Dear [Name],

I refer to your request received on 21 May 2019, pursuant to the Official Information Act 1982 (the Act), seeking:

"Under the Official Information Act, RNZ requests all emails, memos or briefings, to or from the then Transport Minister, Simon Bridges, regarding speed limits, and the efficiency of road network, for the period of October 1, 2014 - October 30, 2017."

On 24 May 2019, the Ministry contacted you to clarify the scope of your request. We interpreted your request as emails, memos and briefings to or from the then Transport Minister that relate to the trade-off between speed limits and efficiency, and the justification for implementing particular speed limits.

Between the dates specified in your request, road safety fell under the portfolio responsibilities of the Associate Minister of Transport. Between these dates there were three Associate Ministers of Transport – Hon Craig Foss, Hon David Bennett and Hon Tim Macindoe. Therefore, we have treated your request as emails, memos or briefings to these Ministers, as well as any that went to Hon Simon Bridges.

The Ministry has identified 24 documents (22 documents plus two attachments) within the scope of your request. Appendix 1 includes a table which lists the documents that fall within the scope of your request, with comments indicating where information was withheld or refused, and why.

Document 7 is a briefing which provides Hon Craig Foss (the Associate Minister of Transport at the time) with the draft Cabinet paper on the Land Transport Rule: Setting of Speed Limits Amendment 2015. The attached draft Cabinet paper (document 7a) cannot be located in the Ministry's document management system.

In 2016, Hon Craig Foss took a Cabinet paper entitled 'Land Transport Rule: Setting of Speed Limits Amendment 2016' to Cabinet, which solely consisted of proposals to enable the setting of a 110 km/h speed limit. Cabinet deferred decisions on the proposal and transport officials recognised that it needed to be presented in a wider speed management context.

On 21 August 2017, Hon Tim Macindoe (the Associate Minister of Transport at the time) took a Cabinet paper entitled 'Land Transport Rule: Setting of Speed Limits 2017' to Cabinet, seeking Cabinet's agreement to the signing of the Land Transport Rule: Setting of Speed Limits 2017. The final version of this Cabinet paper is included in this response (refer to document 7b).
There is information in documents 1, 8 and 11 which refers to NZ Police’s view regarding the enforcement of 110 km/h speed limits. Specifically, the relevant paragraphs include:

- Briefing 1, paragraph 21 – “NZ Police emphasise that any decision of a RCA to set a 110 km/h speed limit would also require support for a lower speed enforcement threshold to ensure safety is maintained”.

- Briefing 8, paragraph 19.2 – “NZ Police’s position is that any decision to have a 110 km/h speed limit will also require elimination of any speed enforcement threshold (e.g. tolerance) to ensure travel speeds remain within the Safer Speeds framework”.

- Briefing 11, paragraph 12 – “NZ Police has also previously emphasised that any decision to set a 110 km/h speed limit will also require support for a lower speed enforcement threshold to ensure safety is still maintained”.

NZ Police has advised that this does accurately reflect Police’s position. A reduction in the speed enforcement threshold is not a pre-requisite for roads with 110 km/h speed limits.

With respect to the information that has been withheld, I do not consider that there are any other considerations, which render it desirable, in the public interest, to make the information available.

You have the right under section 28(3) of the Act to make a complaint about the withholding of information to the Ombudsman. You can contact the Office of the Ombudsman at info@ombudsman.parliament.nz or:

The Ombudsman
Office of the Ombudsmen
PO Box 10-152
Wellington

The Ministry publishes our Official Information Act responses and the information contained in our reply to you will be published on the Ministry website. Before publishing we will remove any personal or identifiable information.

Yours sincerely

[Signature]

Brent Johnston
Manager, Mobility and Safety
for CHIEF EXECUTIVE
### Appendix 1

<table>
<thead>
<tr>
<th>Document number</th>
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<td>Briefing</td>
<td>Safer Journeys: Update on Actions for Achieving Safer Speeds</td>
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<td>OC03104</td>
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<td>OC03205</td>
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1. Withheld to protect the privacy of natural persons.
2. Refused as the information requested is or will soon be publicly available.
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<td>Cabinet paper</td>
<td>Land Transport Rule: Setting of Speed Limits 2017</td>
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<td>Briefing</td>
<td>Meeting with Mike Noon, NZ Automobile Association’s General Manager Motoring Affairs</td>
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<td>Safer Journeys: Making the interim evaluation available</td>
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<td>Land Transport Rule: Setting of Speed Limits Amendment – Further Advice</td>
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<td>OC03883</td>
<td>Briefing</td>
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<td>Safer Speeds Package</td>
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<td>Mechanisms local authorities use to set speed limits</td>
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³ Withheld to maintain legal professional privilege.
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<td>Aide memoire</td>
<td>Mechanisms local authorities use to set speed limits – Crown Law advice and speaking points</td>
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<td>Setting of Speed Limits Rule 2017</td>
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REVIEW OF THE SETTING OF SPEED LIMITS RULE

Reason for this briefing
To seek your agreement to the proposed amendments to the Setting of Speed Limits Rule so that it aligns with the speed management framework of the Safer Speeds Programme.

Action required
1) Obtain your agreement to proposed amendments to the Setting of Speed Limits Rule to align it with the Safer Speeds Programme
2) Obtain your agreement for the Ministry of Transport to draft a Cabinet paper on the proposed changes to the Setting of Speed Limits Rule

Deadline
Tuesday, 20 January 2015

Reason for Deadline
To allow drafting of the Cabinet paper and Regulatory Impact Statement to progress

Contact for telephone discussion (if required)
Withheld under section 8(2)(a)

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<tr>
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<th>Position</th>
<th>Direct Line</th>
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<tr>
<td>Leo Mortimer</td>
<td>Senior Advisor</td>
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<tr>
<td></td>
<td>Manager, Land Transport Safety</td>
<td>439 9330</td>
<td>021 922 411</td>
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</tbody>
</table>

MINISTER’S COMMENTS:

Date: 15 December 2014

Attention: Hon Craig Foss (Associate Minister of Transport)

Security level: In-Confidence

Minister of Transport’s office actions

☐ Noted  ☐ Seen  ☐ Approved
☐ Needs change  ☐ Referred to
☐ Withdrawn  ☐ Not seen by Minister  ☐ Overtaken by events
Purpose of report

1. The purpose of this report is to seek your agreement to the proposed amendments to the Land Transport Rule: Setting of Speed Limits 2003 (the Rule) and for the drafting of the Cabinet paper and Regulatory Impact Statement to progress.

Executive Summary

2. A review of the Rule is one of the five actions arising from the Safer Speeds Programme (Safer Speeds), which outlines a broad framework of travel speeds for road function, design, safety and use. The review is to ensure that the Rule aligns with the speed management framework of Safer Speeds¹ and reduce costs to road controlling authorities (RCAs) in the setting of speed limits. Attached as Appendix 1 is an overview of the Rule.

3. Four issues with the Rule have been identified in the review: misalignment with the framework about road function and safety; the costs to RCAs for speed assessment processes and speed signage requirements; the costs of consultation to RCAs in setting speed limits while maintaining community input; and the need for national consistency in speed limits.

4. We are recommending amendments to the Rule to address most of these issues. Two issues, providing RCAs with an alternative approach to speed signage requirements and different consultation processes for community engagement for different types of RCAs, require further work.

Background

5. Safer Speeds is one of the key actions in the Safer Journeys’ Action Plan 2013-2015². Safer Speeds outlines a broad framework of travel speeds appropriate for road function, design, safety and use, and a series of five actions to implement that framework. A table of Safer Speeds’ actions, their purpose, the lead agency and progress to date is attached as Appendix 2.

6. One of the actions is to review the Rule to ensure it aligns with the speed management framework of Safer Speeds. The Ministry of Transport is leading a cross-agency working group in undertaking the review. The working group consists of the Ministry of Transport, the NZ Transport Agency (Transport Agency) and Local Government NZ. It has considered how costs to RCAs can be reduced while still providing for community input into the process of setting speed limits. The review has followed on from

¹ This will mean speed limits are better aligned to and travel speeds become more appropriate for road function, design, safety and use over time.
² We are providing you with a separate briefing (OC02574) reporting on progress to date on the Action Plan.
engagement with RCAs in April/May 2014 on Safer Speeds, when the Rule was discussed and views canvassed.

Issues with the Rule

7. The review has identified four issues with the current Rule that need to be addressed:
   
   I. misalignment between the current Rule and the new framework about road function and safety
   II. the costs to RCAs of speed assessment processes and speed signage requirements
   III. the costs of consultation with the community to RCAs in setting speed limits while maintaining community input
   IV. the need for national consistency in speed limits.

8. Proposed amendments to the Rule will look to address most of these issues. However, the different consultation processes required of different types of RCAs, which is an aspect of the proposed consultation issue, would need amendments to primary legislation if change is required as discussed below. Further work, if agreed to, would be undertaken as part of the Land Transport Amendment Bill proposed for 2015.

Issue I: Misalignment with the framework about road function and safety

9. The Rule does not currently support Safer Speeds. The Rule’s assessment methodology, incorporated as Speed Limits New Zealand (SLNZ), does not reflect the philosophy and approach of the new speed management framework, which is to provide better safety outcomes. Under SLNZ, the same process of assessing speed limits is required for all roads, irrespective of function. Insufficient weight is given to road geometry or level of risk in setting speed limits and SLNZ’s methodology does not promote setting speed limits in order to maintain or improve network efficiency.

New assessment methodology in the Rule

10. We recommend replacing the assessment methodology in SLNZ. The new assessment methodology will align with Safer Speeds’ speed management framework (see Appendix 3).

11. To assist RCAs in using the new methodology, a Speed Management Guide (the Guide) is being developed by a cross-agency working group led by the Transport Agency. The Guide will provide a broad overview of speed management with setting speed limits being one component. The Guide’s objectives are to:

   - ensure a consistent sector-wide approach is adopted to manage speeds through speed management plans so they are appropriate for road function, design, safety and use, particularly where there is an high safety risk

3 Schedule 1 of the Rule
• help RCAs and other system designers identify, prioritise and address the parts of their networks where better speed management will contribute most to reducing deaths and serious injury, while maintaining economic productivity.

12. The target audience for the Guide is RCA staff involved in speed management and planning and investment. It also includes other partners whose actions influence travel speeds as part of a Safe System approach\(^4\), such as NZ Police. By 2016, the objective is for all RCAs to apply a nationally consistent approach to speed management (including speed limits). The approach will take into account the Safe System approach and will support other Safer Speeds actions (in particular, the campaign, ‘Changing the conversation on speed’, to build better public understanding of risk and why speed management saves lives and prevents injuries).

13. Having the new assessment methodology in SLNZ as part of the Rule provides certainty to RCAs as well as legal backing to setting speed limits. Any changes to the methodology will, because it is part of the Rule, require the robustness of a Rule amendment process.

14. Two other options were considered for the assessment methodology:

• incorporating the assessment methodology in the Rule by reference to the Guide

• having an outcomes (principles-based) framework for the Rule with the Guide, which would include the assessment methodology, completely separate.

15. Our view is that there could be legal issues in making incorporation of the assessment methodology by reference a formal link between the Rule and the Guide and is therefore not supported.

16. An outcomes (principles-based) framework will not require RCAs to follow the Guide in setting speed limits. The working group considered it may result in less national consistency of speed limits and therefore does not support this option.

17. The new assessment methodology is currently being developed by the Rule and Guide working groups. Targeted engagement on the review of the Rule occurred in December 2014 as part of a Safer Speeds update with two key stakeholders, the NZ Automobile Association and the Road Transport Forum. Given the interrelationship between the Rule and the Guide, engagement with RCAs and key stakeholders on both will happen in January/March 2015. The aim is to test the technical methodology with those who are most closely involved in speed management and setting speed limits.

\(^4\) The Safe System approach is to make the road transport system more accommodating of human error; manage the forces that injure people in a crash to a level the human body can tolerate without serious injury; and reduce the incidence of error.
110 km/h speed limit

18. The Rule does not currently allow for the setting of a 110 km/h speed limit. The Safer Speeds’ framework allows for this speed on roads that can be shown to be designed, constructed, maintained and operated to the necessary standards to safely support 110 km/h speeds. In all likelihood, only short sections of the State highway network could meet the criteria for a 110 km/h speed limit. Roads with a 110 km/h speed limit would be high volume roads, and as such could be actively managed by Traffic Operations Centres. These roads could also require a specialised approach to enforcement, integrated with modern traffic management and enforcement technologies. Further analysis would be provided in the Regulatory Impact Statement if this proposal proceeds.

19. A benefit/cost analysis undertaken earlier in 2014 found that for the small proportion of the State highway network identified as 4 star-roads (458 km), increasing the speed limit to 110 km/h without corridor engineering treatment would be of indeterminate benefit. However, the analysis also noted that there may be specific locations where increasing the speed limit to 110 km/h would be cost beneficial. Further investigation has indicated that, currently, there are approximately 50-60 km of the State highway network that could meet the likely criteria for a 110 km/h speed limit, with another 40 km being added over the next few years.

20. While the proportion of the network that can meet the likely 110 km/h speed limit criteria is relatively short, the significance of having such roads is that it affirms a fundamental concept in the Safer Speeds’ framework - that all roads are not equal. It also affords the opportunity to demonstrate that the framework’s premise of safe and appropriate speeds is not merely about reducing speed limits.

21. We recommend that the Rule be amended to allow for 110 km/h speed limits where safety criteria permit. The model could follow that currently used for setting of 90 km/h speed limits in the Rule. The investment criteria and roading conditions that a RCA would need to consider for a 110 km/h speed limit would be provided in the Guide. A RCA’s decision to invest in bringing a road up to the standard required for a 110 km/h speed limit would need to be assessed against other priorities and impacts, including the possible impact on overall network efficiency and the environment. NZ Police emphasise that any decision of a RCA to set a 110 km/h speed limit would also require support for a lower speed enforcement threshold to ensure safety is still maintained.

Please note that the following information in paragraph 21 is not a correct reflection of NZ Police’s position: “NZ Police emphasise that any decision of a RCA to set a 110 km/h speed limit would also require support for a lower speed enforcement threshold to ensure safety is still maintained.”

5 Speed management process Preliminary Cost Benefit Analysis, Ministry of Transport, February 2014
6 The result was an estimated benefit/cost ratio of around 1 with the estimated net present value varying between -$9m and +$10m.
7 Clause 6.3 of the Rule: 90 km/h speed limits
8 Specifically, noise and emissions
9 Safe and appropriate travel speeds are not speed limits. They are travel speed ranges that suit the roads and reflect speed enforcement thresholds.
Issue II: Costs to RCAs of speed assessment processes and speed signage requirements

Assessment processes

22. The new assessment methodology will use centralised national road safety geospatial datasets for undertaking risk assessment. It will enable RCAs to do cost-saving desktop surveys through direct access to a range of web-based tools that the Transport Agency will provide to RCAs. These tools will replace the manual processes and risk assessments currently in SLNZ, which can be costly. Generally, a speed limit review involves a site visit to determine the environmental context, the roadside development and a survey of general road information recorded in the manner prescribed in SLNZ\textsuperscript{10}. This work is estimated to cost approximately $250 per km. Speed surveys may also be used before and after a change to the speed limit.

Signage requirements

23. The Rule has signage requirements notifying road users of the speed limit\textsuperscript{11}. These provisions are very prescriptive. They require a speed limit sign at every point where a speed limit changes. Where the speed limit on a rural or open road is not 100km/h, there is also a requirement for regular reminder or repeater signs to road users at 2-3 km spacing. These repeater signs are very important in providing a road user with information on the prevailing speed limit. This assists with compliance of the limit and reduces the likelihood of a road user inadvertently exceeding the speed limit.

24. RCAs are concerned that these repeater sign requirements are not cost-effective, especially where travel speeds might be lower than the posted speed limit due to geometric constraints. For example, the value of repeating 80km/h signs every 2.6km on the Coromandel Peninsula (such as the Thames-Coromandel section of SH25) where travel speeds are likely to be lower than 80 km/h has been questioned by the local RCA.

25. We propose to address this issue by retaining the status quo requirements, but we will seek to enable RCAs to find different lower cost solutions as an alternative to the status quo. This could be achieved through an outcome-focused approach for signage requirements for open road non-default speed limits, where these can deliver the same outcome as the current repeater signage regime. Further work will be undertaken and we will provide you with a recommendation for the proposed Cabinet paper.

\textsuperscript{10} The road information includes the number and function of driveways, schools, halls, intersecting roads, and cycle/walking facilities.

\textsuperscript{11} Clause 8 of the Rule: Signs and road markings.
Issue III: Costs of consultation with the community to RCAs in setting speed limits while maintaining community input

Community support is crucial for speed management plans

26. Public understanding of, and support for, the new speed management framework is essential for implementing Safer Speeds. This is why the Safer Speeds action about changing the conversation on speed is critical\(^\text{12}\). Without public support a RCA could face substantial challenge and reaction in implementing a speed management plan.

27. Safer Speeds recognises that community engagement is a critical way to obtain public support. In the Guide, RCAs will be asked to follow best practice principles in developing and implementing their speed management plans. This includes determining how RCAs will engage with its communities and key stakeholders, such as road user groups. This will ensure that RCAs understands their perspectives, attitudes and behaviours about speed, and manages their expectations about what speeds are safe and appropriate on different types of roads. A good relationship with their communities and key stakeholders will also be important throughout the development and implementation of the plan to build support. Taking these steps will provide a consistent approach to community engagement for all RCAs as well.

Different consultation processes for community engagement for different types of RCAs

28. There are two types of RCAs that are required to consult – local authority RCAs (territorial councils) and the Transport Agency. The Rule currently requires RCAs to consult with a number of stakeholders, including any local community they consider would be affected by the proposed speed limit. Community consultation differs depending on whether or not a RCA is a local authority or the Transport Agency. Where the RCA is a local authority, it must use the special consultative procedure of the Local Government Act 2002 (special consultative procedure) for community consultation as a proposed speed limit is approved by elected local authority officials in the same way as other bylaws. This procedure has many steps, including a requirement to hold public hearings.

29. The special consultative procedure process can be lengthy as well as costly for local authority RCAs. Speed limits that are appropriate for a road and supported by the community can also be subject to local political pressure through the special consultative procedure.

\(^{12}\) The conversation with the public about speed will be about shared responsibility. It is a RCA’s responsibility to set safe limits that suit the road function, safety, design and use, and work with Police to enforce those limits, and the public’s understanding to behave safely and stay within the limits. The key message is that not all roads are created equal. If travel speeds are lowered on a high-risk road, this will demonstrate that lower travel speeds save lives. This will help not only improve the safety on that road, but will help to build credibility for speed management in general.
30. The Transport Agency, which manages the State highway network, has a simpler community engagement process. In consulting with a local community it considers would be affected by a proposed speed limit, the Transport Agency’s practice has been to rely on the relevant local authorities to consult appropriately with their community board(s) and it is not required to hold public hearings. A comparison of the respective consultation processes is attached (see Appendix 4).

31. A survey of local authority RCAs is currently being undertaken to find out more about the community consultation used for speed limit changes, specifically about the time and costs involved. The survey involves a representative sample of urban, provincial and rural local authority RCAs.

32. Three process options regarding community engagement are currently being considered:

- **Option 1: Community consultation on a speed management plan only**
  
  As speed limits are a component of a speed management plan, community consultation on a plan would avoid the need to also consult on any individual proposed speed limit. The plan will have identified, through the new assessment methodology, the appropriate speed limits for the RCA’s network (with focus on those parts of the network with the highest risk). Following consultation on their speed management plans, RCAs would issue a Gazette notice of the change in speed limit where they follow the Guide in using the Rule’s assessment methodology for setting speed limits. Local authority RCAs would not be subject to the special consultative procedure unless they chose to depart from the Rule’s assessment methodology recommendations.

- **Option 2: Consult on speed limits according to road type**
  
  The degree of community consultation a local authority RCA undertakes would depend on what kind of road it is. A proposed speed limit change for an access or low volume access road, for example, would require consultation only with the affected local community. A proposed change to the speed limit on an arterial, primary and secondary collector would require wider consultation to include a wider group of road users rather than just the local community.

- **Option 3: Retain the status quo**
  
  The special consultative procedure may serve to inhibit RCAs from implementing inappropriate changes to the speed limits on their network if the Guide is not closely followed in developing and implementing a speed management plan. This option would mean the different consultation processes for community engagement remain, depending on whether a RCA is a local authority or the Transport Agency.
33. An assessment of possible options will be carried out by the working group. We will use the opportunity when consulting on proposed Rule amendments to seek feedback on the consultation options. If consultation changes are indicated in the requirement for local authority RCAs to use the special consultative procedure for setting speed limits, then work would need to be included in the Land Transport Amendment Bill proposed for 2015. Amending primary legislation in regards to community engagement, however, would not delay amending the Rule.

**Issue IV: National consistency in speed limit setting needed**

34. Despite guidance in the current Rule for national consistency in the process for setting of speed limits, there is, in practice, a lack of consistency across the network and there is no requirement for regional or national collaboration. The lack of consistency means that a road user can encounter differing speed limits on similar types of road depending on which RCA is setting the speed limits. The Guide, in conjunction with the Rule, will encourage regional collaboration and national consistency.

35. To reinforce the need for national consistency, we recommend amending the Rule to allow for a centralised public register of speed limits. A centralised register will enable speed limits to be monitored nationally under the Safe System approach and provide a national picture of speed limits for enforcement purposes. It will allow a network-based approach to the setting of speed limits and enable evaluation of how effective speed limit setting is. Importantly, a centralised register of speed limits will support the introduction of Intelligent Speed Adaption\textsuperscript{13}. The proposed amendment would also specify that a speed limit is not enforceable unless it is on the register.

**What we would like you to do**

36. We are seeking your agreement to the proposed amendments to the Rule so that it aligns with Safer Speeds. We also seek your agreement to prepare a Cabinet paper, which outlines in more detail the proposed changes, and approval to consult on the Rule amendments. The Cabinet paper would include a Regulatory Impact Statement and an indicative assessment methodology as targeted engagement with RCAs and key stakeholders will not be completed prior to March 2015.

---

\textsuperscript{13} Intelligent Speed Adaptation (ISA) is an in-vehicle system that uses information on the position of the vehicle in a network in relation to the speed limit in force at that particular location. ISA can support drivers in helping them to comply with the speed limit everywhere in the network.
Indicative timing

37. Upon Cabinet approval to the paper, the timeframe for amending the Rule and bringing it into force would be:

- drafting instructions on the proposed Rule amendments provided by the Ministry of Transport to the Transport Agency in March 2015
- public consultation on the yellow draft of the amendment Rule completed by June 2015
- a final signature Rule submitted to you for your consideration in September 2015
- the Rule amendments come into force on 1 December 2015.
Recommendations

38. The recommendations are that you:

(a) note the contents of this briefing

(b) agree to:

- the proposed amendments to Speed Limits New Zealand with new assessment methodology for the setting of speed limits which will align the Setting of Speed Limits Rule with the Safer Speeds Programme
- propose 110 km/h speed limits on roads that can be shown to be designed and constructed to the necessary standards to safely support this speed
- provide for a centralised public register of speed limits

(c) agree that the Ministry of Transport draft a Cabinet paper to consult on amending the Setting of Speed Limits Rule to reflect the points identified at recommendation (b)

(d) note that further work on an outcome focused approach for signage requirements for open road non-default speed limits will be undertaken to provide you with a recommendation for the proposed Cabinet paper

(e) agree that consultation on options for community engagement can be included in the public consultation draft of the Setting of Speed Limits Rule

(f) Note that any changes to the consultative process could be included in the Land Transport Amendment Bill proposed for 2015.

Leo Mortimer
Manager, Land Transport Safety

MINISTER’S SIGNATURE:

DATE:

Page 11 of 17
Overview of the Land Transport Rule: Setting of Speed Limits 2003

Who can make a speed limit?

1. Speed limits are made by road controlling authorities (RCAs) for roads which they are responsible for. The NZ Transport Agency (Transport Agency) is the RCA for the State Highway network, and all territorial local authorities are RCAs in respect to public roads in their jurisdiction.

2. There are also other special types of RCAs:
   - The Crown, through its Ministers or government departments in respect to Crown land that contains roads – for example roads in the Conservation estate which are used by the public.
   - The owner of private roads — for example, a logging company controlling ‘logging roads’ or a shopping mall owner in respect to car parks and access roads on its land.

3. This following outline focuses on speed limit setting on public-owned or controlled roads by RCAs that are territorial local authorities.

How are speed limits made?

4. The Land Transport Rule: Setting of Speed Limits 2003 (the Rule) sets out the process for making a speed limit.

5. In the first instance all public roads have a default limit of either 50km/h (the ‘urban speed limit’ for roads inside designated urban areas) or 100km/h (the ‘rural speed limit’ for all roads not covered by the urban limit).

6. All RCAs have the authority to review speed limits on their roads. Any alternative limit to the default limits must be in increments of 10km/h and the permitted range is from 10km/h to 100km/h.

7. In determining whether a new limit should apply for a particular road, the Rule sets out the minimum length of road to which a new limit can be applied. For example, the minimum length of road to which a 50km/h limit may be applied is 500m, for a 100km/h limit the minimum length is 2km.

RCA Review of a speed limit

8. A RCA has a statutory responsibility to periodically review speed limits to ensure safety is maintained, or it can respond to a community request to review an existing limit.

9. When a RCA reviews a speed limit the consultation requirements are governed by the Land Transport Management Act 2003, and the Local Government Act 2002. The Transport Agency also provides advice for RCAs aimed at ensuring consistency with the Rule, although final decisions are made by RCAs themselves.

10. Speed Limits New Zealand (SLNZ) is the source document that all RCAs must use when reviewing speed limits and it serves to enable a consistent process for this.
SLNZ has legal force under the Rule and it requires a RCA when reviewing a speed limit to take into account:

- road function (is it a main road accessing State Highways or a quiet suburban street accessed only by residents or visitors)
- land use (how many times will vehicles be turning off or turning on to the road from houses, retail, commercial or industrial businesses)
- road characteristics (how many lanes, how wide are they, is it a route used by lots of pedestrians or cyclists)
- actual travel speeds (derived from speed surveys).

**Consultation requirements when reviewing a speed limit**

11. The Rule requires RCAs to consult, in writing, with the following groups when reviewing or making speed limits:

- other RCAs that are responsible for roads that join, or are near, the road on which the speed limit is to be set or changed
- any other territorial authority that is affected by the existing or proposed speed limit
- any local community that the RCA considers to be affected by the proposed speed limit
- the Commissioner of Police
- the NZAA’s Chief Executive Officer
- the Road Transport Forum
- any other organisation or road user group that the road controlling authority considers to be affected by the proposed.

12. Consultation can affect an RCA’s final decision. For example, in 2011 an 80km/h limit (from the existing 100km/h) was proposed for State highway 2 (which runs between Pukekohe and Tauranga) at Maramarua on the grounds of safety. After consultation the speed limit was set at 90km/h.

**Signage requirements when a speed limit is changed**

13. When a RCA amends an existing speed limit, the Rule requires a certain number of speed limit signs (and associated road markings) to be placed at, or very near, the point where a speed limit changes on the affected road to fairly advise motorists. The Rule also requires that ‘repeater’ speed limit signs be regularly placed on roads where the speed limit chosen is not a default limit, and the road has a daily average of 500 or more vehicles. This is a cost to an RCA.
### Safer Speeds Programme Actions and Progress

<table>
<thead>
<tr>
<th>Action</th>
<th>Purpose</th>
<th>Lead Agency</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action 1 - Campaign &quot;Changing the conversation on speed&quot;</td>
<td>Build a social climate that supports a better public understanding of risk, and of future speed management approaches; Is aimed at both system designers and the public so they can understand the context around any future changes.</td>
<td>NZ Transport Agency</td>
<td>The scope of work has been completed and tender documents are being prepared for the project. These will be issued via the Government Electronic Tenders Service in January 2015.</td>
</tr>
<tr>
<td>Action 2 - Deliver a Speed Management Guide</td>
<td>Best practice guidance for Road Controlling Authorities and other system designers to manage speeds consistently and prioritised to risk</td>
<td>NZ Transport Agency</td>
<td>The Transport Agency are engaging with Road Controlling Authorities and key stakeholders on a draft of the Guide from mid-December 2014 through to March 2015. A full consultation draft will be available in April 2015.</td>
</tr>
<tr>
<td>Action 3 - Align the Setting of Speed Limits Rule with Safer Speeds</td>
<td>Ensure the legislative framework for setting speed limits: • enables the implementation of Safer Speeds' One Network framework • minimises Road Controlling Authority costs, while still maintaining community input</td>
<td>Ministry of Transport</td>
<td>Work has been undertaken on reviewing the Rule. If the Government agrees, consultation will occur from April/May 2015 onwards.</td>
</tr>
<tr>
<td>Action 4 - Encourage and support Police to permanently lower the current speed enforcement threshold from 10 km/h</td>
<td>Reduce the numbers of drivers exceeding the speed limit; lower the mean speeds and improve homogeneity of speeds.</td>
<td>Ministry of Transport</td>
<td>A paper setting out the research and best practice was presented to the National Road Safety Committee at its 4 December 2014 meeting.</td>
</tr>
</tbody>
</table>
Safer speeds for Safer Journeys –
Executive summary

Safer Speeds programme – problem, actions, benefits

The problem
Speed causes some crashes
Driving (either too fast for the road/conditions or
in excess of the limit) was a causal factor in
20 percent of fatal and serious crashes in 2013.

Speed contributes to the outcome in every crash
2215 people died or were seriously injured in 2013.
The speed at time of crash contributed to the level
of injury in every case.

Current travel speeds do not always support
safety or efficiency
Actual travel speeds are very similar on all open
roads, irrespective of road function, design, safety
and use, or the level of risk.

Illegal speeding is still common
25 percent of free running vehicles surveyed in
2013 were exceeding the open road limit, and
56 percent were exceeding the urban limit.

An emerging variety of speed management
practices
New Zealand lacks a national framework to classify
roads, identify risk and guide speed management.
System designers are adopting a variety of practices
to reduce speeds. This does not provide the public
with consistent guidance or help them understand
the safe and appropriate travelling speed on different
types of road.

The answer: The one network framework
of travel speeds safe and appropriate for road function,
design, safety and use
National direction for all speed management decisions from 2014 onwards. Note, these are travel speeds, not speed limits

<table>
<thead>
<tr>
<th>More consistency</th>
<th>Targeted to risk</th>
<th>Better practice</th>
<th>More effective enforcement</th>
<th>Reduce death and serious injury</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open roads environments (including urban motorways)</td>
<td>Curved open</td>
<td>Winding open</td>
<td>Urban environment (not motorway)</td>
<td></td>
</tr>
<tr>
<td>Class 1: High volume national</td>
<td>Travel speed: 80-100km/h</td>
<td>Depends on safety risk thresholds, identified in KiwiRAP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 2: National/Regional Arterial</td>
<td>Travel speed: 60-80km/h</td>
<td>Depends on safety risk thresholds, identified in KiwiRAP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 3: Minor and Secondary Collectors</td>
<td>Travel speed: 60-80km/h</td>
<td>Depends on safety risk thresholds, identified in KiwiRAP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 4: Access and Low Volume Access</td>
<td>Travel speed: 60-80km/h</td>
<td>Depends on safety risk thresholds, identified in KiwiRAP.</td>
<td></td>
<td></td>
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</tbody>
</table>

Implementing the framework

The Programme of transformational actions to 2016 and beyond

Action
Deliver a Speed Management Guide, to give guidance on implementing the framework including best practice in
managing speeds within the framework, and ensure greater consistency of practice and prioritisation of
speed management effort to risk. Expected delivery 2016.

Align the Setting of Speed Limits Rule to the one network framework of safe and appropriate speeds, and reduce
cost to road controlling authorities while still providing for community input. Expected delivery 2015, subject to
government agreement.

Deliver a campaign to change the conversation on speed to a better sector and public understanding of risk,
road classification and the necessity for speed management. 2015.

Encourage and support Police to reduce the current speed enforcement threshold to more consistently reflect
the speed limits and support the one network framework, to reduce the proportion of road users who exceed the
speed limits, prevent low and speeding and improve traffic flow and throughput.

Rebalance the penalty regime including providing for demerit points on safety camera offences to ensure lower
traffic penalties, increase deterrence, and ensure penalties are more reflective of road safety risk.
Expected delivery 2016, subject to government agreement and the legislative programme.

What success looks like

| Speed management as a whole becomes more consistent and prioritised to risk. |
| Road users see risks consistently identified and targeted. |
| Safety infrastructure investment targeted to high volume high risk roads. |
| Speed limits are better aligned to road function, design, safety and use. |

Intermediate outcome

| Outcome |
|---------------------------|---------------------------|---------------------------|---------------------------|
| Travel speeds become more appropriate for road function, design, safety and use (high risk routes First). |
| Reduced mean speeds on lower classification or unimproved high risk roads. |
| Drivers and riders understand risk better and modify their speeds on roads that are not designed for, or safe at, high speeds. |
| Reduced speed related crashes. |
| Better traffic flow and network throughput. |
Consultative Processes required by the Rule

Appendix 4

Rule’s Consultative Process for all Road Controlling Authorities
Consult with persons that may be affected by the proposed speed limit. Consultation is by writing advising of the proposed speed limit and giving them a reasonable time, which must be specified in the letter, to make submissions on the proposal. The persons to be consulted are:

- road controlling authorities that are responsible for roads that join, or are near, the road on which the speed limit is to be set or changed
- a territorial authority that is affected by the existing or proposed speed limit
- the Commissioner of Police
- the Chief Executive Officer of the New Zealand Automobile Association Incorporated
- the Chief Executive Officer of the Road Transport Forum New Zealand NZ
- any other organisation or road user group that the road controlling authority considers to be affected by the proposed speed limit
- the NZ Transport Agency
- Any local community that the road controlling authority considers to be affected by the proposed speed limit14

<table>
<thead>
<tr>
<th>NZ Transport Agency</th>
<th>Local Authority Road Controlling Authorities use the Special Consultative Procedure under the Local Government Act 2002.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consider submissions received in consultation</td>
<td>Prepare Statement of Proposal (SOP) and a summary of this information (s.83(1)(a))</td>
</tr>
<tr>
<td>Reach a final decision</td>
<td>Include the SOP on the agenda for a meeting of the local authority (s.83(1)(b))</td>
</tr>
<tr>
<td></td>
<td>Make SOP available for public inspection (s.83(1)(c))</td>
</tr>
<tr>
<td></td>
<td>Distribute the Summary of Information as widely as reasonably practicable (s.83(1)(d))</td>
</tr>
<tr>
<td></td>
<td>Give public notice of the consultation being undertaken (s.83(1)(e))</td>
</tr>
<tr>
<td></td>
<td>Accept submissions not less than 1 month from first public notice (s.83(2))</td>
</tr>
<tr>
<td></td>
<td>Acknowledge submissions by written notice (s.83(1)(h))</td>
</tr>
<tr>
<td></td>
<td>Hearings (s.83(1)(j), s.83(1)(h))</td>
</tr>
<tr>
<td></td>
<td>Deliberate and make decision, giving reasons. Refer to section under which the bylaw is being made.</td>
</tr>
</tbody>
</table>

14 Note: The practice for the NZ Transport Agency is to rely on the relevant local authorities to consult appropriately with their community board(s), though on some occasions the NZ Transport Agency liaises directly with local communities.
SAFER JOURNEYS ACTION PLAN 2013-2015: PROGRESS REPORT DECEMBER 2014


Deadline: NA.

Reason for Deadline: NA.

Contact for telephone discussion (if required): Withheld under section 9(2)(a)

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone</th>
<th>First Contact</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Safer Journeys Coordination</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Leo S Mortimer</td>
<td>Manager, Land Transport Safety</td>
<td>04 439 9330 021 922 411</td>
<td></td>
</tr>
</tbody>
</table>

MINISTER'S COMMENTS:

Date: 16 December 2014

Briefing Number: OC02574

Attention: Hon Craig Foss (Associate Minister of Transport)

Security level: In-Confidence

Minister of Transport's office actions:

- Noted
- Seen
- Approved
- Needs change
- Referred to
- Withdrawn
- Not seen by Minister
- Overtaken by events
Purpose

1. The purpose of this briefing is to outline the work the Ministry of Transport and its road safety partners have progressed this year on the second Safer Journeys Action Plan for 2013-2015, and an indication of some of the key areas of work for 2015.

Executive summary

2. There has been excellent progress on the Safer Journeys strategy for 2014. A lot has been done this year leading to a number of policy changes.

3. The main initiatives of the year included:

   3.3. the development of the national Speed Management Programme

   4.3. implementation of the national Speed Management Programme
Reporting against actions – Safer Journeys Report Card


10. This Action Plan aims to make long-term gains from the five key areas of:

10.1. Speed

11. Each of these areas and progress against related actions will be explained further in the briefing.

Speed

12. Speed is a major cause of crashes on our roads, and the speed in a crash contributes to the severity of all crashes. The Action Plan includes an action to develop and implement a national Speed Management Programme (Safer Speeds) to look at measures to address this area of concern. The following sections and the Safer speeds for Safer Journeys – executive summary (see Appendix B) provide an overview on the Safer Speeds actions.

Safer Speeds

13. Safer Speeds was developed and agreed to in June 2014 by the NRSC. Safer Speeds has also been discussed with key stakeholders including New Zealand Federated Farmers, the New Zealand Automobile Association, and the New Zealand Road Transport Forum.

1 The associate members include the Energy Efficiency and Conservation Authority, the Ministries of Justice, Health, Education and WorkSafe New Zealand.
14. **Safer Speeds** proposes a framework to align travel speeds with road function, design, safety and use. Providing safe and efficient speeds for various road types based on their one network road classification (ONRC)\(^2\) as well as the road design, level of safety and how it is used. **Safer Speeds** proposes five actions to support the implementation of the framework, which are to:

14.1. develop a campaign to “change the conversation on speed”

14.2. deliver a Speed Management Guide

14.3. align the Setting of Speed Limits Rule

14.4. encourage and support Police to permanently lower the current speed enforcement tolerance threshold from 10km/h

14.5. rebalance the penalty regime including providing for demerit points on safety camera detected offences.

15. The Ministry and the Transport Agency are leading the implementation of these actions with support from partner agencies.

**Action 1: Changing the conversation on speed**

16. The purpose of this action aims to deliver a long term campaign to aid changing the public conversation on speed. This will make people more conscious of road features and potentially more accepting of speed limits or speed management approaches in high-risk areas.

17. The scope of work has been completed and tender documents to appoint an advertising agency to deliver this work are being prepared. These will be issued via the Government Electronic Tenders Service in January 2015.

**Action 2: Speed Management Guide**

18. The purpose of this action is to provide best practice guidance for Road Controlling Authorities (RCAs) and other system designers to manage speeds consistently and prioritised to risk.

19. The target audience for the Speed Management Guide (the Guide) is RCAs, in particular staff involved in speed management and planning and investment, and other partners whose actions influence travel speeds as part of a Safe System approach (such as Police).

20. The Guide will include a toolbox of best-practice measures for speed management covering all four pillars of the Safe System, including engineering treatments and speed limit setting.

21. By 2016, the objective is for all RCAs to apply a nationally consistent approach to speed management (including speed limits) that takes into account the Safe System approach and that will support other Safer Speeds actions (in particular the action to build better public understanding of risk and why speed management saves lives and prevents injuries).

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\(^2\) The One Network Road Classification (ONRC) involves categorising roads based on the functions they perform as part of an integrated national network.
22. The Transport Agency will be engaging with RCAs and key stakeholders on a draft of the Guide from 17 December 2014 to March 2015. A full consultation draft will be available in April 2015.

**Action 3: Setting of Speed Limits Rule**

23. The purpose of this action is to ensure the legislative framework for setting speed limits:

23.1. enables the implementation of the Safer Speeds one network framework
23.2. reduces RCA costs, while maintaining community input.

24. Work is underway on reviewing the Rule. You have been provided with a briefing [OC02703 refers] which provides further information on this action. If the Government agrees, consultation will commence in April 2015.

**Action 4: Speed enforcement tolerance**

25. The Police may issue a speeding infringement notice (or Court summons for higher end speeding) to any driver found to be travelling at any speed above the speed limit. The Police have the discretion to apply an enforcement tolerance before an enforcement action is taken. The level of this threshold is an operational policy matter for the Commissioner of Police to set.

26. Normally an enforcement threshold of 10km/h over the limit is applied. In holiday periods, a reduced threshold of 4km/h is applied. The 4km/h threshold is applied at all times within 250 metres of a school and preschool boundaries. Trucks, other heavy vehicles and vehicles towing trailers are restricted to an open road maximum speed of 90km/h and a 5km/h tolerance has been applied to these vehicles at all times.

27. The threshold levels are widely publicised in New Zealand. This leads to some motorists believing that they are safe from detection and penalty if they drive at the speed limit plus the threshold level, also known as the de facto speed limit.

28. Evidence indicates that enforcement tolerances should be set at minimal levels, primarily to allow for speed measurement device accuracy. Starting from 27 November 2014, the Police announced a reduced speed tolerance, which will be 4km/h and the Police are advertising anything over the limit is speeding. Unlike earlier Christmas periods the Police have not announced when the lower tolerance will finish.
Released under the Official Information Act 1982
High risk rural roads

60. The Action Plan commits to reduce ‘head on’ and ‘run off’ road crashes on rural roads by applying the methodology in the High Risk Rural Roads Guide, developed by the Transport Agency.

61. A business case has been developed to improve the safety of high risk rural roads on the State highway network over the next 10 years. Funding and prioritisation for improvements to these roads is being progressed through the NLTP and the Transport Agency is looking to accelerate the improvements.

62. Safer Speeds has related goals to identify and target high risk rural roads for infrastructure improvement or better speed management. This will be progressed as funding becomes available.

63. Other actions to improve rural road safety include the School Safety Programme comprising:

<table>
<thead>
<tr>
<th>Action</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Safer Journeys for Rural Schools Guide</td>
<td>Completed and now being expanded to apply to urban schools</td>
</tr>
<tr>
<td>Trailsing of variable speed limits outside rural schools</td>
<td>Due for completion December 2014. Subject to evaluations, these devices will be available to all RCAs for use at rural schools that may benefit.</td>
</tr>
<tr>
<td>Assessing and prioritising rural school risk, including identifying actions needed to improve safety at the highest risk schools.</td>
<td>The assessment methodology in the Safer Journeys for Rural Schools Guide is currently being field tested in the Waikato and Bay of Plenty prior to national assessment, prioritisation and action identification for highest risk schools will be undertaken in 2015.</td>
</tr>
</tbody>
</table>
Pages 10-12 of this document are out of scope
Recommendations

84. The recommendations are that you:

(a) note progress against the Safer Journeys Action Plan 2013-2015
(b) note the Ministry of Transport will, once you have seen it, put the briefing on the Safer Journeys website.

Leo S Mortimer
Manager, Land Transport Safety

MINISTER’S SIGNATURE:

DATE:
Safe Speeds

Speed Management Programme
- Developing a new framework to:
  - Align travel speeds with road function, design, safety and use

Safety camera programme
- Roll-out safety camera programme

Identify programme of transformational actions
- Ex. better compliance
- Enforcement threshold
- Camera signage policy

Innovations
- Variable speed signs outside schools
- Motivation campaign

2014

2015

Deliver speed management actions
- Revise the setting of Speed limits Rule
- Better compliance with speed
- Complete a Speed Management Guide
- Commence program to change the public conversation on speed

Enhance automated enforcement
- Identify optimal mix of technology and sustainable funding stream

Safety camera programme
- Continue roll-out of 50 new cameras across
- 25 sites

Penalties
- Investigate the application of fines and demerit points for traffic offences
Appendix B – Safer speeds for Safer Journeys – Executive summary

Safer speeds for Safer Journeys – Executive summary

The problem
Speed causes some crashes
Speeding (either too fast for the road, conditions or in excess of the limit) was a causal factor in 20 percent of total and serious crashes in 2013.

Speed contributes to the outcome in every crash
2215 people died or were seriously injured in 2013. The speed at time of crash contributed to the level of injury in every case.

Current travel speeds do not always support safety or efficiency
Actual travel speeds are very similar on all open roads, irrespective of road function, design, safety and use, or the level of risk.

Illegal speeding is still common
25 percent of free running vehicles surveyed in 2013 were exceeding the open road limit, and 56 percent were exceeding the urban limit.

An emerging variety of speed management practices
New Zealand lacks a national framework to classify roads, identify risk and guide speed management. System designers are adopting a variety of practices to reduce speeds. This does not provide the public with consistent guidance or help them understand the safe and appropriate travelling speed on different types of road.

The answer: The one network framework of travel speeds safe and appropriate for road function, design, safety and use
National direction for all speed management decisions from 2014 onwards. Note: these are travel speeds, not speed limits

Open roads environments (including urban motorways)

| Class 1 | High volume of vehicles | Travel speed: 50 – 80 km/h | Reduced mean speeds on urban roads
| Class 2 | National, Regional Arterial | Travel speed: 60 – 90 km/h | Reduction in deaths and serious injury
| Class 3 | Primary and Secondary Collector | Travel speed: 60 – 80 km/h | Better fuel efficiency
| Class 4 | Access and low volume access | Travel speed: 50 – 80 km/h | Travel time maintained or improved on high volume routes

Implementing the framework
The Programme of transformational actions to 2016 and beyond

Action
Deliver a Speed Management Guide, to give guidance on implementing the framework, including best practice in managing speeds within the framework, and ensure greater consistency of practice and more prioritisation of effort to risk. Expected delivery 2015.

Align the Setting of Speed Limits Rule to the one network framework of consistent and appropriate speeds, and reduce cost to road controlling authorities while still providing for community input. Expected delivery 2015, subject to government agreement.

Deliver a campaign to change the conversation on speed to build a better sector and public understanding of risk, road classification and the necessity for speed management. Ongoing.

Encourage and support Police to reduce the current speed enforcement threshold to more consistently reflect the speed limits and support the one network framework, to reduce the proportion of road users who exceed the speed limits, prevent low and speeding and improve traffic flow and throughout.

Rebalance the penalty regime including providing for demerit points on safety camera offences to ensure fairer penalties, increase deterrence, and ensure penalties are more reflective of road safety risk. Expected delivery 2016, subject to government agreement and the legislative programme.

Intermediate outcome

Outcome

Travel speeds become more appropriate for road function, design, safety and use (high risk routes first)

Drivers and riders understand risk better and modify their speeds on roads that are not designed for, or safe at, high speeds.

Reduced speed related crashes

Better traffic flow and network throughout.

More consistency | Targeted to risk | Better practice | More effective enforcement | reduce death and serious injury

Travel speed: 50 km/h
60 – 80 km/h where safety risk allows, e.g. traffic intersections, roundabouts, separation for active users.

Travel speed: 30 – 50 km/h
Recognise access and place
50 km/h if high volumes of cyclists, pedestrians.

Released under the Official Information Act 1982
MEETING WITH MR MIKE NOON, NEW ZEALAND AUTOMOBILE ASSOCIATION

Reason for this briefing
To provide you with background information for your meeting with Mr Mike Noon, New Zealand Automobile Association's General Manager – Motoring Affairs.

Action required
This briefing is in preparation for your meeting with Mr Mike Noon and does not require any specific action.

Deadline
Tuesday 24 February 2015.

Reason for Deadline
Your meeting is scheduled to take place on Wednesday 25 February 2015 from 4:30-5:30pm.

Contact for telephone discussion (if required)

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone Direct Line</th>
<th>Telephone After Hours</th>
<th>First Contact</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Adviser, Land Transport Safety</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Leo S Mortimer</td>
<td>Manager, Land Transport Safety</td>
<td>04 439 9330</td>
<td>021 922 411</td>
<td>✓</td>
</tr>
</tbody>
</table>

MINISTER’S COMMENTS:

Date: 23 February 2015
Briefing Number: OC02893

Attention: Hon Simon Bridges (Minister of Transport)
Security level: In-Confidence

Minister of Transport’s office actions

☐ Noted  ☐ Seen  ☐ Approved
☐ Needs change  ☐ Referred to
☐ Withdrawn  ☐ Not seen by Minister  ☐ Overtaken by events
Purpose of briefing

1. You are meeting with Mr Mike Noon, General Manager – Motoring Affairs, for the New Zealand Automobile Association (AA) on Wednesday 25 February 2015 from 4:30-5:30pm. Mr Noon will be accompanied by Mr Simon Douglas, Policy Manager – Motoring Affairs.

2. Your office requested a briefing on 17 February 2015 for your meeting with Mr Noon.

The AA’s BIM

8. The AA’s BIM, otherwise known as its ‘Election Calls for 2014’, calls for all political parties to commit to specific actions to improve New Zealand’s road transport system. The Election Calls are structured around the Safe System\(^1\) approach to road safety set out in the Government’s road safety strategy to 2020, Safer Journeys.

9. A copy of the AA’s Election Calls for 2014 is attached for your information.

\(^1\) The safe system recognises that road safety is a combination of many factors and reducing the harm from road crashes requires us to have safer vehicles, travelling at safer speeds, on safer roads, with safer drivers.
Safer speeds

10. The Speed Management programme, (called Safer Speeds) aims to produce travel speeds that support safety and economic productivity. It will also ensure national consistency in setting and managing speed limits, and in addition, improve public understanding and support for safer speeds. The AA has been a valuable contributor to the work in this area.

110 km/h

11. The AA supports the call for a maximum motorway speed of 110km/h. The Ministry is considering the possibility of a 110km/h speed limit as part of the Safer Speeds initiative. This option could apply to high volume roads that are multi-lane, divided and with a KiwiRAP (the New Zealand Road Assessment Programme) score of 4-star or higher. In practical terms this could apply to some of the new Roads of National Significance (RoNS).
Released under the Official Information Act 1982
Out of scope

Recommendation

53. The briefing is for your information only.

Withheld under section 9(2)(a)

Leo S Mortimer
Manager, Land Transport Safety

MINISTER’S SIGNATURE:

DATE:
SAFER JOURNEYS: UPDATE ON ACTIONS FOR ACHIEVING SAFER SPEEDS

Reason for this briefing: To provide an update on work in this area.

Action required: None, for information only

Deadline: Friday 3 April 2015
Reason for Deadline: Coincide with expected discussions on paper proposing the rebalancing of speed-related offence penalties

Contact for telephone discussion (if required): [Withheld under section 9(2)(a)]

Name: Leo S Mortimer
Position: Principal Adviser
Telephone: 04 439 9330

MINISTER’S COMMENTS:

Date: 19 March 2015
Attention: Hon Craig Foss (Associate Minister of Transport)

Minister of Transport’s office actions:
- [ ] Noted
- [ ] Seen
- [ ] Approved
- [ ] Needs change
- [ ] Referred to
- [ ] Withdrawn
- [ ] Not seen by Minister
- [ ] Overtaken by events
**Purpose of report**

1. To outline the Safer Speeds Programme, highlighting progress to date and work ahead, including an outline of actions with which will be involved.

**Introduction**

2. The Safer Journeys Action Plan 2013-15 requests the development of a safer speeds programme (the programme). This has occurred and the programme sets out a range of desired speeds for different road types and six related actions to give effect to these speeds. These speeds are set to support both road safety and economic productivity. The programme will assist with encouraging greater consistency in speed limit setting and will provide a set of interventions that can assist with achieving these desired speeds.

*Speed causes some crashes and contributes to the outcome in every crash*

3. Speeding (too fast for the road/conditions) was a causal factor in 20 percent of fatal and serious crashes in 2013. When a crash occurs, the impact speed also contributes to crash trauma, most visibly where road users are unprotected (pedestrians, cyclists or motorcyclists).

**Defining the desired speeds for New Zealand roads - introducing the framework**

4. The programme provides, for the first time in New Zealand, a long-term national framework of safe and efficient speed ranges for different roads based on their road classification (the framework). The following table outlines these road classifications and desired speed ranges. Road Controlling Authorities (RCAs) and Police will use the framework in conjunction with the speed management guide (see next section) to determine a roads’ appropriate speed limit which will support both safety and economic productivity.

5. Where a road sits within the framework is determined by its One Network Road Classification (ONRC). A road’s ONRC is based on its daily travel volume and use. There are eight road classifications and the framework groups these into four classes. The framework also differentiates between open roads, urban roads and a road’s geometry - straight, curved and winding, or tortuous, as these affect the level of safety. The framework will be the main means to ensure consistency.

<table>
<thead>
<tr>
<th>Open road environments</th>
<th>Straight open road [Urban motorways]</th>
<th>Curved Open road</th>
<th>Winding open road</th>
<th>Urban [excluding urban motorway]</th>
</tr>
</thead>
<tbody>
<tr>
<td>Class 1 [High volume national]</td>
<td>Speed range 100-110 km/h Depends on safety risk (for example, divided 4 star, grade separated intersections, safety barriers)</td>
<td></td>
<td></td>
<td>NA</td>
</tr>
<tr>
<td>Class 2 [National, Regional, Arterial]</td>
<td>Speed range 80-100 km/h Depends on safety risk and whether volumes justify investment to bring the road up to 3 star equivalent</td>
<td></td>
<td>speed range 60-80 km/h</td>
<td></td>
</tr>
<tr>
<td>Class 3 [Primary and secondary collector]</td>
<td></td>
<td></td>
<td></td>
<td>Speed range 50 km/h but aim for 60-80 km/h where safety risk allows (for example fewer intersections and physical separation for active users)</td>
</tr>
<tr>
<td>Class 4 [Access and low volume access]</td>
<td>Speed range 60-80 km/h Depending on roadsides, development, pedestrian cyclist volumes, whether sealed or not</td>
<td></td>
<td></td>
<td>Speed range 30-50 km/h but 30-40 km/h if high volumes of cyclists and/or pedestrians</td>
</tr>
</tbody>
</table>
Actions supporting the framework

6. To give effect to the framework the programme proposes six actions which are outlined in Appendix one.

Action 1 – Changing the conversation on speed

7. We consider this to be the most important action. This action’s purpose is to deliver a long-term advertising/marketing campaign changing the public conversation on speed. The project aims to make people more conscious of road features and potentially more accepting of speed limits or speed management approaches in high-risk areas. The aim is that eventually people will want to have more say on speeds in their areas, identifying high-risk roads by themselves and either pushing for a change in the travel speeds or for improvements to the road.

Actions 2 and 3 - Better speed limits

8. There are two complementary actions — the speed management guide (the guide) and amending the setting of speed limits rule (the rule).

The Guide

9. The Transport Agency is developing the guide, and it will be underpinned by new Transport Agency provided geospatial-based datasets allowing RCAs to see the ONRC classifications of their roads, the current speed limits, average travel speeds, and relative road safety risk. The guide is expected to be completed in April 2015. The Transport Agency has the authority under legislation to issue guidelines, such as the guide, and RCAs must take these into account when setting speed limits.

10. The guide will show RCAs how to use the datasets to identify their highest risk roads (which is expected to be a minority of roads), and it will provide advice on using the following interventions to address these:
    • improve the road by road works (this would be the expected course on high volume national, or national or regional strategic routes where higher speeds are expected)
    • manage speeds down, by having more enforcement to improve compliance, or setting a lower speed limit (but at a level that appropriate speed ranges for that class of road using the framework are maintained)

11. Where a lower speed limit is decided upon as the appropriate intervention (and it is expected this will be the minority of high-risk roads) then the amended Rule will form the legal basis for setting a new limit.

The Rule

12. It is intended the amended rule will allow for 110 km/h speed limits, set out minimum consultation requirements and act to prevent perverse outcomes where speed limits are set outside the ranges in the framework for similar types of roads. The Rule will be amended once the guide and the new datasets are available. The existing default speed limits (100km/h on open roads and 50 km/h on urban roads), will remain unchanged.

13. You can expect to receive a Cabinet paper seeking the necessary changes to the Setting of Speed Limits Rule in April 2015, with any amendments planned to come into force from December 2015.
Actions 4-6 Better compliance

14. Actions 4-6, look at rebalancing speed offence penalties, consider applying a lower speed
offence tolerance and seek clearer identification of speed camera sites by signposting, together
these will create better compliance with speed limits.

Reduced tolerances

17. The National Road Safety Committee (NRSC) was invited to support the NZ Police to
permanently adopt a lower speed enforcement threshold (tolerance). Currently the
permanent tolerance is 9 km/h or less (or 4 km/h or less for trucks) and the desired lower
tolerance would be less than 4 km/h over the limit (unchanged for trucks). This would align
New Zealand with many overseas jurisdictions. Any change is a decision of the NZ Police
Commissioner and the NRSC has indicated its support for a permanent reduced tolerance.
Any further action now lies with the Commissioner. If adopted this action should reduce
speeds leading to fewer fatal and serious injury crashes. This would also promote greater
efficiency on our road networks.

Recommendation

19. The recommendation is that you note this briefing.

Withheld under section 9(2)(a)

Leo S Mortimer
Manager, Land Transport Safety
### Appendix One

<table>
<thead>
<tr>
<th>Action</th>
<th>Lead Agency</th>
<th>Key Milestones</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. To improve public understanding of safer speeds, and increase support for speed management, a campaign to help <em>change the conversation on speed</em> will be delivered.</td>
<td>NZ Transport Agency</td>
<td>The business case for this work has been completed and submitted for the next NLTP funding round to secure funding for the project over the next 3-5 years. This action requires no direct decisions from Minister Foss</td>
</tr>
<tr>
<td>2. To ensure we have nationally consistent approaches to managing speed, a <em>Speed Management Guide</em> for RCAs and NZ Police will be delivered. The guide will translate the framework into recommended speed limits for different types of roads and give guidance on prioritising to risk.</td>
<td>NZ Transport Agency</td>
<td><strong>to end of March 2015:</strong> engagement on draft guide with RCAs and other key stakeholders. <strong>July 2015:</strong> guide finalised, and available for use. This action requires no direct decisions from Minister Foss</td>
</tr>
</tbody>
</table>
3. To ensure legislation supports the programme, the *Land Transport Rule: Setting of Speed Limits 2004* will be reviewed to ensure a correct fit with the programme – this will, among other matters, allow consideration of a 110 km/h maximum speed limit for the safest roads.

| Ministry of Transport | **late March 2015**: Cabinet paper outline provided to Minister Foss. Minister Foss will be invited to provide feedback.  
**April 2015**: Final Cabinet paper with proposals to amend the rule provided. Minister Foss will be invited to approve and lodge Cabinet paper.  
**July-August 2015**: Public consultation on Rule amendment  
**December 2015**: Rule amendment to be completed. |
|---|---|

4. To ensure penalties are more consistent and reflective of road safety risk, rebalance penalties to add demerit points, and adjust infringement fees for offences detected by speed and red-light cameras.

| Ministry of Transport | **Mid-February 2015**: A cost-benefit analysis of a range of options was completed.  
**late March 2015**: A briefing and draft Cabinet paper will be provided proposing the amending of speed penalties including rebalancing fines and adding demerit points to speed camera-detected offences. Minister Foss will be invited to approve and submit this paper. If Cabinet agrees to these proposals then this will be enacted through the proposed Land Transport Amendment Bill. |
|---|---|

5. To more consistently reflect safe and appropriate speed limits, NRSC Agencies will support Police in applying a lower enforcement threshold to the extent that it becomes the new standard.

<table>
<thead>
<tr>
<th>Ministry of Transport</th>
<th>Work has been completed and a briefing was provided to the NRSC in early December 2014. The decision on what speed enforcement threshold should apply lies with the Police Commissioner.</th>
</tr>
</thead>
</table>
# Safer Journeys: Speed Management: Update

**Reason for this briefing**
This briefing updates you on progress with the speed management programme of Safer Journeys. It seeks your views on one of the actions in the programme - the application of demerit points to speeding offences detected by speed cameras and to the planned approach to changes to the Land Transport Rule: Setting of Speed Limits 2003.

**Action required**
Meet with Ministry officials to discuss the issues in this briefing.

<table>
<thead>
<tr>
<th>Deadline</th>
<th>Reason for Deadline</th>
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</thead>
<tbody>
<tr>
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**Contact for telephone discussion (if required)**

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone</th>
<th>First Contact</th>
</tr>
</thead>
<tbody>
<tr>
<td>[Redacted]</td>
<td>Senior Adviser</td>
<td>Direct Line:</td>
<td></td>
</tr>
<tr>
<td>Leo S Mortimer</td>
<td>Manager, Land Transport Safety</td>
<td>04 439 9330</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>After Hours:</td>
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<tr>
<td></td>
<td></td>
<td>021 922411</td>
<td></td>
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</table>

**MINISTER’S COMMENTS:**

<table>
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<tr>
<th>Date:</th>
<th>Briefing Number:</th>
<th>Security level:</th>
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<tr>
<td>31 March 2015</td>
<td>OCO2809</td>
<td>In-Confidence</td>
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</tbody>
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**Minister of Transport’s office actions**
- [ ] Noted
- [ ] Seen
- [ ] Approved
- [ ] Needs change
- [ ] Referred to
- [ ] Not seen by Minister
- [ ] Withdrawn
- [ ] Overtaken by events
Purpose of briefing

1. This briefing provides an update on the speed management component of Safer Journeys. It comprises an outline of actions including those with which you will be involved.

3. It also provides you with an outline for a Cabinet paper concerning the Land Transport Rule: Setting of Speed Limits 2003, as you have requested.

Introduction

4. The Safer Journeys Action Plan 2013-15 includes the development of a speed management programme, which officials have called Safer Speeds. The Ministry and transport partners completed the programme’s design towards the end of 2014. The goal of Safer Speeds is to reduce death and serious injuries, and support economic productivity, through travel speeds that are safe and appropriate for a road’s function, design, safety and use. It includes a range of desired speeds for different road types, e.g. high-volume national highways, arterials, access roads) that support both road safety and economic productivity. Safer Speeds will assist with encouraging greater consistency in speed limit setting by road controlling authorities (RCAs).

Speeding

5. Speed is recognised internationally as the single greatest factor in road safety. It is a factor in most road crashes.

6. Road crash statistics reflect the impact of speeding. In New Zealand, over the five years between 2009 and 2013, on average, 30 percent of all fatal crashes and 15 percent of all injury crashes involved drivers speeding. In 2013, crashes in which speeding was a contributing factor resulted in 83 deaths, 421 serious injuries, 1,442 minor injuries and a total social cost of road injuries of about $736 million, which is approximately 22 percent of the total social cost of all injury crashes.

Speeds for New Zealand roads

7. Safer Speeds provides, for the first time in New Zealand, a long-term national framework of safe and efficient speed ranges for different roads based on the road’s classification drawn from the NZ Transport Agency’s One Network Road Classification (ONRC). The ONRC was developed in 2014 primarily as an asset management tool and categorises roads based on the functions they perform as part of an integrated national network.

8. ONRC was used to develop the desired speeds for each road class.

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1 NZ Transport Agency, NZ Police, ACC and with assistance from the New Zealand Automobile Association, Road Controlling Authorities Forum, Traffics and local government

2 The range of speeds is based on analyses involving road safety outcomes and economic issues

3 Social cost of road fatalities and injuries is a measure of the total cost that occurs as the result of road injury crashes. It includes losses of life and life quality, loss of economic output, medical costs, legal costs and vehicle damage costs. The value of loss of life and life quality component was established based on a willingness-to-pay approach, which is now the preferred approach among most OECD countries (see: http://www.cemt.org/online/conclus/it117e.pdf). The latest Social Cost of Road Crashes and Injuries update is available from the Ministry’s website http://www.transport.govt.nz/assets/Uploads/Research/Documents/Social-Cost-June-2014-update.pdf.
9. The following table outlines the different road classes based on the ONRC and desired speed ranges for each. A road’s classification under this new framework depends on its daily travel volume and use. There are eight road classifications grouped into four classes. The framework differentiates between open roads, urban roads and a road’s geometry - straight, curved and winding, or tortuous, as these affect the level of safety.

<table>
<thead>
<tr>
<th>Class</th>
<th>Description</th>
<th>Speed Range</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Class 1</td>
<td>High volume national</td>
<td>100–110 km/h</td>
<td>Depends on safety risk (for example, divided 4 star, grade separated intersections, safety barriers)</td>
</tr>
<tr>
<td>Class 2</td>
<td>National, Regional, Arterial</td>
<td>80–100 km/h</td>
<td>Depends on safety risk and whether volumes justify investment to bring the road up to 3 star equivalent</td>
</tr>
<tr>
<td>Class 3</td>
<td>Primary and secondary collector</td>
<td>60–80 km/h</td>
<td>Speed range 50 km/h but aim for 60–80 km/h where safety risk allows (for example fewer intersections and physical separation for active users)</td>
</tr>
<tr>
<td>Class 4</td>
<td>Access and Low volume access</td>
<td>30–50 km/h</td>
<td>Speed range 30–50 km/h but 30–40 km/h if high volumes of cyclists and/or pedestrians</td>
</tr>
</tbody>
</table>

**Table 1: SAFE SPEED DETERMINED BY THE ONE NETWORK ROAD CLASSIFICATION**

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**Safer Speeds actions**

10. Safer Speeds has five actions designed to assist with achieving these desired speeds. In addition, we considered a sixth action concerning signing speed cameras. Appendix 1 lists details of the actions. The following provides our comments.

**Action 1 – Changing the conversation on speed**

11. This action’s purpose is to deliver a long-term advertising/marketing campaign changing the public conversation on speed. The project aims to enable people to become more aware of road features and more accepting of speed limits or speed management approaches especially in high-risk areas. The aim is that eventually people will want to have more say on speeds in their areas, identifying high-risk roads by themselves and either seeking a change in the travel speeds or for road improvements. We consider this the most important of all the actions in Safer Speeds.

**Actions 2 and 3 - Better speed limits**

12. There are two complementary actions — the speed management guide (the Guide) and amending the Land Transport Rule: Setting of Speed Limits 2003 (the Rule).

**The Guide**

13. The Transport Agency, using its legislative authority to issue guidelines is developing the Guide. RCAs are required to consider these when setting speed limits. Newly developed
national geospatial-based datasets, used in conjunction with the Guide, will allow RCAs to see the ONRC classifications of their roads, the current speed limits, average travel speeds, and relative road safety risk\textsuperscript{4}. The guide is currently out for consultation with key stakeholders.

14. The Guide will assist RCAs to manage speed on their roading network, including the setting of set appropriate speed limits, and is being designed to ensure greater consistency of speed limits across New Zealand. It will help RCAs identify their highest risk roads and provide guidance on how to address them. For example, roads can generally be made safer in two ways:

i. improve the road with engineering and make it safer at existing speeds - especially useful in the case of high volume national, or national or regional strategic routes where higher speeds are expected

ii. manage speeds downwards, by increasing enforcement to improve compliance, or setting a lower speed limit (as long as it is within the speed range for that class of road)

15. Where an RCA decides that a lower speed limit is required then the proposed Rule amendment will provide the legal basis for setting a new limit.

16. The Guide will ensure a consistent sector-wide approach is adopted to manage speeds through speed management plans. This approach will help avoid perverse outcomes where speed limits are set outside the ranges in the ONRC for safety or other reasons\textsuperscript{5}.

17. We expect the Guide will be ready by the end of June 2015.

The Rule

18. Our initial briefing, Review of the Setting of Speed Limits Rule, dated 15 December 2014 (OC02703), sought your agreement to proposed amendments to the Setting of Speed Limits Rule so that it aligns with the Safer Speeds Programme (Safer Speeds) and for the drafting of the Cabinet paper and Regulatory Impact Statement to progress.

19. Your officials meeting on 4 February 2015 considered Safer Speeds and the briefing. We advised that we would not deliver the draft Cabinet paper by the end of February as planned. You requested an outline of the draft Cabinet paper in March 2015.

20. The outline for the Cabinet paper is attached in Appendix 2. We are proposing three parts to the paper:

i. the context for the amendment Rule

ii. the issues identified in the review of the Rule and options to address them

iii. the issue of costs to RCAs of consultation with the community in setting speed limits; it includes your intention to consult on community engagement options when setting speed limits

\textsuperscript{4} These datasets have been developed by the NZ Transport Agency for every road in New Zealand

\textsuperscript{5} Examples of perverse outcomes to avoid would be where there are different RCAs in the area setting speed limits – e.g. where a State highway speed limit is at 80km/h but the local roads are at 100km/h encouraging “rat running” – i.e. drivers using the local roads in preference to the state highway.
21. The proposed Rule amendment includes the following issues:

- a 110 km/h speed limit not currently provided for in the Rule
- misalignment between the current Rule's methodology and the new framework about road function and safety
- the costs to RCAs of speed assessment processes and speed limit signage requirements
- the need for national consistency in speed limits

22. We propose to complete the Rule amendment once the Guide and the new datasets are available.

**Actions 4 - 6 Better compliance**

23. Actions 4 - 6, involve applying a lower speed enforcement tolerance: [redacted]

The aim of these actions is to encourage better compliance of the speed limits.

**Reduced tolerances**

24. Currently, the permanent enforcement threshold (also called a tolerance) is 9 km/h or less (or 4 km/h or less for trucks). Overseas jurisdictions commonly apply a lower threshold than this. Available research and experience suggest the tolerance should be less than 4 km/h over the limit (unchanged for trucks). Any change is a decision of the NZ Police Commissioner and the National Road Safety Committee (NRSC) has indicated its support for a permanent reduced tolerance. Any further action now lies with the Commissioner. If adopted, this action will reduce speeds and lead to fewer fatal and serious injury crashes. At the same time, it will also promote greater efficiency on our road networks, as experience of a lower tolerance shows greater speed homogeneity – faster drivers slow down, and slower drivers go faster; this improves traffic flow.
37. At the same meeting, we would also like to discuss the outline for the Cabinet paper on the proposed amendments to the Rule.

Recommendations

38. The recommendations are that you

   a. note this briefing

   b. meet with officials to discuss the next steps for the planned approach to changes to the Land Transport Rule: Setting of Speed Limits 2003

   [Signature]

   Leo S Mortimer
   Manager, Land Transport Safety

MINISTER'S SIGNATURE: [Withheld under section 9(2)(a)]

DATE: [Withheld under section 9(2)(a)]
### Appendix 1

**Safer Speeds Programme – actions**

<table>
<thead>
<tr>
<th>Action</th>
<th>Lead Agency</th>
<th>Key Milestones</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. To improve public understanding of safer speeds, and increase support for speed management, a campaign to help <em>change the conversation on speed</em> will be delivered</td>
<td>NZ Transport Agency</td>
<td>The business case for this work has been completed and submitted for the next NLTP funding round to secure funding for the project over the next 3-5 years. This action requires no direct decisions from Minister Foss.</td>
</tr>
<tr>
<td>2. To ensure we have nationally consistent approaches to managing speed, deliver a <em>Speed Management Guide</em> for RCAs and NZ Police. The Guide will translate the framework into recommended speed limits for different types of roads and give guidance on prioritising to risk.</td>
<td>NZ Transport Agency</td>
<td><strong>End of March 2015:</strong> engagement on draft guide with RCAs and other key stakeholders. <strong>July 2015:</strong> guide finalised, and available for use. This action requires no direct decisions from Minister Foss.</td>
</tr>
<tr>
<td>3. To ensure legislation supports the programme, the <em>Land Transport Rule: Setting of Speed Limits 2004</em> will be reviewed to ensure a correct fit with the programme – this will, among other matters, allow consideration of a 110 km/h maximum speed limit for the safest roads</td>
<td>Ministry of Transport</td>
<td><strong>Late March 2015:</strong> Cabinet paper outline provided to Minister Foss. <strong>April/May 2015:</strong> Final Cabinet paper with proposals to amend the rule provided. Minister Foss will be invited to provide feedback. <strong>July-August 2015:</strong> Public consultation on Rule amendment. <strong>December 2015:</strong> Rule amendment to be completed.</td>
</tr>
<tr>
<td>4. To ensure penalties are more consistent, and reflective of road safety risk, rebalance penalties to add demerit points, and adjust infringement fees for offences detected by speed and red-light cameras</td>
<td>Ministry of Transport</td>
<td><strong>Mid-February 2015:</strong> A cost-benefit analysis of a range of options was completed. <strong>March/April 2015:</strong> a briefing and draft Cabinet paper, if Minister Foss agrees, will be provided proposing the amending of speed penalties including rebalancing fines and adding demerit points to speed camera-detected offences. Minister Foss will be invited to approve and lodge the Cabinet paper. If Cabinet agrees to these proposals then this will be enacted through the proposed Land Transport Amendment Bill.</td>
</tr>
<tr>
<td>5. To more consistently reflect safe and appropriate speed limits, NRSC agencies will support Police in applying a lower enforcement threshold to the extent that it becomes the new standard</td>
<td>Ministry of Transport</td>
<td>Work has been completed and a briefing was provided to the NRSC in early December 2014. The decision on what speed enforcement threshold should apply lies with the Police Commissioner.</td>
</tr>
</tbody>
</table>
Appendix 2

Framework for the draft Cabinet paper

39. While some members of Cabinet may be familiar with Safer Speeds, for others the Cabinet paper will be their first exposure to the programme. Part 1 will provide the context for amending the Rule, e.g. the importance of speed as a factor in fatal and serious injury crashes, speed in the context of Safer Speeds, how speed limits are set, and the review of the Rule.

40. Part 2 will cover the issues the review has identified and options on how to address them, including a preferred option. The issues are:
   - a 110 km/h speed limit not provided for in the rule
   - misalignment between the current Rule’s methodology and the new framework about road function and safety
   - costs to RCAs of speed assessment processes and speed limit signage requirements
   - need for national consistency in speed limits

41. Part 3 will be about different consultation processes for community engagement for different types of RCAs and the costs to RCAs of consultation with the community in setting speed limits and your intention to consult on community engagement options when setting speed limits.

Outline of the draft Cabinet paper for amending the Setting of Speed Limits Rule

1. Purpose statement:
   - To seek Cabinet’s agreement to amend the Land Transport Rule: Setting of Speed Limits 2003 to align it with the speed management framework of Safer Journeys’ Safer Speeds Programme

2. Part 1: Context
   - importance of speed as a factor in fatal and serious injury crashes
   - speed in the context of Safer Speeds Programme
   - how speed limits are set
   - review of the Setting of Speeds Rule

3. Part 2: Issues identified in the review
   - 110 km/h speed limit
     i. Issue: The Rule does not currently allow for the setting of a 110 km/h speed limit. 110 km/h speed limits are possible on roads that can be shown to be designed, constructed, maintained and operated to the necessary standards to safely support 110 km/h speeds as allowed for under the Safer Speeds framework
     ii. Status quo:
     iii. Preferred option: Amend the Rule to enable a 110 km/h speed limit on those sections of the State highway network where safety criteria permit it
1. Benefits:

2. Risks/Mitigation

- **misalignment between the Rule and the new framework about road function and safety**
  
  i. Issue: The Rule does not currently support *Safer Speeds*. The Rule's assessment methodology, incorporated as Speed Limits New Zealand (SLNZ), does not reflect the philosophy and approach of the new speed management framework, which is to provide better safety and economic outcomes

  ii. Status quo:

  iii. Preferred option: replacing the assessment methodology in SLNZ with new assessment methodology that will align with *Safer Speeds* framework

  iv. Other options

   1. incorporating the assessment methodology in the Rule by reference to the Guide

   2. having an outcomes (principles-based) framework for the Rule with the assessment methodology in the Guide and completely separate

   3. why other options not supported

- **costs to RCAs of speed assessment processes and speed signage requirements**

  i. Issues: speed limit reviews, estimated to cost approximately $250 per km, involves site visits to determine environmental context, roadside development and a survey of general road information recorded in the manner prescribed in SLNZ. Speed surveys may also be used before and after a change to the speed limit. The Rule also has very prescriptive signage requirements notifying road users of the speed.

  ii. Status quo:

  iii. Preferred options

   1. the new assessment methodology will enable RCAs to do cost-saving desktop surveys and replace the manual processes and risk assessments currently in SLNZ

   2. provide RCAs with an option of finding different lower cost solutions through an outcome-based approach for open road non-default speed limits

- **need for national consistency in speed limits**

  i. Issue: a lack of consistency across the network and no requirement for regional or national collaboration

  ii. Status quo
iii. Preferred option: allow for a centralised public register of speed limits that will enable speed limits to be monitored nationally and provide a national picture of speed limits for enforcement purposes and to support the introduction of Intelligent Speed Adaption

4. Part 3: costs of consultation with the community to RCAs in setting speed limits while maintaining community input

- Issue: There are different consultation processes for community engagement for different types of RCAs and the special consultative procedure process required of local authority RCAs can be lengthy as well as costly

- Intention to consult on three options of community engagement when consulting on Rule amendments with a further Cabinet paper on community engagement when setting speed limits

  i. Option 1: Community consultation on a speed management plan only

  ii. Option 2: Consult on speed limits according to road type

  iii. Option 3: Retain the status quo
MINISTERIAL MEETING WITH THE NATIONAL ROAD SAFETY COMMITTEE – JUNE 2015

Reason for this briefing: The National Road Safety Committee (NRSC) and a number of Ministers are meeting on Thursday 18 June 2015 at 12:00pm. The Ministry of Transport, on behalf of the NRSC, has prepared a briefing to assist you in chairing this meeting.

Action required: Note this briefing and should you agree, distribute Appendix A – Safer Journey Action Plan 2013-2015: Progress Report - June 2015, to other Ministers that are attending this meeting.

Deadline: Tuesday 16 June 2015.

Reason for Deadline: Circulate Appendix A in advance of this meeting on Tuesday 16 June 2015 for the meeting on Thursday 18 June 2015 at 12:00pm.

Contact for telephone discussion (if required):

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone</th>
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<tbody>
<tr>
<td></td>
<td>Safer Journeys Coordination</td>
<td></td>
</tr>
<tr>
<td>Leo S Mortimer</td>
<td>Manager, Land Transport Safety</td>
<td>04 439 9330 021 922 411</td>
</tr>
</tbody>
</table>

MINISTER’S COMMENTS:

Date: 11 June 2015

Attention: Hon Craig Foss (Associate Minister of Transport)

Security level: In-Confidence

Minister of Transport’s office actions

☐ Noted  ☐ Seen  ☐ Approved

☐ Needs change  ☐ Referred to

☐ Withdrawn  ☐ Not seen by Minister  ☐ Overtaken by events
Purpose

1. This briefing notes your upcoming meeting between the NRSC and Ministers and asks you to circulate the attached paper, Appendix A – Safer Journey Action Plan 2013-2015: Progress Report - June 2015 to Ministers attending this meeting (Ministers of Transport, Justice and Police, and an adviser for the Minister of ACC).

2. The attached paper provides background information for attendees in advance of the meeting on:
   2.1. progress this year in the Safer Journeys Action Plan 2013-2015
   2.2. the Safer Journeys interim evaluation
   2.3. the creation of the third and final Safer Journeys Action Plan.

Out of scope

\[\textbf{Out of scope}\]

1 The associate members include the Energy Efficiency and Conservation Authority, the Ministries of Justice, Health, Education and WorkSafe New Zealand.
Recommendations

7. The recommendations are that you:  

Out of scope

b) agree to distribute Appendix A – Safer Journey Action Plan 2013-2015: 
Progress Report - June 2015, to the Ministers attending this meeting.

Withheld under section 9(2)(a)

Leo S Mortimer  
Manager, Land Transport Safety

MINISTER’S SIGNATURE:

DATE:
National Road Safety Committee
June 2015
Page 1 of Appendix A is out of scope

Released under the Official Information Act 1982
Speed

7. Speed is a major cause of crashes on our roads, and the speed in a crash contributes to the severity of all crashes. The Action Plan includes an action to develop and implement a national Speed Management Programme (*Safer Speeds*) to look at measures to address this area of concern. The following sections provide an overview on the *Safer Speeds* actions.

Safer Speeds

8. *Safer Speeds* proposes a range of travel speeds (set to support safety and economic productivity) for roads determined by the road’s function, design, safety level and use. To make the use of these travel speeds easier, they are aligned with road types using the one network road classification framework (ONRC)\(^2\). *Safer Speeds* consists of five actions to support the implementation of the travel speed ranges. These actions are:

**Action 1: Changing the conversation on speed**

9. This action aims to deliver a long-term campaign to aid changing the public conversation on speed. This will make people more conscious of road features and more accepting of speed limits or speed management approaches, especially in high-risk areas.

10. A communications agency has been appointed through tender process and is working with internal resources to draft a programme business case, by 30 June 2015. The specific focus will be to deliver a campaign to change the conversation on speed, build better sector and public understanding of risk, and the need for speed management.

**Action 2: Speed Management Guide**

11. The purpose of this action is to provide best practice guidance for Road Controlling Authorities (RCAs) and other system designers to manage speeds consistently and prioritised to risk.

12. RCAs are the target audience for the Speed Management Guide (the Guide), in particular staff involved in speed management, planning and investment, and other partners whose actions influence travel speeds as part of a Safe System approach (such as the Police).

13. By 2016, the objective is for all RCAs to apply a nationally consistent approach to speed management (including speed limits) that takes into account the Safe System approach and supports other *Safer Speeds* objectives (in particular, to build better public understanding of risk and why speed management saves lives and prevents injuries).

**Action 3: Setting of Speed Limits Rule**

14. The purpose of this action is to ensure the legislative framework for setting speed limits:

14.1. enables the easier implementation of the *Safer Speeds* travel speeds for road types identified using the ONRC, including provision for a new 110 km/h speed limit

14.2. reduces RCA costs, while maintaining community input.

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\(^2\) The One Network Road Classification (ONRC) involves categorising roads based on the functions they perform as part of an integrated national network.
15. Following on from the Associate Minister of Transport’s meeting with officials on 7 May 2015, a draft Cabinet paper and RIS will be submitted to the Associate Minister by the end of June. The paper will propose amending the Rule to enable the setting of a 110 km/h speed limit, a new assessment methodology, which captures elements in the Guide, to replace that currently in the Rule, and a more flexible approach to speed limit signage requirements. The paper will also inform Cabinet on possible consultation options on how road controlling authorities engage with their community on setting speed limits.

**Action 4: Speed enforcement tolerance**

16. The Police may issue a speeding infringement notice (or Court summons for higher-end speeding) to any driver found to be travelling at any speed above the speed limit. The Police have the discretion to apply an enforcement tolerance before an enforcement action is taken. The threshold is an operational policy matter that is set by the Commissioner of Police.

17. The Commissioner has set the enforcement threshold at 9 km/h (this means any vehicle exceeding the speed limit by 10 km/h or more can expect enforcement action). A 4 km/h threshold applies at all times for any vehicle within 250 metres of a school and preschool boundaries and for open road enforcement for trucks, other heavy vehicles and vehicles towing trailers. A 4 km/h tolerance is also applied during holiday periods. This is widely publicised and is a response to the extra road safety risks involved at these times.

Out of scope

Released under the Official Information Act 1982
Page 4 of Appendix A is out of scope
High risk rural roads

37. The Action Plan commits to reduce 'head on' and 'run off' road crashes on rural roads by applying the methodology in the High Risk Rural Roads Guide.

38. A programme business case has been developed to improve the safety of high risk rural roads on the State highway network over the next 10 years. Funding and prioritisation for improvements to these roads is being progressed through the NLTP and the Transport Agency is looking to accelerate the improvements through an alliance type contract, which is currently out for tender.

39. Other actions to improve rural road safety include the School Safety Programme. This comprises of:

39.1. the Safer Journeys for Rural Schools Guide

39.2. the trialling of variable speed limits outside rural schools

39.3. assessing and prioritising rural school risk, including identifying actions needed to improve safety at the highest risk schools.

Reduce risk on high-risk motorcycling routes

40. A demonstration project on the Southern Coromandel loop combines various interventions to reduce the number of motorcycle deaths and serious injuries on the popular motorcycling
Pages 6-8 of Appendix A are out of scope

Released under the Official Information Act 1982
Released under the Official Information Act 1982

Appendix B is out of scope
**LAND TRANSPORT RULE: SETTING OF SPEED LIMITS AMENDMENT 2015**

<table>
<thead>
<tr>
<th>Reason for this briefing</th>
<th>To provide the draft Cabinet paper on the Land Transport Rule: Setting of Speed Limits Amendment 2015; and provide advice on the way forward in light of recent developments in speed management.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action required</td>
<td>To decide whether to agree to defer the draft Cabinet paper until the NZ Transport Agency’s trial has been completed and the results known.</td>
</tr>
<tr>
<td>Deadline</td>
<td>N/A</td>
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<tr>
<td>Reason for Deadline</td>
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**Contact for telephone discussion (if required) [Withheld under section 9(1)(g)]**

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone</th>
<th>First Contact</th>
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<tbody>
<tr>
<td>[Redacted]</td>
<td>Senior Advisor</td>
<td>[Redacted]</td>
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<tr>
<td>Leo Mortimer</td>
<td>Manager, Land Transport Safety</td>
<td>04 439 9330</td>
<td>[Redacted]</td>
</tr>
</tbody>
</table>

**MINISTER'S COMMENTS:**

- Date: 30 June 2015
- Briefing Number: OC03205
- Attention: Hon Craig Foss (Associate Minister of Transport)
- Security level: In-Confidence

**Minister of Transport’s office actions**

- [ ] Noted
- [ ] Seen
- [ ] Approved
- [ ] Needs change
- [ ] Referred to
- [ ] Withdrawn
- [ ] Not seen by Minister
- [ ] Overtaken by events
Purpose of report

1. The purpose of the report is to provide you with the draft Cabinet paper on the Land Transport Rule: Setting of Speed Limits Amendment 2015 (the amendment Rule) and to recommend, in light of recent developments, that the paper be deferred until the outcome of the NZ Transport Agency’s trial of the speed management process is known.

Comment

2. Attached is the draft Cabinet paper on the amendment Rule as requested. The paper proposes three amendments to the Land Transport Rule: Setting of Speed Limits 2003 (the Rule):

   2.1. allowing a 110 km/h speed limit where safe and appropriate
   2.2. providing a new way of determining speed limits
   2.3. allowing a more flexible outcomes-based approach for repeating speed signage.

3. The primary purpose of amending the Rule is to align it with the Safer Speeds speed management framework. This will provide a consistent approach to determining speed limits, based on a road’s classification function, design, safety and use.

4. Amending the Rule is one of five actions in the Safer Speeds programme. Another closely related action is the NZ Transport Agency’s development of a Speed Management Guide. In order to provide better understanding of and greater certainty about the speed management process, the NZ Transport Agency (the Transport Agency) has decided to trial the processes in the Guide over the next few months. In conjunction with the Waikato Regional Council and the local road controlling authorities, the Transport Agency will develop a speed management plan for the Waikato region. The plan will identify potential speed management actions, including speed limit reviews. The trial will include consultation with affected communities.

5. While the Transport Agency has confidence in the new assessment methodology, it expects to learn from the trial in testing how the speed management process plays out, including ‘sense testing’ (comparing the methodology’s results with local knowledge) and moderation, collaboration and engagement.

6. Given that the methodology is fundamental to the speed management process, the trial may identify issues that affect the methodology. In addition, the trial will provide an opportunity to gauge public consultation about the Safer Speeds programme and the speed management process on a regional basis.

7. For these reasons we propose that the draft Cabinet paper be deferred until the Transport Agency’s trial has been completed and the results known. A delay would also assist in better identifying the benefits and costs of using the assessment methodology in comparison with the existing methodology.
Recommendations

8. The recommendations are that you:

(a) **Note** the draft Cabinet paper on the Land Transport Rule: Setting of Speed Limits Amendment 2015

(b) **Agree** to defer the draft Cabinet paper until the NZ Transport Agency’s trial has been completed and the results known.

Leo S Mortimer
Manager Land Transport Safety

MINISTER’S SIGNATURE:

DATE:
Office of the Associate Minister of Transport
Chair
Cabinet

LAND TRANSPORT RULE: SETTING OF SPEED LIMITS 2017

Proposal
1. Cabinet is asked to note my intention to sign Land Transport Rule: Setting of Speed Limits 2017.

Executive summary
2. On 16 August 2017, I took an oral item to the Economic Growth and Infrastructure Committee (EGI), asking EGI to note my intention to sign the Land Transport Rule: Setting of Speed Limits 2017 (the 2017 Rule). Concerns were raised about the potential for wholesale speed limit reductions under the 2017 Rule, and I advised that I would report back to Cabinet to address this issue.

3. The 2017 Rule replaces existing and outdated speed setting methodology, and reflects the approach in the Speed Management Guide (the Guide). Officials advise that wholesale speed limits changes are not expected under the 2017 Rule. This expectation is explicitly recognised in the Guide and Rule itself.

4. The Rule and the Guide prioritises speed limit reviews on roads that are likely to deliver the highest benefits in terms of safety and efficiency outcomes. The Guide encourages road controlling authorities (RCAs) to focus on the top 5-10 percent high benefit speed management opportunities. The 2017 Rule reinforces this by directing the New Zealand Transport Agency (the Transport Agency) to prioritise speed management information to RCAs relating to these high benefit opportunities. Through this, there may be a mixture of interventions to either raise, retain, or decrease the speed limit depending on the conditions of the particular road.

5. The Guide also supports RCAs to undertake robust engagement with their communities on road safety risk and any speed limit reviews.

6. A significant number of RCA’s have been utilising Guide since November 2016, including the long-term approach to support nationally consistent speed limits across the network (promoting 60 km/h, 80 km/h and 100 km/h limits on the open road).

7. RCAs are currently taking a measured approach to review and revise speed limits, and officials expect this to continue given the approach set down in the Rule and the Guide.

8. Concerns have also been raised about:
8.1. the long-term approach in the Guide to support nationally consistent speed limits across the network (promoting 60 km/h, 80 km/h and 100 km/h limits on the open road), and

8.2. the requirement in the 2017 Rule for RCAs to consult with the Transport Agency before setting a 70 km/h speed limit.

9. In 2016, EGI noted the release of the Guide. The Guide provides for the long-term approach to support nationally consistent speeds, including 60, 80, and 100 km/h speed limits on open roads. International practice shows that at higher speeds road users have difficulty interpreting speed limits with a 10 km/h variation, and the long term approach provides a system that is easier for road users to interpret and follow.

10. Existing 70 km/h roads comprise a very small portion of the entire road network – roughly two percent. The requirement for RCAs to consult with the Transport Agency on 70 km/h speed limits, will not affect existing 70 km/h stretches of road. 70 km/h limits will remain in place until an RCA decides to review a particular stretch of road (as with any other speed limit).

11. The 2017 Rule reflects the package of measures agreed by Cabinet in November 2016. The Transport Agency has subsequently consulted on the 2017 Rule. No submitters directly opposed the Guide based speed management methodology in the 2017 Rule, indeed there was good support from RCAs for the new approach.

12. Based on the outcome of the consultation, and subject to Cabinet consideration, I intend to sign the Land Transport Rule: Setting of Speed Limits 2017.

Background

Previous Ministerial support for the 2017 Rule

13. In November 2016, Economic Growth and Infrastructure Committee (EGI) supported the following package of speed related measures, subject to public consultation [EGI 16 MIN 0266].

13.1. Amendments to Land Transport Rule: Setting of Speed Limits 2003 (the 2003 Rule) to:

13.1.1. replace the existing speed setting methodology (Speed Limits New Zealand) (SLNZ) with the new Speed Management Guide (the Guide)

13.1.2. enable the setting of a 110 km/h speed limit on roads that are safe and appropriate to do so

13.1.3. allow for a more flexible and outcomes-based approach for speed limit signs (repeater signs).

14. This integrated package supports the Safer Speeds Programme, New Zealand’s new approach to speed management under the Safer Journeys strategy. Safer Speeds recognises that:
14.1. the transport environment is changing, with better infrastructure and technology (including automated compliance) available to manage speed to improve safety outcomes and promote network efficiency

14.2. that for some roads, where current travel speed or speed limits may be too high, changes should be made — either to the road design or to the speed limit. It also recognises that some speed limits could be increased without compromising safety — for example, the consideration of 110 km/h speed limits.

15. The package provides an integrated set of opportunities to:

15.1. increase national consistency in setting and managing speed limits, including the long term approach to move to 60, 80, and 100 km/h speed limits on open roads.

15.2. target speed management efforts where there is greatest potential to reduce deaths and serious injuries, and improve economic productivity

15.3. increase public understanding of what travelling at a safe and appropriate speed means, including the role of speed in determining the impact and outcomes of crashes

15.4. enable the setting of a 110 km/h speed limit on roads where it is safe and appropriate to do so.

16. Following EGI consideration, the then Associate Minister of Transport agreed to the following additional minor changes to the 2003 Rule (subject to public consultation):

16.1. clarify the criteria for setting temporary speed limits where necessary for a construction site or work programme

16.2. allow RCAs to set emergency speed limits where an emergency affects the condition or use of any road. This change addresses an issue that arose following the Kaikoura earthquake

16.3. require RCAs to obtain approval from the New Zealand Transport Agency (the Agency) before setting a 70 km/h speed limit

16.4. require RCAs to notify the Transport Agency of any proposal to set a variable speed limit or a speed limit of 70 km/h or 110 km/h. (This is consistent with the approach for speed limits of 90 km/h.)

Comment

Why Rule amendments are necessary

17. The current speed setting methodology in the 2003 Rule is out of date.

18. The SLNZ calculator in the 2003 Rule to assist RCAs to set speed limits:
18.1. reflects speed setting methodology developed in the 1960s and narrowly focuses on speed limits

18.2. does not reflect the safe system approach, which aims for a more forgiving road system that takes human fallibility and vulnerability into account

18.3. is based on urban development and does not take into account the presence or absence of safety features such as median barriers

18.4. predates recent work on road classification, and does not take into account the strategic function and the use of the road

18.5. does not sufficiently support RCAs to optimise their network where better speed management could contribute to reducing deaths and serious injuries while supporting overall economic efficiency.

19. In addition, SLNZ is no longer fit for purpose, evidenced by the significant use of the exception clause 3.2(5) in the 2003 Rule for speed limits which differ from the speed identified by the SLNZ calculation.

**Modernising the approach to speed management**

20. The 2017 Rule modernises the approach to speed management in New Zealand. Within the 2017 Rule, SLNZ is replaced with the speed setting methodology contained in the Guide.

21. The Guide supports RCAs and other system designers to identify and prioritise the parts of their networks where better speed management will contribute most to reducing deaths and serious injuries, while supporting overall economic productivity. The Guide will assist RCA’s to have better conversations and engagement in their communities, improving community understanding for speed management activities.

22. The Guide modernises the approach to managing speed in New Zealand, to ensure a consistent sector-wide approach to speed that is appropriate for road function, design, safety, use and the surrounding environment (land use). It does this by linking speed to road classification and level of safety, aiming for more efficient speeds on higher classification, economically important routes, managing safety through low cost improvements or lower speeds where necessary on lower classification roads. This approach is based on international best practice.

23. The Guide includes geospatial maps, produced by the Transport Agency for RCAs that identify the top 5-10 percent ‘high benefit’ speed management opportunities. This is to help ensure future speed management efforts are better targeted to risk, and are applied consistently across the country. The maps highlight the appropriate intervention based on the road’s function, which may be a mix of safety improvements that support current or higher travel speeds, and possible changes to the limits, up or down. These maps are the basis for RCAs to engage with their communities.
24. In addition, the Guide embodies a new engagement programme by initiating conversations with communities about the risk on their own roads. Engagement under the Guide will contribute to an environment where communities and RCAs can make better informed decisions about speed management by focusing on the risk on the road and encouraging open-minded solutions. In the Waikato, for example, instead of reducing the speed limit on the road to Hobbiton, the agreed solution has been to work with Google Maps to change the preferred map route and direct visitors along a more appropriate road.

25. The Guide itself was developed by the Transport Agency in close collaboration with the Ministry of Transport, RCAs, the NZ Automobile Association (AA) and New Zealand Police since late 2013. A draft of the Guide was published on the Transport Agency website in 2015, and the final Guide was published for RCA use in November 2016, following EGI consideration. A significant number of RCAs have been utilising Guide since its publication, including the long-term approach to support nationally consistent speed limits across the network (promoting 60 km/h, 80 km/h and 100 km/h limits on the open road). The Guide is already receiving interest internationally for its holistic, data-driven and community inclusive approach to speed management.

26. Altering the approach to nationally consistent speeds would require an amendment to the Guide which is outside the scope of this Rule change.

Wholesale speed limit decreases are not expected under the 2017 Rule

27. Concerns have been expressed about the long term approach to speed management in the Guide, including the perception it will lead to wholesale speed limit decreases across New Zealand. These concerns have been highlighted by:

27.1 the long-term approach in the Guide to support nationally consistent speed limits across the network, promoting 60 km/h, 80 km/h and 100 km/h as the predominant speed limits on open (rural) roads

27.2 the requirement in the Rule for RCAs to consult with the Transport Agency before setting a 70 km/h speed limit.

28. First, the Guide is explicit that there is no expectation there will be wholesale changes to speed limits, and this is a gradual programme of work over 10 plus years. This includes the long-term approach to support nationally consistent speeds, including 60, 80, and 100 km/h speed limits on open roads. International practice shows that at higher speeds, road users have difficulty interpreting speed limits with a 10 km/h variation; therefore the long term approach provides a system that is easier for road users to interpret and follow.

29. Secondly, the intent of the proposed Rule and Guide is to encourage RCAs to focus on the high benefit speed management opportunities described in paragraph 20 which will be updated every three years. This will support a gradual, risk focussed change across the network. Through the identification of high benefit opportunities, there will

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1 This programme responds to research undertaken in April 2016 which demonstrates that public attitudes toward speed are complex.
be a mixture of safety engineering for roads to raise the speed limit, or decrease the speed limit depending on the conditions of different roads.

30. Thirdly, the requirement for RCAs to consult with the Transport Agency on 70 km/h speed limits, will not affect existing 70 km/h stretches of road. 70 km/h limits will remain in place until an RCA decides to review a particular stretch of road (as with any other speed limit).

31. The Guide prioritises speed limit reviews on roads that are likely to deliver the highest benefits in terms of safety and efficiency outcomes. Therefore, the Guide only prioritises speed limit interventions (including speed limit increase or decreases) for existing 70 km/h roads that come within the top 5-10 percent high benefit opportunities.

**RCAs are taking a measured approach to speed management**

32. A Transport Agency survey indicates RCAs are taking a measured approach to speed management, focussing on the top 5-10 percent of high benefit opportunities. We expect this to continue, given speed limit reviews can be resource and time intensive and require broad community support. Officials note that a survey of AA members in 2017 found that 87 percent of members oppose the idea of reducing the open road speed limit to 90km/h, and 80 percent of members oppose the idea of reducing the urban speed limit to 40 km/h.

33. Communities will not be in favour of wholesale change to speed limits, including to speed limits of 70 km/h. As such, RCAs are unlikely to move in this direction.

**Existing 70 km/h roads comprise a very small portion of the entire road network – roughly two percent**

34. Approximately 1,903 km of road has a speed limit of 70 km/h, and, of that, only 136 km comes within the top 5-10 percent of high benefit opportunities.

35. Therefore, we expect there will be speed limit changes on only a small proportion of 70 km/h roads.

**Consultation on the 2017 Rule**

36. Following EGI consideration of the speed package, the Transport Agency, in consultation with the Ministry of Transport, prepared the 2017 Rule for public consultation. The Transport Agency consulted on the Rule between 4 May and 16 June 2017. There were 409 submissions received from different groups including, RCAs, individuals, businesses and advocacy groups.

37. No submitters directly opposed the Guide and speed management methodology in the 2017 Rule.²

² Skypath Trust and its supporters submitted that the Rule should take a “safety first” or “safe as reasonably practicable” approach. These submitters believed the proposed Rule would lead RCAs to prioritise economic productivity over safety when setting or reviewing a speed limit. Neither the proposed Rule nor the Guide intends that an RCA prioritise economic productivity over safety. The new approach to speed management in the proposed Rule supports the Government’s goal within the Safer Journeys Strategy, of a sustained reduction in deaths and serious injuries on New Zealand roads. The objective of the Speed Management Guide are to:(i) help RCAs identify and prioritise parts of their network where better speed management will contribute most to reducing deaths and serious injuries, while
38. Officials advise that there were a number of submissions on wording in the 2017 Rule but the majority of submitters were happy with where it had landed. This included the proposal to allow the setting of 110 km/h speed limits where it is safe and appropriate to do so.

39. Based on the outcome of the consultation, and subject to Cabinet consideration, I intend to sign the Land Transport Rule: Setting of Speed Limits 2017.

Financial implications

40. There are no financial implications associated with this paper.

Human rights implications

41. There are no human rights implications associated with this paper.

Legislative implications

42. If the proposed Rule is signed by 21 August 2017, it will come into force on 22 September 2017 (in accordance with the 28-day gazettal rule).

43. The first 110 km/h roads will require a change to bylaws before coming into effect, which is expected before the end of 2017.

44. Altering the approach to nationally consistent speeds would require an amendment to the Guide which is outside the scope of this Rule change.

Regulatory Impact Analysis

45. There are no regulatory impact issues associated with this paper.

Gender and disability implications

46. There are no gender or disability implications associated with this paper.

Publicity

47. The contents of the proposed Rule are known widely across the sector and by the public. The focus in the media has been on the proposal to enable the setting of 110 km/h speed limits. I intend to issue a media release once I have signed the 2017 Rule into force.

Recommendations

48. I recommend that Cabinet:

supporting overall economic productivity, and (ii) ensure a consistent sector-wide approach to managing speeds so they are appropriate for road function, design, safety and use.
1. **note** the content of this paper

2. **support** my intention to sign the Land Transport Rule: Setting of Speed Limits 2017.

Hon Tim Macindoe

**Associate Minsiter of Transport**

Dated:______________________
Meeting with Mike Noon, NZ Automobile Association's General Manager Motoring Affairs

Reason for this briefing: The NZ Automobile Association (AA) has recently provided you with a survey of its members’ views on speed. This briefing provides you with information on three issues that Mr Noon, the AA’s General Manager Motoring Affairs, may wish to raise with you:

- Out of scope
- [Redacted]
- [Redacted]

- the next steps in the Safer Speeds programme.

The briefing also comments on other issues in the survey.

Action required: Note the information

Deadline: Wednesday 26 August 2015

Reason for deadline: For meeting with Mr Noon

Contact for telephone discussion (if required): Withheld under section 9(2)(a)

Name | Position | Direct line | Telephone | After hours | First contact
---|---|---|---|---|---
[Redacted] | Senior Advisor | | [Redacted] | [Redacted] | [Redacted]
[Redacted] | Senior Advisor | | [Redacted] | [Redacted] | [Redacted]
[Redacted] | Principal Advisor | | [Redacted] | [Redacted] | [Redacted]

MINISTER’S COMMENTS:

Date: 26 August 2015

Attention: Hon Craig Foss

Security level: In-Confidence

Minister of Transport’s office actions

- Noted
- Seen
- Approved
- Needs change
- Referred to
- Withdrew
- Not seen by Minister
- Overtaken by events
Purpose of report

1. The purpose of this report is to provide background information for your meeting with Mike Noon, General Manager Motoring Affairs, NZ Automobile Association (AA). Mr Noon wrote to you on 3 August 2015 about AA research into its members' attitudes to speed and enclosed a recent survey of AA members on speed issues.

2. The meeting will discuss the survey. Three issues that are likely to arise during discussions are:

   - [Out of scope]
   - [Out of scope]
   - Next steps in the Safer Speeds programme¹.

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¹ The Safer Speeds programme is a long-term national framework of safe and efficient travel speed ranges for different roads based on a road's classification function, design, safety and use, to be applied in management speeds.
Next steps in Safer Speeds

12. As previously advised, the next step in Safer Speeds will be a demonstration of the Speed Management Guide (the Guide). The demonstration will be in the Waikato region and is expected to take place in 2016. This was agreed to at a meeting in Hamilton on 3 August 2015 between the Transport Agency and the Waikato Regional Council.

13. The primary purpose of the demonstration is to test the speed management framework and process detailed in the Guide. The Guide, the core component of Safer Speeds, provides advice and guidance to RCAs on how to manage speed. The lessons learned from the demonstration will be taken into account when fine-tuning the Guide.

14. A planning meeting has been arranged for 2 September 2015 in Hamilton. The meeting’s participants are the Ministry of Transport, the Transport Agency, the Waikato Regional Transport Committee and Waikato local authority RCAs.
15. The purpose of the meeting is to:

iv. reach consensus on common objectives for the project
v. agree on project deliverables, including targets and measures of success, cost/benefits
vi. confirm timeframes
vii. clarify roles and responsibilities (including a governance structure, media spokespeople)
viii. identify initial risks and possible mitigation.

16. We are mindful of the AA’s caution of ‘getting too far ahead of the public’ and that ‘a careful and cautious approach is needed’. The Ministry and the Transport Agency have met to ensure that central government agencies are aligned on what is wanted from the demonstration. A central message that we will be bringing to the meeting is that wholesale changes to speed limits in Waikato are not wanted. Our agreed view is that the demonstration should provide a limited number of specific examples where different approaches are proposed to address road safety issues. These examples should be for a range of urban and open road situations. An underlying message is that strong public acceptance is necessary for any change from engaging with communities in the demonstration.

17. The proposed plan for the demonstration is to be submitted to the Waikato Regional Transport Committee at its October 2015 meeting. In advance of that meeting, the Transport Agency is starting technical analysis of speeds in the Waikato and a draft strategy for changing the conversation on speed for the demonstration has been developed.

18. Between now and the completion of the demonstration, RCAs, including the Transport Agency, will be strongly encouraged to only proceed with urgent or essential speed limit or speed management reviews and apply the Guide to any assessments.

Other issues in the AA survey of members on speed

19. 110 km/h speed limit

19.1. The Guide allows for 110 km/h speed limits on roads where it is safe and appropriate, subject to the Rule being amended. Currently, there are only short sections of the network that could meet the criteria with the Waikato expressway being mentioned in the media as one road that might justify a 110 km/h speed limit. The Transport Agency advises that a safety audit would be necessary on roads that were candidates for a 110 km/h speed limit. Some existing motorways with split carriageways have evolved over some time and have hazards such as poles that are inappropriate at elevated speed. Therefore, appropriate processes, such as in the Guide, would need to be in place.

19.2. NZ Police’s position is that any decision to have a 110 km/h speed limit will also require elimination of any speed enforcement threshold (e.g.
Please note that the following information in paragraph 19.2 is not a correct reflection of NZ Police’s position: "NZ Police’s position is that any decision to have a 110 km/h speed limit will also require elimination of any speed enforcement threshold (e.g. tolerance) to ensure travel speeds remain within the Safer Speeds framework. The Transport Agency’s and Police’s positions are that point-to-point electronic camera enforcement would need to be in place to ensure ‘the limit was the limit’ on 110 km/h roads."

20. Speed limits as a target

20.1. We agree with the AA that road users do target speed limits and that is the opinion of the Police as well. This behaviour gives good reason to reduce speed limits to the appropriate speed that the road self-explains. AA members indicate they are open to changes to speed limits in certain zones and in certain circumstances. We agree this should happen where it is appropriate to reduce speed limits on appropriate roads.

21. Urban speed limits

21.1. We agree that 60km/h on urban arterials that are designed or retro-fitted for this speed is an appropriate speed limit and will deliver a safe efficiency gain. Although AA members indicate a lack of desire to go slower than 50 km/h in urban areas, the Transport Agency advises that 40 km/h with appropriate self-explaining speed management treatments will also deliver safety benefits.

Recommendations

22. The recommendation is that you note the information.

Withheld under section 9(2)(a)

MINISTER’S SIGNATURE:

Chris Foley
Acting Manager Land Transport Safety

DATE:
Safer Journeys: Making the interim evaluation available

Reason for this briefing
An external contractor has recently completed an interim evaluation of Safer Journeys and a report of this has been prepared. The report will be considered by the NRSC at its 17 September meeting. It is intended to share the report with key road safety stakeholders, for their views then make the report available on the Safer Journeys’ website – although there is no specified time for when the report will go on the website.

Action required
Note the external evaluation has been completed and its report will be shared with key road safety stakeholders for comment before being made available on Safer Journeys website.

Deadline
NA

Reason for deadline
NA

Contact for telephone discussion (if required)

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone</th>
<th>First contact</th>
</tr>
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<tbody>
<tr>
<td>Leo S Mortimer</td>
<td>Manager, Land Transport Safety</td>
<td></td>
<td>Yes</td>
</tr>
</tbody>
</table>

MINISTER’S COMMENTS:

Date: 8 September 2015

Attention: Hon Craig Ross
Associate Minister of Transport

Security level: In-Confidence

Minister of Transport’s office actions

☐ Noted  ☐ Seen  ☐ Approved

☐ Needs change    ☐ Referred to

☐ Withdrawn  ☐ Not seen by Minister  ☐ Overtaken by events
Purpose of report

1. To advise you that an external consultant has completed a Safer Journeys interim evaluation, outline the evaluation’s key findings and the proposed next steps.

Safer Journeys has been subject of an interim evaluation

2. Safer Journeys covers the period 2010 to 2020. It is being delivered as a series of three action plans. The first action plan covered 2011-12, the second 2013-15 and the third action plan will take Safer Journeys through to 2020. It was intended that an interim evaluation should be undertaken in 2015, Safer Journeys’ mid point. This interim evaluation allows us to assess Safer Journeys’ effectiveness and identify further areas or actions that could be included in the third action plan.

3. A small team of researchers and academics lead by Australian-based road safety consultant, Mr Martin Small, completed the interim evaluation. A considerable number of New Zealand-based stakeholders were interviewed, and three stakeholder workshops were held in Auckland, Wellington and Christchurch during June.

The evaluation recommends a number of areas we could focus on to make up ground

8. In order to reverse the plateauing trend (and possibly worsening road safety outcomes) the interim evaluation makes a number of recommendations for potential improvements in the areas of concern, and also highlights the following six areas for future action.

8.2. Safer Speeds Programme – implement the NRSC-agreed programme and report every six months on progress (note the scale and pace of what is envisaged would result in a level of speed limit reductions that may not be supported)
Recommendation

12. The recommendation is that you:
(a) **Note** that the NRSC is intending to make the Safer Journeys interim evaluation available on the Safer Journeys website, following its meeting on 17 September 2015

**MINISTER’S SIGNATURE:**

**DATE:**

<table>
<thead>
<tr>
<th>Interim Evaluation Progress</th>
<th>Areas</th>
</tr>
</thead>
</table>

Appendix One: **Safer Journeys Interim Evaluation, assessed progress for areas of concern**
<table>
<thead>
<tr>
<th>(2010-2015)</th>
<th>(areas of high concern are highlighted in green, medium concern are not highlighted and emerging concern areas are highlighted in yellow)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Out of scope</strong></td>
<td></td>
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<tr>
<td><strong>Limited</strong></td>
<td><strong>Out of scope</strong> achieve safer speeds (although good potential noted for improvement in this area from the safer speeds programme)**</td>
</tr>
</tbody>
</table>
Safer Speeds Programme: Waikato Demonstration of the Speed Management Guide

Reason for this briefing: You have requested information about the Waikato demonstration of the Speed Management Guide of the Safer Speeds programme.

Action required: Note the information.

Deadline: N/A

Reason for deadline: 

Contact for telephone discussion (if required):

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone Direct line</th>
<th>Telephone After hours</th>
<th>First contact</th>
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<tbody>
<tr>
<td></td>
<td>Senior Advisor</td>
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<td>Principal Advisor</td>
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<tr>
<td>Leo Mortimer</td>
<td>Manager, Land Transport Safety</td>
<td>04 439 9330</td>
<td>021 922 411</td>
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</tbody>
</table>

MINISTER’S COMMENTS:

Date: 21 September 2015

Attention: Hon Craig Foss (Associate Minister of Transport)

Security level: In-Confidence

Minister of Transport’s office actions

- [ ] Noted
- [ ] Approved
- [ ] Seen
- [ ] Referred to
- [ ] Needs change
- [ ] Not seen by Minister
- [ ] Overtaken by events
- [ ] Withdrawn
Purpose of report

1. This report provides information on the demonstration project in the Waikato region (the Demonstration) of the Speed Management Guide of the Safer Speeds programme (the Guide).

Background on the Demonstration and the Guide

2. As previously advised (OC03205), the NZ Transport Agency will demonstrate an application of the Guide in conjunction with the Waikato Regional Council’s Regional Transport Committee (WRTC). The WRTC comprises Waikato local road controlling authorities (RCAs). The results of the Demonstration will inform further advice on amending the Setting of Speed Limits Rule 2003 (the Rule).

3. At a meeting with transport officials on 2 August 2015, the WRTC confirmed its support for undertaking the Demonstration in the Waikato region. The WRTC also expressed strong interest in working with central government agencies to develop and implement a joint approach to speed management to reduce the risk of death and serious injury in line with the region’s road safety strategy targets.¹

4. This joint approach has benefits for both parties. The WRTC considers that a regional approach to speed management, consistent with the national Guide, will benefit the Waikato region. The Transport Agency will use the Demonstration to confirm the speed management process, which will identify the highest benefit opportunities to reduce road trauma in the region. The speed management process uses a new assessment methodology that enables RCAs to carry out cost-saving desktop geospatial analysis of a road network. Local knowledge is then compared to the results to ensure the results make sense (for example, there may have been changes such as new housing developments). Equally important is the community engagement component that is necessary for developing a workable speed management plan that is acceptable to the community.

5. The Demonstration provides the Transport Agency the opportunity to facilitate community engagement on speed management with national level support from the Safer Speeds workstream, ‘Changing the Conversation on Speed’. Community engagement is a crucial part of the process.

6. The outcome of the joint approach will be a draft regional speed management plan that is consistent with the Guide. The speed management plan, the core component of the Guide, identifies where there are differences between actual and safe and appropriate travel speeds and, where there is a resulting high benefit, prioritises speed management actions, ranging from infrastructure investment to speed limit reviews.

Demonstration planning workshop, 2 September 2015

7. A planning workshop of Ministry and Transport Agency officials, WRTC and Waikato urban and rural local RCA representatives, was held in Hamilton on 2 September 2015. The workshop agreed that Demonstration participants would work collaboratively to achieve a regionally consistent approach to speed management. The results of the workshop follow.

Objectives

8. The Demonstration's purpose is to prove the speed management process in a regional context and to inform the national context. Its aim is to make it easy for road users to choose the right/appropriate speed on the right/appropriate roads. To achieve this the agreed objectives are to:

8.1. bring stakeholders and the community along the speed management journey, using and proving new approaches to changing the conversation about speed, taking a common sense approach so that any speed management changes that result from the Demonstration have strong public acceptance and support

8.2. demonstrate the Guide's speed management process in the context of an integrated regional network, including speed management plan development and the necessary cost and benefit analysis, to increase the chances of obtaining investment

8.3. record the full process so that learnings based on the Demonstration, can be identified and the Guide modified to reflect them.

Scope and deliverables

9. The WRTC proposes that the speed management plan should cover a 10-year period, but there need to be tangible results in 2016 to assist the Transport Agency in fine tuning the Guide and to support the wider roll out of the Guide. The Demonstration will be a case study within the region's speed management plan with a duration of approximately 15 months.

10. Given this timeframe, a limited suite of changes (yet to be identified) is intended to be implemented in the Demonstration. These changes will likely be representative examples of urban and open road situations with different approaches to address significant road safety issues.

11. The initial geospatial analysis is due by December 2015. The results will then be compared to local knowledge and moderated with RCAs in February/March 2016 to finalise a draft speed management plan. This plan will be used for community engagement. The implementation suite will be based on the analysis and will take into account the time available for implementation.

Timeframe

12. The following milestones and timelines were agreed to:

12.1. technical analysis of the various geospatial datasets to be completed by mid-December 2015. Subsequent steps in the process are dependent on this step

12.2. identification of roads requiring attention and interventions to address these (by comparing the analytical results with local knowledge and moderating them, involving the RCAs) by February/March 2016

12.3. an interim report on the Demonstration speed management plan to the WRTC in May 2016

12.4. implementation of the limited suite of changes to feed into the case study report - ideally May through July 2016

12.5. the final report of the Demonstration case study in December 2016.
Roles and responsibilities

13. The workshop clarified the roles and responsibilities of those involved in the speed management project. The WRTC is responsible for the project plan, the communications strategy and plan and the engagement strategy, as well as the 10 year regional speed management plan (with involvement of national, regional and local organisations and specialist groups). The project will have a governance group and a steering group, with the latter being responsible for the technical plan and for monitoring and evaluation.

14. RCAs will implement the limited suite of changes identified for the Demonstration with the interim and final reports on the Demonstration jointly approved by the WRTC and the Transport Agency.

Expectations

15. We understand the importance of managing expectations and utilising the reporting lines to keep you well informed. The WRTC is aware of concerns about wholesale changes to speed limits and has been advised by transport officials to proceed with caution.

Risks

16. It is recognised that the work needs to progress in a timely fashion to avoid any complications associated with elections (local body elections are in October 2016). In addition, there is a need to ensure that all parties involved in the project have buy-in so that resources (people and funding) will be available when needed.

Current steps

17. Baseline research for the technical analysis has started. The WRTC and the steering group are currently developing the project plan. The work on ‘changing the conversation’, research and technical assessment are underway.

Further advice on amending the Rule

18. Transport officials consider that findings from the implementation of the limited suite of changes in the Demonstration between May and July 2016 should be available by September 2016. This will further inform work on amending the Rule. The 110 km/h speed limit proposal is not part of the Demonstration and may be addressed as a separate issue.

Summary

19. The WRTC wants to address speed management issues in the Waikato region. It will use the Guide to provide regional consistency in developing a regional speed management plan and to ensure the plan aligns with national level guidance. The WRTC is aware of concerns about wholesale changes to speed limits and will proceed appropriately.

20. The technical analysis will identify where the most significant differences are between actual, and safe and appropriate travel speeds. From those differences, the Demonstration will comprise a limited number of representative examples covering a range of urban and open road situations, and use different approaches to address those issues with the greatest road safety risk. Any speed management changes, including speed limit changes, will have strong public acceptance and support because of the extensive engagement with the communities.

21. There will be an interim report on the Demonstration in May 2016 with a final report in December 2016. It is likely that, by September 2016, sufficient information from implementing the limited suite of changes will be available to inform amendment of the Rule.
Lessons learned from the Demonstration will be used to modify the speed management process in the Guide so that it can be applied nationwide.

Recommendation

22. The recommendation is that you note the information.

Leo Mortimer
Manager, Land Transport Safety

Withheld under section 9(2)(a)
Land Transport Rule: Setting of Speed Limits Amendment

Reason for this briefing
To seek your formal agreement to amend the Land Transport Rule: Setting of Speed Limits 2003 to allow for a 110 km/h speed limit where safe and appropriate; and an additional amendment allowing for a more flexible outcomes-based approach for repeating speed limit signage.

Action required
You are asked to agree that transport officials prepare a Cabinet paper for early 2016 seeking approval to consult on the proposed amendments to the Rule.

Deadline
Monday, 30 November 2015

Reason for deadline
You are meeting with transport officials about speed management at 11.30 am on 1 December 2015.

Contact for telephone discussion (if required)

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone Direct line</th>
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<tr>
<td></td>
<td>Adviser</td>
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<td>Senior Advisor</td>
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<tr>
<td>Leo Mortimer</td>
<td>Manager, Land Transport Safety</td>
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<td>✓</td>
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</tbody>
</table>

MINISTER’S COMMENTS:

Date: 27 November 2015

Attention: Hon Craig Foss (Associate Minister of Transport)

Security level: In-Confidence

Minister of Transport’s office actions

☐ Noted
☐ Seen
☐ Approved

☐ Needs change
☐ Referred to

☐ Withdrawn
☐ Not seen by Minister
☐ Overtaken by events
Purpose of report

1. This briefing seeks your agreement to amend Land Transport Rule: Setting of Speed Limits 2003 (the amendment Rule) to allow:
   - a 110 km/h speed limit where safe and appropriate
   - for a more flexible outcomes-based approach for repeating speed limit signage.

A 110 km/h speed limit has your support

2. Following the review of some aspects of the Setting of Speed Limits 2003 Rule (the Rule) by transport officials in 2014, you agreed to propose 110 km/h speed limits where safe and appropriate (OC02703 refers). This is one of the amendments to the Rule to align it with the speed management framework\(^1\) of Safer Speeds, a key action in the Safer Journeys’ Action Plan 2013-2015.

3. The amendment Rule is included in the approved 2015/16 Transport Rules Programme [EGI-15-MIN-0071 refers]. Paragraph 33 states:
   "The policy investigation to amend Land Transport Rule: Setting of Speed Limits 2003 is considering both a new set of criteria to set speed limits, as well as allowing for a 110 km/h limit on appropriate roads. For timing reasons, I may wish to progress an amendment rule to allow for a 110 km/h limit on appropriate roads independently of the other parts of this investigation. In this case, I will notify Cabinet."

4. Allowing for a 110/km/h speed limit affirms a fundamental concept in the Safer Speeds\(^1\) framework: that all roads are not equal. It also demonstrates that the framework’s premise of safe and appropriate speeds seeks to improve both safety and efficiency and that Safer Speeds is not only about reducing speed limits.

5. At the Transport Ministers meeting with transport officials on speed management on 17 November 2015, you and Minister Bridges wanted the Rule amended now to enable 110 km/h speed limits on Roads of National Significance (RoNS) and other sections of the network that can be eligible for 110 km/h speed limits with remedial treatment. A Cabinet paper proposing an amendment Rule was requested to be ready for submitting to Cabinet in the first quarter of 2016.

Criteria for a 110 km/h speed limit

6. The Safer Speeds\(^1\) framework enables 110 km/h speed limits on roads that can be shown to be designed, constructed, maintained and operated to the necessary standards to safely support this speed. The Rule, however, does not currently allow for the setting of a 110 km/h speed limit.

7. To be eligible for a 110 km/h speed limit, a road should:
   - be identified as a high volume national road (Class 1 in the One Network Road Classification)

\(^1\) The Safer Speeds framework will mean that speed limits are better aligned to, and travel speeds become more appropriate for, road function, design, safety and use over time.
• be median divided
• have no direct property access
• have grade separated intersections
• have measured crash risks of low to medium for personal risk and medium to high for collective risk
• have a low Infrastructure Risk Rating.

**Ensuring 110 km/h speed limits only where safe and appropriate**

8. The proportion of the network that may meet the 110 km/h speed limit criteria is relatively small (currently, approximately 74 kilometres of State highway in the Auckland region and approximate 45 kilometres of State highway in the Waikato region). Parts of these roads will require the retrofitting of side and median barriers, and some alignment improvements to be safe to travel at 110 km/h. Some sections of the RoNS may also be suitable candidates for a 110 km/h speed limit.

9. The proposed amendment Rule would make the NZ Transport Agency (Transport Agency) responsible for approving any 110 km/h speed limits for roads which meet the criteria. It is highly likely that only the State highway network, which is the responsibility of the Transport Agency, will have roads able to meet the criteria.

10. To ensure that an existing road is up to the required standard, a full safety review by the Transport Agency, in its capacity as a road controlling authority (RCA), will be necessary on any road proposed to have a 110 km/h speed limit. The review would identify if further investment is needed before a 110 km/h speed limit can be applied.

**Issues for your consideration**

**Enforcement will need changes**

11. Enforcing the 110 km/h speed limit will be a significant issue. These high volume roads are likely to require a specialised approach to enforcement, integrated with modern traffic management and enforcement technologies. Transport officials will be meeting with NZ Police to consider how to address enforcement issues.

12. NZ Police has also previously emphasised that any decision to set a 110 km/h speed limit will also require support for a lower speed enforcement threshold to ensure safety is still maintained. If the current 10 km/h speed enforcement threshold is applied, it could result in speeds of up to 120 km/h on roads with a 110 km/h speed limit. We note that speed enforcement thresholds are a matter for the Commissioner of Police to determine.

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2 Personal risk is used on low use roads and is the number of fatal and serious injury crashes per 100 million vehicle kilometres travelled; collective risk is used on high use roads and is the number of fatal and serious injury crashes per kilometre of road.

3 A road assessment methodology designed to proactively assess road safety risk and a significant input to the speed limit setting process.

4 This is similar to the Transport Agency’s responsibility for approving any 90 km/h speed limits.

5 Safe and appropriate travel speeds are not speed limits. They are travel speed ranges that suit the roads and reflect speed enforcement thresholds.
13. Technology provides a solution to these issues. Point-to-point speed cameras could be deployed on roads with a 110 km/h speed limit. Point-to-point cameras can identify individual vehicles and record that vehicle’s average speed over a pre-set distance (distance divided by time taken). Where the average speed exceeds the maximum speed limit for that road, then an infringement would be issued automatically.

14. Point-to-point cameras are used overseas and have the benefit over fixed or mobile speed cameras of providing some leeway for the average motorist who only momentarily exceeds the speed limit. At the same time this allows the identification of persistent speeders. Point-to-point cameras are only effective on roads with sufficient straight lengths so the average speed is not impeded by the need to slow for corners. The potential roads eligible for 110 km/h speed limits would, we consider, meet this requirement. Point-to-point cameras would also address NZ Police concerns about ensuring speed limit compliance. NZ Police are not ready, however, to deploy point-to-point cameras.

15. NZ Police would prefer that any 110 km/h speed designations await the completion of work to support point-to-point cameras (which could also require an amendment to the Act). We do not consider the likely timeframes for this are compatible with your expectations. As an interim measure, we would suggest Government accept the desirability of NZ Police introducing and using point-to-point cameras on 110 km/h designated roads, pending final determinations of the necessary policy and operational work (including funding). The Safer Journeys’ 3rd Action plan includes an action for developing an automated compliance strategy and point-to-point camera use will be part of this action.

16. The NZ Automobile Association (AA) strongly supports 110 km/h speed limits on appropriate roads, such as the RoNS. The AA would accept the need for NZ Police to operate a lower threshold (say 4 km/h or above) on those roads and to use of point-to-point cameras. However, the AA would question the need for heavy enforcement of these routes as they should be our safest routes, provided drivers are compliant – having been designed, constructed and maintained to the highest standards.

Benefit and risk of 110km/h speed limits

17. A cost benefit study in 2014 found that increasing the speed limit to 110 km/h without corridor engineering treatment would be of indeterminate benefit. Further analysis in 2015 indicated that adoption of 110 km/h is likely to be cost beneficial only for road sections that require little to no safety remedial actions.

18. The risk of a crash increases with travelling speed. Crashes that occur at high speeds are more often fatal, since high-velocity objects collide with greater force. The 2014 study found that increasing the speed limit to 110 km/h for 4-star roads could potentially increase actual mean speed by between 1.3 and 7 km/h. Under a mid-range assumption of 4.15 km/h, the analysis found that fatal crashes can be expected to increase by 0.6, serious crashes by 1.4 and minor crashes by 7.7 per annum, resulting in an increase in social cost of injury and non-injury crashes of around $6 million per annum.

Funding concerns for the Transport Agency

7 The result was an estimated benefit/cost ratio of around 1 with the estimated net present value varying between -$9m and +$10m.
8 Speed management project Indicative Cost Benefit Analysis, Ministry of Transport, February 2015.
9 A scoring system that rates built-in safety features that have been incorporated into the road’s design.
The Transport Agency has advised that there is no funding currently for either undertaking safety reviews of roads meeting the 110 km/h criteria or for the identified remedial treatment. The current speed camera programme does not provide for point-to-point automated enforcement technology. You may want to discuss this issue with transport officials at your meeting on 1 December 2015.

A more flexible outcomes-based approach for repeating speed limit signage

Current speed limit signage requirements for a 110 km/h speed limit

20. The current speed limit signage requirements for non-default speed limits, such as 110 km/h, will apply unless addressed or an exemption issued. Otherwise, the Rule requires four 110 km/h speed limit signs for all four lanes (e.g. doubled up in each direction) every two minutes of travelling time on 110 km/h roads. As part of the wider review of the Rule, we propose amending the Rule to allow for an alternative approach to speed limit signage using an outcomes-based approach.

Using an outcome-based approach to repeating speed limit signage

21. The current Rule has prescriptive signage requirements notifying road users of speed limits. All speed limits require a sign at every point where the speed limit changes. In addition to this, non-default speed limits over 50 km/h require regular reminder or repeater signs at 2-3 km spacing. These repeater signs provide a road user with information on the prevailing speed limit. This assists with compliance of the limit and reduces the likelihood of a road user inadvertently exceeding the speed limit.

22. While RCAs have a legal responsibility to ensure that travel speeds are safe and reflect the speed limit, repeating speed limit signage is a cost to a RCA. RCAs are concerned that these repeater sign requirements are not always cost-effective, especially where travel speeds might be lower than the posted speed limit due to factors such as the alignment or width of the road, and the reason for the lower speed limit is self-explaining to drivers and riders. One example is the Thames-Coromandel section of SH25 of the Coromandel Peninsula where travel speeds are likely to be lower than 80 km/h because of the road terrain. There, the RCA has questioned the value of repeating 80 km/h signs every 2.6km (the current mandated minimum distance for this speed) because it is clear from the road that the speed limit should be lower than 100 km/h and most people drive at speeds below 100 km/h. Another example is the Rimutaka Hill section of SH2 where travel speeds are lower than the default speed of 100 km/h.

23. An outcomes-based approach for repeating signage requirements is also one of the proposed amendments to the Rule. This would be carefully designed to manage the risk of legal challenge of non-compliance of drivers in particular situations. This would be an option for RCAs for indicating open road non-default speed limits; enabling them to find more appropriate or lower cost solutions for signage requirements. The safe and appropriate speed limit will be self-evident on many parts of the network. These parts will only require optimal placement of speed limit signs, but other options include low tech methods of speed limit indication using delineation and perceptual countermeasures such as enhanced road markings.

24. RCAs would continue to be responsible for monitoring the mean operating speed to ensure the speed limits comply with the requirements of the Rule. This is exactly the same as provided for in the Rule for speed limits less than 50 km/h, but extends this concept to rural roads. By having a flexible outcomes-based approach for repeating speed signage as an option, RCAs would be encouraged to find lower cost solutions.
25. We recommend that the Rule be amended to allow for an outcomes-based approach for repeating speed signage to enable RCAs to find different lower cost solutions as an alternative to the *status quo*.

**Next steps**

26. Officials will prepare a Cabinet paper seeking approval to consult on the proposed amendments to the Rule. The Cabinet paper will be submitted to you in early 2016. Should Cabinet agree, transport officials will then prepare and release the draft amendment Rule for public consultation. Consultation is proposed to be for about eight weeks, to allow RCAs sufficient time to consider the draft amendment Rule and the likely public interest. The objective will be to have the amendment Rule to you for signing by September 2016 and come into force before the end of 2016.

27. If Cabinet agrees to consultation on the draft amendment Rule in February 2016, the indicative timeline is as follows:

<table>
<thead>
<tr>
<th>Event</th>
<th>Timeline</th>
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<tbody>
<tr>
<td>Cabinet agrees to consultation on the draft amendment Rule</td>
<td>Mid-February 2016</td>
</tr>
<tr>
<td>Preparation of draft amendment Rule for consultation (4 weeks)</td>
<td>Mid-March 2016</td>
</tr>
<tr>
<td>Draft amendment Rule released for consultation (8 weeks)</td>
<td>From mid-March to mid-May 2016</td>
</tr>
<tr>
<td>Consideration of submissions/preparation of final amendment Rule (6 weeks)</td>
<td>Mid-May/June 2016</td>
</tr>
<tr>
<td>Amendment Rule submitted for signing</td>
<td>July 2016</td>
</tr>
<tr>
<td>Rule comes into force (mandatory 28 days)</td>
<td>August 2016</td>
</tr>
</tbody>
</table>
Recommendations

28. The recommendations are that you:

(a) note the content of this briefing

(b) agree to amend Land Transport Rule: Setting of Speed Limits 2003 to allow
   • a 110 km/h speed limit where safe and appropriate
   • a more flexible outcomes-based approach for repeating speed limit signage
   Yes/No

(c) agree that officials
   • prepare a Cabinet paper seeking approval to consult on the proposed amendments
   • prepare a draft amendment Rule and overview for your approval prior to initiating consultation.
   Yes/No

Leo Mortimer
Manager Land Transport Safety

MINISTER'S SIGNATURE:

DATE:
LAND TRANSPORT RULE: SETTING OF SPEED LIMITS AMENDMENT – FURTHER ADVICE

Reason for this briefing
Your office has requested further advice on amending the Land Transport Rule: Setting of Speed Limits 2003.

Action required
No action required

Deadline
N/A

Reason for deadline
N/A

Contact for telephone discussion (if required)
Withheld under section 9(2)(a)

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone</th>
<th>Direct line</th>
<th>After hours</th>
<th>First contact</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leo Mortimer</td>
<td>Senior Advisor</td>
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<tr>
<td></td>
<td>Manager, Land Transport Safety</td>
<td>04 439 9330</td>
<td>021 922 411</td>
<td>✓</td>
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</tr>
</tbody>
</table>

MINISTER’S COMMENTS:

Date: 29 January 2016
Briefing number: OC03701

Attention: Hon Craig Foss (Associate Minister of Transport)
Security level: In-Confidence

Minister of Transport’s office actions
☐ Noted
☐ Seen
☐ Approved

☐ Needs change
☐ Referred to

☐ Withdrawn
☐ Not seen by Minister
☐ Overtaken by events
Purpose of report

1. This briefing provides you with the further advice sought by your office on:
   - current and future roads that could be eligible to have a 110 km/h speed limit
   - the views of the NZ Transport Agency on enforcing a 110 km/h speed limit, the benefits and risks of a 110 km/h speed limit, and its concerns about funding raised in the initial briefing, Land Transport Rule: Setting of Speed Limits Amendment (OC03640).

Background

2. On 1 December 2015 you met with transport officials about amending the Land Transport Rule: Setting of Speed Limits 2003 (the Rule) to enable a 110 km/h speed limit where safe and appropriate. You confirmed that transport officials should prepare a draft Cabinet paper seeking approval to consult on amending the Rule (OC03640 refers).

3. Attached as Appendix 1 to this briefing is a table summing the lengths, works and costs for retrofitting sections of motorways and expressways that are potentially eligible for a 110 km/h speed limit with expected completion timeframes. The table has the following caveats:
   - the analysis is a desk-top exercise and should be treated as preliminary only
   - a more detailed review will be required and costs are likely to be in the order of +/- 50 percent
   - costs associated with signage changes have not been included
   - some of the roads have deficiencies, tentatively accepted as being tolerable risks, which need reviewing in a more detailed assessment and audit.

Current and future roads potentially eligible for a 110 km/h speed limit

4. There are twelve sections of road, ranging in length from 4.4 km to 23 km, that are potentially eligible for a 110 km/h speed limit according to the Safer Speeds framework. These comprise:
   - six sections (two current and four future), totalling 86.3 km in length, needing little or no remedial or additional work (estimated cost of $6.3 million)

1 The table is an abridged version of one prepared by the Transport Agency and omits the more technical engineering details of the original.

2 To be eligible for a 110 km/h speed limit, a road should:
   - be identified as a high volume national road (Class 1 in the One Network Road Classification)
   - be median divided
   - have no direct property access
   - have grade separated intersections
   - have measured crash risks of low to medium for personal risk and medium to high for collective risk
   - have a low Infrastructure Risk Rating.
• six current sections, totalling 69.35 km in length, requiring retrofitting in the short to medium term (estimated cost of $33 million).

5. Eight sections of road potentially eligible for a 110 km/h speed limit are part of the Waikato Expressway. The Northern Motorway, the Upper Harbour Motorway and the Southern Motorway in Auckland and the Tauranga Eastern Link each have one section of road that is potentially eligible.

6. Attached as Appendix 2 is a map of the upper North Island roads that may potentially meet the 110 km/h speed limit criteria.

7. Some future Roads of National Significance (RoNS) are being designed to provide for 110 km/h speed limits, such as the Peka Peka to Otaki section of the Wellington Northern Corridor, while other RoNS, such as the Otaki to Levin section of the same corridor, are still under investigation.

Roads assessed as ineligible for 110 km/h speed limits

8. One section of the Waikato Expressway, from Bombay Hill summit to Hampton Downs, has been assessed as being unsuitable for 110 km/h speed limits. The section would have to be rebuilt on a different alignment as the road south of the Bombay Hill summit is too curvy and steep for a 110 km/h speed limit.

9. Two further sections of expressway under construction, the McKay’s Crossing to Peka Peka and Transmission Gully sections of the Wellington Northern Corridor, were not assessed for eligibility for 110 km/h speed limits due to the high number and proximity of interchanges along the former’s length and the severe gradients of the latter.

10. Sections of the Christchurch Northern and Southern motorways have been assessed at this stage as being ineligible because of their relatively short lengths. Other sections of the Auckland motorway network have been ruled out because of traffic congestion, interchange spacing, numbers of traffic lanes and/or their existing safety performance.

Transport Agency views on 110 km/h speed limit issues

11. The initial briefing, which identified three 110 km/h speed issues, was prepared in collaboration with the Transport Agency. The three issues were:

• the method of enforcement will need to change
• the benefits and risks of 110 km/h speed limits
• funding concerns for the Transport Agency.

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3 $1 million structural pavement, $0.2 million signage, $1.8 million point-to-point speed enforcement infrastructure, $3.3 million mobile enforcement / breakdown bays.

4 $28 million safety improvements, $1 million signage, $2 million point-to-point speed enforcement infrastructure, $3.3 million mobile enforcement / breakdown bays.

5 While the McKay’s Crossing to Peka Peka section will have graded separated intersections, the number and proximity of intersections mean it is does not have a low Infrastructure Risk Rating.
Enforcement and funding

12. The Transport Agency considers that enforcement of 110km/h roads is fundamentally different to the majority of the network. This is because 110km/h roads will have been specifically designed to operate at that speed from both an efficiency and safety perspective. Any breakdown in traffic flow adversely affects the efficient operation of the route and this extends to traditional roadside enforcement. Roadside enforcement initially causes distraction to other drivers and quickly develops into breakdown in traffic flow and congestion. This, in turn, can cause nose to tail type safety incidents. Enforcement on these roads is, therefore, about maintaining the integrity of the safe and efficient system which the route has been designed to operate.

13. To achieve a high level of system integrity, investment in new enforcement techniques, such as point-to-point speed camera technology will be required. However, the 2015–18 Road Policing Programme does not include provision for changes to enforcement for 110 km/h roads, including the new technology required for enforcement. The current National Land Transport Programme (2015–18) also has no budget for infrastructure upgrading existing roads to provide for 110km/h speed limits.

14. If having 110km/h speed limits on safe and appropriate roads is seen as a priority by Government, the Transport Agency advises funding can be reallocated. It must be noted, however, that considering the marginal benefit/cost for 110km/h specific infrastructure work is not great, funding would potentially be reallocated from higher benefit/cost projects. This will become clearer with the Regulatory Impact Statement accompanying the Cabinet paper proposing to amend the Rule.

15. If approved by the Transport Agency, the proposed 110km/h lengths are intended to be implemented as part of high benefit speed management work programmes. These programmes also include investment to improve safety at current speed limits, together with reduced speed limits where appropriate and with community engagement.

A new conversation with the public about speed

16. The Transport Agency’s view is that the ability to apply a 110km/h speed limit, where safe and appropriate, would be an important step in having the new conversation about speed with the public, *Changing the Conversation on Speed*. It would be a clear signal that “safe and appropriate” does not only mean, “slower” and would focus the conversation on risk and speed limit setting, and driving the right speed for the road. It would allow the Transport Agency to talk to the public seriously about road design, investment, road function, use and safety, without the conversation being only about speeding, enforcement and crash causes. This would also help with the conversations road controlling authorities need to have with communities about lower speeds on some roads.

Other issues

17. In general, cycling will be provided for on the shoulders of expressways. Cyclists may in some situations use the shoulders of 110 km/h roads and the Transport Agency will consider each route on its safety merits. For motorways, such as part of the Tauranga Eastern Link, cyclists are excluded by law. Where an alternative route is safer and fit for purpose, the

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6 Enforcement is for ensuring minimal deviation for free flow vehicle travel speeds from the 110 km/h speed limit for light vehicles. It is assumed that the maximum speed limit for heavy vehicles will remain 90 km/h.
Transport Agency will consider requiring cyclists to use the alternative route on a case by case basis.

18. The resource consent approvals for some routes have defined the maximum allowable environmental impact, in particular sound levels. The Transport Agency advises that further in-depth analysis is required to assess the impact of increasing speed limits to 110km/h. However, its preliminary view is that this should not be a significant issue for the 12 sections of road identified as being eligible for 110 km/h speed limits.

Leo Mortimer
Manager Land Transport Safety

MINISTER’S SIGNATURE:

DATE:
### Table: Summary of road works required/information needed to allow 110 km/h speed limits

<table>
<thead>
<tr>
<th>SH</th>
<th>Section Name</th>
<th>Current Status</th>
<th>Length (km)</th>
<th>Works required/information needed</th>
<th>Rough Order Cost Est ($M)</th>
</tr>
</thead>
</table>
| 2  | Tauranga Eastern Link (TEL)   | Opened Aug 2015 Existing | 23.00       | *Works required*  
  - Signage upgrade being undertaken regardless of speed limit  
  *Investigation needed*  
  - Consideration as to whether the northern 6km between Bayfair and Domain Rd is suitable for 110km/h | Nil                      |
| 1N | Waikato Expressway (Cambridge) | Opened Dec 2015 Existing | 16.00       | *Works required*  
  - Nil  
  *Investigation needed*  
  - Requires Transport Agency confirmation that 193m sight distance at Victoria Road over-bridge is acceptable for 110 km/h speed limits | Possibly Nil              |
| 1N | Waikato Expressway (Ohinewai) | Existing                | Between 7.33 km and 7.39 km | *Works required*  
  - Safety retrofit works on existing corridor  
  - Barrier installations and extensions  
  - Asphalt/concrete for sealing the shoulder for a smooth surface suitable for cyclists | 7.1                       |

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7 Some roads have different alignments in one direction and the other direction for assessing 110 km speed limit eligibility, making for longer/shorter lengths.
<table>
<thead>
<tr>
<th>SH</th>
<th>Section Name</th>
<th>Current Status</th>
<th>Length (km)</th>
<th>Works required/information needed</th>
<th>Rough Order Cost Est ($M)</th>
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</thead>
<tbody>
<tr>
<td></td>
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<td>• Median sealing between the existing edge of seal and barrier</td>
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<td></td>
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<td></td>
<td>• Minor sight distance improvements</td>
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<td></td>
<td></td>
<td><em>Investigation needed</em></td>
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<td>• Confirmation of the above</td>
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</tbody>
</table>
| 1N | Waikato Expressway (Ngaruawahia)    | Existing       | Between 9.88 km and 9.48 km\(^9\) | Works required  
• Safety retrofit works to existing corridor  
• Barrier installations and extensions  
• Asphalt/concrete on outer shoulder for cyclists  
• Median pavement between right hand edge of seal and barrier in places  
*Investigation needed*  
• Confirmation of the above and that existing narrowing of shoulders beneath Lake Road over-bridge is acceptable for 110 km/h speed limits | 4.6                       |
| 1N | Waikato Expressway (Te Rapa)        | Existing       | Between 5.30 km and 5.41 km\(^9\) | Works required  
• Safety retrofit works to existing corridor  
• Barrier installations and extensions  
• Asphalt/concrete on outer shoulder for cyclists  
*Investigation needed*  
• Confirmation of the above | 2.3                       |

\(^8\) See footnote 5.
\(^9\) See footnote 5.
<table>
<thead>
<tr>
<th>SH</th>
<th>Section Name</th>
<th>Current Status</th>
<th>Length (km)</th>
<th>Works required/information needed</th>
<th>Rough Order Cost Est ($M)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1N</td>
<td>Northern Motorway (Tunnel to Lonely Track)</td>
<td>Existing</td>
<td>20.48 km</td>
<td>Works required</td>
<td>6.9</td>
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<tr>
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<td></td>
<td></td>
<td>Safety retrofit works to existing corridor</td>
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<td></td>
<td>Barrier installations and extensions</td>
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<td></td>
<td>Install F type barrier on existing bridge</td>
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<td></td>
<td>Median sealing between the existing edge of seal and barrier</td>
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<td>Raise drainage features to ensure flush with pavement surface level</td>
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<td></td>
<td>Investigation needed</td>
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<td></td>
<td></td>
<td></td>
<td>Confirmation that existing transition from asphalt/concrete traffic lanes to shoulder is acceptable for 110 km/h speed limits</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Confirmation that narrowing of shoulders at bridge structures is acceptable; recognising that some pinch points will exist</td>
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<td></td>
<td></td>
<td>Confirmation that steeper grades (4 percent-6 percent) without crawler (slow vehicle) lanes on northern portion of section are acceptable for 110 km/h speed limits</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Determine whether peak hour queuing on section will extend into 110 km/h length</td>
<td></td>
</tr>
</tbody>
</table>

10 Short sections of alignment with substandard shoulder width.
<table>
<thead>
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<th>SH</th>
<th>Section Name</th>
<th>Current Status</th>
<th>Length (km)</th>
<th>Works required/information needed</th>
<th>Rough Order Cost Est ($M)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1N</td>
<td>Southern Motorway (Bombay to Takanini)</td>
<td>Existing</td>
<td>16.58 km</td>
<td><strong>Works required</strong></td>
<td>5.5</td>
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<td></td>
<td></td>
<td></td>
<td>- Safety retrofit works to existing corridor</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>- Barrier installations and extensions</td>
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<td></td>
<td>- Median sealing between the existing edge of seal and barrier</td>
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<td><strong>Investigation needed</strong></td>
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<td></td>
<td>- Confirmation that existing transition from asphalt/concrete traffic lanes to shoulder is acceptable for 110 km/h speed limits</td>
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<td></td>
<td></td>
<td></td>
<td>- Confirmation that narrowing of shoulders at bridge structures is acceptable; recognising that some pinch points will exist</td>
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<td></td>
<td></td>
<td>- Undertake additional investigation of sight distance constraints related to horizontal and vertical alignment. If realignment is required construction costs are likely to be significant</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>- Confirmation that marginal radii bends are acceptable for 110 km/h speed limits</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>- Review safety of at grade accesses to construction depot</td>
<td></td>
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</table>

11 See footnote 8.
<table>
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<th>SH</th>
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<th>Current Status</th>
<th>Length (km)</th>
<th>Works required/information needed</th>
<th>Rough Order Cost Est ($M)</th>
</tr>
</thead>
</table>
| 18 | Upper Harbour Motorway - Realigned 2009 | Existing       | Between 9.92 km and 9.89 km$^{12}$ | **Works required**  
- Safety retrofit works to existing corridor  
- Barrier installations and extensions  
- Median sealing between the existing edge of seal and barrier  

**Investigation needed**  
- Confirmation that existing transition from asphalt/concrete traffic lanes (left and right) to shoulder is acceptable for 110 km/h speed limits  
- Confirmation that narrowing of shoulders at bridge structures is acceptable; recognising that some pinch points$^{13}$ will exist | 1.35                       |
| 1N | Waikato Expressway (Rangiriri)           | Open late 2016 | 4.40                         | **Works required**  
- Nil  

**Investigation needed**  
- Requires Transport Agency confirmation that 650m curve and 7 percent super$^{14}$ is acceptable for 110 km/h speed limits | Nil                        |

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$^{12}$ See footnote 5.  
$^{13}$ See footnote 8.  
$^{14}$ Super elevation is the banking on the road around corners. If there is not enough elevation, cars could slide out off the road at speed, particularly in the wet.

Released under the Official Information Act 1982
<table>
<thead>
<tr>
<th>SH</th>
<th>Section Name</th>
<th>Current Status</th>
<th>Length (km)</th>
<th>Works required/information needed</th>
<th>Rough Order Cost Est ($M)</th>
</tr>
</thead>
</table>
| 1N | Waikato Expressway (Longswamp) Open 2018 | 5.90           | Works required | - Nil  
   Investigation needed | Requires Transport Agency confirmation that 209m sight distance is acceptable for 110 km/h speed limits | Nil                      |
| 1N | Waikato Expressway (Huntly) Open 2019 | 15.20          | Works required | - Possible shoulder pavement strengthening to allow development of an uphill crawler (slow vehicle) lanes | Requires Transport Agency confirmation whether 4.5 percent gradient is acceptable. Cost quoted for works is to provide structural pavement for crawler (slow vehicle) lane | 1.0                       |
| 1N | Waikato Expressway (Hamilton) Open 2019 | 21.80          | Works required | - Nil  
   Investigation needed | Requires Transport Agency consideration of curve radii at southern end | Nil                      |

Total length: 155.65km; Possible Rough Order Cost = $39.3 Million for safety improvements, structural pavement, signage, point-to-point speed enforcement infrastructure and mobile enforcement / breakdown bays

Released under the Official Information Act 1982
Roads that may potentially meet the 110 km/h speed limit criteria
LAND TRANSPORT RULE: SETTING OF SPEED LIMITS AMENDMENT 2016 – CLARIFICATION AND FURTHER INFORMATION ON ENABLING 110 KM/H SPEED LIMITS

<table>
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<tr>
<th>Reason for this briefing</th>
<th>To provide clarity on enabling 110 km/h speed limits on roads where it is appropriate.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action required</td>
<td>To note the contents of this briefing and agree to progress the proposed Setting of Speed Limits Amendment Rule 2016.</td>
</tr>
<tr>
<td>Deadline</td>
<td>NA.</td>
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<tr>
<td>Reason for deadline</td>
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Contact for telephone discussion (if required)

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone</th>
<th>First contact</th>
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<tbody>
<tr>
<td></td>
<td>Adviser, Land Transport Safety</td>
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</tr>
<tr>
<td>Leo S Mortimer</td>
<td>Manager, Road and Rail Group</td>
<td>04 439 9330</td>
<td>021 922 411 □</td>
</tr>
</tbody>
</table>

MINISTER’S COMMENTS:

Date: 1 April 2016

Attention: Hon Craig Foss (Associate Minister of Transport)

Security level: In-Confidence

Minister of Transport’s office actions

☐ Noted  ☐ Seen  ☐ Approved

☐ Needs change  ☐ Referred to

☐ Withdrawn  ☐ Not seen by Minister  ☐ Overtaken by events
Purpose of briefing

1. The purpose of this briefing is to provide further clarity on enabling 110 km/h speed limits on some roads as part of the proposed Land Transport Rule: Setting of Speed Limits Amendment 2016 (the Amendment rule).

2. This briefing follows up on points raised from the 18 February 2016 officials meeting with yourself and Minister Bridges on 110 km/h speed limits. At this meeting, officials discussed the contents of the briefing: Land Transport Rule: Setting of Speed Limits Amendment – Further Advice (OC03701 refers).

Executive summary

3. The points that were raised at the 18 February 2016 officials meeting on 110 km/h speed limits mainly related to:
   3.1. the limited number of potential 110 km/h roads
   3.2. concerns related to additional funding requirements
   3.3. enforcement matters
   3.4. the overly cautious approach being taken when identifying potential 110 km/h roads.

4. In response to these points this briefing notes that:
   4.1. the NZ Transport Agency (the Transport Agency) is reviewing all lengths of 4-lane motorway/expressway (425 km) across the road network against the 110 km/h criteria noted on the following page
   4.2. the work consists of two Tranches. Tranche 1 has identified 155 km suitable for 110 km/h speed limits and Tranche 2 will review a further 222 km. 48 km were not found to be suitable
   4.3. the initial 155 km of roads identified for 110 km/h speed limits will be carrying a very high level of vehicle kilometres travelled (VKT) - 1.2 billion light vehicle VKT (5.9 percent of all State Highway network VKT)
   4.4. although NZ Police note some possible challenges in enforcing a 110 km/h speed limit on the existing sections of the network, specific modifications will be provided to these roads to help ensure current enforcement methods are practicable
   4.5. indications from the Transport Agency are that work on approximately 100 km of the Tranche 1 roads could be completed to allow 110 km/h travel speeds before Christmas this year
   4.6. we recommend progressing the Amendment rule to ensure it is in force by the end of 2016.
Background

5. The development of Roads of National Significance (RoNs) under a Safe System\(^1\) allows for higher speeds on safer roads. The Ministry of Transport (the Ministry) and the Transport Agency support the need to provide for 110 km/h speed limits on appropriate parts of the State Highway network.

6. As a result, the Transport Agency is reviewing all lengths of 4-lane motorway/expressway across the road network against the criteria noted below.

Purpose of the proposed Amendment rule

7. The purpose of the proposed Amendment rule would be to amend Land Transport Rule: Setting of Speeds Limits 2003 (the Rule) to enable the setting of 110 km/h speed limits where it is safe and appropriate.

Applying 110 km/h criteria

8. Criteria for 110 km/h speed limits has been developed based on international best practice.\(^2\) The criteria indicates that a 110 km/h road should:

8.1. be identified as a high volume national road (Class 1 in the One Network Road Classification\(^3\))

8.2. be median-divided with at least two travel lanes in each direction

8.3. have no direct property access

8.4. have grade-separated intersections

8.5. have measured crash risks of low to medium for personal risk and no more than medium-high for collective risk\(^4\)

8.6. have a low Infrastructure Risk Rating and/or a KiwiRAP Star Rating of at least 4.\(^5\)

9. The criteria enable 110 km/h speed limits while maintaining road safety outcomes. Analysis has shown that with the potential increase in speed limits there may be a minor increase in deaths and serious injuries (DSIs) on these roads. The criteria are in place to mitigate this potential increase while promoting network efficiency and the benefits of reduced travel times.

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\(^1\) The Safe System approach recognises that people make mistakes and are vulnerable in a crash. It seeks to reduce a mistake’s effect so crashes do not result in loss of life or limb. Mistakes are inevitable - deaths and serious injuries from road crashes are not.

\(^2\) Austroads research report AP-R455-14 (2014) Model National Guidelines for setting Speed limits at High Risk Locations, summarises Australasian and international practice, and the criteria proposed is aligned with this research.

\(^3\) The One Network Road Classification (ONRC) involves categorising roads based on the functions they perform as part of an integrated national network.

\(^4\) Personal risk is the number of fatal and serious injury crashes per 100 million vehicle kilometres travelled and is usually lowest on higher standard roads; collective risk is the number of fatal and serious injury crashes per kilometre of road and is usually highest on busier roads.

\(^5\) A road assessment methodology designed to proactively assess road safety risk, and a significant input to the speed limit setting process.
Work underway and planned to identify 110 km/h roads

10. The Transport Agency has confirmed that the total length of median divided expressways/motorways in NZ is 425 km - either existing (285 km), under construction or in detailed design (140 km).

11. There are two Tranches of work underway to identify potential 110 km/h roads. The Tranche 1 work found 155 km to be geometrically suitable for 110 km/h speed limits. The Tranche 2 work will review a further 222 km of the total length. Early likely possibilities from the Tranche 2 work have been identified north of Christchurch, and north of Wellington including part of Transmission Gully. These lengths total approximately 50 km, which increases the total likely length of 110 km/h roads to 205 km.

12. A large proportion of the 222 km Tranche 2 length is in the congested Auckland motorway network. Parts of the network could have a maximum speed limit of 110 km/h but variable speed limit technology may be implemented to reduce speeds during congested periods.

Tranche 1 - Desktop exercise that identified 155 km of roads, either existing or confirmed for construction

13. In the previous briefing on the 110 km/h speed limit issue (noted in paragraph 2) we provided you with a list of potential 110 km/h roads identified in a desktop exercise by the Transport Agency.

14. Through the desktop exercise, the Transport Agency identified that:

14.1. 39 kilometres, comprising the Tauranga Eastern Link and the Cambridge section of the Waikato Expressway, would meet the 110 km/h speed limit criteria with minimal additional work required.

14.2. 47 kilometres, comprising of Rangiriri, Longswamp, Huntly and Hamilton sections of the Waikato Expressway, through additional work would meet the 110 km/h speed limit criteria when they are completed by 2019.

15. There is a further 69 kilometres, approximately, of existing State highway network that could have a 110 km/h speed limit in the short to medium term with further retrofitting work. These comprise:

15.1. the Ohinewai, Ngaruawahia, Te Rapa sections of the Waikato Expressway

15.2. the Tunnel to Lonely Track section of the Northern Motorway, the Upper Harbour Motorway and the Bombay to Takanini section of the Southern Motorway in Auckland.

16. Detailed investigation of these lengths is currently underway. While timing of the retrofitting work for each site will vary depending on the extent of the work required, it is possible much of the work could be completed before the end of this year when the Rule change could apply.
Tranche 2 – Further possible 110 km/h roads currently in construction or planning

17. Tranche 2 work involves reviewing all the lengths of 4 lane motorway/expressway across the road network (approximately a further 222 km) including those that have previously not been considered (for example, the Kapiti Expressway and Christchurch Motorway). These roads were initially excluded because they are congested, have steep gradients, include many interchanges, or consenting would be challenging.3

18. Tranche 2 will identify lengths that could be investigated further and what work would be required, if any, for them to be 110 km/h roads. This will include revisiting the reasons for not considering them previously. Early indications are that a further 50km (north of Christchurch, and north of Wellington including part of Transmission Gully) could be suitable for 110km/h.

19. At this stage, the Tranche 2 work will entail a four week desk top analysis, with detailed analysis following that over 3 months. The analysis should be available before the Amendment rule comes into force (currently planned for November 2016 - timeframes are noted further in the briefing).

VKT for Tranche 1 and 2 roads, and beyond

20. The initial 155 kms of roads identified for 110 km/h speed limits will be carrying a very high level of vehicle kilometres travelled (VKT). The potential candidate roads identified in Tranche 1 make up approximately 1.2 billion light vehicle VKT (5.9 percent of all State Highway network VKT).

21. The additional 50 km of roads already identified from the Tranche 2 work as likely suitable for 110 km/h speed limit, would increase the VKT that will benefit from the travel time savings to 1.5 billion light vehicle VKT.

Safe Roads Alliance

22. The Safe Roads Alliance7 has been established to reduce deaths and serious injuries through delivering a programme of road and roadside safety improvements to the State Highway Network over the next six years. The Alliance’s purpose is to improve the safety on high risk roads or “engineer up” an appropriate grade for the speed limit. The Alliance will be used as the delivery mechanism for this work.

Enforcement

23. 110 km/h roads have been specifically designed to run safely and efficiently (reduced travel times). Even though some vehicles such as, Heavy Commercial Vehicles (HVCs), towing vehicles or vehicles operating with a trailer will still be limited to 90 km/h speed limits.

24. NZ Police have noted some possible challenges in enforcing a 110 km/h speed limit on the existing sections of the network. In its view, there is a risk in using traditional speed enforcement techniques, with the lack of shoulder area (for both camera and mobile enforcement), median barriers and a high-speed environment affecting Police staff safety. Specific modifications (such as breakdown bays) will be provided to these roads to help ensure Police and public safety during enforcement activities.

6 Interchanges cause weaving between lanes as traffic enters and exits the route, and collective risk is high where interchanges are closer. Severe gradients will increase the differentiation between Heavy Commercial Vehicles, older vehicles, and those that are actually able to travel at 110km/h, and increase stopping times markedly on the downhill grade. There is also the fuel efficiency and emissions aspect of encouraging 110 on the uphill gradient.

7 The Safe Roads Alliance is made up of the Transport Agency and infrastructure consultancies Beca, Bloxam, Burnett & Olliver (BBO), Northern Civil Consulting (NCC) and Corban Consulting.
25. An integral part of Safer Speeds\(^8\) is to encourage automated compliance, as it is a more effective and efficient use of Police resources. There is an opportunity to build new technology such as point-to-point speed cameras\(^9\) into future major road projects.

26. However, alternative technologies such as point-to-point cameras, are not a prerequisite for enabling 110 km/h roads. Current enforcement methods and technology will continue to be used to enforce 110 km/h speed limits.

**Support for 110 km/h speed limits**

27. The NZ Automobile Association (AA) supports 110 km/h speed limits on appropriate roads, such as the RoNS. The AA would accept the need for NZ Police to use point-to-point cameras if this was clearly explained and sign posted. However, the AA would question the need for heavy enforcement of these routes as they should be our safest routes, provided drivers are compliant — having been designed, constructed and maintained to the highest standards.

**Changes in timelines**

28. We recommend you agree to the Ministry finalising a draft Cabinet paper and associated Regulatory Impact Statement (RIS) for consideration and submitting to Cabinet in May.

29. Should Cabinet agree, the Transport Agency will then prepare and release the draft Amendment rule for public consultation. The timeframe for consultation includes an eight-week period. This reflects the likely public interest and will allow road controlling authorities (RCAs) sufficient time to consider the draft Amendment rule. The objective will be to have the Amendment rule to you for signing by October 2016 in order for it to come into force before the end of 2016.

30. Indications from the Transport Agency are that work on approximately 100 km of the Tranche 1 roads could be completed to allow 110 km/h travel speeds before Christmas this year.

31. If Cabinet agrees in May 2016 to consultation on the draft Amendment rule the indicative timeline is as follows:

<table>
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<tr>
<th>Action</th>
<th>Date</th>
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<tr>
<td>Cabinet agrees to consultation on the draft Amendment rule</td>
<td>May 2016</td>
</tr>
<tr>
<td>Preparation of draft Amendment rule for consultation (4 weeks)</td>
<td>May/June 2016</td>
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<tr>
<td>Draft Amendment rule released for consultation (8 weeks)</td>
<td>June to July 2016</td>
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<tr>
<td>Consideration of submissions/preparation of final Amendment rule (8 weeks)</td>
<td>August/September 2016</td>
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<tr>
<td>Amendment rule submitted for signing</td>
<td>October 2016</td>
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<tr>
<td>Rule comes into force (mandatory 28 days)</td>
<td>November 2016</td>
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\(^{8}\) The framework of Safer Journey’s new speed management programme.

\(^{9}\) Point-to-point speed cameras are used extensively overseas. They can identify individual vehicles and record that vehicle’s average speed over a pre-set distance (distance divided by time taken). Where the average speed exceeds the maximum speed limit for that road, then an infringement would be issued.
Recommendations

32. The recommendations are that you:

(a) note the clarification and further advice on the 110 km/h speed limits issue

(b) agree to the Ministry finalising a draft Cabinet paper and associated RIS for consideration and submitting to Cabinet in May 

(c) agree to the revised timeline for the Amendment rule.

Yes/No

Leo S Mortimer
Manager, Road and Rail Group

MINISTER’S SIGNATURE:

DATE:

Withheld under section 9(2)(a)
Ministry of Transport: Aide Memoire

To: Hon Craig Foss, Associate Minister of Transport
Cc: Hon Simon Bridges, Minister of Transport
From: [Name withheld under section 9(2)(a) Principal Adviser]
Date: 2 September 2016
Subject: Safer Speeds Package
OC Number: OC04397

Purpose of this aide memoire

1. To provide you with revised messages around Speed Management (including the Speed Management Guide) and the Waikato Demonstration for upcoming Ministerial discussions on the Speed Management Cabinet Paper.

Background

2. On 10 August 2016, we provided you with a Cabinet Paper on Speed Management. The paper asks the Economic Growth and Infrastructure Committee to:

   2.1 note the release of the Speed Management Guide by the New Zealand Transport Agency (NZTA)

   2.2 support your intention to amend Land Transport Rule: Setting of Speed Limits 2003 (the Rule), subject to public consultation, to:

       a. replace the current assessment methodology (Speed Limits New Zealand) for setting speed limits, with the Speed Management Guide

       b. enable the setting of a 110 km/h speed limit on roads where it is safe and appropriate to do so

       c. allow for a more flexible and efficient, outcomes based approach to the provision of speed limit signs.

3. The Cabinet paper also summarised the findings of the Waikato Demonstration to date, which has applied some of the tools from the Guide.

4. At the Ministry of Transport officials meeting on 25 August 2016, you noted concerns about the perception that the Speed Management Guide would result in wholesale reductions in speed limits. Particularly given the Waikato Demonstration involved a
number of test sites, where the majority response was a reduction in the speed limit. The existing material failed to put the Waikato region in context, in terms of the region's poor road safety record and wider initiatives underway to address safety concerns. In addition, the existing material could have drawn out more of the potential benefits of the Guide, including a more consistent approach to speed management and speed limits in New Zealand.

Comment
5. Further to your meeting with us on 25 August 2016, we have re-crafted the story around Speed Management, including the Speed Management Guide (attached at Appendix 1). We have also put the Waikato Demonstration in context (attached at Appendix 2). These have been designed to inform your discussions on the Speed Management with Minister Bridges on 7 September 2016.

Next Steps
6. Subject to Ministerial discussions on 7 September 2016, we can re-craft the earlier version of the Speed Management Cabinet Paper for you to submit to EGI for consideration on 26 September 2016.

7. If you agree, we propose to make the following changes to the Cabinet Paper.

7.1 Refine the material on the Speed Management Guide to further highlight the benefits of the Guide, particularly opportunities for a more consistent approach to speed management and speed limits, and greater community engagement.

7.2 Substantially reduce the volume of material on the Waikato Demonstration, and highlight wider safety statistics in the Waikato region that have prompted the more recent speed limit changes.

8. We will also update the speaking points to reflect this approach.
APPENDIX 1

SPEED MANAGEMENT

*The existing speed-setting rule is no longer fit for purpose creating inconsistent speed management and speed limits*

1. The existing speed-setting rule (the Rule) enables Road Controlling authorities (RCAs) to review and set speed limits either proactively or in response to community demand. The efficiency of the process, and consistency of speed limits set in New Zealand, varies between RCAs and regions.

2. The existing Rule requires RCAs to take roadway development and roadside activity into account when setting speed limits. However, the “Speed Limits NZ” calculator described in the Rule to assist RCAs to set speed limits:
   - does not reflect the safe system approach — which aims for a more forgiving road system that takes human fallibility and vulnerability into account
   - is based on urban development and does not take the presence or absence of safety features such as median barriers into account
   - predates recent work on road classification, and does not take the strategic function and the use of the road into account.

3. This is problematic, creating inconsistencies and risk. RCAs assess safe and appropriate speeds limits under the Rule, setting speed limits in 10km/h increments between 10 and 100km/h. Currently, the public can experience different speed limits on roads that look and feel the same to them.

4. Also, there has been no requirement for effectiveness in reducing death and serious injury while maintaining productivity to be evaluated when setting speeds. We do not yet have a nationally consistent network wide view of what the most “safe and appropriate” speeds are for New Zealand.

5. There is a strong desire from RCAs and other stakeholders (including the Automobile Association) for consistent direction on safe and appropriate speed limits for different road environments.

*The Speed Management Guide (the Guide) provides a more holistic approach to speed management and supports speed limit consistency*

6. The Guide provides the direction and tools RCAs need to:
   - identify areas on the roading network where investment will provide greatest benefit to a region and New Zealand as a whole through alignment with the One Network Road Classification (ONRC)
   - assist RCAs in identifying potential interventions and options to manage travel speeds and speed limits according to road classification, including opportunities to increase, decrease or retain existing speed limits; and
   - achieve greater community buy-in and a better conversation around speed management.
7. The Guide recognises the importance of route classification and the function that the road plays.

8. For example, our High Volume National, Regional and Arterial roads, that support high volume traffic flows, are identified in the Guide as areas where “engineering-up” to retain an existing 100km/h limit safely, or increase to 110km/h is warranted.

9. SH3 at Ohaupo is a case in point. NZTA undertook work on this section of SH3 in line with the Guide, including safety works to allow 100km to remain as a safe and efficient travel speed.

10. In addition, through application of the Guide, sections of the Roads of National Significance have already been identified as suitable 110km/h candidates.

11. The Guide will assist RCAs identifying intervention options, which are not just speed limit change related. The Guide in some respects will help RCAs think outside the square and encourage RCAs to seek active contributions from the community throughout the process.

12. The Buckland, Puketutu and Matheison Road-way to Hobbiton is a case in point from the Waikato Demonstration. The risk on this site has reduced without the need for any speed limit reduction through Google now directing drivers away from this route onto a safer route.

13. Affordability is a factor, and the Guide recognises that investment will need to be prioritised — for example
   - On some lower classification roads the opportunity to engineer-up may not be financially viable, and may require a lowering of the current speed limit, either permanently, or on an interim basis until investment can be justified.
   - This is particularly true of roads where current travel speeds and the speed limit are above the calculated safe and appropriate speed, and where the safety performance is poor.
   - In these situations, the Guide identifies these roads, which will require more careful and sometimes extended community engagement and consultation. Ultimately, any decisions on investment are up to the respective RCA.

14. The Guide also recognises that some roads are “self explaining” – where the speed limit is higher than the safe and appropriate speed, but where road users are already travelling at that safe and appropriate speed. There are high benefit opportunities in this scenario because lowering the speed limit should be viewed by road users and the community as a sensible approach – it will be self-explanatory and credible to road users confirming what they already know. This will also help explain roads better to visiting drivers.
THE WAIKATO DEMONSTRATION IN CONTEXT

The Waikato-Bay of Plenty region is a key part of New Zealand’s transport network — traffic volumes are high, second only to Auckland in magnitude

15. The region provides important links between the sea ports of Tauranga and Auckland and the inland rail freight hub in Hamilton, while a high proportion of heavy vehicles also travel through the Waikato, south to Taranaki and Wellington.

16. Twenty five percent of New Zealand’s tonnage travels through the Waikato with freight volumes expected to double by 2035. The Waikato region produces eighteen percent of the country’s export trade. The region is also growing in terms of tourism with key popular holiday destinations such as Taupo, Coromandel, Hobbiton and Rotorua.

17. Hamilton and Tauranga are the country’s fourth and fifth largest cities and growing, fuelled by migration to the area and industrial and residential expansion. These cities contribute more than half the country’s GDP at around $70 billion. Major network investments such as the Waikato Expressway and Tauranga Eastern Link respond to that demand.

The regions roading network is vast, demand is high and safety is an issue

18. The Waikato region has a varied road network servicing more than 19,000km of roads, which comprises 20 percent of the entire national network, including rural, urban, through to very modern roads such as the Waikato Expressway.

19. In accordance with the strategic direction set out in the Waikato Regional Land Transport Strategy, designation for development of specific routes to carry heavy traffic volumes on roads with in-built safety infrastructure is underway.

20. Other roads, however, have evolved over time into principle transport routes — despite having never been designed for this purpose. This is a problem for the region, particularly on rural roads where high traffic volumes varying in functionality, size and speed all converging on infrastructure with minimal safety protection — there is very little room for error.

21. The Waikato region holds one of the worst safety records in the country. In recent years, crashes in the Waikato have contributed to around 20 percent of the national road toll, carrying an annual social cost well in excess of $500 million. As at 26 August 2016, 23 percent of the country’s road deaths have occurred in the Waikato with 50 people losing their lives so far this year. Driving too fast for the conditions was a factor in over 25 percent of the road deaths last year.

Infrastructure to support safe and efficient travel is a priority for the region

22. A total of $1.82 billion is being invested in the Waikato from the National Land Transport Fund for the next three years, of which $1.18 billion will be for delivery of safety improvements. This includes continued investment in the Waikato Expressway; safety improvements for the Pokeno to Mangatarata route; and the Hamilton to New Plymouth via Awakino journey. The total investment also includes an estimated $300 million local share for local road maintenance, operations, and $53 million in public transport.
23. As part of the Safer Journey’s strategy in the Waikato region, the Safe Roads and Roadsides programme identifies 12 safety improvement projects with a total investment of $45 million. The Safe Roads Alliance is delivering these projects which include improvements to SH3 Ohaupo to Te Awamutu; SH23 Hamilton to Whatatwaha; SH3 Te Awamutu to Otorohanga; and SH37: SH3 to Waitomo. Minister Bridges opened the first of these safety improvement projects at Waitomo on Friday, 26 August.

*Waikato Demonstration – test-driving the Guide*

24. In December 2014, the NZTA raised the opportunity to demonstrate the draft Guide to the Waikato Regional Transport Committee (the Committee). In response, the Committee established the Waikato Demonstration project (the project) recognising opportunities to utilise the Guide to help address the poor safety record in the region, and support the Regional Road Safety Strategy goals to reduce road deaths and serious injuries significantly.

25. The project team selected eight sites throughout the region comprising a range of road types including rural, urban, tourist route, and school zone, to demonstrate the Guide. The project team applied tools in the Guide to understand the root cause of the issues, understanding what options might be available to address those issues, including community engagement.

26. Early findings from the Project have been included in the Guide, along with two demonstration site cases studies at Te Awamutu and Hobbiton. Later findings from the Project will be included in subsequent versions of the online Guide.

27. In tandem, NZTA has undertaken engineering works on sections of State Highway to retain a 100km/h speed limit to maintain the efficiency of the section.

28. The Project is continuing to work with RCAs and the Regional Transport Committee on a regional approach to speed management.
Mechanisms local authorities use to set speed limits

Reason for this briefing: In last week's Weekly Report, we signalled a potential process issue regarding one mechanism local authorities (Councils) use to set speed limits. This briefing provides further explanation of this issue, and proposes a way forward.

Action required: Discuss with us at the next available opportunity the proposed next steps to respond to an issue about the way in which some Councils have set speed limits.


Reason for deadline: It is desirable to confirm a way forward on this matter, prior to the release of Land Transport Rule: Setting of Speed Limits [2017]. This timeline allows for consideration of further advice expected from Crown Law.

Contact for telephone discussion (if required):

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<tr>
<td>Brent Johnston</td>
<td>Manager, Land Transport Safety</td>
<td>022 066 4401</td>
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MINISTER'S COMMENTS:

Date: 16 February 2017

Attention: Hon David Bennett (Associate Minister of Transport)
            CO: Hon Simon Bridges (Minister of Transport)

Security level: In-Confidence

Minister of Transport's office actions:

- Noted
- Seen
- Approved
- Needs change
- Referred to
- Withdrawn
- Not seen by Minister
- Overtaken by events
Purpose of report

1. This briefing:

1.1 outlines a process issue, identified during the drafting of the Land Transport Rule: Setting of Speed Limits 2017 (the draft Rule), associated with one of the mechanisms Councils use to set speed limits

1.2 proposes a way forward to investigate and respond to this issue.
The way forward

11. Subject to your agreement, consultation on the draft Rule will start on 10 March 2017 for 6 weeks.

12. Consultation on the draft Rule should progress within the existing timeframe. We also recommend that the consultation material remains silent on the issue of Council’s setting speed limits by resolution.

13. Concurrently, we propose to scope and resource a short, defined project to ensure that the mechanism and process that local authorities use to set transport-related requirements (under the Land Transport Act/Rules) are fit for purpose. The project scope should be wider than an assessment of speed limit setting mechanisms, given a similar issue has arisen regarding directional road signs (which we had engaged on with the former Associate Minister).¹

14. In five months, we would report to you on the extent of the problem, the mechanisms that Councils are permitted to use to set transport-related requirements, and the process they should follow.

14.1 An assessment of the problem would involve a short review of:

- the types of transport-related activities that Council’s are permitted to set requirements for
- the mechanisms/process they are currently using to set these requirements
- whether and how this complies with existing legislation – we expect this would be a sample-based exercise.

¹ We are also aware that a number of Councils have not followed the specified bylaw process (or have missed steps in that process) before erecting directional road signs, such as prohibited turn signs, resulting in Police ceasing to enforce these signs.
14.2 Simultaneously, we would determine the mechanism/s and process that we think Councils should follow when setting these requirements. For example, where Council resolutions are used, that the intention and requirement is notified, consulted on, and published. We will need to balance things like transparency, availability, and cost in determining the form and level of notification, consultation, and publication.

15. We will work closely with the NZ Transport Agency, Police, and the Department of Internal Affairs (DIA) on this work.

16. As you are aware, DIA has a wider bylaw review underway, which includes an assessment of the effectiveness of the bylaw system. We will need to ensure that DIA are engaged on the extent of the problem from a transport perspective, and that the recommendations we are proposing are not going to create any unintended consequences for DIAs work.

17. We intended to brief you on the DIA bylaw review in two weeks. We will use that briefing to provide further detail on the scope and timeframe of the project proposed in paragraph 13-14.

Key risks

18. Consultation on the draft Rule could potentially raise awareness about this issue, particularly if Councils raise this issue directly in their submissions.

19. However, we think that the risk is relatively small as the draft Rule and Rule Overview will not seek feedback on the mechanisms that Councils are permitted to uses to set speed limits.

2 For example, careless or reckless driving, failing to stop (for which there are enhanced penalties when speed is involved).
Recommendations

24. The recommendation is that you:

a) discuss the speed setting process issue and next steps with officials at the next available opportunity.

Brent Johnston
Manager, Land Transport Safety

MINISTER’S SIGNATURE:

DATE:
## SAFER SPEEDS: CONSULTATION ON PROPOSED RULE

### Reason for this briefing
This briefing provides you with a copy of the draft Land Transport Rule: Setting of Speed Limits [2017] (the draft Rule), to give effect to the speed management initiatives agreed to by Cabinet in November 2016. This briefing outlines the initiatives agreed, and seeks your agreement to four additional matters that have been included in the draft Rule post Cabinet consideration.

### Action required
1. Note the content of the draft Rule, which the New Zealand Transport Agency (NZ Transport Agency) intends to release for public consultation on 10 March 2017.
2. Agree to four changes included in the draft Rule which have been raised by the NZ Transport Agency post Cabinet consideration.
3. Agree that the NZ Transport Agency be allowed to make minor editorial changes to the consultation material (draft Rule and Rule Overview) prior to public release.
4. Indicate your preference to issue a media release, inviting submissions on the draft Rule.
5. Agree to publication of the submissions received on the draft Rule following consultation on the NZ Transport Agency website.

### Deadline
Wednesday, 1 March 2017

### Reason for deadline
To allow consultation on the draft Rule to start concurrently with the first Road Controlling Authority Forum meeting on Friday, 17 March 2017. Stakeholders who attend this Forum will be interested in the content of the draft Rule. The NZ Transport Agency are currently negotiating a slot on the agenda to brief the Forum on the draft Rule.

### Contact for telephone discussion (if required)

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### MINISTER’S COMMENTS:

- **Date:** 16 February 2017
- **Briefing number:** OC04741
- **Attention:** Hon David Bennett (Associate Minister of Transport)
- **Cc:** Hon Simon Bridges (Minister of Transport)
- **Security level:** In-Confidence

### Minister of Transport’s office actions
- [ ] Noted
- [ ] Seen
- [ ] Approved
- [ ] Needs change
- [ ] Referred to
- [ ] Withdrawn
- [ ] Not seen by Minister
- [ ] Overtaken by events
Purpose of briefing

1. This briefing:

   1.1. summarises the content of the attached draft Land Transport Rule: Setting of Speed Limits 2017 (the draft Rule). The draft Rule reflects changes to the requirements and procedures to set speed limits, as agreed to by the Cabinet Economic Growth and Infrastructure Committee (EGI) in November 2016

   1.2. seeks your agreement to:

       (i) three minor changes included in the draft Rule raised with us by the New Zealand Transport Agency (NZ Transport Agency) post EGI consideration

       (ii) one change included in the draft Rule to address an issue which arose following the Kaikoura Earthquake to respond to emergency situations

       (iii) permit the NZ Transport Agency to make minor editorial changes to the draft Rule and Rule Overview prior to public release

       (iv) allow the NZ Transport Agency to publish submissions on the draft Rule on its website, post consultation.

Background

2. In November 2016, the former Associate Minister of Transport took a Cabinet paper (Safer Journeys: Safer Speeds Package) to EGI, which summarised the Safer Speeds programme. Safer Speeds is New Zealand’s new approach to speed management under the Safer Journeys strategy. Safer Speeds recognises that the transport environment is changing, with better infrastructure and technology (including automated compliance) available to manage speed, improve safety outcomes, and promote network efficiency.

Initiatives agreed to by Cabinet to be reflected in the Rule

3. In November 2016, EGI supported the following three amendments to the Rule [EGI-16-MIN-0266 refers]:

   3.1. replace the current assessment methodology for setting speed limits (Speed Limits New Zealand) with the Speed Management Guide (the Guide)

   3.2. enable the setting of a 110 km/h speed limit on roads where it is safe and appropriate to do so

   3.3. allow a more flexible and efficient, outcomes based approach to the provision of speed limit signs.

---

1 Prior to this, the former Associate Minister of Transport took a Cabinet paper solely consisting of proposals to enable the setting of a 110 km/h speed limit. Cabinet deferred decisions on the proposal and transport officials recognised that it needed to be presented in a wider speed management context.

2 In 2010, the Government launched Safer Journeys, New Zealand’s road safety strategy to 2020. Safer Journeys established a vision for New Zealand of “a safe road system free of death and serious injury”.

3 Attached for your reference is a copy of the Safer Journeys: Safer Speeds Package Cabinet paper.
The Speed Management Guide

4. The Guide modernises the approach to managing speed in New Zealand. The Guide ensures a consistent sector-wide approach to speed that is appropriate for road function, design, safety, use and the surrounding environment (land use).

5. The Guide supports road controlling authorities (RCAs)\(^4\) to identify and prioritise the parts of their networks where better speed management will contribute most to reducing deaths and serious injuries, while supporting overall economic productivity. The Guide will assist RCAs to have better conversations and engagement with their communities to improve community understanding about speed management activities.\(^5\)

6. The NZ Transport Agency has developed the Guide in close collaboration with the Ministry of Transport (the Ministry), RCAs, the Automobile Association (AA) and New Zealand Police (NZ Police). The AA has formally endorsed the Guide.

Rule changes that give effect to Cabinet decisions, and modernise the approach to speed management

7. The existing Rule sets out the requirements and processes for setting a speed limit, and creates a default speed limit of 100 km/h for rural or open roads or 50 km/h for urban roads. The existing Rule incorporates Speed Limits New Zealand (SLNZ) as the procedure for calculating speed limits.

8. Three changes proposed to the existing Rule are:

(i) Replace SLNZ with the Assessment Criteria in the Guide as the methodology for calculating speed limits

9. SLNZ has been in place since 2003. It reflects speed-setting methodology developed in the 1960s, and narrowly focuses on speed limits. SLNZ does not:

9.1. support a Safe System approach\(^6\), or a consistent network-wide approach to managing speed

9.2. sufficiently support RCAs to optimise their network where better speed management could contribute to reducing deaths and serious injuries, while supporting overall economic productivity.

10. Replacing SLNZ with the Assessment Criteria and outcome statements based on the Guide in the draft Rule will not require RCAs to make changes at a different rate, so from this perspective the proposed changes are cost neutral. The NZ Transport Agency advises that there are significant benefits to New Zealand, specifically for RCAs in applying the new approach in the Guide.

\(^4\) A road controlling authority (RCA) is the body responsible for the management of particular sections of road. For local roads, local councils are the RCA. For State highways, the NZ Transport Agency is the RCA.

\(^5\) To help ensure future speed management efforts are better targeted to risk, and are applied consistently across the country, regional maps are produced by the NZ Transport Agency for RCAs that identify the top 5-10 percent 'high benefit' speed management opportunities. These maps will highlight the appropriate intervention based on the road’s function, which may be a mix of safety improvements that support current or higher travel speeds and possible changes to the limits, up or down.

\(^6\) The Safe System approach recognises the role that errors play in causing many crashes, the limits to what the human body can endure in a crash, and aims to create a forgiving road system that minimises errors and trauma resulting from crashes.
11. The NZ Transport Agency will provide the outputs of the Assessment Criteria contained in
the new Guide, and a set of engagement resources to RCAs at no cost to them. This will
enable a nationally consistent approach to speed assessment, and support better community
engagement. It will also allow the RCAs to develop future speed related activities without the
cost of doing network assessments themselves.

(ii) Allow for a 110 km/h speed limit where safe and appropriate

12. The Safer Speeds framework provides for 110 km/h speed limits on roads that can be shown
to be designed, constructed, maintained and operated to the necessary standards to safely
support this speed. At present, however, the maximum allowable speed limit on any road in
New Zealand is 100 km/h.

13. To be eligible for a 110 km/h speed limit, a road should:

13.1. be identified as a high volume national road (Class 1 in the One Network Road
Classification (ONRC\textsuperscript{7}))

13.2. be median divided with at least two travel lanes in each direction

13.3. have no direct property access

13.4. have grade-separated intersections

13.5. have measured crash risks of low to medium for personal risk and no more than
medium-high for collective risk\textsuperscript{8}

13.6. have a low Infrastructure Risk Rating\textsuperscript{9} and/or a KiwiRAP\textsuperscript{10} Star Rating of at least 4.

14. Some of the most heavily used sections of the national road network meet the criteria for a
110 km/h speed limit (approximately 155 kms of road). The 155 kms of comprise sections of
the:

14.1. Waikato Expressway (SH1) — the Cambridge, Rangiriri, Ohinewai, Ngaruawahia and
Te Rapa sections

14.2. Tauranga Eastern Link (SH2)

14.3. Auckland Motorway network:

14.3.1. Tunnel to Lonely Track section of the Northern Motorway (SH1)

14.3.2. Upper Harbour Motorway (SH18)

14.3.3. Takanini to Bombay section of the Southern Motorway (SH1).

\textsuperscript{7} The ORNC categorises roads based on the functions they perform as part of an integrated national network, including classification, function, design, safety and use in managing speeds. The range of speeds is based on analyses involving road safety outcomes and the
road’s economic function.

\textsuperscript{8} Personal risk is the number of fatal and serious injury crashes per 100 million vehicle kilometres travelled, and is usually lowest on high
standard roads; collective risk is the number of fatal and serious injury crashes per kilometre of road, and is usually highest on busy
roads.

\textsuperscript{9} A road assessment methodology designed to proactively assess road safety risk, and a significant input to the speed limit setting
process.

\textsuperscript{10} KiwiRAP is a New Zealand Road Assessment Programme, in which experts analyse the road safety of the State highway network.
15. 110 km/h roads are designed to run safely and efficiently. The roads will be median divided with at least two travel lanes each way, mitigating any ‘slow vehicle’ problem. Some vehicles such as Heavy Commercial Vehicles (HCVs) or towing vehicles will still be limited to 90 km/h speed limits.

16. NZ Police have noted ongoing challenges with delivering traditional enforcement across the road network in the absence of adequate roadside infrastructure. Specific modifications (such as enforcement pull-off areas) will be made to 110 km/h roads to mitigate risks to the safety of Police and the public when Police undertake enforcement activities.

17. Non-traditional enforcement methods that focus on automated compliance are another means of enforcement for 110 km/h roads. An integral part of Safer Speeds is to encourage automated compliance, as it is a more effective and efficient use of Police resources. While the use of alternate technologies is not a prerequisite for enabling 110 km/h roads, there are future opportunities to build new technology (such as point-to-point speed cameras) into major road projects. The consideration of point-to-point cameras and other road safety technologies such as weigh-in-motion devices\(^\text{11}\), forms part of the work the NZ Transport Agency, the Ministry, Police and sector partners are doing to develop an automated compliance strategy as part of the Safer Journeys Action Plan 2016-2020.\(^\text{12}\)

\(\text{(iii) A more flexible and efficient outcomes-based approach to the provision of speed limit signs}\)

18. The existing Rule has prescriptive signage requirements for notifying road users of the speed limit, particularly on rural roads. They require a speed limit sign not only at every point where a speed limit changes, but also regular reminder or repeater signs at 2-3 km spacing where the speed limit is not 100 km/h (the default speed limit in rural areas). This can be a significant cost to a road controlling authority (RCA), and is therefore limiting the application of more appropriate speed limits on the roading network.

19. The draft Rule permits RCAs to find more appropriate or different lower cost solutions by having a broader range of options than speed limit signs for open road non-default speed limits. As an example, the Cabinet paper noted a trial of an alternative outcomes-based approach to speed limit signs on the Otago Peninsula. The trial used fewer signs for posting a speed limit of 70 km/h, along with supplementary road markings and publicity. The RCA (Dunedin City Council) estimated savings, over a ten-year period from using this more flexible outcomes-based alternative to signs, to be 21 percent.\(^\text{13}\)

Given the breadth of change to the Rule, a Rule re-issue is more appropriate than a Rule amendment.

20. A number of changes to the existing Rule are required to give effect to the Government’s policy decisions described above. The changes necessary to give effect to the new speed management framework in the Guide warrant a re-write of the entire Rule. We have reviewed the draft Rule revision for any unintended consequences, and have ensured that it is fit for purpose. We have also ensured it is easily understood by a number of parties, including those with regulatory oversight (the NZ Transport Agency), those who will implement the Rule (RCAs), those who will enforce the speed limits set (the Police), and the general public.

\(^\text{11}\) Weigh-in-motion devices capture and record axle weights and gross vehicle weights as vehicles drive over a measurement site.

\(^\text{12}\) The emergence of Intelligent Transport Systems means that opportunities exist to use automation to support compliance and manage a broad range of risks on transport networks beyond speed and red-light compliance. Examples include improving compliance with: heavy vehicle dimension and mass restrictions; requirements for vehicle registration, warrant of fitness and certificate of fitness; and seat-belt wearing and mobile phone use.

\(^\text{13}\) There is a risk in moving from prescriptive to outcomes based requirements for repeater signs, that more speeding tickets could be challenged, on the basis that the RCA misapplied the draft Rule. We are working with Police to make sure this risk is controlled, and that Police are comfortable with the draft Rule from an enforcement perspective.
Additional changes included in the Rule for your consideration

21. We recommend that the draft Rule include three additional minor changes, and a fourth change to address an issue that arose following the Kaikoura earthquake. These proposals were not originally included in the previous paper considered by EGI and the following sections provide explanation for their addition.

22. The three minor changes are:
   a) clarifying the criteria for setting temporary speed limits where necessary for a construction site or work programme
   b) requirements for RCAs to obtain approval from the NZ Transport Agency before setting a 70 km/h speed limit
   c) requirements for RCAs to notify the NZ Transport Agency of any proposal to set a variable speed limit or a speed limit of 70 km/h or 110 km/h (this is consistent with the approach for speed limits of 90km/h).

23. The fourth change:
   d) introduces a new ability to set emergency speed limits where an emergency affects the condition or use of any road. This change addresses an issue that arose following the Kaikoura earthquake.
      a) Clarifying the criteria for setting temporary speed limits – construction site or work programme

24. The existing Rule contains two grounds upon which an RCA can set a temporary speed limit:
   24.1 where there is a construction site to work programme creating a risk of danger
   24.2 where there is a special event.

25. The draft Rule clarifies the original intent of the circumstances described in 24.1, to make it clear that this is limited to where physical works are occurring on or adjacent to a road and where an unsafe road surface or structure is present. The NZ Transport Agency has recommended the clarification be included to mitigate a situation where RCAs (specifically local authorities) have set temporary speed limits where no actual works are occurring. This was not the intention of the original rule.

26. We except that there may be some concerns raised in feedback from local authorities about what they may perceive to be a change in the original policy. However, the change is justified to mitigate local authorities setting a temporary speed limit for
   26.1 an open ended period before any works occur
   26.2 any other reason other than for works or construction site.
   b) Approval for speed limit of 70 km/h

27. The existing Rule allows RCAs to set a speed limit of 70 km/h without first obtaining approval from the NZ Transport Agency. However, the new Speed Management Framework and Guide, which underpin changes within the draft Rule, do not generally recommend a RCA set a speed limit of 70 km/h.

28. This approach is justified for the following reasons:
28.1. at higher travel speeds, drivers have trouble interpreting speed limit differences of 10 km/h

28.2. through the use of 20 km/h increments, there are fewer speed categories for drivers to understand and recall

28.3. by limiting the use of different speed limits, a more consistent and intuitive speed management system can be created across the network, where drivers have a greater understanding of what a safe and appropriate speed is on a particular stretch of road with appreciation of the risk.

29. The use of a 70km/h is limited to specific situations:

29.1. where the crash risk is sufficiently high to justify an interim change in the speed limit until safety improvements can be made to the road in question to make it safe at a higher speed

29.2. where investment in the road cannot be justified, and a drop to a safe and appropriate speed limit of 60 km/h cannot be practically achieved in the short term.

30. By requiring a RCA to obtain approval before setting a speed limit of 70 km/h, the NZ Transport Agency will be able to work with RCAs to ensure that the use of these speed limits is limited, and is only set in appropriate situations.

31. The proposed change will not affect speed limits already set at 70 km/h — the draft Rule will preserve all existing speed limits including current 70 km/h speed limits.  

32. A further change to the existing Rule for speed limit proposals of 70 km/h, 90 km/h and 110 km/h, would require a RCA to notify the NZ Transport Agency before consulting on the proposal (Approval of a 90 km/h speed limit is already required under the existing rule, but this occurs post consultation).

33. The notification requirement will enable the NZ Transport Agency to monitor proposals for these speed limits and ensure that RCAs are aware of the circumstances (outlined in the Guide) where speed limits of 70 km/h, 90 km/h, and 110 km/h should be used. It will also enable the NZ Transport Agency to provide an initial indication whether the proposal is likely to be approved prior to the RCA undertaking consultation. This could save the RCA resource if a proposal is unlikely to be approved by the NZ Transport Agency.

34. It is especially important for the NZ Transport Agency to be informed of any proposal made by an RCA for a 110 km/h speed limit as roads able to carry this speed are subject to stringent requirements. To date, only certain State highways, for which the NZ Transport Agency is the RCA, have been assessed by the NZ Transport Agency as being appropriate to support this travel speed.

35. The Guide outlines the requirements for RCAs, and situations in which speed limits of 70 km/h, 90 km/h, and 110 km/h may be appropriate.

14 Currently, RCAs as a part of setting a speed limit must undertake consultation with required parties when they set a 90 km/h speed limit. As this is an interim speed limit, approval by the NZ Transport Agency is required, as this speed limit should only be set in certain circumstances.
d) Criteria for setting emergency speed limits in an emergency or special event

36. In an emergency or natural disaster, change to the speed limit may be required quickly on affected roads. While the existing Rule allows RCAs to set up temporary speed limits when there is a risk of danger to the public, or a person working on the road, it is currently restricted to situations where there is a construction site or a work programme in place on the affected road or where there is a special event.

37. The aftermath of the recent Kaikoura earthquake exposed this limitation. The NZ Transport Agency had to divert traffic through a number of inland roads following the closure of State highway 1 from Blenheim, through Renwick, St Arnaud, Murchison, Springs Junction, and Waipara. The speed limits set on those roads were not appropriate for the higher volume of traffic. The existing Rule did not permit the NZ Transport Agency to install temporary lower speed limit signs, as there was no construction site or work programme on those roads.

38. Instead, the NZ Transport Agency had to utilise the emergency rule-making powers in the Land Transport Act 1998. This was not ideal, as emergency rules require an appropriate level of consultation and can only be in force for 90 days.

39. Therefore, the change to the existing Rule would enable RCAs to more expeditiously set emergency speed limits where there is a risk of danger to the public or of damage to a road following an emergency or natural disaster. The definition of “emergency” used in the draft Rule mirrors the definition in the Civil Defence Emergency Management Act 2002.

Next steps

40. We seek your approval for release of the draft Rule, including the four additional matters outlined in paragraphs 22 – 38. We also seek your permission to make minor, editorial changes to the consultation material (draft Rule and Rule Overview) prior to public release. Following consultation on the draft Rule, we will report back to you on any substantive issues raised by the public, with a particular focus on the four additional matters in the draft Rule.

41. A draft media statement has been prepared, which you may want to issue to announce the public consultation phase (scheduled for Friday, 10 March – Monday, 24 April 2017).

Timetable for Rule consultation and 110 km/h speed limit bylaw

42. Table 1 sets out the proposed timetable for the progression of the proposed Rule changes, and the bylaw process to give effect to a 110 km/h speed limit. It also signals the time when actual speed limits might change to 110 km/h on the specified sections of road.

Table 1: proposed timetable for the Rule and 110km/h speed limit

15 This is an explanatory document that accompanies the draft Rule for consultation.
16 A bylaw must be made to set a 110 km/h speed limit, which is similar to the current approval process of a 90 km/h speed limit.
<table>
<thead>
<tr>
<th>Phase</th>
<th>Task</th>
<th>Target completion date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rule consultation</td>
<td>Release draft for consultation (6 weeks)</td>
<td>Friday, 10 March 2017</td>
</tr>
<tr>
<td></td>
<td>Complete analysis of submissions</td>
<td>May 2017</td>
</tr>
<tr>
<td>Rule Finalisation</td>
<td>Briefing to you with final Rule attached</td>
<td>July 2017</td>
</tr>
<tr>
<td></td>
<td>Associate Minister signs Rule</td>
<td>August 2017</td>
</tr>
<tr>
<td></td>
<td>Rule comes into force (28 days)</td>
<td>September 2017</td>
</tr>
<tr>
<td>110 km/h speed limits sign posted</td>
<td>Bylaw change process for eligible 110 km/h roads</td>
<td>November 2017</td>
</tr>
<tr>
<td></td>
<td>Physical works for safety treatments</td>
<td>Progressively from December 2017 until April 2018</td>
</tr>
<tr>
<td></td>
<td>110 km/h roads progressively introduced</td>
<td>Process will begin in December 2017, with the Tauranga Eastern Link and the Cambridge section of the Waikato Expressway being early deliverables.</td>
</tr>
</tbody>
</table>

43. The NZ Transport Agency will consult on the proposed bylaws with key transport industry bodies and affected communities for eligible 110 km/h sections, once you sign the draft Rule. Following consultation and the NZ Transport Agency bylaw changes, the NZ Transport Agency will engage contractors for the physical works required on some of the identified lengths.

44. In parallel, the NZ Transport Agency will arrange project approvals through Regional Transport Committees and the National Land Transport Programme.

45. The NZ Transport Agency advises that the physical works would commence after the bylaw process is complete. Introduction of 110 km/h speed limit lengths would be progressed over the following 4 – 5 months. The Tauranga Eastern Link and the Cambridge section of the Waikato Expressway would be early deliverables, as they are already physically suitable for 110 km/h speed limits.

**Recommendations**

46. The recommendations are that you:

a) **note** the contents the draft Land Transport Rule: Setting of Speed Limits [2017], to give effect to the initiatives agreed by the Economic Growth and Infrastructure Committee in November 2016.

b) **agree** that the Land Transport Rule: Setting of Speed Limits [2017] provide for the following matters that were identified post the Economic Growth and Infrastructure Committee meeting in November 2016:

   i. **clarify** the criteria for setting temporary speed limits where necessary for Yes/No a construction site or work programme
ii. require RCAs to obtain approval from the NZ Transport Agency before setting a 70 km/h speed limit

iii. require RCAs to notify the NZ Transport Agency of any proposal to set 70 km/h, 90 km/h and 110 km/h speed limits prior to consultation

iv. extend the criteria for setting emergency speed limits to respond to emergency situations

c) note that the NZ Transport Agency intends to commence consultation on the draft Land Transport Rule: Setting of Speed Limits [2017] on Friday, 10 March 2017 for 6 weeks

d) agree to the NZ Transport Agency publishing submissions on its website received through the public consultation of the draft Land Transport Rule: Setting of Speed Limits [2017]

e) note the attached draft media statement which you could release, inviting submissions on the proposed rule changes

f) note that officials are available to discuss the draft Land Transport Rule: Setting of Speed Limits [2017] with you at an officials meeting.

Withheld under section 9(2)(a)

Brent Johnston
Manager, Land Transport Safety

MINISTER’S SIGNATURE:

DATE:
Ministry of Transport: Aide Memoire

To: Hon David Bennett, Associate Minister of Transport
Cc: Hon Simon Bridges, Minister of Transport

Withheld under section 9(2)(a)

From: [Redacted] Principal Solicitor

Date: 16 March 2017

Subject: Mechanisms local authorities use to set speed limits – Crown Law advice and speaking points

OC Number: OC04397

Purpose of this aide memoire

1. Further to your meeting with us on 9 March 2017, [Redacted] We have also included speaking points on this matter if raised in the public domain during consultation on the draft Speed Limits Rule (subject to your agreement that consultation progress).
Analysis

7. In the absence of a judicial decision, the Ministry of Transport, DIA and Police do not believe that urgent validating legislation is required. The Police will continue to enforce speed limits.

Next steps
10. We expect to be able to report to you on the outcome of this work within 5 months.

11. Given [confirmation from the Police] that they will continue to enforce speed limit signs, we recommend that consultation on the draft Land Transport Rule: Setting of Speed Limits [2017] (the draft Rule) should progress as planned.

12. We understand that consultation on the draft Rule could potentially raise awareness about this issue, particularly if Councils raise this issue directly in their submissions. In response to any public awareness and media inquiries, we have prepared the following speaking points for you to respond with.

**Speaking points**

13. Councils are responsible for setting appropriate speed limits on local roads.

14. Currently Councils use different approaches to set speed limits. Some use bylaws, some use Council resolutions, and some use a mixture of both.

16. The Ministry of Transport has a project underway to ensure that the mechanisms for setting speed limits (and any other transport requirements) are clear, robust and cost effective.

17. This project is timely, as the traditional way Councils have set requirements through Bylaw making process is over 100 years old.
18. This project will ensure that the future regime reflects modern practices, with adequate protections built in.

19. In addition, the draft Land Transport Rule: Setting of Speed Limits (2017) is out for consultation.

20. This Rule will modernise our approach to speed management, and replace the current speed setting methodology developed in the 1960s.
Ministry of Transport: Aide Memoire

To: Hon David Bennett, Associate Minister of Transport

Cc: Hon Simon Bridges, Minister of Transport

From: [Redacted] Principal Adviser

Date: 27 March 2017

Subject: Further advice on the Safer Speeds Package

OC Number: OC04925

Purpose of this aide memoire

1. On 22 March 2017, Ministry of Transport officials met with you to discuss the draft Land Transport Rule: Setting of Speed Limits [2017] (the draft Rule).

2. As requested, this aide memoire provides:

   2.1 background on the existing Setting of Speed Limits Rule, the development of the Speed Management Guide (including road controlling authority (RCA) engagement), and Cabinet consideration.

   2.2 further advice on the additional proposed changes included in the draft Rule post Cabinet consideration (November 2016).

Background

Land Transport Rule: Setting of Speed Limits 2003 (the existing Rule)

3. The existing Rule establishes the procedures for RCAs to set enforceable speed limits on roads within their jurisdictions. It provides for categories of speed limits (for example, permanent, holiday, and temporary), and permits RCAs to set speed limits within 10km/h increments (from 10km/h – 100km/h). It creates a default speed limit of 100km/h for rural (or open) roads, and a 50km/h speed limit for urban roads.

4. The speed setting methodology included in the existing Rule dates back to the 1960’s, and narrowly focuses on speed limits. It does not support a Safe System approach,\(^1\) or a consistent network-wide approach to managing speed. It does not sufficiently support RCAs to optimise their network — where better speed management could contribute to reducing deaths or serious injuries while supporting overall economic productivity.

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\(^1\) The Safe System recognises the role that errors play in causing crashes and the limits to what the human body can endure in a crash. It aims to create a forgiving road system that minimises errors and trauma resulting from crashes. The approach focuses on safer roads and roadides, safer speeds, safer vehicles, and safer road use.
5. In November 2016, the former Associate Minister of Transport took a Cabinet paper (Safer Journeys: Safer Speeds Package) to Cabinet. The paper summarised the Safer Speeds programme, including the Speed Management Guide, which supports the Safe System.

**Speed Management Guide (the Guide)**

6. The Guide provides the direction and tools RCAs need to:

6.1 identify areas on the roading network where investment will provide greatest benefit to a region and New Zealand as a whole, through alignment with the One Network Road Classification (ONRC)²

6.2 assist RCAs in identifying potential interventions and options to manage travel speeds and speed limits according to road classification, including opportunities to increase, decrease, or retain existing speed limits

6.3 achieve greater community buy-in and a better conversation around road risk

7. The NZ Transport Agency (the Transport Agency) developed the Guide in close collaboration with the Ministry of Transport, RCAs, Automobile Association (AA), and New Zealand Police. These parties have helped to steer the development of the Guide, and a number of RCAs are already using the tools that have been included in the Guide.

8. These tools include regional maps, produced by the Transport Agency, for RCAs to use that identify the top 5-10 percent ‘high benefit’ speed management opportunities. These maps highlight the appropriate intervention based on the road’s function, which may be a mix of safety improvements that support current or higher travel speeds and possible changes to the limits, either up or down. These maps are the basis for RCAs to engage with their communities.

**Initiatives agreed to by Cabinet**

9. In November 2016, Cabinet supported the following three proposed amendments to the existing Rule [EGL-16-MIN-0266 refers]³:

9.1 replace the current assessment methodology for setting speed limits (Speed Limits New Zealand) with the Guide

9.2 enable the setting of a 110 km/h speed limit on roads where it is safe and appropriate to do so

9.3 allow a more flexible and efficient, outcomes-based approach to the provision of speed limit signs.

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³ Prior to this, the former Associate Minister of Transport took a Cabinet paper, which solely focused on enabling the setting of a 110 km/h speed limit. Cabinet deferred decisions on the proposal, and transport officials recognised that the 110 km/h initiative needed to be presented to Ministers in a wider speed management context.

² The ONRC categorises roads based on the functions they perform as part of an integrated national network, including classification, function, design, safety and use in managing speeds.

⁴ We have attached the previous briefing ‘Safer Speeds: Consultation on Proposed Rule’ for your information.
Additional information on the proposed changes included in the draft Rule, post Cabinet consideration

10. In February 2017, we provided you with a briefing and copy of the draft Rule, which gives effect to Cabinet support of the three initiatives listed in paragraph 9. The briefing advised that the draft Rule included four additional proposed changes. The briefing set out the reason for their inclusion.

11. On 22 March 2017, you asked us to consider whether there was any further information on these proposed changes that would help inform your decision making.

12. We have met with the Transport Agency, and trust that the following information is of assistance.

a) Transport Agency approval of a 70km/h speed limit

13. The existing Rule allows an RCA to set a 70km/h speed limit without first seeking Transport Agency approval. The draft Rule proposes that an RCA be required to seek approval from the Transport Agency to set a 70km/h speed limit.

13.1 This is consistent with the approach in the existing Rule for 90km/h speed limits. Under the existing Rule, an RCA requires approval from the Transport Agency to set a 90km/h speed limit.

13.2 As noted in paragraph 9, Cabinet has agreed to replace the current assessment methodology with the Guide. A key initiative in the Guide is promoting 60km/h, 80km/h, and 100km/h as the predominant speed limits in rural areas. Divisions of 20km/h increments make it easier for road users to recognise and understand the differences between them and to respond safely. This is consistent with international best practice. Implementing this initiative will be greatly assisted by limiting the number of new 70km/h and 90km/h speed limits across the network unless there are good grounds for having them.

13.3 Legislating for the approval by the Transport Agency of 70km/h speed limits will ensure 70km/h and 90km/h speed limit proposals are handled in the same way. Requiring approval does not mean that there will be no new 70km/h (or 90km/h) speed limits, but it would encourage RCAs to take all reasonable steps to consider 60km/h, 80km/h or 100km/h limits first. Where these limits are considered to be unachievable, then the Guide states they can be used as interim speed limits until such time as 60km/h, 80km/h, or 100km/h travel speeds can be achieved either through engineering measures or greater public acceptance.

13.4 Appendix 1 responds to your concerns about the impact of an approval process for 70km/h speed limits, and the likelihood that an RCA would reduce a speed limit to 60km/h. The Transport Agency advises that in its experience, there are four instances where this could occur, and that these are extremely rare.

13.5 Setting a lower speed limit in these instances would be either out of alignment with the Guide, or would incur costs for the RCA to provide engineering treatments (for example, road markings, traffic islands) to manage actual travel speeds down to suit the lower speed limit. Appendix 1 provides a further description of these instances.
13.6 If such a speed limit is inappropriate for a road, the Transport Agency is able to “change or modify the application of speed limits” (Clause 2.1(2)(a) of the draft Rule refers). This is a carry over from the existing Rule.

b) Notification and approval of certain speed limits - timing

14. The draft Rule requires an RCA to notify the Transport Agency of its intention to propose a 70km/h, 90km/h (and 110km/h) speed limit. This will enable the Transport Agency to advise the RCA, prior to any consultation with the public, if it is likely that the proposed speed limit will be approved.

14.1 The existing Rule requires an RCA to seek approval from the Transport Agency to set a 90/kmh speed limit.

14.2 The requirement to notify the Transport Agency in advance of any public consultation formalises the standard practice which already occurs in relation to 90km/h speed limits.

14.3 RCAs find that notifying the Transport Agency of such proposals in advance of consultation is a sensible and common sense approach in order to save time, effort and money.

14.4 The draft Rule also extends the timing of the notification and approval required for 70km/h and 110km/h speed limits (as these speed limits will require approval from the Transport Agency as well).

c) Allowing RCAs to set speed limits in response to an emergency event

15. The draft Rule proposes to allow an RCA to set a speed limit in response to an emergency.

15.1 You noted concerns about the potential for an RCA to use this power inappropriately.

15.2 The draft Rule includes a definition of “emergency” which mirrors the definition in the Civil Defence Emergency Management Act 2002. This definition is widely accepted and is consistent with all of Government practices. The definition itself is very clear on what constitutes an emergency. It will therefore limit the circumstances in which an RCA can use this power.

15.3 The Transport Agency also has the ability in the draft Rule to pull back a speed limit if it is inappropriate in the circumstances. Therefore, if an RCA has set an emergency speed limit that is outside of the definition, the Transport Agency has the power to remove that speed limit.

d) Clarifying the criteria for setting temporary speed limits – construction site or work programme

16. The draft Rule clarifies the intent of the existing provision, which allows an RCA to set a temporary speed limit in relation to a construction site or work programme creating a risk of danger.

16.1 The clarification responds to situations where RCAs have used the current provision to set a temporary speed limit inappropriately, when they are not in a position to set
a new permanent speed limit, or where RCAs have left temporary speed limits in place well after roadworks have been completed rather than reinstating the original speed limit.

16.2 This clarification ensures there is a lower chance for misinterpretation and/or misuse of the provision in the Rule. The Transport Agency has consistently communicated to RCAs about the purpose of the provision, and when an RCA should and should not use it. Clarification in the Rule will remove any doubt.

Consultation on the draft Rule

17. During public consultation interested parties such as RCAs, the AA and members of the public will have the opportunity to comment on the content of the draft Rule.

18. Following consultation, we will report back to you on any substantive issues raised by submitters, with a particular focus on the four additional proposals noted.

19. The consultation process allows for transparency before any decision is finalised, and gives you the opportunity to test how the draft Rule will resonate with RCAs, other interested parties, and the public.

20. If substantive issues arise as a result of submitter feedback on any matters contained in the draft Rule, you could:

20.1. seek your Cabinet colleagues support for further changes to the draft Rule to address these issues before signing the Rule into force.

20.2. ask officials to remove any sections of the draft Rule before signing the Rule into force.

Next steps

21. We are meeting with you on 29 March 2017 to discuss the contents of this aide memoire. Harry Wilson, Road Safety Director and Glenn Bunting, Network Manager, from the Network Optimisation Team at the Transport Agency will join us for the meeting. Harry and Glenn will also be able to discuss with you the eligibility of a 110km/h speed limit on the Pokeno to Bombay Hills section of the Waikato Expressway.

22. If required, we will be able to refine the contents of the draft Rule and provide an updated timetable for the progression of the proposed Rule changes. In the interim, we are working with the Transport Agency to re-craft the draft Rule so that it aligns with original Cabinet decisions.
## Appendix 1 – The implication of approval required for 70km/h speed limits and the likelihood of RCAs reducing speed limits

<table>
<thead>
<tr>
<th>Instances</th>
<th>Instance Description</th>
<th>Length of network applicable</th>
<th>Predicted Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Rural</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
|           | • Current speed limit 100km/h | 86km out of 86,050km total network length (note all 86km are in the top 10% high benefit opportunities maps, and 34km is on local road) | If the RCA did not intend to spend money ‘engineering up’ to make the road safer for an 80km/h speed limit, it would either:  
• leave the speed limit at 100km/h. This is a valid response if there is a lack of community support; or  
• set an 80km/h speed limit, and achieve safety benefits from the reduced speed limit alone.  
For an RCA to reduce a speed limit from 100km/h to 60km/h under these circumstances would be extremely unlikely, and in this instance would not align with the Guide (Rule).  
The availability of 70km/h would add no value in this instance |
| 2         | Rural                |                             |                   |
|           | • Current speed limit 80km/h | 22km out of 86,050km total network length (note all 22km are in the top 10% high benefit opportunities maps, and 15km is on local roads) | If the RCA did not intend to spend money ‘engineering up’ to make the road safer at the current 80km/h speed limit, it would:  
• most probably leave the speed limit at 80km/h. This is a valid response if there is a lack of community support; or  
• possibly consider reducing the speed limit to 60km/h if there was strong community demand to improve safety, but this would not align with Guide (Rule) without engineering treatment to manage actual travel speeds down.  
The availability of 70km/h would add no appreciable value in this instance |

---

5 Safe And Appropriate Speed  
6 One Network Road Classification
|   | **Urban fringe expansion**  
|   | • Original rural/current speed limit 100km/h  
|   | • SAAS proposed to be 80km/h | Not available (maps cannot predict urban expansion) | If a road needs to be reduced to 80km/h because of urban expansion, it would need to be median divided, and access to properties from the main road would have to be restricted to align with the Guide (Rule). If these criteria are not met, then a 60 or 50km/h would be the safe and appropriate speed limit.  
|   | The availability of 70km/h would add no value in this instance  
| 3 |  
|   | **Urban fringe expansion**  
|   | • Original rural/current speed limit 80km/h  
|   | • SAAS proposed to be 80km/h | Not available (maps cannot predict urban expansion) | Similar to the instance above, if the current 80km/h speed limit is going to continue to be safe and appropriate for an expanding urban boundary, access to new properties would have to be restricted or not available from the main road, and the road would need to be median divided to align with the Guide (Rule). If these criteria are not met through upgrading the road to suit the urban expansion, a 60 or 50km/h would be the safe and appropriate limit.  
|   | The availability of 70km/h would add no value in this instance  
| 4 |
Ministry of Transport: Aide Memoire

To: Hon David Bennett, Associate Minister of Transport
Cc: Hon Simon Bridges, Minister of Transport
From: [Withheld under section 9(2)(a)] Principal Adviser
Date: 03 April 2017
Subject: Further information on speed
OC Number: OC04950

Purpose of this aide memoire

1. On 29 March 2017, officials from the Ministry of Transport and the New Zealand Transport Agency met with you to discuss the draft Land Transport Rule: Setting of Speed Limits [2017] (the draft Rule).

2. As requested, this aide memoire provides information on:

2.1. what checks and balances are in place in the draft Rule to ensure road controlling authorities (RCAs) set safe and appropriate speed limits, including the process RCAs must follow.

2.2. the likelihood of wholesale speed limit changes as a result of the Speed Management Guide (the Guide).

2.3. further background on the Guide including its testing and development.

What checks and balances are in place to ensure RCAs set safe and appropriate speed limits?

3. The draft Rule directs that when reviewing a speed limit, an RCA must have regard to:

3.1 the safe and appropriate speed information developed by the Transport Agency (including speed management maps and high benefit opportunities identified)

3.2 the same factors that the New Zealand Transport Agency must have regard to when developing that information. These factors include the road’s functions and use, crash risk, characteristics of the road and roadside, adjacent land use, number of intersections and property accessways, traffic volume, planned modification to the road, and views of interested parties.
4. Section 4.2(1) and (2), and 4.4(2) of the draft Rule sets out the above requirements.

5. The speed management maps highlight the appropriate intervention based on the road’s function, which may be a mix of safety improvements that support current or higher travel speeds, and possible changes to the limits (up or down). The maps prioritise roads where achieving the appropriate travel speed is likely to deliver the highest benefits in terms of safety outcomes, economic productivity or both. (These are referred to as the top 5-10 percent high benefit opportunities). These speed management maps are the basis for RCAs to engage with their communities.

6. By requiring RCAs to have regard to the safe and appropriate speed information provided by the Transport Agency, and consider for themselves the factors that the Transport Agency uses to calculate these speeds, RCAs decisions are directed towards setting speed limits that are safe and appropriate in the circumstances.

7. Community and stakeholder views are essential in this process. An RCA must have regard to the views of the community and key stakeholders in reviewing a speed limit. [Section 4.4(2)(i) of the draft Rule refers].

8. Furthermore, when proposing a speed limit, an RCA must then consult with the parties affected by a speed limit change including the local community, the Transport Agency and other affected RCAs. [Section 2.3 of the draft Rule refers]. If the local community or even an affected body is strongly opposed to a proposal, these views should be taken into account by the RCA. These views may affect a final decision on the speed limit.

9. For speed limits of 70km/h, 90km/h, 110km/h, or a variable speed limit, the draft Rule directs that the Transport Agency must be notified of the proposal, and that Transport Agency approval must be given before setting the speed limit. This ensures that these speed limits are used only in appropriate circumstances.

10. The Transport Agency also has the ability in the draft Rule to change or modify the application of speed limits. [Section 2.1(a) of the draft Rule refers]. The Transport Agency is also able to carry out any function necessary to ensure that RCAs comply with the draft Rule when reviewing and setting speed limits. [Section 2.1(b) of the draft Rule refers]. These provisions will allow the Transport Agency to respond to any serious concerns the public may have about a proposed speed limit change.

What’s the likelihood of wholesale speed limit changes under the Guide?

11. There is no evidence of RCAs proposing wholesale changes to speed limits on their networks following the Guides release. All of the evidence so far suggests RCAs are taking a measured approach to speed management, and focusing on the top 5-10 percent high benefit opportunities identified through the information (maps) supplied by the Transport Agency.

12. Table one below outlines a sample of initial RCA approaches to implementing the Guide.
Table one: RCA approaches to the Guide

<table>
<thead>
<tr>
<th>RCA</th>
<th>Engagement with elected members</th>
<th>Stakeholder engagement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tasman District Council</td>
<td>Regional Transport Committee endorses approach to focus on top 5-10 percent high benefit opportunities. Also, recommend taking a conservative approach.</td>
<td>Working group set up involving Tasman District Council, the Transport Agency, Automobile Association (AA), Police and Road Transport Forum to sense test high benefit opportunities.</td>
</tr>
<tr>
<td>Auckland Transport</td>
<td>Auckland Transport Board support a measured approach based on top 5-10 percent high benefit opportunities.</td>
<td>Auckland Transport has an existing speed management working group, which includes the AA and Police. This group, plus the Transport Agency will begin the sense testing process of high benefit opportunities from 2017 on.</td>
</tr>
<tr>
<td>Hamilton City Council</td>
<td>Proposed approach to developing a speed management plan for 2018-21 presented to Council in March 2017.</td>
<td>Initially sense testing the top 5-10 percent high benefit opportunities with the Transport Agency. Then engagement workshops planned with key stakeholders.</td>
</tr>
<tr>
<td>Waikato District Council and Waipa District Council</td>
<td>Council staff preparing reports for Transport Committees on their proposed approach to focus on the top 5-10 percent high benefit opportunities.</td>
<td></td>
</tr>
</tbody>
</table>

13. It is unlikely that RCAs would decide to undertake a programme of wholesale changes to speed limits. Rather, it is highly likely that RCAs would want to focus on the top 5-10 percent high benefit areas, as changes to these stretches of road would especially benefit their communities.

14. The Transport Agency’s key message to RCAs is to focus on these opportunities when reviewing speed limits. The Transport Agency has communicated to RCAs that for many roads, no change to travel speeds or speed limits will be needed. It is for those stretches of road where current travel speeds or speed limits may be too low or too high that changes are recommended.

15. The Guide encourages RCAs to work at their own pace, and at a pace that works for their communities. The Guide does not encourage a change in pace, rather a change in approach to ensure that RCA efforts are targeted and more consistent.

16. It is unlikely that wholesale speed management changes would be attractive to RCAs as the process to change speed limits can be time and resource intensive. Under the current Rule, RCAs have historically taken a measured approach to speed limit changes.¹

¹Given the investment that would be required to make a significant number of roads self explaining and moving too far ahead of public opinion.
17. RCAs would be aware that their communities would not be in favour of large-scale changes. As RCAs require broad community support to make a speed limit change, RCAs are unlikely to move in this direction.

**What is to stop RCAs from making wholesale changes to 70km speed limits?**

18. For the reasons outlined above, it is likely that RCAs will have a more cautious approach to speed limit change, especially in light of needs and views of their communities. This would similarly apply to their approach to existing 70km/h speed limits.

19. Speed limits of 70km/h comprise only about two percent of the road network (approximately 1,903km of the road network is assessed with a current speed limit of 70km/h). Table two below provides an analysis of current 70km/h roads, and their appropriate travel speed recommendations.

**Table two: safe and appropriate speed recommendations for 70km/h stretches of road**

<table>
<thead>
<tr>
<th>Safe and Appropriate Speed recommendation</th>
<th>30 or 40 km/h</th>
<th>50 km/h</th>
<th>60 km/h</th>
<th>80 km/h</th>
</tr>
</thead>
<tbody>
<tr>
<td>Length (km)</td>
<td>206</td>
<td>550</td>
<td>1,045</td>
<td>128</td>
</tr>
<tr>
<td>Length (km) which comes within the top 5-10 percent high benefit opportunities</td>
<td>29</td>
<td>20</td>
<td>87</td>
<td>0</td>
</tr>
<tr>
<td>Length Engineer Up (km)</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

20. Table two illustrates that:

20.1 approximately 136km (less than 8 percent) of the existing 70 km/h roads are highlighted in the top 5 – 10 percent high benefit opportunities to be prioritised with a potential speed limit reduction.

20.2 most roads with 70km/h speed limit fit into the ‘rural village’ environment, which have a safe and appropriate speed recommendation of 60km. Only 87km of these are in the top 5 – 10 percent high benefit opportunities.

20.3 approximately 128 km of existing 70km/h roads (48km of which is local road) have been identified as roads, which would support an 80 km/h speed limit, and require no physical improvements to be safely posted at 80 km/h.

**What was the process used to develop and test the Guide?**

21. In 2014, as part of the Second Safer Journeys Action Plan, the National Road Safety Committee (NRSC)\(^2\) agreed a set of safe and appropriate speed ranges based on the One Network Road Classification (ONRC).\(^3\) The main objective was to improve safety and efficiency on the network. The Transport Agency was then asked to develop a Speed Management Guide to give effect to this objective.

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\(^2\) The NRSC is comprised of representatives from the Ministry, the NZ Transport Agency, Accident Compensation Corporation, the New Zealand Police, Local Government New Zealand, Energy Efficiency and Conservation Authority, the Ministries of Justice, Health, Education and WorkSafe New Zealand.

\(^3\) The ORNC categorises roads based on the functions they perform as part of an integrated national network, including classification, function, design, safety and use in managing speeds.
22. The Guide was developed between 2014-16 by a Steering Group comprising the Transport Agency, the AA, Police and the Ministry. The technical method and speed management maps to support the Guide were developed and refined between 2014-16.

23. A discussion document, with the draft Guide included, was published in December 2014. A revised draft was published in August 2015 for use in workshops with RCAs to seek further feedback. The Guide was also tested and demonstrated in the Waikato Region. The findings from both the technical method and the engagement approach were taken into account in finalising the Guide.

24. The first edition of the Guide was published on the Transport Agency website in July 2016 and was endorsed by the AA.

25. The Economic Growth and Infrastructure Committee (EGI) considered the Guide in November 2016, alongside the proposal for 110km/h speed limits (on roads, which are safe and appropriate to support that speed). EGI noted that your predecessor would, subject to public consultation, amend the Land Transport Rule: Setting of Speed Limits 2003 to replace Speed Limits New Zealand (SLNZ) with the Guide. Attached as Appendix 1 is the press release, which your predecessor issued following Cabinet consideration signalling consultation and the proposed changes to the Rule.

26. Since Cabinet decisions, the draft speed management maps (discussed earlier) were produced for each region which focused on the top 5-10 percent high benefit opportunities to improve safety and efficiency.

27. During 2016-17, workshops were held across the country to present RCAs with the technical methodology, high benefit maps and a new set of engagement resources developed to support the Guide.

28. During February 2017 workshops were held with AA national council members and policy staff. Feedback about the Guide from these workshops has been very positive.

Why does the Guide need to replace SLNZ?

29. SLNZ has been in place since 2003. SLNZ reflects speed-setting methodology developed in the 1960s and narrowly focuses on speed limits. In addition, SLNZ is no longer fit for purpose, evidenced by the significant use of the exception clause in the Rule, to set speed limits that are different to the limit identified by the SLNZ calculation. Over 50 percent of speed limits set differ from the SLNZ calculation.

Withheld under section 9(2)(a)

4 Speed Limits New Zealand is the current speed setting assessment methodology in the Rule.
Appendix 1 – Previous media release on the Safer Speeds Package

Craig Foss

10 NOVEMBER, 2016

A new approach to safer speeds

Associate Transport Minister Craig Foss says a new Speed Management Guide released today will modernise New Zealand’s approach to managing speed and enable a limit of 110km/h on some roads.

“The Speed Management Guide combines a wide range of information to help councils, the New Zealand Transport Agency and other road controlling authorities decide where and when to make safety improvements or changes to speed limits,” Mr Foss says.

“New Zealand roads are unique and conditions vary from towns to cities, north to south. The Guide strongly encourages community involvement as local knowledge and perspectives, backed by the information and data provided in the Guide, will help ensure the best possible safety results.

“Changes made under the Guide may include altering road design, lowering speed limits, or in certain circumstances, raising them.

“To be eligible for a 110 km/h limit, a road will have to meet very strict conditions, including having a median barrier, at least two lanes in each direction and no direct access to neighbouring properties.

“New Zealand’s road toll is much, much too high. The Guide, developed as part of the Government’s Safer Journeys road safety strategy, is about ensuring all road authorities are making sound, evidence-based decisions with an emphasis on safety.

“The Government is investing heavily to make the country’s roads safer. This includes over $11 billion for seven roads of national significance and $212 million for 13 important regional road projects.

“We have also significantly increased our investment in road safety, with about $550 million more in the National Land Transport Programme than three years ago.”


For more information: http://www.transport.govt.nz/land/safety
Ministry of Transport: Aide Memoire

To: Hon David Bennett
Withheld under section 9(2)(a)

From: [Name] Principal Adviser

CC: Hon Simon Bridges

Date: 7 April 2017

Subject: Further information on the proposed future setting of 70km/h speed limits and 110km/h speed limit standards

OC Number: OC04969

Purpose of this aide memoire

1. On 4 April 2017, transport officials met with you to discuss 70km/h speed limits, and the standards for setting 110km/h speed limits.

2. As requested, this aide memoire:

   2.1. outlines how the draft Rule and Speed Management Guide (the Guide) deal with new 70km/h speed limits proposals

   2.2. includes a set of maps associated with a number of existing 70km/h roads, that are identified in the Guide for speed limit intervention (i.e. they come within the top 5-10 percent high benefit opportunities).

3. You noted concerns about how road controlling authorities (RCAs) might interpret the draft Rule requirements and information in the Guide relating to existing 70km/h speed limits. In response to those concerns, this aide memoire outlines some minor changes to the draft Rule.

4. As requested, this aide memoire also provides information on the specific standards that inform the setting of 110km/h speed limits, and their application in Australia.

[Withheld under section 9(2)(a)]

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[1] Land Transport Rule: Setting of Speed Limits [2017].
How the draft Rule and Guide deal with new 70km/h speed limits proposals

1. The existing Rule allows RCAs to set a 70km/h speed limit without first seeking the NZ Transport Agency (Transport Agency) approval.

2. The draft Rule proposes that an RCA be required to seek approval from the Transport Agency to set a 70km/h speed limit.

3. This is consistent with the approach in the existing Rule for 90km/h speed limits.
   3.1 It will not affect existing 70km/h stretches of road – 70km/h limits will remain in place until an RCA decides to review a particular stretch of road (as with any other speed limit).
   3.2 The Guide methodology, to inform the setting of safe and appropriate speeds, is reflected in the draft Rule.

4. The Guide provides a long-term approach to speed management activities.

5. The Guide supports nationally consistent speed limits across the network, and promotes 60km/h, 80km/h and 100km/h as the predominant speed limits on open (rural) roads over the longer term.

6. However, the Guide prioritises speed limit reviews on roads that are likely to deliver the highest benefits in terms of safety outcomes, economic productivity, or both. Therefore, the Guide only prioritises speed limit interventions for existing 70km/h roads that come within the top 5-10 percent high benefit opportunities.

7. The Guide is explicit that there is no expectation there will be wholesale changes to speed limits, and this is a gradual programme of work over 10 plus years.

RCAs are taking a measured approach to speed management

8. A survey indicates RCAs are taking a measured approach to speed management, focussing on the top 5-10 percent of high benefit opportunities. We expect this to continue.

9. Changing speed limits can be resource and time intensive and requires broad community support. Communities will not be in favour of wholesale change to speed limits, including to speed limits of 70km/h. As such, RCAs are unlikely to move in this direction.

Existing 70km/h roads comprise a very small portion of the entire road network – roughly 2 percent

10. Approximately 1,903km of road has a speed limit of 70km/h, and, of that, only 136km comes within the top 5-10 percent of high benefit opportunities.

11. Therefore, we expect there will be speed limit changes on only a small proportion of 70km/h roads.
12. Using the Waikato district as an example, the Transport Agency has provided some maps at Appendix One, which show:

12.1. the 70km/h speed limits in the Waikato District (Map 1)

12.2. the 70km/h high benefit opportunities in the Waikato District for potential speed treatment (Map 2)

12.3. the 70km/h potential speed limit increases in the Waikato District (Map 3)

Potential changes to the draft Rule to address your concerns

13. We are aware of your concerns about how RCAs might interpret the intention of the Guide, to promote 60km/h, 80km/h, and 100km/h speed limits – that RCAs will see this as a standard that they need to comply with which will prompt them to review 70km/h speed limits more quickly.

14. To address these concerns, we have made some proposed changes to the Rule content (attached at Appendix 2).

14.1. An additional purpose statement has been included in the draft Rule to encourage RCAs to prioritise speed interventions to those roads that are likely to deliver the highest benefits in terms of safety outcomes, economic productivity, or both [Clause 1.3(c) refers].

14.2. Correspondingly:
   o the Transport Agency must (as opposed to may) supply information which supports the above approach [Clause 4.3(2) refers]; and
   o an RCA must have regard to any relevant guidance on speed management provided by the Transport Agency [Clause 4.4(2)(b) refers].

14.3. For the avoidance of doubt, the draft Rule can explicitly grandfather existing 70km/h stretches of road – to make it clear to RCAs that they are not obliged to seek Transport Agency approval for existing 70 km/h speed limits. [Clauses 2.11 and 5.1(6) refer]

Specific standards that inform the setting of 110km/h speed limits, and their application in Australia

Minimum curve radius

15. State highway curves in New Zealand are designed using the State Highway Geometric Design Manual, which is a recognised variation to the Austroads Guide to Road Design Part 3: Geometric Design [see extract from Page 148 and Commentary 18 (2011 version) on page 4].
16. The minimum radius in the Austroads Guide for 110km/h speeds using the recommended six percent camber is **529m**. Applying the above factors, using 6 percent camber ($e$) and the New Zealand specific friction factor of 0.11 ($f$), provides the minimum radius of 110km/h curves in New Zealand of **720m** (using the above formula). Applying similar factors result in the actual minimum curve radius used in Australia being **650m**.

17. There are a number of reasons that New Zealand specific factors are included in Austroads guides. Some of these that affect curve design are:

17.1. New Zealand terrain is generally steeper than Australia, which can create a significant detriment to the effectiveness of camber, particularly on downhill grades

17.2. soft soils in New Zealand regularly result in roads settling by significant amounts. Uneven settlement of four inches in the width of two-lanes can be difficult to detect visually but reduces the design speed by 10km/h

17.3. the major highways in Australia are generally constructed of thick asphalt or concrete surfacing which provides a more stable skid resistance than New Zealand’s chip seals and thin asphalt surfaces, which are often subject to areas of flushing or water puddles

17.4. the average age of New Zealand’s vehicle fleet is 14.3 years (2014) and increasing, compared to 10.1 years in Australia

17.5. speed enforcement tolerances are greater in New Zealand, so travel speeds on high speed roads can be higher.
**Intersections**

18. The Australian Road Research Board (ARRB) assessed the criteria developed in New Zealand for assessing suitability of roads for a 110 km/h speed limit. Below is an extract from the report relating to intersections.

A comparison was made of the criteria developed in New Zealand for a 110 km/h speed limit against overseas experience. The New Zealand criteria includes similar factors, but appears less stringent on several key factors. Of highest importance for consideration is the inclusion of measures to consider interchange and minor intersection spacing and traffic density.

It is highly desirable that there be no at grade intersections. Where very low volume roads do intersect (e.g. 100 vpd or less) these should allow for left in and left out access only. Higher volume at grade intersections (i.e. above 100 vpd) are not recommended, but if absolutely necessary, these should be constructed to a high safety standard, including left in and left out access only, and adequate acceleration and deceleration lanes.

19. Although at grade intersections do exist on some older sections of expressway (e.g. SH1 from Bombay to Hampton Downs), this does not represent the current Safe System approach to road design.

20. Austroads recently published the Safe System Assessment Framework (2016) which reconfirmed ‘grade separation’ as the primary Safe System intersection treatment option, influencing both the likelihood and severity of death and serious injury.

<table>
<thead>
<tr>
<th>Table 4.7: Intersection treatments</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Hierarchy</strong></td>
</tr>
<tr>
<td>Safe System options ('primary' or 'transformational' treatments)</td>
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<tr>
<td>Supporting treatments (compatible with future implementation of Safe System options)</td>
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<tr>
<td>Supporting treatments (does not affect future implementation of Safe System options)</td>
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<td></td>
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<tr>
<td>Other considerations</td>
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</tbody>
</table>

21. The Safe System approach is particularly important for 110km/h travel speeds as any mistake will likely result in certain death at these speeds. Expressways running at 110km/h in Australia or New Zealand that incorporate ‘at grade’ intersections with right turns will not align with the Safe System approach, or comply with Austroads approved frameworks, guidelines and standards.
70km/h High Benefit Opportunities
Waikato District
70km/h Potential Speed Limit Increase
Waikato District
### INTRODUCTION TO ROAD SAFETY

<table>
<thead>
<tr>
<th>Reason for this briefing</th>
<th>This joint briefing from the Ministry of Transport and the New Zealand Transport Agency provides you with a closer look at the road safety portfolio. The identified next steps present opportunities for your engagement.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action required</td>
<td>This briefing is for you to note and does not require any specific action. Officials from the Ministry of Transport and New Zealand Transport Agency are happy to meet with you for further conversation.</td>
</tr>
<tr>
<td>Deadline</td>
<td>N/A</td>
</tr>
<tr>
<td>Reason for deadline</td>
<td>N/A</td>
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**Contact for telephone discussion (if required)**

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Telephone</th>
<th>First contact</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Adviser, Land Transport Safety</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Anita Balakrishnan</td>
<td>Acting Manager, Land Transport Safety</td>
<td>022 067 7604</td>
<td></td>
</tr>
<tr>
<td>Harry Wilson</td>
<td>Road Safety Director, NZ Transport Agency</td>
<td>021 241 7881</td>
<td></td>
</tr>
</tbody>
</table>

**MINISTER'S COMMENTS:**

<table>
<thead>
<tr>
<th>Date:</th>
<th>24 May 2017</th>
<th>Briefing number:</th>
<th>OC05030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attention:</td>
<td>Hon Tim Macindoe (Associate Minister of Transport)</td>
<td>Security level:</td>
<td>In-Confidence</td>
</tr>
</tbody>
</table>

**Minister of Transport's office actions**

- [ ] Noted
- [ ] Needs change
- [ ] Withdrawn
- [ ] Seen
- [ ] Referred to
- [ ] Not seen by Minister
- [ ] Approved
- [ ] Overtaken by events
Purpose of briefing

1. This joint Ministry of Transport (the Ministry) and New Zealand Transport Agency (NZ Transport Agency) briefing supplements the Briefing to Incoming Associate Minister that you have already received and introduces you in more detail to the road safety portfolio - in particular:

   1.1. our respective roles in road safety (Section 1)

   1.2. high level safety-related statistics and the contributors to them (Section 2)

   1.3. New Zealand’s road safety strategy (Section 3)

   1.4. significant safety work underway or in the pipeline, and the proposed next steps which present opportunities for engagement. (Section 4)
16. In 2011, the National Road Safety Committee developed the first Safer Journeys Action Plan for 2011-2012. The second Safer Journeys Action Plan followed for 2013-2015. The focus of both these Action Plans was on those initiatives that have the greatest impact in reducing crashes and trauma.

17. Road safety partners are making considerable progress under the Action Plans. Actions taken under the areas of high concern in the Strategy have demonstrably reduced deaths and serious injuries, particularly those related to alcohol and the safety of young people.

18. Some examples of the initiatives completed include:

18.1. developing and progressing the Speed Management Programme
Page 6 of this document is out of scope
Section 4: Road safety initiatives underway and in the pipeline, and opportunities for engagement
In November 2016, the former Associate Minister of Transport took a Cabinet paper (Safer Journeys: Safer Speeds Package) to the Cabinet Economic Growth and Infrastructure Committee (EGI), which summarised the Safer Speeds programme. Safer Speeds is New Zealand’s new approach to speed management under the Safer Journeys strategy. Safer Speeds recognises that the transport environment is changing, with better infrastructure and technology available to manage speed, improve safety outcomes, and promote network efficiency.

EGI supported the amendments to the Land Transport Setting of Speed Limits Rule 2003 [EGI-16-MIN-0266 refers]. Four minor amendments were also added to the proposed Rule which:

36.1. introduces a new approach for setting speed limits, as outlined in the new Speed Management Guide. It will ensure road controlling authorities (RCAs) apply a more consistent approach to speed management, and enable communities and stakeholders to meaningfully contribute to decisions to make driving safer and more efficient.

36.2. allows a maximum speed limit of 110km/h on New Zealand’s best roads, recognising some modern roads can be safely driven at this speed.

36.3. introduces flexibility on the placement of repeater (reminder) speed limit signs. RCAs will have an option of not installing repeater signs in some circumstances if travel speeds reflect the posted speed limit.

36.4. allows RCAs to set emergency speed limits following a crisis, such as an earthquake or storm. This is a response to difficulties following the forced closure of State Highway 1 after the Kaikoura earthquakes. It will allow for immediate speed limit changes when there is a risk to the public.

36.5. requires RCAs to seek approval from the NZ Transport Agency prior to setting a 70km/h speed limit.

Attached for your reference is a copy of the Safer Journeys: Safer Speeds Package Cabinet paper.
37. As you may be aware, the most contentious issue within the Safer Speeds Package is the amendments to allow a 110 km/h speed limit for roads meeting certain standards and criteria. The NZ Transport Agency has developed questions and answers to help respond to any enquires on this particular proposal and the others within the Safer Speeds Package.\(^3\)

**Next steps**

As roadside oral fluid testing is only a screening test, the result would still need to be confirmed by a blood test analysed by a laboratory.
Next steps

74. Officials from the Ministry and the NZ Transport Agency would welcome an opportunity to discuss the safety portfolio in more detail.

Anita Balakrishnan  
Acting Manager, Land Transport Safety  
Ministry of Transport

Harry Wilson  
Road Safety Director  
NZ Transport Agency

MINISTER’S SIGNATURE:

DATE:
Ministry of Transport: Aide Memoire

To: Hon Tim Macindoe, Associate Minister of Transport
CC: Hon Simon Bridges, Minister of Transport
From: [Redacted] Adviser
Date: 10 August 2017
Subject: Setting of Speed Limits Rule 2017
OC Number: OC05292

Purpose of this aide memoire

1. To provide you with points for your discussions with Economic Growth and Infrastructure Committee (EGI) Ministers on Land Transport Rule: Setting of Speed Limits 2017 (the proposed Rule).

Safer Speeds

- Safer Speeds is New Zealand’s new approach to speed management under the Safer Journeys strategy.

- Safer Speeds recognises that for some roads, where current travel speed or speed limits may be too high, changes should be made — either to the road design or to the speed limit. It also recognises that some speed limits could be increased without compromising safety — for example, the consideration of 110 km/h speed limits.

- As part of Safer Speeds, a review of Land Transport Rule: Setting of Speed Limits 2003 (the 2003 Rule) was completed.

- The review found that the existing speed setting methodology in the 2003 Rule is out of date and road controlling authorities (RCAs) are taking individual approaches to setting speed limits generating some inconsistency across the network. Officials recommended that the 2003 Rule be updated to reflect the new approach to speed management.

A package of measures was created to support Safer Speeds

- In November 2016, the then Associate Minister of Transport, Hon Craig Foss took a Cabinet paper to EGI for its consideration. The package comprised:
  - amendments to:
    - replace the existing speed setting methodology (Speed Limits New Zealand) with the Speed Management Guide
    - enable the setting of a 110 km/h speed limit on roads that are safe and appropriate to do so

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– allow for a more flexible and efficient, outcomes-based approach for speed limit signs (repeater signs).

- release of the Speed Management Guide by the New Zealand Transport Agency (the Transport Agency)

- EGI supported this package of measures.

**Development of the proposed Rule**

- Following Cabinet approval, officials from the Ministry of Transport (the Ministry) and the Transport Agency worked together to amend the 2003 Rule.

- Given the breadth of changes required to give effect to EGI decisions, the 2003 Rule was re-written — the proposed Rule revokes and replaces the 2003 Rule.

- The proposed Rule reflects the approach to speed management agreed by EGI. In particular, the proposed Rule:
  
  - requires the Transport Agency to provide guidance on, and information about, speed management to RCAs (this is achieved through the Speed Management Guide)
  - requires RCAs to set speed limits that are, in the RCA’s view, safe and appropriate
  - encourages a consistent approach to speed management throughout New Zealand
  - allows 110 km/h speed limits on roads where it is safe and appropriate to do so
  - allows for a more flexible and efficient, outcomes-based approach to the provision of repeater speed limit signs.

- The proposed Rule and new approach to speed management also assists RCAs to have better conversations and engagement with their communities, to better understand priorities and perspectives on local roads, and improve understanding of speed management activities.

**Additional changes agreed to and included in the proposed Rule**

- During the rule development process, officials recommended to the then Associate Minister of Transport, Hon David Bennett that four additional minor changes be included in the proposed Rule. The four changes were:
  
  - clarifying the criteria for setting temporary speed limits where necessary for a construction site or work programme
  - requirements for RCAs to obtain approval from the Transport Agency before setting a 70 km/h speed limit
  - requirements for RCAs to notify the Transport Agency of any proposal to set a variable speed limit or a speed limit of 70 km/h or 110 km/h (this is consistent with the approach for speed limits of 90 km/h)
  - introducing a new ability to set emergency speed limits where an emergency affects the condition or use of any road. This change addresses an issue that arose following the Kaikoura earthquake.

- Officials gave assurance to the then Associate Minister that the changes above were minor in nature and did not require further regulatory impact analysis or discussion with EGI colleagues. These changes also reflected the approach to speed management agreed by EGI.
The then Associate Minister agreed to these changes being included in the proposed Rule for consultation.

The consultation process for the proposed Rule

- The Transport Agency consulted on the proposed Rule between 4 May 2017 and 16 June 2017. A total of 409 submissions were received from different groups including, RCAs, individuals, businesses and advocacy groups.

- No submitters directly opposed the speed management approach in the proposed Rule.

- Some submitters promoted a “safety first” or “safe as reasonably practicable” approach and believed the proposed Rule would lead RCAs to prioritise economic productivity over safety when setting or reviewing a speed limit.

- The new approach to speed management in the proposed Rule supports the Government’s goal within the Safer Journeys Strategy, of a sustained reduction in deaths and serious injuries on New Zealand roads.

- Neither the proposed Rule nor the Speed Management Guide intends that an RCA prioritise economic productivity over safety. The objectives of the Guide are to:
  - Ensure a consistent sector-wide approach to managing speeds so they are appropriate for road function, design, safety and use.
  - Help RCAs identify and prioritise parts of their network where better speed management will contribute most to reducing deaths and serious injuries, while supporting overall economic productivity.

- Officials advise that there were a number of submissions on wording in the Rule but the majority of submitters were happy with where it had landed including the proposal to allow the setting of 110 km/h speed limits where it is safe and appropriate to do so.

Next Steps

- If the proposed Rule is signed by 15 August 2017, it will come into force on 14 September 2017 (in accordance with the 28-day Rule).

- The Transport Agency will start the steps required to progress a 110 km/h speed limit for the Tauranga Eastern Link and Cambridge section of the Waikato Expressway as soon as the proposed Rule is in force. If signed on 15 August 2017, these sections of 110 km/h roads are likely to be signposted in late November/December.

- I seek your support for my intention to sign Land Transport Rule: Setting of Speed Limits 2017.