SPEED MANAGEMENT PLAN

Version 2,
July 2022

HAMILTON CITY COUNCIL

He aha te mea nui o te ao?
He tangata, he tangata, he tangata
What is the most important thing in the world?
It is the people, it is the people, it is the people

Safer ROADS FOR All

Hamilton City Council
Te kaunihera o Kirikiriroa

CONTENTS

1. PURPOSE OF THIS DOCUMENT

The purpose of this document is to take the information provided in Waka Kotahi NZ Transport Agency's (Waka Kotahi) Speed Management Guide and create an implementation plan related to safer speeds in Hamilton.

Hamilton has a Vision Zero goal for road safety. We don't believe any loss of life on our city's roads is acceptable. With more and more people using our roads, we need to make sure they're as safe as they can be.

Road safety risk can be reduced by investing in infrastructure improvements to make a road safer at current speeds, or by managing speeds down through a combination of road design, risk targeted enforcement and education on safe behaviour, all reinforced by speed limits appropriate for the roads.

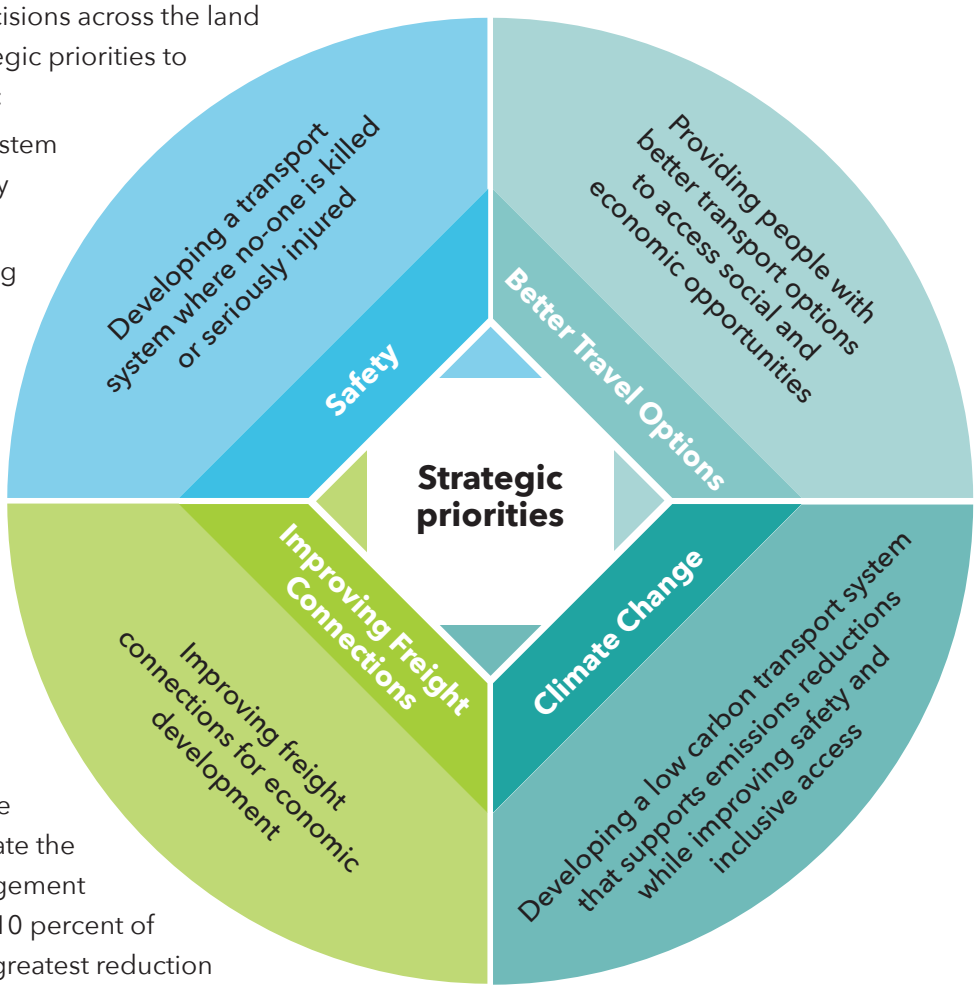
The plan sets out what work needs to be done, by who, where and finally an indication of funding to implement this work, with a focus on the next two financial years leading into the 2021-2031 Long Term Plan.

2. WHAT IS SPEED MANAGEMENT AND WHY DO WE NEED IT?

2.1. Government Policy Statement (GPS) on land transport

The GPS is central to investment decisions across the land transport system, and sets four strategic priorities to achieve a land transport system that:

- Safety: Developing a transport system where no one is killed or seriously injured.
- Better transport options: Providing people with better transport options to access social and economic opportunities.
- Improving freight connections: Improving freight connections for economic development.
- Climate change: Developing a low carbon transport system that supports emission reductions, while improving safety and inclusive access.



The GPS supports investment in state highways and local roads to accelerate the implementation of the Speed Management Guide, focusing on treating the top 10 percent of the network, which will result in the greatest reduction in deaths and serious injuries as quickly as possible.

2.2. Road to Zero

Road to Zero is the Government's strategy to guide improvements in road safety from 2020 to 2030. The strategy's vision is for New Zealand to be a country where no one is killed or seriously injured in road crashes. This means that no death or serious injury while travelling on our roads is acceptable.

This strategy articulates our vision, guiding principles for how we design the road network and how we make road safety decisions, as well as setting targets and outcomes for 2030. It sets out the five areas we want to focus on over the next decade, and a framework for how we will hold ourselves accountable.

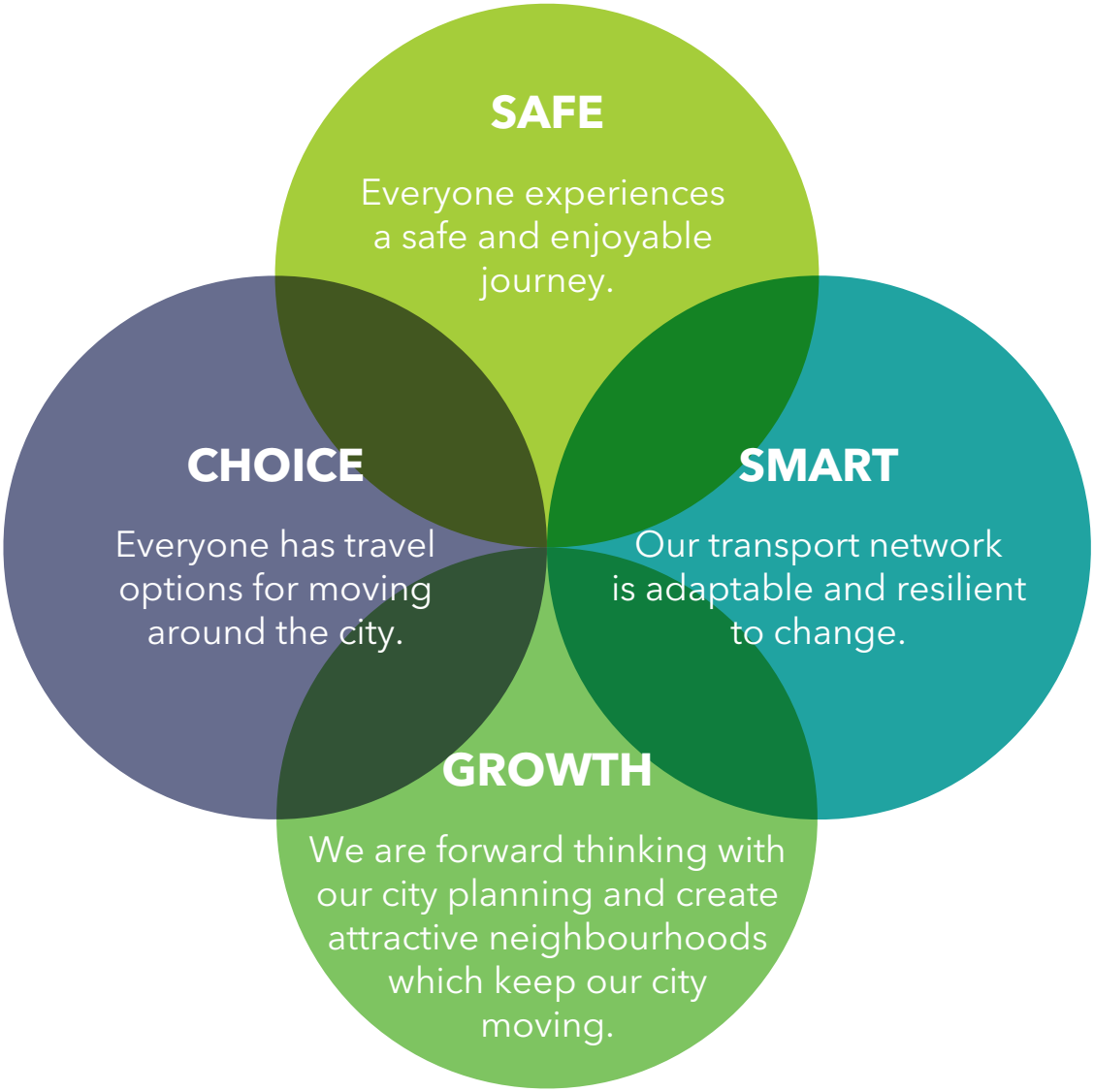
We all make mistakes, but these mistakes should not cost us our lives. We take a safe system approach, which recognises that crashes are inevitable but deaths and serious injuries are not. By placing safety at the foundation of all transport decisions and turning our attention towards building a safe road system that is designed for people, we can anticipate and adapt to the changes ahead while continuing to strive for our vision.

A step towards achieving this vision is by setting a target of 40% reduction in deaths and serious injuries by 2030. This will be achieved by through actions in five key areas with infrastructure improvements and speed management being one of them.

2.3 Hamilton's transport strategy (Access Hamilton 2018)

Access Hamilton (Strategy on a Page 2019) identifies four key outcomes for Hamilton's transport system.

- Safe – Everyone experiences a safe and enjoyable journey.
- Choice – Everyone has travel options for moving around the city.
- Smart – Our transport network is adaptable and resilient to change.
- Growth – We are forward thinking with our city planning and create attractive neighbourhoods, which keep our city moving.



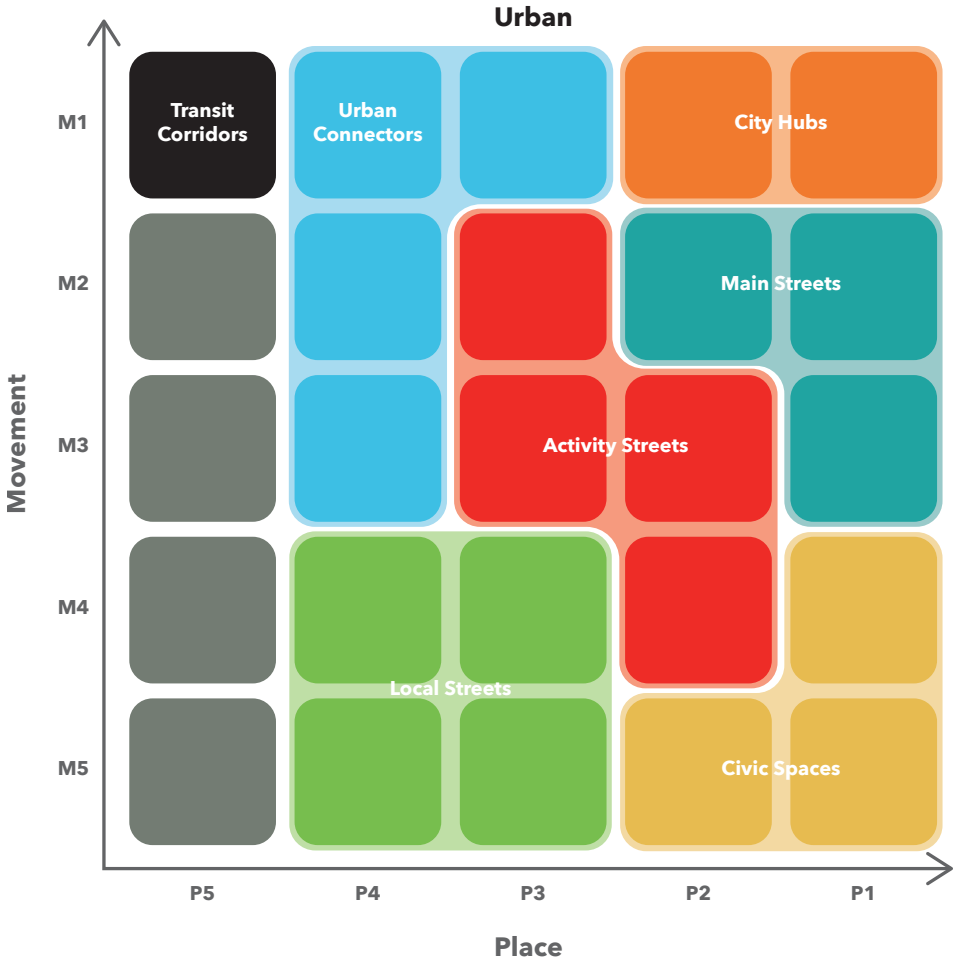
The vision is to ensure that Hamilton's transport network enables everyone to connect to people and places in safe, accessible, and smart ways.

Purpose statement of Access Hamilton: To improve the health and wellbeing of Hamiltonians by ensuring the transport network supports good travel choices that are safe, easy, and connected.

Speed management has a key role to play in all of these.

2.4. One Network Framework (ONF)

The One Network Framework (ONF) is the new national classification system. It will be used to determine the function of our roads and streets and inform decision making. The framework recognizes that shared, integrated planning approaches between transport and land use planners will result in better outcomes.



The ONF acknowledges the transport network has a 'Place' and 'movement' functions. This means roads and streets are destinations for people, as well as transport corridors making it fit for purpose in complex urban environments, Like Hamilton City. The framework includes classifications for different modes of transport, recognizing that our roads and streets have different functions for different modes.

The ONF enables Road Controlling Authorities (like Hamilton City) to better define and articulate the differences between metro, urban and rural transport needs and provide a consistent, level playing field for future investment conversations, based on locally recognised needs rather than broad categories.

2.5. Speed management

Speed management is about achieving safe and appropriate speeds that reflect road function, design, safety and use.

We need people and goods to move reliably and safely around our transport network; and being aligned to the safe system approach, we also need to see a reduction in deaths and serious injuries.

Speed management is more than just speed limits and requires input from policy makers, engineers, educators, and the Police to educate, encourage and influence road users to adopt safe and appropriate speeds.

2.6. The Speed Management Guide

The Speed Management Guide provides a national single assessment framework for determining safe and appropriate speeds on New Zealand's entire road network. It provides guidance on how to progressively align travelling speeds with road function, design, safety and use, utilising the ONRC to take traffic volumes, freight volumes and place functions into account.

Previous speed limit frameworks were developed when there was no overarching road classification system. While speed limit reviews involved a consistent process that took land use and road use into account, they did not give sufficient weight to road classification, design, geometric characteristics, network efficiency or the safe system approach. The result is that on some routes, travel speeds are not appropriate to the road use and function.

The Speed Management Guide includes a set of best practice principles to inform decisions to ensure outcomes support the broader goal of national consistency. This is especially important where some roads don't easily fit into various classifications and different lengths along a road may be classified with different functions.

The guide draws on the four key principles from the Dutch Sustainable Safety Programme:

1. **Functionality** – Differentiate speeds and speed limits according to a hierarchical classification, with clear differences between levels, to support self-explaining road systems.
2. **Predictability and consistency** – Support road user expectations through consistency and continuity of design, speed limit setting, enforcement, communication, adherence to standards and collaboration between partners.
3. **Homogeneity** – Keep like with like (mode separation) and encourage speeds within a narrow band to increase both safety and efficiency.
4. **Credibility** – Identify and manage safe and appropriate speeds for an entire route (and manage out-of-context risks by exception) to support the overall credibility of the limits and of enforcement.

The guide sets out safe and appropriate speed ranges which consider road function, design, safety, and use. It is intended that this guide should begin to underpin all speed management activity, such as engineering and investment decisions, land use planning, fleet management, communication, and enforcement, and become embedded into planning, engineering and network management moving forward.

The proposed safe and appropriate speeds for different types of roads fall within the ranges shown in the figure below. The proposed speed ranges are not in themselves speed limits.

<table>
<tr><th>Classification</th><th>Straight open road/ urban motorways</th><th>Curved open road</th><th>Winding open road</th><th>Urban (not motorway)</th></tr>
<tr><td>Class 1
High volume national</td><td>100-110km/h
Depends on design and safety risk (e.g. divided 4-5 star, grade separated intersections, safety barriers) and factoring in enforcement thresholds</td><td>80-100km/h</td><td>60-80km/h</td><td></td></tr>
<tr><td>Class 2
National, Regional, Arterial</td><td colspan="2" rowspan="2">80-100km/h
Depends on safety risk and whether volumes justify investment to bring the road up to 3 star equivalent, also enforcement thresholds</td><td rowspan="3"></td><td>50km/h

60-80km/h where safety risk allows, e.g. fewer intersections, mode separation for active users</td></tr>
<tr><td>Class 3
Primary and secondary collector</td><td rowspan="2">30-50km/h

30km/h if high volumes of cyclists/pedestrians
Recognise access and place

10km/h for Shared Spaces</td></tr>
<tr><td>Class 4
Access and low-volume access
All winding/tortuous</td><td colspan="3">60-80km/h
Depending on roadside development, pedestrian and cyclist volumes, whether sealed or not</td></tr>
</table>

Figure 1: Recommended Safe and appropriate speed ranges for Road Classes

Waka Kotahi NZ Transport Agency (Waka Kotahi) is working on a new regulatory framework (Mid-2022) for speed management to improve how road controlling authorities (RCA) plan for, consult on, and implement speed management changes. This process will now take a whole-of-network approach, so that decisions about safety-related infrastructure improvements, speed limit changes and safety camera placement are made together.

Alongside this, the new Land Transport Rule: Setting of Speed Limits 2022, will replace the current Land Transport Rule: Setting of Speed Limits 2017 and will enable an improved approach to speed management planning on New Zealand roads.

2.7. Is speed an issue for Hamilton?

Hamilton City Council has adopted Vision Zero as the philosophy for road safety in the city, an aspiration to achieve zero road deaths and serious injuries within Hamilton.

The total number of fatalities in the city from 2019 to 2021 was ten.

Crashes that are attended by the New Zealand Police (NZ Police) have a Traffic Crash Report (TCR) completed and the information from that report is then entered into the national Crash Analysis System (CAS) which is managed by Waka Kotahi.

The analysis of the data for fatal and serious crashes, which occurred in Hamilton from 2016 to 2020 (including the state highways), indicates the following:

- There have been 24 fatalities and 262 serious crashes.
- These crashes resulted in 24 deaths, 262 serious and 1551 minor injuries.
- A total of 1837 injured road users.

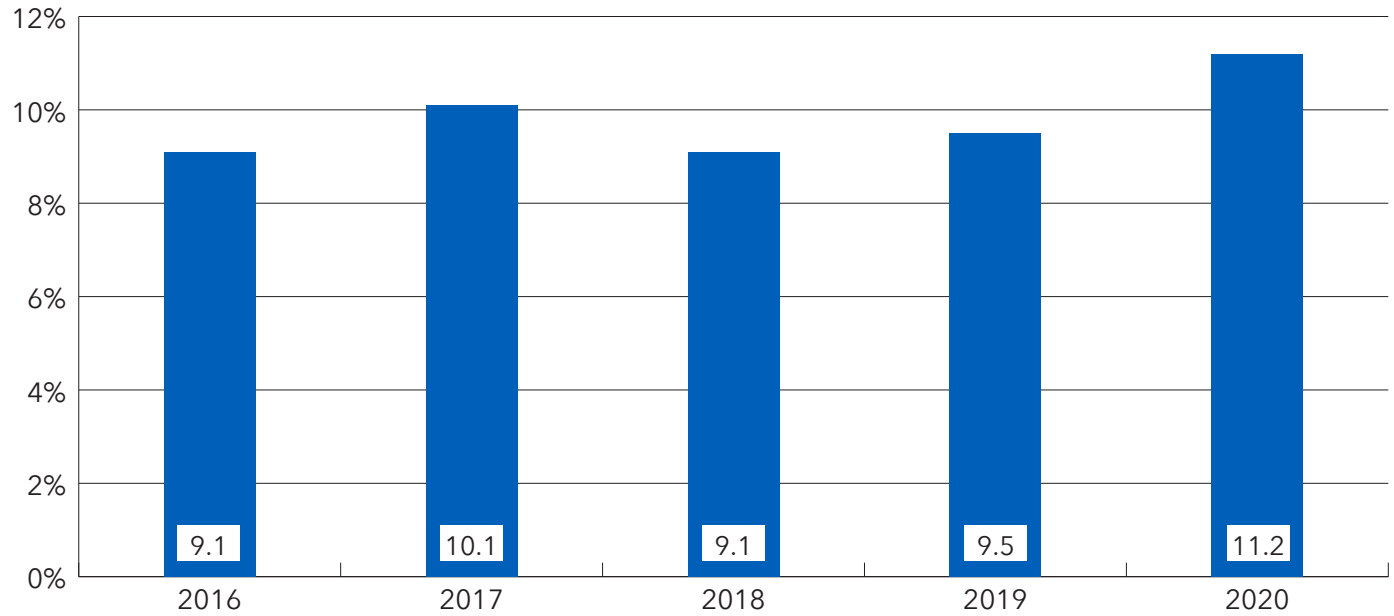
The top four contributing factors to fatal and serious injury crashes were:

- Poor observation (36%).
- Failed to give way/stop (25%).
- Alcohol related (23%).
- Driving too far left (16%).

The relationship between speed and road trauma is well-established internationally and that's why managing speed is one pillar of the safe system approach.

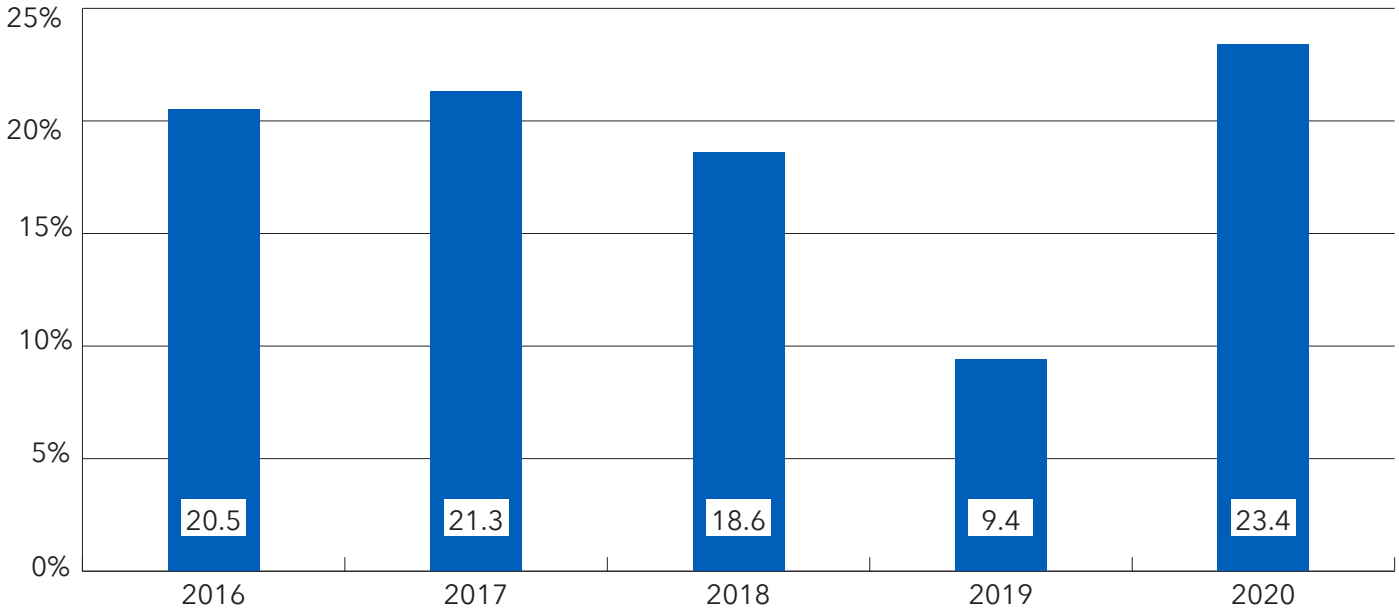
For Hamilton, the percentage of all crashes involving inappropriate speed from 2016 to 2020 has varied from 10% up to 14%.

Percentage of all crashes involving inappropriate speed



However the percentage of death and serious injury crashes involving inappropriate speed is much higher, varying from almost 14% up to almost 24%.

Percentage of death and serious injury crashes involving inappropriate speed

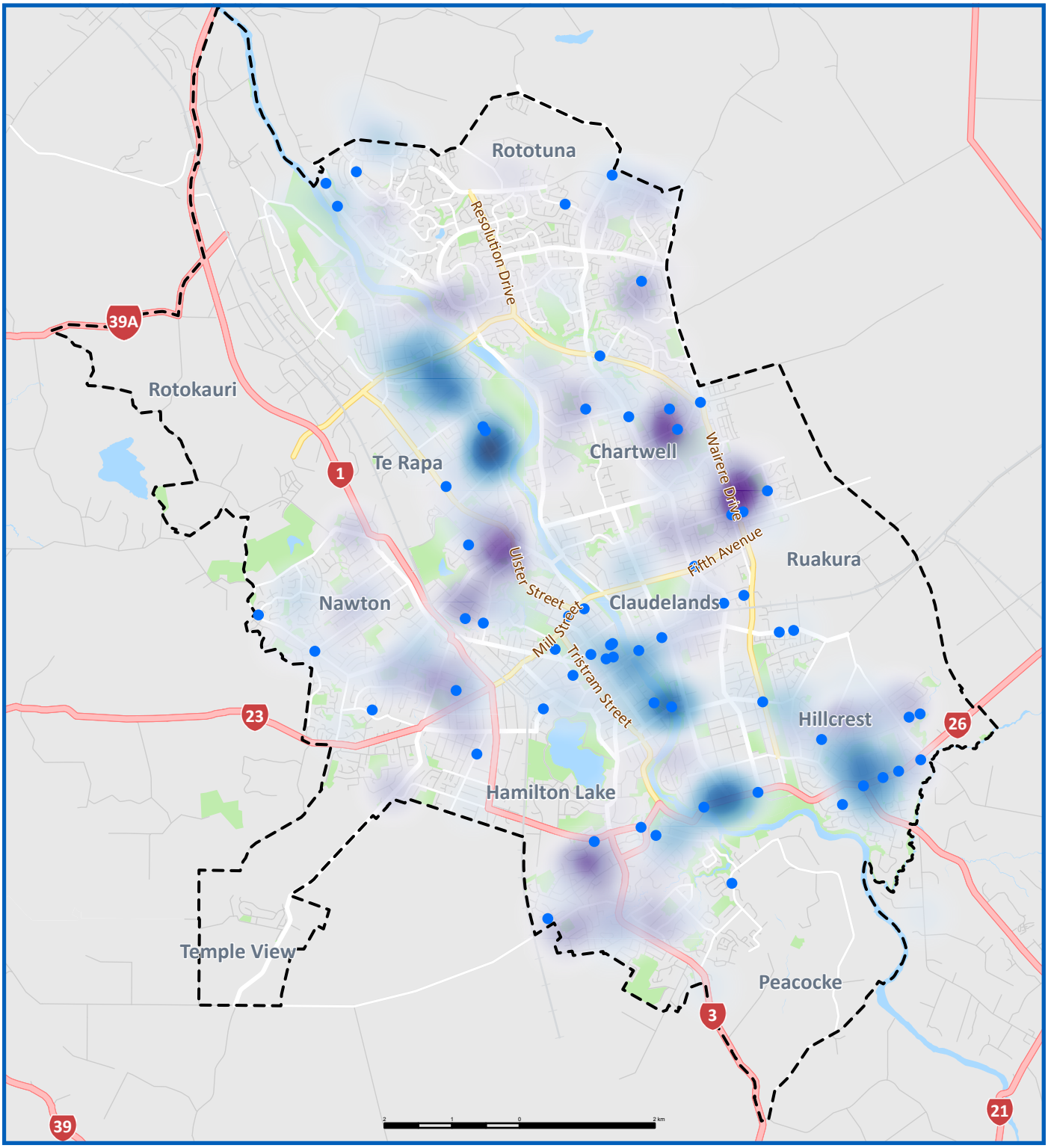


This means that under our Vision Zero road safety philosophy we can make a big difference in the number of deaths and serious injuries on our roads by implementing a good speed management programme. If we can increase the number of drivers driving at safe and appropriate speeds, we can reduce the number of people in our community whose lives are devastated by road trauma.

We also know that:

- Most of our crashes involving inappropriate speed happen in areas with a 50km/h speed limit (61% 2016-2020).
- 58% of our crashes involving inappropriate speed (2016-2020) occur during the day.
- Just under half of crashes involving inappropriate speed occur at intersections (47%, 2016-2020).

Our community has also told us that speed is an issue around the city. Below is a heat map illustrating where they have told us speed is a safety issue, either through our engagement process or customer service complaints and feedback.



2.8. What has Hamilton city done about speed in the past?

Hamilton has in the past been very active in the area of speed management and had developed a speed management policy, which set out the high-level approach to speed management that was used for a number of years to guide Council's decision making.

The initial programme of works focused on the introduction of 40km/h speed limits outside schools via electronic variable signage. Once all these sites were completed, a solution was needed for the school sites that didn't meet the warrant requirements for the electronic signage. A 'Safer Speed Areas' programme on local residential streets was developed and ultimately led to the introduction of over 380 streets with a permanent 40km/h speed limit, throughout the city. Engineering and education around speed limits also played a key part in rolling out the programme.

3. DEVELOPMENT OF THE SPEED MANAGEMENT PLAN

3.1. Stakeholder engagement

The original development of Hamilton's Speed Management Plan involved series of workshops with industry stakeholders and politicians. Represented in this group were councilors from Hamilton City Council and Waikato Regional Council, and staff from Hamilton City Council, Waikato Regional Council, Waikato District Council and Waipa District Council, Waka Kotahi, AA, NZ Police, Road Transport Association and Waikato District Health Board.

Drawing on the principles set forward in the national Speed Management Guide, this working group defined eight principles and four prioritisation tools for the application of speed management across Hamilton.

In completing the refresh of this document, we have undertaken early engagement with these representatives to ensure we have their ongoing support for our plan.

3.2. Community engagement

A key element of speed management is community input and buy in. Council recognised it was crucial to take the work by the stakeholder group to the community, key advocacy and Maaori representative groups to understand their views in the development of the original plan. The proposed principles and priorities were related to real-life situations and people in the community were asked to share their views. The opportunity was also given to share on maps where they think there are issues with speed on Hamilton's transport network.

While there were a small number of people who spoke against any reduction in speed and would like all roads to be faster, the overwhelming majority were supportive in principle. The key themes identified regarding speed management were:

- Changing the speed limit alone isn't sufficient.
- The infrastructure must reflect the required speed of the road, and this must be maintained.
- Behaviour change and education is essential, and speed is not the only problem – distracted driving and school gate behaviour is a significant road safety issue.
- There is greater enforcement required, including of current speed limits.
- Targeting vulnerable users, particularly children, should be given priority.

Overall, the response to speed management was positive and continues to be positive. Engagement with the community in advance of any proposed speed management change has been maintained and a wraparound approach including supporting infrastructure and education, with a strong focus on protecting children and vulnerable users to encourage more people to walk and bike, has been well received.

4. SPEED MANAGEMENT PRINCIPLES

The following principles will guide the application of speed management within Hamilton:

i. The speed environment around schools at school times will be 30km/h.
ii. Where there are high numbers of people walking, biking and crossing the road the speed environment will be 30km/h.
iii. Residential local roads will be constructed for a 40km/h environment.
iv. New roads will be constructed appropriate to their function and to create a safe and appropriate environment.
v. Existing roads may be upgraded appropriate to their function and to create a safe and appropriate environment.
vi. A logical, area-based approach will be used for the implementation of speed management.
vii. Investment will be targeted to achieve the best access and safety outcomes.
viii. We will work with partnering RCAs to provide a consistent approach in line with the Speed Management Guide.

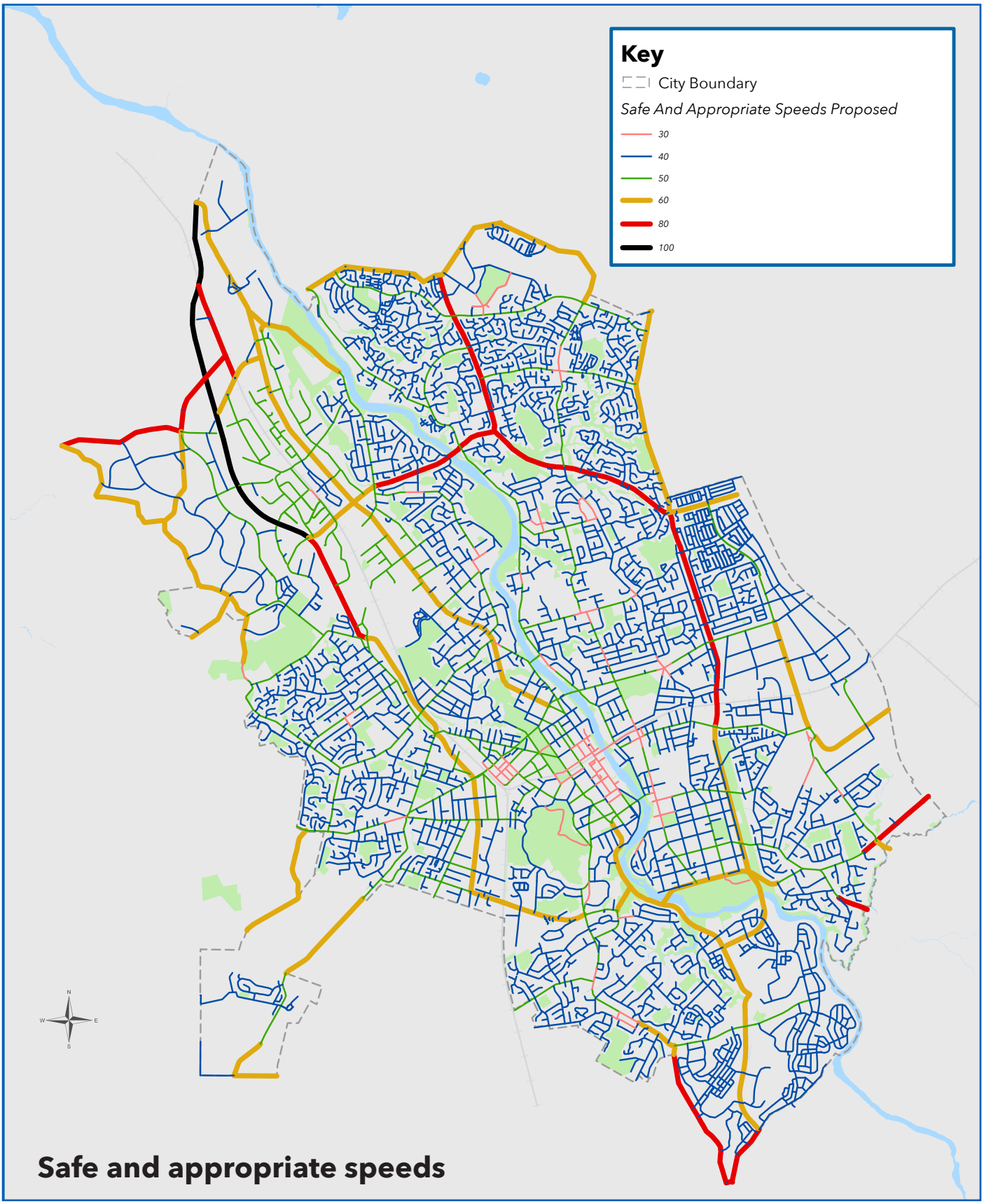
5. SPEED MANAGEMENT PRIORITIES

We need to be able to prioritise our work. The following priorities will guide us in our approach to implementing speed management:

- High benefit routes which deliver maximum benefit in reducing deaths and serious injuries.
- Community demand.
- Supporting changes in neighbouring areas to achieve consistent and logical implementation.
- Activities which generate high numbers of people walking or cycling.

6. SPEED MANAGEMENT MAP

Using these principles, as well as tools provided by Waka Kotahi, we have mapped a speed management vision for Hamilton. Please note, this map has been previously consulted on and the proposed changes as part of this review are dotted on the map.



Our delivery of this vision for speed management will be governed by the priorities identified above and will be consulted with and communicated to stakeholders and the community.

7.1. What role does Hamilton City Council play in speed management?

Council has the following roles under the safe system approach:

7.2. The speed management toolbox

Speed management is about more than just speed limits. Achieving safe and appropriate speeds for roads also requires Speed management is about more than just speed limits. Achieving safe and appropriate speeds for roads also requires engineering and infrastructure, education and communication, and enforcement.

If Council's speed management process shows a change to a speed limit is required or desirable there is a legal process to change the registers to the Hamilton City Speed Limit Bylaw 2018. To do this, consultation must take place with stakeholders and the community, before asking Council to approve a change to the register of speed limits in the bylaw. It is likely this will be undertaken in conjunction with consultation on physical infrastructure changes.

Speed limits aren't the only tool in the speed management toolbox to ensure drivers are driving at safe and appropriate speeds. Roads must also be built appropriately for their use and function. For example, on residential streets raised safety platforms, pedestrian refuge islands, or lanes for people on bikes may be installed. These are all visual signals to drivers to expect to see more people walking and biking, and to drive at a lower speed in these environments. On roads expected to move more vehicles at faster speeds, such as Wairere Drive, off-road walking and biking paths would be expected to be built and include other safety features such as separating oncoming traffic through median barriers or plantings.





We work with local communities, schools and businesses to ensure proposed infrastructure delivers safety benefits, improves access for all and fits with what the community has told us about their streets. Local communities will always be kept informed on any proposed infrastructure changes in their area.

Council works closely with our road safety partners at Waka Kotahi and NZ Police on campaigns to inform and educate all road users on speed and road safety and support the Police in their enforcement activities.

Our road safety promotions are targeted to risk and include activities like:

- Road risk information campaigns, including the 'Safer Roads for All' campaign.
- Seasonal campaigns targeted to road safety issues, such as driving behaviour in winter or awareness of motorcycles.
- Annual campaigns focused on intersections, such as roundabout education and a focus on intersection use.
- Promotional activities around speed and speed limit changes. Supporting the national speed campaign.
- School-based campaigns, such as 'Mix It Up at School Pick-Up', which supports active travel.

More information

You can find out more about the work we are doing and key reference documents via the following useful links:

The 'Safer Roads for All' campaign:
hamilton.govt.nz/saferroadshamilton

Current safety improvement projects:
hamilton.govt.nz/our-services/transport/safetyaccessimprovementprogramme

Myths and FAQs about speed:
hamilton.govt.nz/our-services/transport/safetyaccessimprovementprogramme/road-risk/Pages/FAQs-on-Road-Risk.aspx

Waka Kotahi NZ Transport Agency Speed Management Guide, including toolbox:

nzta.govt.nz/safety/speed-management-resources/

8. PROPOSED PROGRAMME OF WORK FOR THE NEXT FIVE YEARS

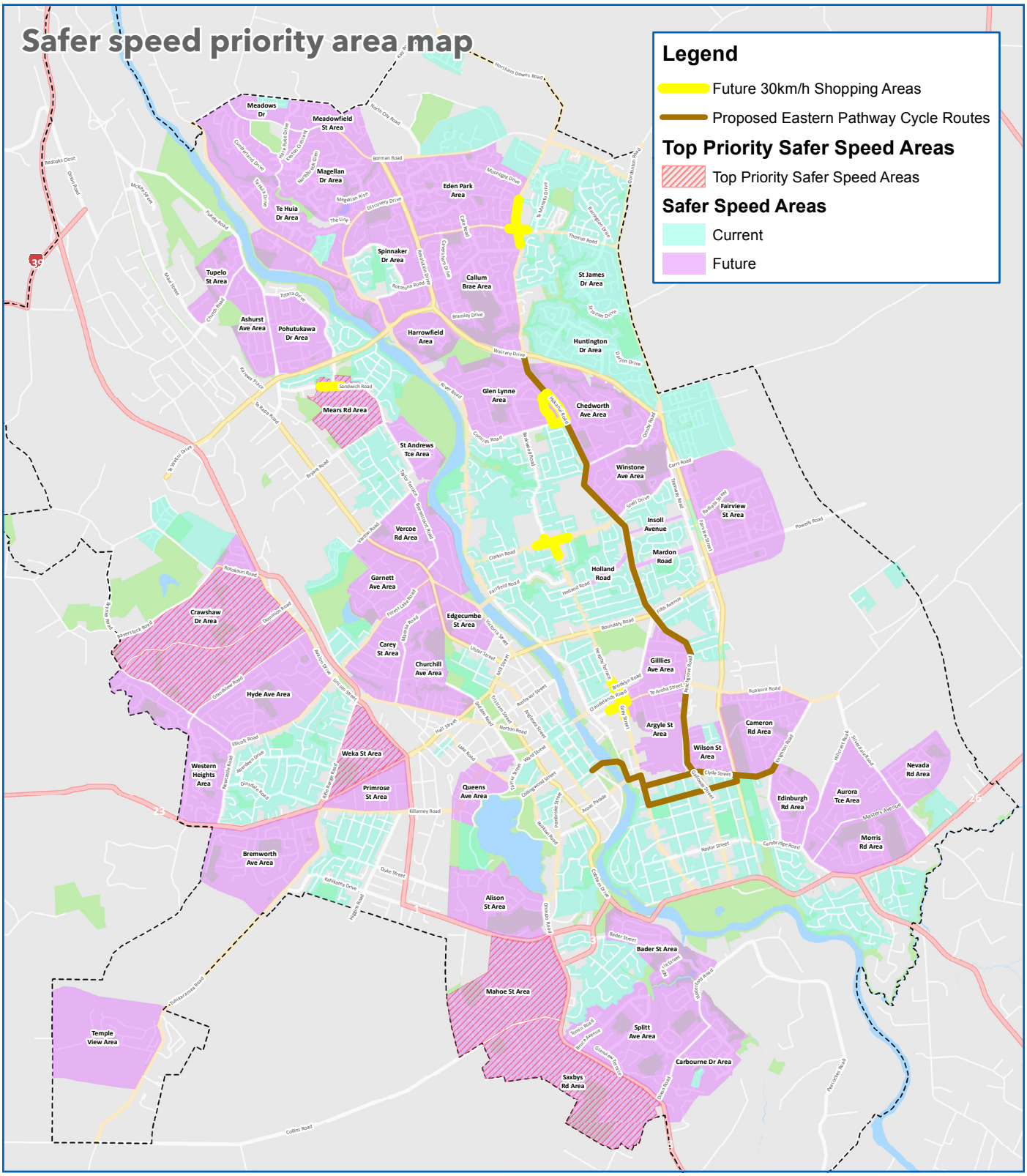
We will be completing a regular refresh of the Hamilton Speed Management Plan moving forward so that this document can be used to inform the funding requirements needed for implementing speed management changes throughout the city. These funding requirements will be fed into the development of Hamilton's Long-Term Plan and the National Land Transport Programme (for co-investment by Waka Kotahi).

We are proposing to undertake the following speed management activities in the upcoming years as we take a phased approach towards achieving the end state reflected in part 6 of the Speed management map:

- Safer speed areas (permanent 40km/h speed limits) – as shown in the following map.
- Preparation for 30km/h rollout for all schools via electronic signs upgrades and safety improvements in these areas.
- Shopping areas transitioning to 30km/h speed limits.
- Speed limits as part of major projects such as:
  - Eastern Pathways
  - Biking and Micro-mobility Programme
- New roads as they are vested in Council.
- Consultation for any proposed speed limit changes.
- Education campaigns including use of speed trailers and advertising – with a specific campaign to be developed for the change of speed limits around schools.

The funding we have in the current Long-Term Plan 2021-31 for these activities is:

Safer Speed Areas	
Area	**Proposed Year**
Mahoe Street	2022
Mears Road	2023
Saxbys Road	2024
Weka Street	2025
Crawshaw Drive Area	2026
Shopping Areas	
Location	**Proposed Year**
Clarkin/Heaphy/Bankwood	2022
Sandwich Road	2023
Chartwell, Davies	2024
Grey Street	2025
Thomas/Horsham	2026
Future Cycle Projects	
Projects	**Comments**
Eastern Pathways	Implement speed limit changes in conjunction with physical works
Biking and Micromobility	


Safer speed priority area map
Legend
Future 30km/h Shopping Areas
Proposed Eastern Pathway Cycle Routes
Top Priority Safer Speed Areas
Top Priority Safer Speed Areas
Safer Speed Areas
Current
Future
Meadows Dr
Meadowfield St Area
Magellan Dr Area
Te Huia Dr Area
Eden Park Area
Spinnaker Dr Area
Callum Brae Area
St James Dr Area
Tupelo St Area
Ashurst Ave Area
Pohutukawa Dr Area
Harrowfield Area
Huntington Dr Area
Mears Rd Area
Glen Lynne Area
Chedworth Ave Area
St Andrews Tce Area
Winstone Ave Area
Fairview St Area
Insoll Avenue
Vercoe Rd Area
Mardon Road
Holland Road
Garnett Ave Area
Crawshaw Dr Area
Edgecumbe St Area
Carey St Area
Churchill Ave Area
Gillies Ave Area
Argyle St Area
Cameron Rd Area
Wilson St Area
Hyde Ave Area
Weka St Area
Western Heights Area
Primrose St Area
Queens Ave Area
Edinburgh Rd Area
Aurora Tce Area
Nevada Rd Area
Morris Rd Area
Bremworth Ave Area
Alison St Area
Bader St Area
Mahoe St Area
Splitt Ave Area
Carbourne Dr Area
Saxbys Rd Area
Temple View Area