https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.transport.govt.nz%2Fassets%2FUploads%2Fsocial_cost_of_road_crashes_and_injuries_2024_update_2021-2023_data.xlsx&wdOrigin=BROWSELINK

³⁶ See footnote 32.

	narrow). This could result in increased travel times and congestion. Potential decrease in safety as motorists may overtake in a dangerous manner when they are unable to safely meet the minimum overtaking gap. However, we do not anticipate any significant safety risks as there are existing offences which cover careless, reckless and dangerous driving.		
Police	Potential increase in Police enforcement given the introduction of a new offence and penalty. Police are likely to prefer to use existing offences. We intend that this new rule would not be enforced with new tools, so any new equipment has not been costed as part of the analysis.	Low	Medium
The judiciary	Potential increase in cases brought by motorists disputing the infringement penalty. However, it is unlikely that motorists would willingly incur additional legal and court costs of up to \$148 to dispute an infringement penalty of \$300.	Low	Medium
NZTA	Supporting education campaigns and guidance to support the rule change may cost between \$70,000 - \$100,000. ³⁷	Low	High
Total monetised costs	Due to limited data, costs are difficult to predict. However, we anticipate minimal additional costs for road users as this option amends the Rules to reflect existing guidance.	0	0
Non-monetised costs		Low	Medium
Additional benefits of the preferred option compared to taking no action			
Motorists	Provides legal certainty on what the penalties are for non-compliance. Also clarifies the obligations on motorists regarding minimum overtaking gaps.	Medium	High
Other road users	Potential increase in safety as the new requirements may reduce the number of crashes resulting from overtaking. There would be cost savings associated with any reduction of accident, injury or death. ³⁸	Medium	Medium
Total monetised benefits		0	0

³⁷ Costs are difficult to estimate at this stage, but by way of indication, targeted public awareness or education activities for low-risk initiatives typically cost in the order of \$70,000-\$100,000. There may be opportunities to reduce education costs overall by aligning campaigns with other initiatives.

³⁸ For example, an overtaking crash in an urban area on average costs \$929,700, however, this figure includes motor vehicle on motor vehicle crashes. ACC data over the last six-month period indicates an average cost of \$1,164 per injury.

Non-monetised benefits		Medium	Medium-High
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1.3 Giving buses priority when leaving bus stops

What is the context behind the policy problem and how is the status quo expected to develop?

89. While it is generally considered courteous to give way to buses pulling out of a bus stop, there is no legal requirement to do so. When people do not give way, buses may be delayed as they wait for a break in traffic to merge back into the traffic flow. This can create delays for public transport users, with potential to disincentivise this mode of travel.
90. These issues may be enhanced by growing congestion in urban areas.³⁹ There is a greater need to be more efficient with how transport networks work. Public transport can be more efficient at moving people than private motor vehicles.

What is the policy problem or opportunity?

91. There is no guidance or requirement for whether road users must give way to buses as they leave a bus stop. Available information suggests that between 15% and 50% of drivers may not give way to buses, with estimates varying significantly depending on the source.⁴⁰ This creates delays in the public transport network limiting the overall effectiveness and reliability of buses.
92. A policy intervention to further encourage giving way to buses when leaving bus stops may support the ongoing efficient use of lanes and the timeliness of bus commutes. An effective intervention to encourage this would create greater reliability, time savings, network efficiency in the public transport system. A requirement would signal a clear expectation of driver behaviour and enable an offence and penalty to be established which could further incentivise courteous driving behaviour.

What consultation has been undertaken?

93. 61% of submitters agreed with requiring drivers to give way to buses leaving bus stops, 31% disagreed, and 8% were unsure.
94. Submitters who supported this proposal highlighted its potential to improve public transport efficiency by making services more reliable and increasing patronage. Many submitters also noted that the proposal would align New Zealand with comparable jurisdictions such as Australia and the Netherlands.
95. The main concern raised was potential confusion about when drivers would be required to give way to buses, particularly when a bus pulls into a stop in front of a vehicle. For example, submitters questioned whether a driver would need to stop and wait until the bus pulled out again. To clarify, the intent of any rule would be to require drivers to give way only once a

³⁹ The Ministry of Transport has recently progressed legislative changes to the Land Transport Management (Time of Use Charging) Amendment Act 2025.

⁴⁰ See footnote 5, different sources of information lead to different conclusions for example stakeholders reported around 50% while a survey of one bus route showed 15%.

bus begins indicating to leave a bus stop. We propose that the requirement would apply only when a bus has indicated for at least three seconds before pulling out.

2.3 Giving buses priority when leaving bus stops

What scope will options be considered within?

96. The Minister of Transport has agreed to a set of practical changes to improve lane use including options to further encourage or require giving way to buses leaving bus stops to increase the efficiency and reliability of the public transport network. Applying this requirement beyond when buses leave bus stops is out of scope of this work. Requirements in rule 3.10 of the Land Transport (Road User) Rule 2004 to signal for three seconds to draw out from the bus stop will continue to apply.
97. We have considered both non-regulatory and regulatory options to increase the number of vehicles giving way to buses leaving bus stops.
98. The regulatory option we assessed is to introduce a new requirement, and a new offence and financial penalty for breaching the requirement. We consider infringement fee-based penalties most appropriate, as we do not consider the offences severe enough that offenders should incur a substantive penalty (i.e., more than \$1000 fee). Consideration of other penalties such as vehicle impoundment, demerit points, licence suspension or revocation was out of scope. New offences and penalties would require changes to the Land Transport (Offences and Penalties) Regulations 1999.

Limitations on analysis

99. There was a substantial piece of research carried out by Abley Transportation Limited in 2017 which shows that there would be efficiency gains in the public transport network with shorter commute times.⁴¹ Although some time has passed since this study, we consider its findings continue to hold value. As there is no specific analysis of the effect of giving way to buses on network efficiency, we have relied on the 2017 analysis and made assumptions that a change in driver behaviour to yield to buses would lead to shorter commute times, and therefore efficiency gains.
100. Police will continue to prioritise enforcement of rules targeting higher-risk behaviours (e.g. impaired driving, speeding, violent offending), so there are limitations to the degree to which a new requirement would be enforced. These enforcement limitations may constrain the effectiveness of regulatory changes in deterring non-compliance. This has been factored into our options analysis. Even without extensive enforcement, regulatory requirements may still encourage compliance by setting clear expectations for road user behaviour, especially where compliance is practical where road users want to comply. Research for this work indicated that education and signage were also important for the success of any changes.

What options are being considered?

Option One – Status Quo

101. Currently, there is no requirement for motorists to give way to buses leaving bus stops as it is up to the discretion of the driver whether to give way. It is generally considered courteous to give way to buses leaving bus stops.

⁴¹ See footnote 5.

Option Two – Require motorists to give way to buses leaving bus stops

102. This option would give all buses priority when exiting bus stops in areas with speed limits posted as 60 km/h or less. Bus drivers would still be required to indicate for three seconds and otherwise behave in a safe manner before pulling out.
103. It would be considered an offence to not give way to a bus when the above criteria are met, with an infringement penalty consequence. We have identified two possible fees using the Ministry's Effective Financial Penalties Policy Framework and Categorisation Tool:
- Option Two (A):** \$50 infringement fee and \$250 court-ordered fine (as suggested by the Categorisation Tool)
 - Option Two (B):** \$150 infringement fee and \$750 court-ordered fine (aligned with comparable offences and penalties)
104. Option Two (A) is the penalty suggested by the categorisation tool, balancing deterrence and proportionality. It recognises that there is a low level of harm associated with non-compliance and therefore suggests a lesser penalty. Option Two (B) mirrors the level of fee with comparable offences for 'giving way'. However, the relative harm of non-compliance is lower for this proposed rule.
105. The effectiveness of a rule change would depend on public awareness of the changes, so it is likely to be implemented alongside non-regulatory measures (such as those in Option Three) to raise awareness and provide clarity.

Option Three – Non-regulatory option (education, signage and road markings)

106. This option would rely on non-regulatory actions, such as education, signage, and road markings, to encourage motorists to give way to buses exiting bus stops. There would be no consequence for motorists who fail to give way to buses.

How do the options compare to the status quo/counterfactual?

107. See **Appendix 3**.

What option is likely to best address the problem, meet the policy objectives, and deliver the highest net benefits?

108. We recommend Option Two to create a rule requiring motorists to give way to buses leaving bus stops with associated \$50 infringement fee and \$250 court-ordered fine.
109. We consider that this would likely benefit public transport efficiency with time savings and greater reliability for public transport users. For the rule to be effective, it would need to be implemented alongside non-regulatory measures, such as education, existing signage and road markings⁴². Enhanced awareness and understanding will deliver greater benefit in combination with a rule.
110. This option would mean there would be greater efficiency of the public transport system traded off against minor delays for motorists. We expect the benefits of these efficiencies to outweigh the costs would lead to an overall increase in system efficiency. We expect this change is unlikely to have any lesser or greater safety benefits.
111. There are limitations in enforcement and data across all the proposals. We recognise this would not be an enforcement priority, limiting the benefit of establishing a new

⁴² Signage and marking help road users know when they are required to give way to buses when they begin to indicate to pull out of a bus stop.

requirement. However, enforcement is not the only measure to encourage compliance and there is value in a range of coercive and non-coercive measures.

Is the Minister’s preferred option in the final policy briefing the same as the agency’s preferred option in the RIS?

112. Yes, the Minister’s preferred option in the final policy briefing is the same as the Ministry of Transport’s preferred option.

What are the marginal costs and benefits of the preferred option in the final policy briefing?

Affected groups	Comment	Impact	Evidence Certainty
Additional costs of the preferred option compared to taking no action			
Central government	Costs of creating a new rule and implementation. The research around this work estimated that creation and implementation could cost around \$1,000,000 but noted this could be highly variable. ⁴³	Medium	Low
RCA and public transport providers	If RCAs or public transport providers decide to install additional signage costs will be incurred through the installation of signs. Previous research indicated that installation of the most expensive option LED signs on the back of buses would cost \$3,000,000 but considering inflation and our larger bus fleet it would likely cost \$5,200,000. However, these would be optional measures and lower costs options such as stickers on the back of buses would also be possible. ⁴⁴	High	Low
NZTA	Supporting education campaigns and guidance to support the rule change may cost between \$70,000 - \$100,000. ⁴⁵	Low	High
Police	Police are unlikely to prioritise enforcement of a new offence.	Low	High
Motorists	Some delay to drivers and slowing of the speed of general traffic. It is estimated that this will cost \$380,000 per annum.	Medium	Low
Total monetised costs	Due to limited data, accurate costs are difficult to predict and are reliant on previous research. ⁴⁶ There will be some additional costs for installing new signs and education material.	\$6,300,000 one off and \$380,000	Low

⁴³ See footnote 5.

⁴⁴ In Australian states where this is requirement, stickers are placed on the back of buses to indicate this requirement.

⁴⁵ Costs are difficult to estimate at this stage, but by way of indication, targeted public awareness or education activities for low-risk initiatives typically cost in the order of \$70,000-\$100,000. There may be opportunities to reduce education costs overall by aligning campaigns with other initiatives.

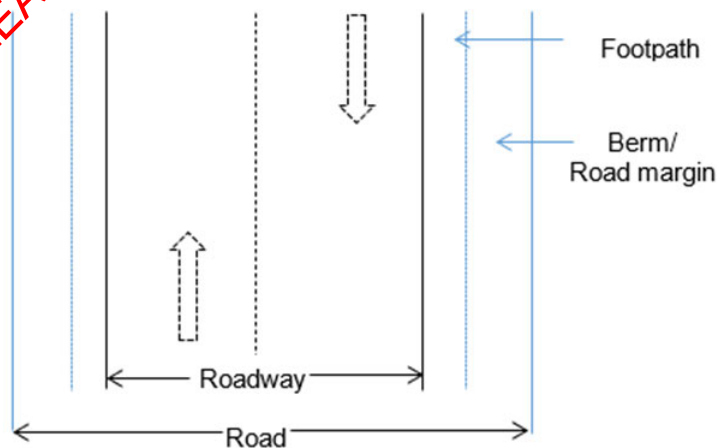
⁴⁶ See footnote 5.

		0 per annum	
Non-monetised costs		Low-Medium	High
Additional benefits of the preferred option compared to taking no action			
Public transport users	Improved efficiency of public transport – the research estimated there would be \$1,958,000 in benefits per annum from better travel times for buses and greater reliability of public transport. ⁴⁷	Medium	Low
Public transport providers	Greater patronage from more efficient buses	Low	Low
Total monetised benefits		\$1,958,000 per annum	Low
Non-monetised benefits		Low-Medium	High

1.4 Clarifying signage requirements for parking on berms

What is the context behind the policy problem and how is the status quo expected to develop?

113. While it is not defined in transport legislation, a berm is commonly defined by RCAs as a grassed area between the road and either the footpath or property boundary.¹ (see image below)



114. Parking on berms can be beneficial for some transport system users, particularly in areas where on-street parking is limited or unavailable. However, it can also create problems for

⁴⁷ See footnote 5.

others, including blocking or narrowing paths for pedestrians or other mode users, and reducing visibility for vehicles when exiting driveways. Berm parking can also negatively impact other stakeholders such as damaging underground infrastructure, creating costs for RCAs.

115. RCAs have the ability to permit or restrict parking of vehicles on berms.² RCAs differ in their approaches - some prohibit berm parking across their entire local network,³ whereas some prohibit berm parking in urban areas but do not restrict it in rural environments⁴. The rationale relied on by RCAs to restrict or prohibit berm parking is centred on managing the disadvantages described above.

116. The regulation of berm parking involves a number of different legislative instruments. The restriction will be created by the RCA making a bylaw under the LTA. The Traffic Control Devices Rule 2004 specifies the road signs and markings that must be used to notify road users of the restriction. Compliance with the restriction is required by the Land Transport (Road User) Rule 2004 and breaches are enforced through the Land Transport (Offences and Penalties) Regulations 1999.

What is the policy problem or opportunity?

117. There are different interpretations across different RCAs about these legislative instruments, specifically whether traffic signs are required to enforce local bylaws which restrict berm parking. Different interpretations of whether and what type of signage is required has differing cost implications.

118. There is an opportunity to clarify the existing requirements so that RCAs can confidently adhere to the law and improve administrative efficiency.

119. The objectives of transport system efficiency and safety are not as applicable to this proposal, so we have omitted these as criteria in our analysis. This proposal's objective would be to deliver administrative gains for the government; this is weighed against costs to road users.

What consultation has been undertaken?

120. 32% of submitters agreed with clarifying signage requirements for enforcement of berm parking restrictions, 40% disagreed, and 28% were unsure.

121. Many councils told us they want to restrict berm parking, particularly where vehicles damage berms that councils must maintain. Some rural councils also raised concerns about differences between berms in local roads and verges along state highways.

122. Some individuals value berm parking because it provides a practical alternative when street parking is unavailable. Others object to cars on berms because they can impede visibility and, in some cases, access to the footpath.

123. A key issue raised was that it would unfairly fine people to park on berms and with no notice they may be fined for parking somewhere they always have. However, installing signage would be substantially costly for councils and would create visual clutter. Submitters raised concerns that the proposal as consulted on would mean councils would not be required to publicly consult and notice of these changes could be done by resolution, which could mean retrieving council meeting minutes was the only way for people to know where they could park, which would be impractical for most individuals.

2.4 Clarifying signage requirements for parking on berms

What scope will options be considered within?

124. In scope of the options is the consideration of alternative approaches to clarify the signage requirements in enforcing berm-parking restrictions and whether requirements are effective, efficient, and fit for purpose. Clarifying berm requirements more generally is out of scope, as is establishing or amending definitions of, for example, berm, verge and road margin.

Limitations on analysis

125. The analysis is constrained by the absence of nationally consistent data on the prevalence of berm-parking infringements, the enforcement approaches applied across road controlling authorities, and the frequency of formal challenges to enforcement decisions. As a result, the assessment of impacts is primarily qualitative and draws on operational experience from RCAs, alongside stakeholder feedback from the previous consultation. Given these limitations, costs and benefits have not been monetised.

What options are being considered?

Option One – Status Quo

126. RCAs continue to have the ability to permit or restrict parking of vehicles on berms where they choose.² Legal ambiguity means that inconsistent approaches to signage requirements remain, until a decision is challenged and the courts provide certainty.

Option Two – Require signage where berm parking is disallowed through RCA bylaw

127. This option includes legally clarifying that when an RCA prohibits berm parking through a bylaw, signage is required for the restriction to be enforceable.

128. RCAs would continue to have the ability to permit or restrict parking of vehicles on berms where they choose.²

Option Three – Do not require signage where berm parking is disallowed through an RCA bylaw

129. This option would legally clarify that signage is not a requirement for RCAs to prohibit berm parking. The option would not prevent RCAs from using signage where they choose to utilise it.

130. RCAs would continue to have the ability to permit or restrict parking of vehicles on berms where they choose.²

Option four – Change presumption: require signage where berm parking is allowed

131. This option would reverse the current presumption by prohibiting berm parking by default, unless signage explicitly indicates that berm parking is permitted (i.e., RCAs would be required to install signage where berm parking is permitted).

How do the options compare to the status quo/counterfactual?

132. See **Appendix 4**.

What option is likely to best address the problem, meet the policy objectives, and deliver the highest net benefits?

133. We recommend Option One because all the alternatives risk making the situation worse instead of better, for various reasons.

134. We previously recommended Option Three because it would resolve inconsistencies of approach and remove a signage requirement that some RCAs see as burdensome⁴⁸, but we consider this to be impractical because this would create notice and fairness issues, and drivers could be fined without reasonable visibility of the restriction.

135. Options two to four are not workable in their current form. Options 2 and 4 would be too costly for councils because they would require extensive additional signage to either restrict or allow berm parking. Councils are unlikely to install this signage, so will not restrict berm parking.

136. Option three would create notice and fairness issues, because drivers could be fined without reasonable visibility of the restriction. As none of the options identified presents a clear and practical solution, we recommend no regulatory change and maintaining the status quo at this time. Further analysis would be required to identify an option that addresses the notice issue while remaining practical and proportionate.

137. The lack of clear and practical solutions to this problem raises broader questions of how RCA bylaws and central government rules interact. These issues in the regulatory framework would be better addressed through wider vehicle system overhaul work.

Is the Minister's preferred option in the final policy briefing the same as the agency's preferred option in the RIS?

138. Yes, the Minister's preferred option in the final policy briefing is the same as the Ministry of Transport's preferred option.

⁴⁸ The current fine for parking on the berm for where it is restricted is \$70 under the Land Transport (Offences and Penalties) Regulations 1999.

Section 3: Delivering an option.

How will the proposal be implemented?

139. s 9(2)(f)(iv)

140. To support public understanding and compliance, the Ministry and NZTA will develop and distribute communication materials. These resources will help inform the public and support education and advocacy groups in explaining the new requirements. We note that during consultation many submitters highlighted the need for a wider education campaign to remind the public of current and new requirements.

141. Discussions with NZTA are ongoing regarding the extent of information campaigns and other implementation support that may be required. As many of the changes reflect current practices, so a portion of the public may already be informally compliant.

142. NZTA does not currently anticipate the need for additional funding beyond business-as-usual. Implementation activity, including education and guidance, is expected to be funded from baseline.

143. s 9(2)(f)(iv)

NZTA will advise if any aspects would benefit from a phased or staged commencement once the final policy settings are known.

144. We will continue to engage with Police to ensure both an understanding of and compliance with the new requirements to the extent possible. As discussed above, there is a risk that enforcement limitations that are beyond the scope of the Rules reform programme will limit the efficacy of the Rule changes. However, this has been factored into our analysis, and our preferred options remain despite limitations. We consider that there remains value in making rule changes even where enforcement may be limited as the rules can signal what good practice is to be public

How will proposals be monitored, evaluated, and reviewed?

145. The Ministry regularly reviews its legislation as part of its regulatory stewardship responsibilities. ACC injury data will continue to provide valuable insights for some proposals, including the success of the rule changes, for example, noticeable shifts in injuries following rule changes may indicate a growing or decreasing risk.

146. We are investigating what additional data the Ministry may require to support the ongoing effective monitoring and evaluation of any rule changes.

APPENDIX 1: Multi-criteria analysis of options to allow children on bikes on footpaths

	Option 1 - Status Quo	Option 2 - Allow Children under the age of 12 on bikes on footpaths under	Option 3 - Allow Children under the age of 12 on bikes on footpaths with an older rider
Improve road and lane user safety	0	+ Safety outcomes are likely to slightly increase as more children will feel comfortable or be willing to ride on the footpath. However, there are still safety risks for children riding bikes on the footpath such as cars pulling out of driveways. At the same time, there may be an increased risk of injury to other footpath users. However, safety gains or losses are limited as it is already common practice for children to ride on the footpath despite it being illegal to do so. Safety outcomes are likely to be marginally better than status quo but less than option three.	+ Safety outcomes are likely to slightly increase as more children will feel comfortable or be willing to ride on the footpath. However, there are still safety risks for children riding bikes on the footpath such as cars pulling out of driveways. At the same time, there is likely to be an increased risk of injury to other footpath users, due to the greater number of cyclists that would be legally allowed to ride on the footpath. However, safety gains or losses are limited as it is already common practice for children to ride on the footpath despite it being illegal to do so. Allowing older riders to join younger children to help teach and guide them may assist with safety.
Increase efficient use of roads and lanes	0	0 There will be marginal efficiency gains as a rule change will enable children greater choice to choose whether the road or footpath is more appropriate for them. However, it is already common practice for children to ride bikes on the footpath.	0 There will be marginal efficiency gains as a rule change will enable children greater choice to choose whether the road or footpath is more appropriate for them. However, it is already common practice for children to ride bikes on the footpath.
Limit cost and burdens for users and practical to comply with	0	+ Legalises some conduct that is common practice so children aged 12 years and under will not receive financial penalties. Data shows, however, that Police rarely issue fines to children.	++ Legalises common practice of children riding bikes on footpaths with older riders, which will reduce the risk of children and older riders with them receiving penalties. Data shows, however, that Police rarely issue fines to children. This option better reflects current practice so is more practical than option two.
Minimises costs on government including to maintain and implement rules	0	0 Police has noted they would be unlikely to change enforcement practice and will have challenges in verifying the age of the child at the time. For example, in the past 2 years, only 5 people of the age of 20 years and under have been fined for riding on the footpath.	0 Police has noted that they would be unlikely to change enforcement practice and will have challenges in verifying the age of the child at the time. For example, in the past 2 years, only 5 people of the age of 20 years and under have been fined for riding on the footpath. Police may now have some difficulty in proving whether an older rider is teaching children safe riding practices on the footpath with a child.
Enable fair distribution of outcomes amongst different groups	0	+ Children begin to reach the age of maturity to ride on the road around the age of 12. So, any younger than this age would be particularly unfair and put them at greater risk of being injured on the road. However, perception of safety will decrease amongst at risk footpath users because they feel unsafe around children on bikes. We consider that this option better trade-offs the safety for children than the status quo.	+ Perception of safety will likely decrease amongst at risk footpath users because they may feel unsafe around children and their guardians on bikes. This is although children only begin to reach the age of maturity to ride on the road around the age of 12. So, any younger than this would be particularly unfair and put them at greater risk of being injured on the road. Guardians being larger likely pose a greater risk to at risk footpath users if they have a crash with one. We consider that this option better trade-offs the safety for children and older riders than option two and the status quo.
Totals	0	2	2

Key	--	-	0	+	++
description	Highly negative	negative	Status Quo	positive	Highly positive

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APPENDIX 2: Multi-criteria analysis of a minimum overtaking gap (MOG).

	Option 1 - Status Quo	Option 2 (A) – 1.5 metre MOG and \$300 infringement fee	Option 2 (B) - 1.5 metre MOG and \$150 infringement fee	Option 3 – a non-regulatory option
Improve road and lane user safety	0	++ Would increase safety for at-risk road users as the rule should support awareness of what is considered 'safe' passing and behaviour change. A higher penalty reflects the risk that the new rule is trying to address and provides a greater deterrent. We consider that the higher penalty will lead to greater compliance compared to option 2 (B).	+ Would increase safety for at-risk road users as the rule should support awareness of what is considered 'safe' passing and behaviour change, but less effectively than Option 2. A lower penalty may not provide an effective deterrence.	0 Guidance about safe passing already exists and despite these near misses and injuries to at-risk road users still happen. Additional guidance and education may help marginally to address this, but it does not set up a stronger expectation of behaviour.
Increase efficient use of roads and lanes	0	0 While safe passing distance is generally understood and adhered to, there continue to be occurrences of unsafe passing.	0 While safe passing distance is generally understood and adhered to, there continues to be unsafe passing on the road.	0 Unlikely to significantly change road user passing practice as many already safely pass on the road.
Limit cost and burdens for users and practical to comply with	0	- Greater certainty to road users of what safe passing looks like. However, passing into an oncoming lane requires additional caution from drivers. A blanket rule may make it more difficult for motorists to adhere to in urban areas where the roadway is narrower. Cost on people who incur the fee is highest with this option, but this is proportionate to the risk.	- Greater certainty to road users of what safe passing looks like. However, passing into an oncoming lane requires additional caution from drivers. A blanket rule may make it more difficult for motorists to adhere to in urban areas where the roadway is narrower.	0 Road users who choose to change their behaviour do so voluntarily. There is no additional cost to road users if they are not required to change their behaviour. At-risk road users continue to face the risks of being injured while being overtaken.
Minimises costs on government including to maintain and implement rules	0	- There will be a rule change process and the cost of additional guidance and education. Analysis assumes that there are no additional procurement costs for Police for new equipment.	- There will be a rule change process and the cost of additional guidance and education. Analysis assumes no additional procurement costs for Police for new equipment.	0 No rule change process required, although there would still be additional costs for any education and guidance on top of current guidance.
Enable fair distribution of outcomes amongst different groups	0	++ Would increase safety of road users who are at a higher risk of injuries if they are involved in motor vehicle crashes such as cyclists and e-scooter users. This being traded off against a minor cost to motorists.	+ Would increase safety of road users who are at a higher risk of injuries if they are involved in motor vehicle crashes such as cyclists and e-scooter users, but less effectively than Option 2. This being traded off against a minor cost to motorists.	0 Does not create any greater deterrence or guidance that does not already exist. Road users are still vulnerable to near misses and injuries.
Total	0	2	0	0

Key	--	-	0	+	++
description	Highly negative	negative	Status Quo	positive	Highly positive

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APPENDIX 3: Multi-criteria analysis of rule to give way to buses leaving bus stops.

	Option 1 - Status Quo	Option 2 (A) - Make all vehicles give way to a bus exiting a bus stop and a \$50 infringement fee	Option 2 (B) - Make all vehicles give way to a bus exiting a bus stop and a \$150 infringement fee	Option 3 - Non-regulatory option
Improve road and lane user safety	0	0 Not expected to significantly increase or decrease road safety.	0 Not expected to significantly increase or decrease road safety.	0 Not expected to significantly increase or decrease road safety.
Increase efficient use of roads and lanes	0 Congestion is expected to increase over time as population and cities grow, while holding everything else equal. However, changes enabling time of use charging is expected to better manage congestion.	+ Transit for a greater number of people may be faster and more reliable. This is at the trade-off of slightly longer commutes for motorists taking private vehicles. If there is greater reliance on public transport, there may be minor emissions reduction. There would be trade-off for greater delays for private motorists.	++ Transit for a greater number of people may be faster and more reliable. This is at the trade-off of slightly longer commutes for motorists taking private vehicles. If there is greater reliance on public transport, there may be minor emissions reduction. May be more effective than smaller fine. There would be trade-off for greater delays for private motorists.	+ Enhanced compliance is expected, but lesser than for a new rule. Transit for a greater number of people may be faster and more reliable as a result. If there is greater reliance on public transport, there may be minor emissions reduction. There would be trade-off for greater delays for private motorists.
Limit cost and burdens for users and practical to comply with	0 no education, guidance or rule to give way to buses leaving bus stops	0 Provides clarity to road users as they must give way to buses leaving bus stops. Given many road users already give way to buses, we do not expect burdens to increase significantly.	- Provides clarity to road users as they will be required to give way to buses leaving bus stops. Given that many road users already give way to buses, we do not expect burdens to increase significantly. However, having a penalty comparable to other 'give way' infringements would be disproportionately costly on road users as penalties for most 'give way' infringements reflect the relative harm that the penalty is trying to reduce.	0 There will be education and guidance to give way to buses leaving bus stops. There would be signs indicating that motorists should give way and there would be no more burden on motorists than there currently is.
Minimises costs on government including to maintain and implement rules	0 Currently, there is no cost as there is no regulation or signage.	- There are costs to introduce a rule and supporting signage, education and guidance. Police would need to prioritise enforcement against higher-risk behaviours (e.g. impaired driving, speeding, violent offending). As a result, there are limitations in how effective we can say that these rules are, if there is no meaningful enforcement. However, compliance is likely to be improved by other measures such as signage and education.	- There are costs to introduce a rule and supporting signage, education and guidance. Police would need to prioritise enforcement against higher-risk behaviours (e.g. impaired driving, speeding, violent offending). As a result, subject to Police's agreement, there are limitations in how effective we can say that these rules are, if there is no meaningful enforcement. However, compliance is likely to be improved by other measures such as signage and education.	- Costs to implement signage including RCAs to install and maintain.
Enable fair distribution of outcomes amongst different groups	0	++ If the policy is effective, a greater number of people in a smaller area will get faster transit at the cost of a smaller group of private motorists facing slightly more delays. Fine is most proportionate to what is being deterred.	+ If the policy is effective, a greater number of people in a smaller area will get faster transit at the cost of a smaller group of private motorists facing slightly more delays. However, fine is disproportionate to what is being deterred.	+ If the policy is effective, a greater number of people in a smaller area will get faster transit at the cost of a smaller group of private motorists facing slightly more delays – but least likely to be effective.
Totals	0	2	1	0

Key	--	-	0	+	++
description	Highly negative	negative	Status Quo	positive	Highly positive

APPENDIX 4: Multi-criteria analysis of Berm Parking

Criteria	Option 1 - Status Quo	Option 2 - Require signage where berm parking is disallowed through an RCA bylaw	Option 3 - Do not require signage where berm parking is disallowed through an RCA bylaw	Option 4 - Change presumption: require signage where berm parking is allowed
Improve road and lane user safety	0	0 See limitations section at paragraph 119.	0 See limitations section at paragraph 119.	0 See limitations section at paragraph 119.
Increase efficient use of roads and lanes	0	0 See limitations section at paragraph 119.	0 See limitations section at paragraph 119.	0 See limitations section at paragraph 119.
Limit cost and burdens for users and practical to comply with	0	++ Clearly indicates to road users where berm parking is 'not allowed', making it easier to comply and avoid costs (e.g. parking tickets).	- Clarifies that road users across the country cannot rely on signage as a means of restricting and enforcing berm parking. This option relies on supporting initiatives from RCAs to inform road users of where restrictions are in place which we cannot be certain of the effectiveness of.	++ Clearly indicates to road users where berm parking is 'allowed', making it easier to comply and avoid costs (e.g. parking tickets).
Minimises costs on government including to maintain and implement rules	0	- High implementation and maintenance costs for RCAs due to the need for more signage across their networks (noting that this option is the current practice of some RCAs but appears to only be in place for small parts of their roading network).	++ Lowest cost option for government. Avoids widespread signage (noting that RCAs are still allowed to use signs if they wish) and enables RCAs to manage berm parking based on presenting risks/issues within their local context/circumstances.	-- Highest cost option. This would require significant implementation and maintenance costs for RCAs due to the need for signage across their networks. Using signage in this way is not current practice for any RCAs.
Enable fair distribution of outcomes amongst different groups	0	- Likely limits the benefits to stakeholders in areas where RCAs can afford signage, disadvantaging those in areas with less resources or extensive networks.	-- With costs and implications of signage decoupled from RCA decisions about where berm parking should not be allowed, benefits are shared broadly given berm parking restrictions are more likely to be imposed, based on presenting risks/issues within their local context/circumstances. However, there will be uncertainty for when people park their car on the berm, and they are unaware of the parking requirements so may face fines.	-- Likely limits benefits to stakeholders in areas where RCAs can afford signage, disadvantaging those in areas with fewer resources or extensive networks. Disproportionately impacts rural and lower-density communities where berm parking is likely to be less risky or not problematic.
Totals	0	0	-1	-2

Key	--	-	0	0+	+	++
description	Highly negative	negative	Status Quo	Marginally better than status quo	positive	Highly positive

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Summary of submissions

Lane use improvements consultation

NZ Transport Agency Waka Kotahi

20 April 2026

Version 1

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Overview of the lane use consultation

Background

In early 2026, NZ Transport Agency (NZTA) Waka Kotahi consulted on behalf of the Minister of Transport on proposed amendments to the Land Transport (Road User) Rule 2004 to improve road safety, increase public understanding and compliance, and enhance transport network efficiency.

The proposals formed part of the Government's Land Transport Rules Reform Programme and supported objectives in the Government Policy Statement on land transport 2024-34.

We sought feedback on five proposals:

- allow children aged 12 years and under to ride bikes on footpaths
- set a minimum passing gap for when vehicles pass other road users
- allow people to ride e-scooters in cycle lanes
- require drivers to give way to buses leaving bus stops
- clarify signage requirements for enforcing berm parking restrictions.

Public consultation

Public consultation on the proposed Road User Rule amendments opened on **25 February 2026** and closed on **25 March 2026**.

A total of 6,050 submissions were received through the online survey and by email.

The table below provides a breakdown of submissions:

Table 1: submitter type and number

Submission type	Number
Individual (98%)	5,933
Advocacy groups (1.3%)	77
Councils/Road Controlling Authorities (0.4%)	21
Industry associations (0.2%)	10
Other businesses & organisations (0.1%)	9
Total Submissions	6,050

Appendix 1 provides the main list of organisational submitters.

Analytical framework used in this summary

All submissions were reviewed and analysed by an NZTA review team. This Summary of submissions outlines the main trends, priorities, and issues identified.

Given the volume and diversity of feedback, views on each proposal were grouped into common themes. These themes broadly align with the policy objectives set out in the Regulatory Impact Statement (RIS):

- Improved road safety outcomes.
- Greater understanding of and compliance with amended rules.
- Enhanced efficiency of the transport network.

We organised submitter feedback by these objectives to summarise views on each proposal. Out of scope matters or broader system level views are addressed separately under the Other Issues section at the end of this summary document. For information about the background, methodology, limitations, and next steps, also refer to the Other Issues section.

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Proposal-by-proposal summary

Summary of submitter views

Proposal 1: allow children to cycle on footpaths

What was proposed?

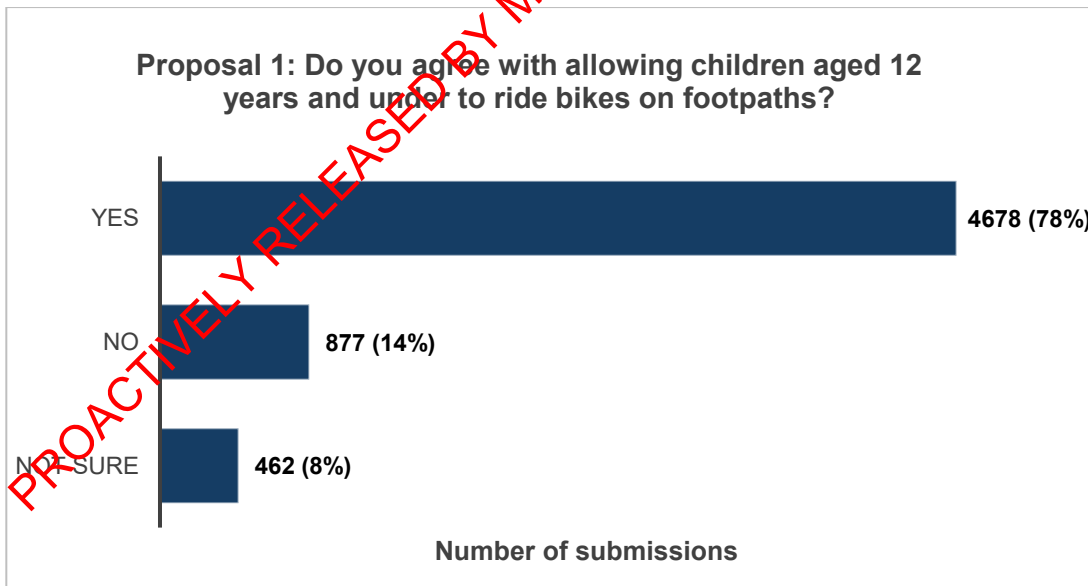
To allow children aged 12 and under to ride bicycles on footpaths.

How people responded

We received 6,017 submissions on this proposal:

- 78% of submitters supported this proposal. This included individuals, councils, road safety charities, cycling advocates and transport industry associations who believe the proposal will improve the safety of younger cyclists and align current practice with the rules.
- 14% of submitters didn't support this proposal. This included individuals, disability and blind advocacy groups and senior advocacy groups who raised concerns about the safety of vulnerable road users.
- 8% of submitters were unsure.

Many submitters noted that their support was dependent on improving children's safety, clearer rules, more education, careful driveway management, and protecting pedestrian priority, especially for elderly and disabled people.



Improved road safety outcomes

Children generally lack the situational awareness to cycle safely on roads

Road safety was the main theme, raised in 29% of submissions, reflecting strong concern about children cycling in traffic, particularly on busy urban roads and near schools.

Submissions widely viewed allowing children to cycle on footpaths as reducing exposure to serious traffic risks given children's limited ability to anticipate how vehicles move in traffic. This view was strongly reflected in submissions from individuals and safety-focused organisations, including Safekids Aotearoa.

Safekids Aotearoa highlighted children's vulnerability to motor vehicle traffic injuries, noting that 93 children aged 0–14 were hospitalised due to motor vehicle traffic crashes while cycling between 2019–2023, and at least 6 were killed in this manner between 2016–2020.

Age threshold and scope of the proposal

Views on the appropriate age threshold were mixed across groups, including several councils and advocacy organisations. While some supported a clear age-based rule for simplicity, others questioned whether age reliably reflects cycling skills, behaviour, and risk on footpaths. Submitters who commented on age thresholds more often favoured a lower age limit for allowing cycling on footpaths. This included the New Zealand Vulnerable Road User Trust, which recommended an age limit of 6 years old. They were concerned that older children may ride faster and pose greater risk to pedestrians, particularly elderly people, disabled users, blind or low vision pedestrians, and people using mobility aids. Those who favoured a higher age limit often recommended raising the age to 16 years old.

Councils such as Auckland Council and Queenstown Lakes District Council questioned whether strict age thresholds were necessary. Queenstown Lakes District Council suggesting cyclists of all ages should be able to cycle on footpaths provided speed limits are adhered to. Auckland Council said that cycling skills vary from person to person and that age specific rules may be difficult to enforce. Instead, it supported behaviour-based expectations alongside education guidance and giving pedestrians priority. It said that if age restrictions were necessary, it would recommend increasing the age to 16 years of age and allowing those over 65 to also cycle on footpaths.

Across submissions, concerns focused on rule clarity, how easy it would be to enforce it, and the risk of “rule creep” (increase in rules). There was strong agreement that any age-based permission should apply only to unpowered bicycles and explicitly exclude e-bikes and other higher speed devices.

Pedestrian safety should remain a priority, especially for elderly and disabled pedestrians

Many submitters emphasised that pedestrian safety and priority are fundamental to road safety, particularly for older people and disabled pedestrians. Blind Low Vision NZ, Living Streets Aotearoa, and other disability and older persons advocacy groups stressed that footpaths are essential for independent mobility. If pedestrians feel unsafe, there is no alternative route.

They raised concerns that even low speed collisions can seriously harm vulnerable pedestrians and warned that increased cycling on footpaths without clear priority, low speeds, and appropriate infrastructure could undermine actual and perceived safety, especially on narrow or busy footpaths.

Driveway visibility is a key safety concern

About 15% of submitters raised concerns about limited driveway visibility, citing near misses and crashes caused by fencing, vegetation, and infill development. They noted that drivers often scan for pedestrians rather than faster moving cyclists. While views differed on whether footpath cycling increases or reduces this risk, there was broad agreement on the need for clear guidance including requiring drivers to slow or stop before crossing footpaths and cyclists to reduce speed when approaching driveways.

There was mixed support for allowing caregivers to accompany children cycling on footpaths

Views among individual submitters were mixed, but several large councils were in support of allowing caregivers to accompany children cycling for reasons of increased safety and supervision, including Auckland Council, Hamilton City Council, Wellington City Council, Whangārei District Council, New Plymouth District Council, and Christchurch City Council staff.

This view was supported by the Automobile Association (AA) and some advocacy organisations. The AA noted that allowing children to ride on footpaths may lead to more parents cycling there, with research indicating no significant additional risk when riding remains slow and cautious.

Four percent of submitters noted it's already common for caregivers to cycle alongside children and were in support. They mentioned difficulties supervising safely from the road due to parked cars and driveway hazards. This suggestion was seen as supporting children's learning of safe sharing and crossing behaviours while protecting other footpath users.

Other submitters were concerned allowing caregivers to accompany children cycling on footpaths could unintentionally normalise adult cycling on footpaths, making pedestrian priority harder to enforce. They noted adults usually ride faster than children, which

could make footpaths feel less safe especially for blind or low-vision people, people using mobility aids, and older people. Disability and pedestrian groups, including Living Streets Aotearoa and Blind Low Vision NZ, didn't oppose caregivers riding with children, but said it should be clearly limited to supervision, at slow speeds and supported by strong education to protect pedestrian priority.

Generating greater public understanding of and compliance with amended rules

Education, guidance and rule clarity are needed to implement this proposal safely

Many submissions emphasised that safe implementation depends on clear behavioural expectations (raised by 8% of submitters), education (12% of submitters), and rule clarity (3% of submitters). Key suggestions included low riding speeds, pedestrian priority, caution at driveways, and clear communication of age limits and consequences for unsafe behaviour. While submitters noted that enforcement was expected to be light touch, they stressed that consistent rules and messaging supported by Road Code updates and public education are essential for people to understand and comply.

Drivers need to adjust their expectations

Many submitters said driver awareness is critical, particularly around children cycling near roads and at driveways. Some submitters suggested drivers should be required to come to a full stop before driving over the shared footpath. Clear communication of shared responsibilities was seen as essential, as a lack of targeted driver education especially at driveway crossings could undermine safety and compliance.

Clear behaviour and signalling rules are essential to support the proposal

Submitters stressed safe use of footpaths depends on clear supporting requirements. This includes giving pedestrians priority, slowing down and providing a 1-metre gap when passing pedestrians, taking care at driveways, effective signalling, and using sound alerts (such as bells) to warn pedestrians where appropriate. Some submitters even suggested a speed limit of 10km/h when cycling on footpaths. Visibility, audibility, and communication especially for elderly pedestrians, blind or low vision users and people using mobility aids, were seen as essential for comfort and compliance.

Enhanced efficiency of the transport network

Allowing children to cycle on footpaths encourages active transport and supports council objectives

Some submitters said the proposal would support safer school travel, reduce short car trips, and give families greater confidence to choose active transport. These submitters

considered allowing footpath cycling helps children build riding skills and hazard awareness before cycling on the road.

Cycling on footpaths should not be a reason to discontinue investment in cycling infrastructure

Several advocacy organisations and individual submitters cautioned that footpaths should not become a default cycling solution. They mentioned differences in width, condition, and pedestrian demand on dedicated cycleways. Councils and cycling advocacy organisations stressed that long-term safety and efficiency depend on continued investment in separated walking and cycling infrastructure. Cycling Action Network emphasised that footpath access for children should be an interim or contextual measure, not a substitute for safe cycle lanes. NZ Vulnerable Road User Charitable Trust similarly highlighted that pedestrian safety, particularly for older people and people with disabilities, must remain the priority, alongside complementary measures such as speed management and education. Any efficiency gains were seen as indirect and highly dependent on context, reinforcing that footpath cycling for children is not a system-wide solution.

Some footpaths may not be suitable for cycling in busy or narrow areas

New Plymouth District Council, Clutha District Council, Whakatāne District Council, and Marlborough District Council highlighted the need to manage cycling in higher risk areas, such as narrow footpaths and busy pedestrian areas including CBDs, shopping streets, and around schools.

About 5% of submitters also questioned whether some existing footpaths are suitable for cycling in busy or constrained environments such as town centres and residential infill areas, noting that narrow or uneven footpaths can increase conflict and are particularly risky for elderly people, disabled users, blind or low-vision pedestrians, and carers with prams. These submitters emphasised that allowing children to cycle on footpaths without suitable upgrades could reduce safety and effectiveness.

As a result, they supported giving local authorities the ability to restrict footpath cycling where conditions or pedestrian numbers create safety risks.

Proposal 2: set a minimum passing gap for vehicles

What was proposed

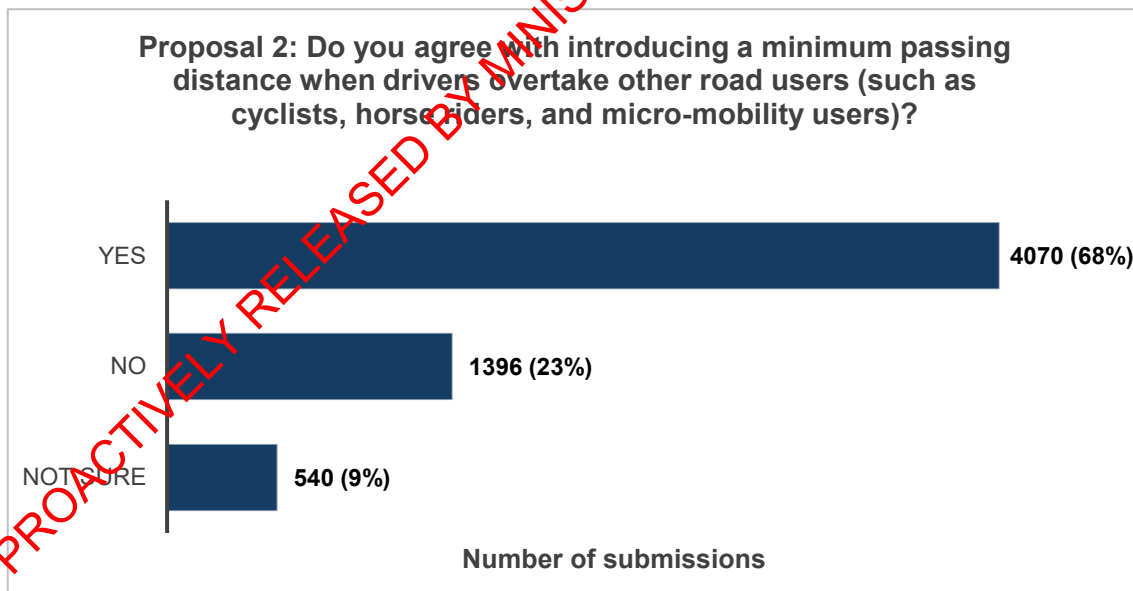
To require drivers to leave a minimum passing distance of 1 metre at speeds of 60 km/h or less, and 1.5 metres above 60 km/h, when overtaking other road users such as cyclists and horse riders.

How people responded

We received 6,006 submissions on this proposal:

- 68% of submitters supported the proposal. This included individuals, councils, cycling advocacy groups, and horse rider advocacy groups (who agreed in principle but called for the minimum passing distance to be increased to at least 2 metres).
- 23% of submitters didn't support the proposal. This included individuals and transport advocacy organisations who considered the proposal difficult to enforce and opposed the proposed \$300 fine.
- 9% of submitters were unsure.

Key themes included introducing a clear legal minimum passing distance, preferably at least 1.5 metres, supported by education, enforcement, and alignment with the Road Code and international best practice.



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Improved road safety outcomes

Submitters broadly agreed that close passing endangers vulnerable road users, but views differ on appropriate passing distances.

Councils and walking advocacy groups considered the proposed passing distances are inadequate

Groups like Living Streets Aotearoa argue that a 1–1.5 metre minimum passing distance is unsafe, especially on narrow or high-speed roads, due to turbulence, speed differences, and rider unpredictability. Auckland Council also cautioned against a single rule, noting the higher risks posed by large trucks compared with smaller vehicles. A few submitters also recommended this proposal should apply more broadly than to just drivers of motor vehicles when passing, as motorcyclists and cyclists can also pass other road users unsafely. Others noted that ‘other road users’ should include pedestrians and other wheeled recreation vehicles, who may need to use the road where there is no footpath.

Horse rider advocacy groups had a strong preference for a 2-metre passing distance and lower speed limits when passing

Concern about passing horses was common, with 6% of submitters noting horses have unpredictable reactions to vehicles and require wider passing distances.

The NZ Vulnerable Road User Charitable Trust, equestrian advocacy groups, and NZ Veterinary Services therefore recommended a minimum 2-metre passing distance. 10% of submitters considered a lower speed limit was necessary when passing a cyclist or a horse rider safely, with many submitters asking that speeds of about 20 km/h be required for passing horses. These submitters noted that a minimum 2-metre passing distance and passing speeds of about 20 km/h align with international best practice. They referred to the United Kingdom’s (UK’s) rule change in 2025, which requires a 2-metre passing distance when passing horses and riders with a maximum speed of 10 miles per hour (16 km/h)¹

Many councils recommended a universal 1.5 metre passing distance for all roads

Eight councils including Queenstown Lakes District Council, Whangārei District Council, Hastings District Council, Kāpiti Coast District Council, New Plymouth District Council, Marlborough District Council, Wellington City Council, and Christchurch City Council staff along with advocacy groups such as Great Harbour Way Trust, Cycling Action Network, Healthy Auckland Together, Nelson Transport Strategy Group, Hutt City Grey Power, and 4% of individuals, supported the policy intent but recommended a single minimum 1.5 metre passing gap regardless of the road’s speed limit.

¹ A private member’s bill, Road Traffic (Horse and Rider Safety) Bill, is currently progressing through the UK Parliament. If passed, this bill will set both a mandatory speed and distance for passing horses in a moving vehicle, provide for the inclusion of equestrian safety in driving theory tests and make provision about the teaching of equestrian safety in driving education.

Greater understanding of and compliance with amended rules

Public education and guidance are required

About 6% of submitters called for clear, consistent guidance and strong public education; Christchurch City Council staff noted poor driver awareness of existing rules contributes to unsafe overtaking, particularly on narrow roads. Groups including Safety Collective Tāmaki Makaurau supported simple, consistent messaging such as a single 1.5 metre rule and clear guidance on measuring passing distances to reduce confusion and help enforcement.

Concerns about enforceability and driver behaviour

Approximately 9% of submissions raised concerns about whether the rule can be enforced and 8% of submissions raised concerns about driver behaviour. They emphasised the need for clear measurement standards (for example, measuring mirror-to-elbow rather than tyre-to-tyre) and recommend enforcement tools such as video-based reporting to ensure consistency. Overall, many submitters stated that well-designed passing rules, supported by strong education and enforcement, can significantly reduce crash risk and improve the perceived and actual safety of vulnerable road users.

Many submitters emphasised a need for fair, practical enforcement, with Cycling Action Network supporting video-based reporting (like the UK's Operation Snap) and Transporting New Zealand calling for discretion where road width makes compliance impossible (for example, rural roads with a narrow verge). Auckland Council also stressed the need for clear communication of rules for all road users, alongside strong education, guidance, and workable enforcement to improve safety.

Enhanced efficiency of the transport network

Setting minimum passing distances can improve network efficiency

Some organisations said minimum passing distances would improve efficiency by reducing uncertainty and risky overtaking. Christchurch City Council staff said a consistent 1.5 metre rule would simplify driver decisions, while the NZ Local Authority Traffic Institute (Trafinz) and the Transportation Group noted it would not delay traffic on narrow roads, as it mainly clarifies existing obligations.

Other submitters warned that poorly defined rules could reduce efficiency

Industry submitters like the Motor Industry Association supported the aims of addressing issues with unsafe passing behaviours but noted the proposal would have significant adverse impacts. Some submitters also noted there needs to be different consideration

for rural vs. urban roads. These submitters stated rigid rules could reduce efficiency on constrained roads: over 9% of submitters, including Transporting New Zealand noted many rural roads are too narrow to meet a 1-metre gap without delay, while Auckland Council stated passing distances should reflect vehicle size. Nearly 4% of submitters noted that without clear, nuanced guidance, drivers may become overly hesitant, leading to unnecessary slow traffic behind other road users.

Industry submitters were concerned that the proposed overtaking gap would constrain heavy vehicles to the speed of a cyclist or other slow road user for extended parts of the rural road and state highway network, which would be acceptable for short durations but not practical for substantial portions of the roading network to be constrained. They recommended either strengthening the current 'good will' provisions to permit passing or to provide a specific mandatory condition to pull over and permit safe passing where appropriate and proportionate.

Education and infrastructure are required to support this proposal

Submitters emphasised that efficiency depends on strong education and infrastructure, with Gisborne District Council and advocacy groups included in 10% of submitters who called for clear guidance on safe passing and centre-line crossing. Many submitters and some councils, including Healthy Auckland Together, stated that separated cycling and micromobility infrastructure, and improved perceived safety would support different transport choices, reduce congestion, and improve network productivity². Enforcement would be needed to support this proposal.

² NZTA and the Ministry of Transport are aware of the current infrastructure differences nationally such as painted cycle lanes on the road, or provision of grade separated lanes that offer greater protection. Cycle infrastructure is out of scope for this work.

Proposal 3: allow e-scooters to use cycle lanes

What was proposed

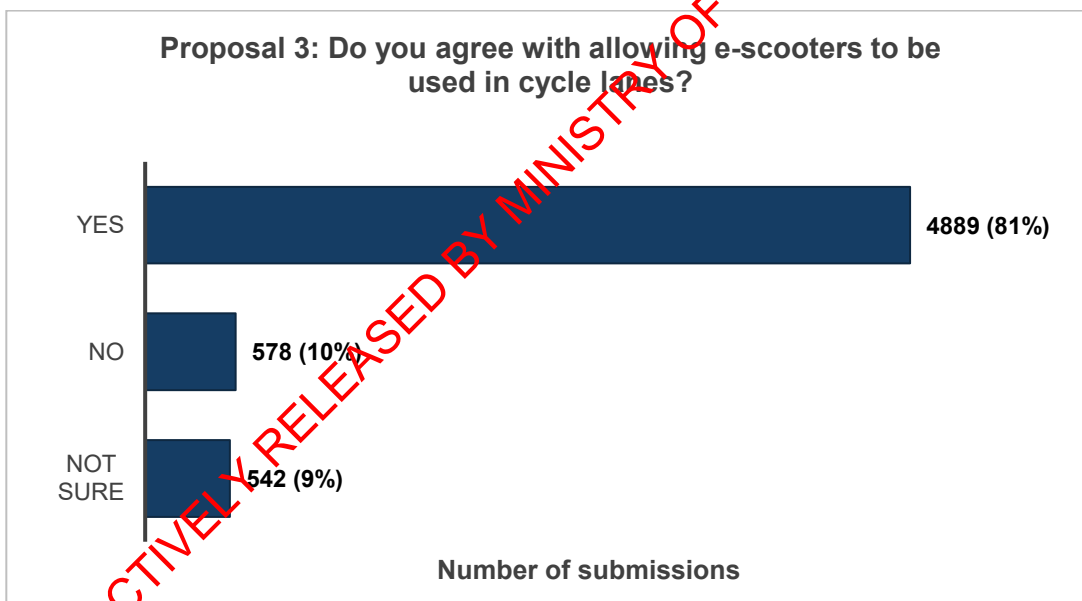
To allow e-scooters to be used in cycle lanes.

How people responded

We received 6,009 submissions on this proposal

- 81% of submitters supported this proposal. This included individuals, walking and disability advocacy groups, councils and, road safety and traffic management organisations.
- 10% of submitters didn't support this proposal. This mainly included individuals who asked for clearer operating rules before allowing e-scooters into cycle lanes.
- 9% of submitters were unsure.

Key themes were that allowing e-scooters in cycle lanes would improve safety and accessibility, supported by clear national rules, education, enforcement, and well-designed cycle lanes.



Improved road safety outcomes

Allowing e-scooters to use cycle lanes reduce risks to other road users

Submitters generally agree that allowing e-scooters to use cycle lanes would improve safety for pedestrians and riders by reducing the use of e-scooters on footpaths and conflicts between pedestrians and e-scooters on footpaths. About 23% of submitters, including Disabled Persons Assembly NZ, Blind Low Vision NZ, Hutt City Council, and

Lime ANZ, say fast moving e-scooters are unsafe on footpaths and should use cycle lanes where available. This will better match scooter speeds and improve safety through clearer separation from pedestrians. 8% of individual submitters considered that e-scooters should be completely banned from using footpaths.

Those who opposed the proposal noted that e-scooters were a lot faster than bikes

About 3% of submitters stated that speed differences between cyclists and e-scooter riders increase collision risk, while others noted that the e-bikes have similar speeds to e-scooters and are permitted in cycle lanes.

Extending the proposal to other wheeled recreational vehicles

A few submitters also recommended extending the proposal to other wheeled recreational vehicles, such as skateboarders, roller/inline skaters, e-boards, which can all travel at a similar speed as bicycles, and are currently allowed to use the road and footpath but not cycle lanes.

Greater understanding of and compliance with amended Rules

Stronger regulation of e-scooters and their riders

Mandating helmet use while riding e-scooters was proposed by 14% of submitters, including many councils and safety advocacy organisations, with many of these also stating other safety gear like reflective clothing should be required.

Lime ANZ and Cycling Action Network called for clearer right-of-way rules, including give way expectations in shared and crossing environments, and national regulation of e-scooter speed and power limits. The Cycling Action Network called for nationally consistent rules, including requiring e-scooters to use cycle lanes where available, managing risks at bus stops, intersections, and poor-quality lanes, and setting clearer standards for speed, power, helmets, intoxication, and age limits. Some submitters proposed restricting e-scooter speeds to 25km/hr and lower speeds when passing pedestrians.

Councils and some individual submitters emphasized e-scooter retailers' role in educating the public about e-scooter requirements, including at the point of sale and through in-app training, geofencing, and speed controls. Christchurch City Council staff noted there is a need for stronger national regulation to ensure that there is consistency between public and private scooter controls, as well as across different councils.

Safekids Aotearoa and Hastings District Council also recommended banning e-scooter use for riders under 16 years due to the high risk of serious injury or death. Some submitters called for the stronger regulation of e-scooters and their riders through licensing and registration requirements, as it is similar to operating a motor vehicle.

Education, guidance and enforcement help maintain and improve safety outcomes

Well-communicated behaviour rules were considered important by 8% of submitters. Christchurch City Council staff stated a need for national campaigns on safe riding, preventing conflict between drivers and riders (e.g. when drivers open their door into the path of riders), lane speeds and clarifying where e-scooters may operate.

Enforcement challenges or the need for strong or additional enforcement activity was raised by 2% of submitters. Some individual submitters raised the need for rules around where e-scooters can be parked, and fines for the companies when e-scooters are left parked in the cycle lane or are obstructing a footpath.

Improved infrastructure to support rider safety

Nearly 2% of individual submitters said that appropriate infrastructure and ongoing maintenance are needed to support safe use and safe passing of slower path users, particularly where surfaces are uneven or debris is present.

Submitters raised safety concerns about inconsistent cycle lane design, with Auckland Council, Safety Collective Tāmaki Makaurau, and Gisborne District Council highlighting narrow lanes, poor surfaces, bus stop conflicts, and low visibility intersections. Hutt City Council called for better designed, well-maintained, and separated cycling infrastructure.

Lime ANZ emphasised that safe and compliant use relies on supportive infrastructure, including separated lanes, good lighting, smooth surfaces, and clear markings. Some submitters pointed to examples they considered successful, such as shared paths in Christchurch, and supported similar investment in their own local areas.

Enhanced efficiency of the transport network

A few submitters commented that allowing e-scooters to use cycle lanes could improve broader transport network efficiency as they move from footpaths and roads into cycle lanes. The Cycling Action Network stated this would reduce conflict by separating users more clearly, while Hutt City Council and Lime ANZ noted underused cycle lanes can better accommodate e-scooters than footpaths or traffic lanes. 1% of submitters stated e-scooters needed to be lawfully moved into cycle lanes and removed from roads because they disrupt the flow of road traffic. Lime ANZ also highlighted e-scooters' role in first and last mile public transport trips, reducing car use, parking pressure, and overall network congestion.

Proposal 4: giving buses priority when leaving bus stops

What was proposed

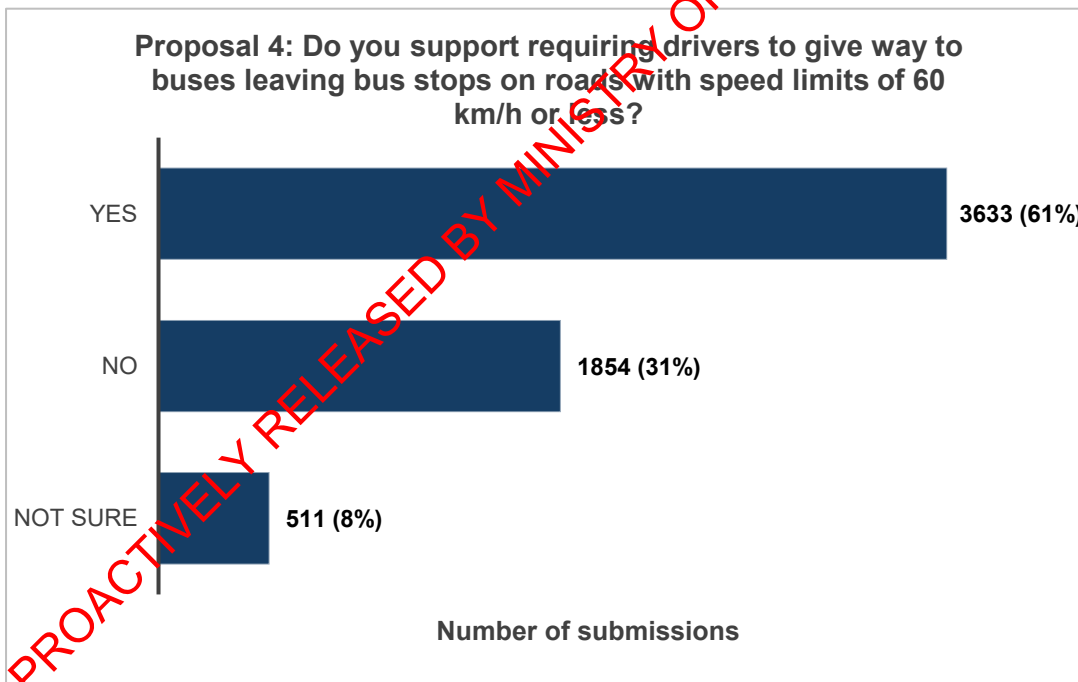
Require drivers to give way to buses leaving bus stops on roads with speed limits under 60 km/h.

How people responded

We received 5,998 submissions on this proposal:

- 61% of submitters supported this proposal. This included individuals, councils, bus and transport associations and road safety advocates (who ask for bus drivers to indicate adequately before moving back into traffic).
- 31% of submitters didn't support this proposal. This included individuals and some cycling rights organisations who cited that the proposal is impractical and will be abused by bus drivers.
- 8% of submitters were unsure.

Key themes focused on impacts for cyclists and pedestrians, bus driver behaviour, speed limits, and the need for clear rules, training, education, and enforcement.



Improved road safety outcomes

Clear give way rules lower the risk of crashes between buses and other road users

Hutt City Council, Otago Regional Council, the Bus and Coach Association, and Healthy Auckland Together stated that unclear rules cause inconsistent driver behaviour and

unsafe bus merging; and that a clear give way rule would reduce risky manoeuvres and crashes near bus stops.

Many submitters said the proposal would improve safety for people who walk and cycle. Cycling Action Network and Safety Collective Tāmaki Makaurau said that when buses re-enter traffic late, cyclists may try to overtake unsafely, and people may take risks when crossing the road. They stated that giving buses priority would reduce these risks through more predictable bus movements.

Education and responsible bus driver behaviour

Submitters including Trafinz, Transporting New Zealand, Cycling Action Network, and multiple councils, supported priority for buses, stressing that safety depends on clear give way rules, responsible bus driver behaviour, consistent signage and signalling, and strong public education and enforcement.

Greater understanding of and compliance with amended rules

Clear guidance needed on giving way to buses

Submitters emphasised the need for clear, nationally consistent messaging to improve understanding and compliance with giving buses priority, noting widespread driver confusion. They called for updated Road Code guidance, national advertising, and plain language explanations of when it applies.

Trafinz, Transporting New Zealand, the Bus and Coach Association, the Cycling Action Network, and several councils also sought consistent rear bus signage, bus stop markings, and clear signalling standards to support compliance and reduce reliance on courtesy.

Need for nationally led education and training, standard signage and clear requirements

Submitters highlighted the need for education and training to support compliance. Healthy Auckland Together, the Cycling Action Network, and multiple councils called for nationally led public campaigns rather than council-by-council approaches, and for rule changes to be embedded in driver licensing, testing, and bus driver training.

Trafinz, Transporting New Zealand, and multiple councils cautioned that without clear public education, signage, and consistent bus driver behaviour, the improvements may not have the expected benefits. However, they broadly agreed that with national education, standardised signage, and clear signalling requirements, enabling bus priority would help buses re-enter traffic more smoothly, reduce stop start delays, and support a more people focused use of limited road space.

There were some concerns about incentivising poor driver behaviour

Some submitters considered there should be the same driving rules for all drivers on the road, regardless of the type of vehicle. About 8% of individual submitters raised concerns about current bus driver behaviour, and 2% were concerned that giving the bus priority would further encourage bad bus driver behaviour.

A rule change is unnecessary

A few submitters considered a legal rule to require drivers to give way to buses would be unnecessary and impose additional administrative expense, so it should remain a courtesy practice rather than a law change. A small number of submitters also thought this was just a revenue gathering exercise for the government.

Enhanced efficiency of the transport system

Improving bus reliability and reducing avoidable delays at bus stops

About 22% of submissions said this proposal will improve public transport efficiency. Councils noted that buses often lose time re-entering traffic during peak periods. Requiring drivers to give way would reduce delays, stabilise timetables, improve end-to-end journey times, and boost passenger confidence in public transport³.

Prioritising buses improves overall network efficiency

Healthy Auckland Together, the Bus and Coach Association, Cycling Action Network, and several regional councils noted that buses move far more people than private cars and that prioritising buses improves overall network efficiency. They emphasised that faster, more reliable bus services support people to use other transport options, reduce congestion, and strengthen urban transport performance in Christchurch, Auckland, Queenstown, and Dunedin. The Bus and Coach Association noted that if the rules were changed and there was 100% compliance, bus delays could be reduced by 29.5 hours across the network per day in the Auckland region.⁴

³ Abley Transportation Consultants (2017). *Giving way to buses potentially a good idea*. NZTA Research, June 2017, Issue 36, pp. 5–6. [Research Report 609 Quantifying the economic and other benefits of enabling priority bus egress from bus stops | NZ Transport Agency Waka Kotahi](#)

⁴ Ibid.

Proposal 5: clarifying signage requirements for parking on berms

What was proposed

To clarify that signs are not required for road controlling authorities to enforce local berm parking rules.

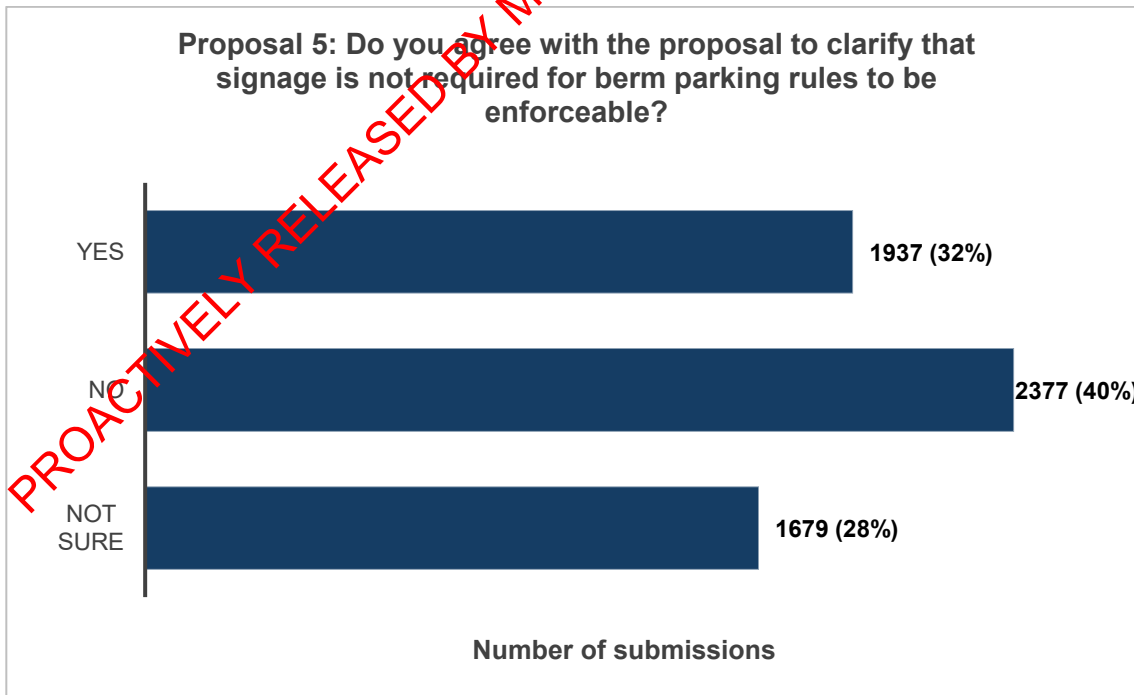
How people responded

We received 5,993 submissions on this proposal:

- 32% of submitters supported this proposal. This included road safety charities, traffic management organisations, disability advocacy group and councils.
- 40% of submitters didn't support this proposal. This included individuals and transport associations who believe any prohibition on parking on berms must be supported by signage so that vehicle operators are aware of it.
- 28% of submitters were unsure.

Nearly one third of respondents who made a comment either stated that they didn't understand the question, or what the implications of the proposed rule amendment might be, or it was evident from their answer that they found the topic very confusing. Some comments were around merits of berm parking but not directly related to the proposal.

Key themes were the need to balance legal clarity and enforcement with fairness, public awareness, and trust through education, clear communication, targeted signage, warnings before fines, and sensible local exceptions.



Improved road safety outcomes

Berm parking increases the risk to pedestrians

Christchurch City Council staff, Hutt City Council, Gisborne District Council, Waimakariri District Council, Living Streets Aotearoa, Disabled Persons Assembly, Blind Low Vision NZ, and Blind Citizens NZ noted that berm parking often encroaches on footpaths, forcing pedestrians especially wheelchair users, people with prams, and older people into traffic and increasing crash and fall risks. Clarifying how it can be enforced was seen as strengthening councils' ability to maintain safe, accessible pedestrian routes.

Consistent enforcement will deter habitual unsafe parking

About a quarter of the submitters stated that a rule change to clarify berm parking bans are enforceable without signage would set clearer driver expectations, support consistent enforcement, and deter unsafe parking. 4% of submitters said there is a lack of enforceability when it comes to berm parking. While some transport industry submitters emphasised the need for public education, most considered the proposal would improve pedestrian safety by maintaining clear footpaths and reducing driveway and footpath conflicts.

Greater understanding of and compliance with the amended rules

Signs are essential for people to understand their obligations

Submitters who didn't support the proposal or who indicated mixed support raised concerns that drivers could be fined for activities they were unaware were prohibited, particularly where berm parking has long been common practice. AA warned that drivers may unknowingly breach bans, while Hutt City Council, Waimakariri District Council, and Gisborne District Council noted that reliance on signage has led many drivers to assume berm parking is permitted unless explicitly prohibited. Submitters also highlighted that visitors and older people are especially dependent on clear visual cues. 21% of submitters said signs are required to enforce berm parking and about 4% said current requirements were unclear.

Consistent national rules will improve understanding and compliance

Disabled Persons Assembly New Zealand and Blind Low Vision NZ argued that predictable enforcement for the purposes of maintaining pedestrian safety would

improve understanding and reduce resistance. While Transporting New Zealand and some rural submitters raised concerns about reliance on unwritten rules, many submitters supported a clear national prohibition on berm parking, backed by education and fair enforcement, which would be more effective than signage. Overall, the proposed clarification was seen as improving compliance through a simple, nationally consistent rule focused on pedestrian safety.

Enhanced efficiency of transport network

Removing the requirement for external signage reduces cost and visual clutter

Submitters who supported this proposal linked improved efficiency to lower compliance costs and more consistent enforcement. Christchurch City Council staff, Hutt City Council, and Trafanz said removing mandatory signage would reduce installation and maintenance costs, limit visual clutter, and allow signage to be targeted to exceptions only. This was seen as supporting more strategic street management, more predictable driver behaviour, and fewer disputes.

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Other issues

Limitations of analysis

Survey participants selected “yes”, “no”, or “not sure” for each proposal, with optional free text comments to provide a written rationale. Not all submitters answered every question, and many email submitters chose to submit on certain proposals without using the survey format. Overall, almost 90% of submitters commented on Proposals 1, 2, 3 and 4. Approximately 65% of submitters commented on Proposal 5.

We included free text responses in the online submission form so that submitters could share context around why they gave a “yes”, “no”, or “not sure” answer for each question. Clear themes were evident across responses from individuals, councils and advocacy groups. These themes were grouped and counted together from submissions made online and by email.

Counting how many times a theme was raised is not scientific and some judgement was applied to determine under what themes comments may fall. Some submissions raised multiple ideas or themes, so the percentages shown for each theme may not add to 100%. However, strong and clear perspectives raised by submitters were summarised into common themes where possible.

Out of scope

These issues were raised in the submissions but are out of scope for this project. They include:

- Infrastructure and funding - *footpath width and quality, separated cycleways, lighting, visibility, and national or local funding decisions.*
- Education and behavioural change - *national education campaigns, Bike Ready or school curriculum changes, public awareness programmes.*
- Licensing and registration - *licensing of cyclists or e-scooter users, registration or number plates for devices, ID or insurance requirements.*
- Speed limits on paths - *introducing numeric speed limits (such as walking pace, 6–10 km/h) for footpaths or cycle lanes, or redefining “hazardous speed”.*
- Disability co-design - *mandatory disability impact assessments, co-design processes, user trials, or location specific exclusions.*

These topics came up frequently in submissions across the proposals. Although out of scope, they highlight issues that would support effective implementation and improve overall outcomes.

Appendix 1: list of organisational submitters

Individuals' names have been withheld from this list. If you wish to know these names, please contact NZTA and we will consider your request under *Official Information Act 1982* criteria.

Businesses, organisations and advocacy groups	
Age Concern NZ	Atomic EV Limited
Bentley Coachlines	Bike Action Hamilton
Bike Auckland	Bike and Hike Northland Trust
Bike Taupo	Bike Waikato
Bikers Rights Organisation NZ	Blind Citizens NZ
Blind Low Vision New Zealand	Brake the Road Safety Charity
BT CoachBuilders Ltd.	Civic Trust Auckland
Coastal Riding NZ	Companion Animals NZ
Cycling Action Network	Cycle Wellington
Dig Ōtautahi Trust	Disabled Older Persons Group
Disabled Persons Assembly	Equestrians Advocacy Canterbury West Coast
Equestrian Sports New Zealand	Equi U & Us Ltd.
Far North Riding Club	Free Ride Charitable Trust
Free Ride Charitable Trust	Gattung Foundation
Golden Valleys Riding Club Inc.	Great Harbour Way Trust
Greasy Chain Charitable Trust	Hamilton Driving School
Harness Racing New Zealand	Hawke's Bay Trails Great Ride
Hawkes Bay Horse Trails Advocacy Group	Healthy Auckland Together
Healthy Families Invercargill	H.O.R.S.E and Weekday Trekkers
Horse Riders NZ	Hughes Traffic & Transportation

Hutt City Grey Power	Kāpiti Bike Bus – Cycle to School Programme
Katikati Adult Riding Club	Katikati Hack and Hunters Adult Riding Club
Kinetic	Lime ANZ
Living Streets Aotearoa	Living Streets Tāmaki Makaurau
Maggie Lees Equestrian	Mahurangi Equestrian Advocate Group
Mangonui Haulage Ltd	Mariska Lohead Equestrian Services and Trekking
mSupply Foundation	Nelson Tasman Climate Forum & Travel Friendly
Nelson Tasman Riding Club	The New Zealand Side Saddle Association
New Zealand Thoroughbred Racing Inc.	New Zealand Vulnerable Road User Charitable Trust
NZ Equestrian Advocacy Network (NZEAN)	NZ Trainers' Association
NZ Veterinary Association	Parents of Vision Impaired (NZ) Inc
Pedals Dunedin Ltd	Rare Horse Society of NZ
Ride Your Trike Hamilton Ltd	Royal Australasian College of Surgeons Aotearoa New Zealand National Committee and Trauma Sub-committee
Safe Kids Aotearoa	Safety Collective Tāmaki Makaurau
SL TYME	South Canterbury Road Safety
SPCA	Spokes Canterbury
Spokes Dunedin	Taranaki Equestrian Network Inc.
Tasman Equestrian	The Lightfoot Initiative Charitable Trust
Titahi Bay and City Riding Club	TS Equestrian Services
Upper Clutha Charitable Trust	Upper Clutha Lakes Equestrian Access Group
Upper Clutha Riding Club	Wakatipu Riding Club

Waitaki Horse Trails	Waterford Riding Centre
Weekday Horse Trekkers	Whanau horse trekkers
Industry associations	
Automobile Association (AA)	Bus and Coach Association
Drive Electric	Motor Industry Association (MIA)
National Road Carriers Association	Nelson Transport Strategy Group Inc. (NELSUST)
New Zealand Local Authority Traffic Institute (Trafinz)	NZ Tramways Union
Transportation Group NZ	Transporting New Zealand
Councils/Road Controlling Authorities	
Auckland Council	Bay of Plenty Regional Council
Christchurch City Council (staff)	Clutha District Council
Gisborne District Council	Hamilton City Council
Hastings District Council	Hawke's Bay Regional Transport Committee
Horizons Regional Council	Hutt City Council
Hauraki District Council	Kāpiti Coast District Council
Manawatū District Council	Marlborough District Council
New Plymouth District Council	Otago Regional Council
Queenstown Lakes District	Waimakariri District Council
Waipā District Council	Whakatāne District Council
Wellington City Council	

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Land Transport Rule: Traffic Control Devices Amendments 2026

Summary of submissions

9 March 2026

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Background

The *Land Transport Rule: Traffic Control Devices 2004* (the TCD Rule) covers the requirements for the design, construction, installation, operation and maintenance of traffic control devices, and functions and responsibilities of road controlling authorities.

Traffic control devices are signs, markings, signals, islands and other devices placed on or adjacent to roads, footpaths and cycle paths used to instruct, warn, guide or advise road users. The *Land Transport Rule: Traffic Control Devices Amendment 2026* (the TCD Amendment 2026) proposes to make 45 changes to the TCD Rule.

The TCD Amendment 2026 include:

- enabling provisions
- removal of redundant requirements
- mandating standards, and
- updating and clarifying specifications to the TCD Rule.

The TCD Amendment 2026 is not expected to result in any significant implementation costs to road controlling authorities. NZTA will update the required guidance and road controlling authorities will be able to take advantage of the new requirements as and when they update signs, markings or signals. These changes are technical and/or minor.

The proposed changes are consistent with the Vienna Convention on Traffic Signs, Signals and Markings. They align New Zealand with international standards and practices.

Consultation

We sought feedback on the TCD Amendment 2026 to ensure that legislation is sound and robust and that the rule development process considers the views of, and the impact on, people affected by the proposed changes. Road controlling authorities are the direct stakeholders these changes may affect, but all road users must comply with all traffic control devices once installed. Because of the technical nature of the changes, we sought targeted consultation from the Traffic Control Devices Steering Group and other industry participants from road controlling authorities.

The targeted consultation took place from 16 to 25 February 2026.

We received both oral and written submissions.

Consultation overview

What parts of the TCD Rule we consulted on

The TCD Amendment 2026's 45 proposed changes are mainly in Parts 1 and 3 of the TCD Rule. Part 1 is the main body of the TCD Rule and Part 3 includes:

- Schedule 1 – Signs
- Schedule 2 – Markings
- Schedule 3 – Signals.

TCD Amendment 2026 is a coordinated effort, developed in close collaboration with road controlling authorities and groups such as the Traffic Control Devices Steering Group, the Road Marking Federation, and the Signals Users Group (SNUG), to update the TCD Rule.

Targeted consultation: proposed amendments to the TCD Rule

A meeting was held online on **Monday 16 February 2026**, between 1:00 pm and 4:00 pm. Sixteen people attended the meeting. After the meeting, participants were given until Friday 20 February 2026 to provide written submission. At the request of one participating organisation, this deadline was extended to Wednesday 25 February 2026.

The targeted consultation attendees		
External	NZTA	The Ministry of Transport
Bruce Goodall (Road Markers Federation)	Osei Owusu – Policy Lead	Declan Lynch - Policy
Jeff Greenough (SNUG, Traffic Signals)	Steve Dejong – Technical Lead	
Joanne McMahon (Road Signs Manufacturers' Association)	Leona Feng – Policy Manager	
Dominic Elder (Downer Group)	Grace Bennett – Legal lead	
Russell Hawkes (Environment Southland)	Mark Edwards – SME	
Joanne McMahon (Road Signs Manufacturers' Association)	Russell Pinchen - SME	

<p>Robert Swears (Road Safety and Traffic Engineering)</p> <p>Terry Collins (Automobile Association)</p> <p>Lachlan Beban (Christchurch City Council)</p> <p>Daniel Cairncross (Wellington City Council)</p> <p>Terry Segrue (Auckland Transport)</p>		
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Submissions analysis of TCD proposals

Summary of submitter views, our response and recommendations

General requirements for traffic signs

Proposal 1	Enabling trials of vehicle mounted signs
Main feedback	<p>There is strong stakeholder support for enabling trials of vehicle-mounted variable message signs (VMS).</p> <p>Auckland Transport noted that although some trials—including school bus signage—have been carried out in the past, there is now a need for a clear regulatory pathway. Auckland Transport further noted that some earlier trials proceeded without explicit rule support.</p> <p>Wellington City Council also observed that the current TCD Rule limits the use of VMS technology, and that the</p>

	proposed amendment would allow future trials, including mobile VMS units on work vehicles.
Response	This change is necessary to establish a clear legal basis for vehicle-mounted VMS trials and is consistent with current VMS technologies and operational practices.
NZTA recommendation	<i>Proceed as consulted on.</i>

Proposal 2	Mandating the use of approved fonts for traffic signs
Main feedback	<p>There are concerns about using the Transport Medium font on parking signs because the Australian Standard for road-sign alphabets (AS 1744) does not include the NZ Modified E font.</p> <p>Submitters also said that any reference in the TCD rule to Australian standards must explicitly state any exceptions that apply. The Road Safety and Traffic Engineering Group recommended changing the wording in the draft TCD from “all traffic sign” to “all traffic signs”. Submitters also noted that Australia introduced lowercase Transport fonts in 2015, which has created software-related issues for some manufacturers. The Road Signs Manufacturers Association will provide additional technical questions in writing once it has completed its consultation.</p>
Response	<p>NZTA agrees that the font requirements need to be clarified. In future drafts, NZTA will make sure the requirements work with New Zealand fonts and with the software used by sign manufacturers. The goal is to ensure fonts are correct and easy to read, while also making signs easier to produce. NZTA has added a clarification to clause 4.4(22): “unless otherwise specified within the Rule.” This work is still in progress, and NZTA needs more information from manufacturers about the software they use and the font-related problems they are experiencing.</p>

NZTA Recommendation	<i>Proceed as consulted on.</i>

Proposal 3	Enabling NZTA (Director of Land Transport) to approve signals
Main feedback	<p>The Road Signs Manufacturers' Association asked what had prompted this proposal.</p> <p>Submitters also sought clarification on how these approved signals would interact with the Road User Rule.</p>
Response	<p>NZTA acknowledged that the long delays in approving signs—such as those affecting cycle directional signals—demonstrate the need for change.</p> <p>NZTA confirmed that all proposed approvals will continue to be reviewed by the TCD Steering Group to ensure we continue to work in partnership when approving signals.</p> <p>Any subsequent amendments to the Road User Rule because of approving signals will be assessed, and advice provided to the Minister for their consideration.</p>
NZTA Recommendation	<i>Proceed as consulted on.</i>

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Steady vehicle displays in the form of a continuous display

Proposal 4	Enabling shared aspect pedestrian and cyclist signals
Main feedback	<p>Most submissions on this proposal focused on the drafting.</p> <p>One suggestion was to reverse clauses A and B for readability, so that S3-4 appears before S3-5.</p> <p>One submitter noted that clause 6.6(3AAB) lists signal aspects S3-4 and S3-5 in that order, but the proposed subclauses (a) and (b) describe S3-5 first and then S3-4.</p> <p>A submitter also asked NZTA to clarify where shared signals may be used.</p>
Response	<p>NZTA will take the suggested drafting order into account and will confirm the permitted locations in the guidance.</p> <p>Shared signals work the same way as pedestrian signals, so they are covered by the pedestrian display rules. We note that the rule lists S3-4 before S3-5 (the reverse of what some submitters expected). However, this order matches clause 6.6(3) for pedestrian displays and is consistent with how other display types are set out.</p> <p>The rule also describes the signal aspects in the order green, then yellow, then red. This is different from the physical layout on the signal head (red at the top, yellow in the middle, green at the bottom). The original reason for this written order is not clear, but keeping it the same across the rule helps consistency and reduces the risk of confusion.</p> <p>NZTA confirmed that shared signals may be used:</p>

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	<ul style="list-style-type: none"> • at mid-block crossings, and • at intersections where a shared path crosses the roadway.
NZTA recommendation	<i>Proceed as consulted on. NZTA to draft to improve readability.</i>

Steady vehicle displays in the form of a continuous display ramp signals

Proposal 5	Change requirement for variable message signs (Display B) in advance of ramp signals
Main feedback	The Road Safety and Traffic Engineering Group suggested redrafting clause 6.4(17) the consultation version of the TCD Amendment 2026 to 'avoid entering the ramp', noting that drivers would already be on the ramp by the time they see the sign.
Response	NZTA agrees to review the drafting.
NZTA recommendation	<i>Proceed as consulted on.</i>

Intersections controlled by traffic signals

Proposal 6	Enabling existing 'give way to cyclists' sign to be attached to a signal pole
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Main feedback	<p>There was discussion about whether dual pedestrian and cyclist variants should be included as an additional option, particularly for situations where left-turn lanes are located beside cycle lanes.</p> <p>There was general support to provide a combined sign, noting that it would be useful.</p> <p>A suggestion was also made to correct a typo where “inspection” had been used instead of “intersections.”</p>
Response	<p>NZTA acknowledges the potential use cases and will consider including combined signage.</p> <p>NZTA agrees with the suggestion to provide a combined sign and has corrected the typo.</p>
NZTA Recommendation	<i>Proceed as consulted on.</i>


General requirements for signing parking restrictions

Proposal 7	Clarifying zone parking requirements
Main feedback	<p>The TCD Rule is not clear about zone parking because it does not say anything about road markings. This needs to be clarified. At the moment, the zone parking rules talk only about signs and do not say whether road markings are required to support a zone restriction. This creates confusion in the TCD Rule (clauses 12.4(13A) and 12.4(15)). This proposal is a chance to clearly state whether road markings are expected.</p> <p>Auckland Transport advised that there is no need to change the rules within the for parking zones but supports the proposal. They also noted that the current rules regarding zone parking are widely ignored.</p>

	<p>A drafting suggestion was made to insert a comma after the word 'apart'.</p>
Response	<p>NZTA clarified that the proposal doesn't change marking requirements. Instead, it addresses sign clutter and brings the TCD Rule into alignment with common practice. Parking signs are mandatory for enforcing kerbside parking, while parking markings—such as T and L shaped markings—are generally optional, except for specific Schedule 2 restricted areas such as bus stops and loading zones.</p> <p>NZTA confirmed that there is no intention to change marking requirements for zone parking, as road controlling authorities are best placed to determine appropriate TCD applications.</p>
NZTA recommendation	<p><i>Proceed as consulted on.</i></p>

Schedule 1 – Regulatory signs - updating existing signs - Urban threshold, Rural threshold and Safer speed area threshold

Proposals 8, 9 and 10	Updating existing signs (already gazetted) in Schedule 1
Main feedback	<p>The Road Safety and Traffic Engineering team noted that AS 1744 doesn't include the transport medium and requested clarification on the NZ Modified E font.</p> <p>Auckland Transport suggested that "halo" might not be the most accurate term and proposed using "aura" instead.</p> <p>Sign manufacturers also sought clarification on dimensions and the use of SI units.</p>

	
Response	<p>NZTA advised that NZ Modified/E is already specified in clause 2.8 of the proposed draft, so further detail in the rule is unnecessary.</p> <p>NZTA consider it is appropriate to retain the term “halo,” as it is consistently used in design practice and more accurately describes the intended effect.</p>
NZTA Recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – Regulatory signs - adding new signs – No exit, Crossing, Merging, Kōhanga Reo, Variable speed outside a marae, Average speed camera area, Safety camera area, Rural intersection speed zone, variable speed limit, Beach and riverbed variable speed limit and Emergency speed limit.

Proposals 11 to 20	Adding new signs (gazetted) to Schedule 1
Main feedback	<p>Participants were all happy for proposals 11 to 20 to proceed.</p> <p>Participants noted that the terms “emergency,” “beach,” and “riverbed” are incorrectly formatted in the TCD Rule text because they’ve been placed inside brackets. This does not match how these terms are defined elsewhere in the TCD Rule. They believe the brackets were copied over by mistake and should be removed.</p> <p>The use of brackets around “riverbed” and “beach” is unnecessary, unless the intention is for these to be replaced with specific names. If that is the case, terms like “name of riverbed” or “name of beach” would be clearer</p>

	and help avoid signs being produced with the placeholder text.
Response	NZTA has amended the drafting to reflect the feedback provided.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – R1-5.1 – Urban threshold

Proposal 21	Updating font size for the urban threshold speed sign
Main feedback	Submitters sought clarification whether the font should be B or E series.
Response	NZTA will verify and confirm the correct specification.
NZTA Recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – R3-18 – Modal filtering signs permitted exceptions

Proposal 22	Enabling traffic filtering signs
<p>Main feedback</p>	<p>Auckland Transport supports this proposal but raised concerns about the use of the term “<i>modal filters</i>” instead of “<i>traffic filters</i>” in the draft TCD Amendment 2026. <i>Traffic filtering</i> is the terminology used in the Streets Layout Rule, and submitters generally agreed that this term should be retained for consistency.</p> <p>Submitters also noted that including dual time periods on a sign increases its height, resulting in very large and potentially impractical signage. Auckland Transport advised that road controlling authorities may be reluctant to use traffic filtering if it requires complex or oversized signs. Queen Street in Auckland was provided as an example of where this could be an issue. Some submitters suggested that in complex environments, dynamic or electronic signage may be more appropriate than static signs with multiple time restrictions.</p> <p>The Road Safety and Traffic Engineering Group requested consistent use of measurement units throughout the drafting.</p> <p>Additionally, one submitter asked that the problem statement emphasise that the proposed traffic filtering signs directly support the intent of the Streets Layout Rule and ensure consistent traffic control devices outcomes for users and road controlling authorities.</p>

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Response	<p>NZTA agrees that “<i>traffic filtering</i>” should remain the standard term.</p> <p>NZTA acknowledges concerns about sign size, especially when multiple time periods are displayed. A balance is needed between clarity, compliance, and the visual impact of signs. Electronic signage may provide a future solution, although it’s currently more expensive.</p> <p>NZTA has reduced the size of the font and the spacing in the draft TCD between components as much as possible without affecting the legibility of the sign.</p>
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – R4-5 – Lane control sign – diagonal arrow – change lanes now

Proposal 23	Enabling the use of beacons with existing R4-5 lane control signs
Main feedback	<p>There is general support for this proposal.</p> <p>The Road Safety and Traffic Engineering Group requested that the drafting use the international standard for measurements (SI units).</p>
Response	NZTA agrees that the international standard for measurements be used and will ensure SI units are used consistently.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – R4-5.1 – Lane control sign – dog leg arrow – exit motorway

Proposal 24	Adding new “exit motorway at next off-ramp” sign
Main feedback	Submitters noted that, in New Zealand, exit signs typically indicate a left turn rather than a right turn because the country drives on the left. The Road Signs Manufacturers Association asked whether the proposed signs were intended solely for overhead lane control signals (LCS).
Response	NZTA confirmed that there are locations in New Zealand where a right exit sign is required, and that the proposed signs are indeed intended for overhead LCS. If a motorway design includes a grade-separated right exit, it's particularly important that signage clearly indicates this movement.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – R6-5.1 – Pay parking area identification supplementary

Proposal 25	Updating supplementary parking sign to allow 3 lines of text
Main feedback	There was general support for this proposal.
Response	No action required.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – W19-2.1 – Symbolic warning – active LED

Proposal 26	Enabling the use of the ‘crossing’ ‘merging’ supplementary words to the existing active electronic cycle warning sign
Main feedback	The Road Safety and Traffic Engineering Group recommended using the wording “crossing” or “merging” instead of “crossing and merging” in the proposal. They also requested corrections to the symbol references, specifically W16-4 versus W16-7 and the use of the children versus cyclist symbol.
Response	NZTA has acknowledged these suggestions and updated the wording and symbol references accordingly.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – Transport series font

Proposal 27	Clarifying font size for sign specifications
Main feedback	<p>Auckland Transport asked whether referencing AS 1744 would resolve the ongoing confusion about font sizes for sign designers and manufacturers. They noted there is still uncertainty about the correct heights for uppercase and lowercase letters, and further clarification is needed.</p> <p>The Road Safety and Traffic Engineering Group provided a typographical comparison to help address this issue, and the Road Signs Manufacturers’ Association has asked for time for their designer to review the material before providing further feedback.</p>

Response	NZTA considers that the additional clarification is necessary. Further feedback was given and incorporated in the new clause 2.7 in the TCD draft.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – Transport series font

Proposal 28	Enabling the use of service symbols on guide signs
Main feedback	<p>There was some confusion about the example image used in this proposal.</p> <p>The Road Safety and Traffic Engineering Group sought clarification on the maximum number of symbols allowed per location and whether limits apply per sign or per direction.</p>
Response	<p>NZTA clarified that the overhead sign shown is only a guide and that the symbols themselves aren't changing. The actual change being proposed is to allow the use of service symbols (such as for airport and hospital) on guide signs, which isn't currently allowed under the TCD Rule. At present, only tourist and service signs are allowed. This proposal would also introduce a new ferry symbol.</p> <p>NZTA noted that clearer guidance on the number of symbols is needed. However, it's not necessary to impose strict limits, as the symbols being added—hospital, airport, and ferry—are key internationally recognised symbols that support navigation for international visitors and tourists. If</p>

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	an intersection provides access to any of these facilities, it's appropriate to display the relevant symbol to help road users.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – A12-4 – Motorway exit – optional exit number and arrow

Proposal 29	Adding new motorway exit number sign
Main feedback	<p>There is broad support for this proposal.</p> <p>The Road Safety and Traffic Engineering Group requested that “exit” signs be allowed without numbers.</p> <p>The Road Signs Manufacturers’ Association also asked whether we could have two exit numbers on the same exit sign.</p>
Response	<p>NZTA advised that using “exit” on its own is acceptable.</p> <p>NZTA advised that two-number exit signs are not feasible because exit numbers correspond to the geographical distance from Cape Reinga, meaning 2 different numbers cannot apply to the same offramp.</p>
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – W20-3.1 to W20-3.3A – Edge marker post – no reflector

Proposal 30	Enabling road edge marker posts to be mounted on safety barriers
Main feedback	<p>The Road Signs Manufacturers' Association wants to ensure that this proposal doesn't replace the existing in-ground 900 mm models.</p> <p>Submitters also asked for clarification on whether the 900 mm measurement should be taken from the road surface or from the ground beside the barrier.</p>
Response	NZTA confirms this proposal does not replace or remove the existing in-ground 900 mm models (standard edge marker posts). Both mounting options will remain available. NZTA also confirms the 900 mm height is always measured from the road surface level (not from the ground beside the barrier).
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – A52-3 – Special vehicle lane enforcement camera

Proposal 31	Adding new special vehicle lane (SVL) advisory camera sign
Main feedback	<p>Auckland Transport emphasised that the TCD Rule needs to allow for more than the 3 current special vehicle lane types (such as bus, cycle, T2, or bus-and-goods lanes). There was a question about whether a dedicated 'bus only' version is necessary.</p> <p>The Road Safety and Traffic Engineering group raised concerns that the proposed test may be too narrow, potentially limiting the TCD Rule's future flexibility.</p> <p>Some submitters suggested that a generic 'special lane/camera' option may be required.</p>

Response	NZTA acknowledges the need for broader applicability. The drafting will consider more generic options and ensure alignment with the Road User Rule, which currently allows only the existing special vehicle lane types.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 1 – W19-3 – Symbolic warning variable

Proposal 32	Adding new managed motorway warning signs
Main feedback	<p>There was concern about the minimum symbol size and whether the proposed dimensions were adequate. Submitters noted that symbol sizes should match the operating environment—for example, a 4-metre symbol is too large for a 50 km/h urban area.</p> <p>Some submitters also questioned the consistency of M23 symbols and whether those should be updated as well.</p>

Response	NZTA confirmed that the TCD Rule sets minimum sizes, and practitioners may scale symbols proportionally to suit the environment. This will be emphasised in the supporting guidance materials.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 2 – M2-4 – Pedestrian symbol

Proposal 33	Adding dimensions to M2-4 pedestrian pavement marking symbol
Main feedback	There was general support for this proposal.
Response	No action required.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 2 – M2-4.1 – Shared path marking

Proposal 34	Adding new shared path pavement marking symbol
Main feedback	There is general support for this proposal. A submitter asked if the dash-line is part of the marking.
Response	NZTA will remove the dash-line from the figure. In the drafting, an editorial note can be added to acknowledge the stencil notches are implementation artefacts (not part of the marking).

NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 2 – M2-8 – Special vehicle lane ENDS

Proposal 35	Adding new ENDS pavement marking (gazetted) to Schedule 2
Main feedback	<p>Auckland Transport proposed making ENDS markings mandatory for special vehicle lanes and requested a specified size for cycle lane END markings.</p> <p>Some submitters argued that ENDS markings should appear only where lanes end, not at every intersection.</p>
Response	<p>NZTA considers that ENDS markings should remain optional for now, and any move to make them mandatory would require full consultation. This is outside the scope of the current project but could be revisited in future work following national practice review to be considered by the Minister. Editorial changes will be made for consistency.</p>
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 2 – M7-1 – Arrows, Schedule 2 – M8-1 – Numerals and Schedule 2 – M8-2 – Letters

Proposal 36, 37 and 38	Fixing errors in existing pavement marking dimensions
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Main feedback	<p>There is general support for this proposal.</p> <p>Road Safety and Traffic Engineers suggested minor fixes on dimensions.</p>
Response	NZTA has accepted the minor fixes on the dimensions.
NZTA Recommendation	<i>Proceed as consulted on.</i>

Schedule 2 – M8-1.1 – Speed roundel marking

Proposal 39	Adding new speed roundel pavement marking to Schedule 2
Main feedback	<p>Submitters raised concerns about conflicts between temporary speed limits and painted roundels. They wanted clarification on what is considered a regulatory device versus a supplementary device under the TCD Rule. They also asked which device takes precedence when a speed sign and a roundel show different speed limits.</p>
Response	<p>NZTA confirmed that a speed sign is a regulatory device, while a roundel marking is a supplementary one. When the two conflict, road users should follow the speed-limit rule hierarchy, which means the lowest speed limit applies.</p> <p>Roundels are currently being installed nationwide. They are being added to Schedule 2 following a request from the Road Marking Federation, as roundels had been</p>

	marked inconsistently—sometimes as squares or ovals with non-approved dimensions. This proposal ensures the roundel marking meets the consistency requirements in section 3.1 of the TCD Rule, so that road users see uniform and compliant traffic control devices across New Zealand.
NZTA Recommendation	<i>Proceed as consulted on.</i>

Schedule 3 – S1-2.6 – Disc and arrows displays

Proposal 40	Updating and introduce new S1 arrow displays
Main feedback	Some submitters suggested that the “return right” sign could be renamed to an angle-based label (e.g., >90°). It was also noted that return right signs are not intended to function as U-turn signs. There was a preference for introducing a dedicated U-turn signal to provide greater clarity.
Response	The right-return signal isn’t intended to function as a U-turn signal, and the U-turn signal should remain separate for any future trials. This proposal does not seek to enable the right-return arrow for U-turn movements.
NZTA recommendation	<i>Proceed as consulted on.</i>

Schedule 3 – S4-3, S4-3 to S4-9 – Permitted steady signal displays

Proposal 41 - 45	Adding new signal configurations to permitted displays
Main feedback	There was general support for these proposals.
Response	No action required.
NZTA recommendation	<i>Proceed as consulted on.</i>

Miscellaneous

Several issues were raised that relate to broader system level matters which could have regulatory benefits for the traffic control devices framework. However, these issues were outside the scope of this project. Examples included:

- treating gazette notice signs as compliant with the Schedule
- clarifying the obligations to install regulatory signs
- clarifying symbol requirements for special vehicle lanes (SVLs)
- defining what qualifies as a bus (for example, bus vs coach vs minibus)
- allowing total mobility vehicles to be classified as buses in some contexts.

Participants were advised that any out-of-scope proposals would require further policy assessment, full public consultation, and Ministerial consideration. NZTA acknowledges the merits of these proposals and note they could be assessed as part of future amendments.

Limitations

The targeted consultation on the proposed amendments to the TCD Rule included a strong mix of industry experts and practitioners. However, most participants focused only on the proposals that were relevant to their own organisations. As a result, some proposals did not receive the same level of attention or discussion.