

Submission by

Hamilton City Council

LAND TRANSPORT (NZTA) LEGISLATION AMENDMENT BILL

14 February 2020

1.0 INTRODUCTION AND OVERALL COMMENTS

- 1.1 Hamilton City Council (HCC) welcomes the opportunity to make a submission to the Land Transport (NZTA) Legislation Amendment Bill.
- 1.2 HCC notes that the Bill provides legislative mechanisms for a simplified process for speed limit changes and is strongly supportive of these changes.
- 1.3 HCC has been active in speed management planning for a number of years. In June 2017 HCC adopted Vision Zero for our road safety target by 2028. In September 2018 we updated the Hamilton City Speed Limits Bylaw 2018 to enable the Council to set speeds limits by resolution on any road within its jurisdiction. This change was made to enable timely and efficient speed limit changes to be made in the future.
- 1.4 The Speed Management Plan for Hamilton City was adopted at the Council meeting on 27 June 2019. The plan sets out the principles and prioritisation methodology that will be used to deliver speed management related activities including education, engineering and speed limit changes throughout Hamilton City. A copy of the Hamilton City Speed Management Plan is attached (**Appendix 1**).
- 1.5 We developed the Speed Management Plan for Hamilton by working closely with our community, Waka Kotahi NZ Transport Agency (the Transport Agency) and the Waikato Regional Council as part of the rollout of the new Speed Management Guide.
- 1.6 HCC is an active member of the Regional Speed Management Working Group and provides advice and support to other road controlling authorities and other stakeholders in the region to achieve an active speed management programme and a consistent approach to speed management in the region.
- 1.7 HCC supports the objective of the Land Transport (NZTA) Legislation Amendment Bill as it relates to conferring powers to the Transport Agency in respect to speed management.
- 1.8 This includes support for the Transport Agency to enable rules to establish a register to give public notice of land transport records (for example speed limits) and issue infringement notices for moving vehicle offences (for example as detected by a safety camera). The establishment of a committee (to review the National Speed Management plan) is also supported.
- 1.9 HCC also supports amendments to Section 106 of the LTMA providing regional transport committees with any other functions conferred on it by any other Act.

2.0 PART 1: AMENDMENTS TO THE LAND TRANSPORT MANAGEMENT ACT 2003

- 2.1 HCC supports Clause 12 - Amendment to Section 106 of the LTMA, which states that each Regional Transport Committee must also carry out functions conferred on a Regional Transport Committee under any other provisions in this Act or any other Land Transport Act.
- 2.2 HCC understands that this clause may relate to new powers proposed to be given to it to prepare a Regional Speed Management Plan.

3.0 PART 2: AMENDMENTS TO THE LAND TRANSPORT ACT 1998

- 3.1 HCC supports Clause 101 in the Bill, which amends Section 157(e) of the Land Transport Act to add the word 'or require' after the word 'empower'. This means that a rule can be made (by the Minister) to require Road Controlling Authorities (RCAs) to set speed limits for roads within their jurisdiction (rather than just empower them). We assume this is, in part, in respect to Government's desire to have RCAs contribute to the development of Regional Speed Management Plans, which include a plan for the rollout of new speed limits set around all urban and rural school within 10 years, along with safer speed limits in urban centres where there a high numbers of active mode users.
- 3.2 HCC supports new Section 159A, which enables ordinary rules to be provided for any matters necessary to establish, maintain and operate the register of land transport records established under Section 200C. We support this addition on the basis that it enables the establishment of a national register for speed limit records, which in effect will remove the bylaw requirement for local authorities for changing speed limits on roads under their jurisdiction. This will enable simplification of the speed limit process to the benefit of all parties.
- 3.3 HCC supports new Section 159B, which states that an ordinary rule may require the Transport Agency to establish a committee. We support this addition on the basis that it enables the Transport Agency to set up an independent committee to review the National Speed Management Plan (which will include the roll out of additional safety cameras) and provide transparency between its road controlling authority and regulatory roles.
- 3.4 HCC supports new Section 200B, which states that a Land Transport Act may require that a land transport record be created for a decision or any other thing to be done under that Act, for example the setting of speed limits.
- 3.5 HCC supports Sections 200C to 200K relating to the ability of the Registrar (the Transport Agency) to establish registers and operate them. This register will enable the Transport Agency to record speed limit changes in a central location, thus simplifying the speed limit setting process and ensuring that we are in a position to respond to the future technology opportunities in the vehicle fleet which will also improve safety.
- 3.6 HCC supports new Section 208A, which confers the Transport Agency as an Enforcement Officer for certain infringement notices relating to moving vehicle offences, including where the alleged offence is detected by approved vehicle surveillance equipment. We support this new power on the grounds that speed management safety camera ownership and operation will be transferred from the NZ Police to the Transport Agency.

4.0 FURTHER INFORMATION AND HEARINGS

- 4.1. Should Parliament's Transport and Infrastructure Committee require clarification of the above, or additional information, please contact Robyn Denton (Operations Team Leader, City Transportation) on 07 838 6910 or 021 971 127, email robyn.denton@hcc.govt.nz in the first instance.
- 4.2. Hamilton City Council **does wish to speak** at the Transport and Infrastructure Committee hearings in support of this written submission.

Yours faithfully



Richard Briggs
CHIEF EXECUTIVE

SPEED MANAGEMENT PLAN

Version 2, June 2019

HAMILTON CITY COUNCIL

HE AHA TE MEA NUI O TE AO
WHAT IS THE MOST IMPORTANT THING IN THE WORLD?
HE TANGATA, HE TANGATA, HE TANGATA
IT IS THE PEOPLE, IT IS THE PEOPLE, IT IS THE PEOPLE

CONTENTS

1. PURPOSE OF THIS DOCUMENT	3
2. WHAT IS SPEED MANAGEMENT AND WHY DO WE NEED IT?	3
2.1. GOVERNMENT POLICY STATEMENT ON LAND TRANSPORT	3
2.2. SAFER JOURNEYS	4
2.3. ACCESS HAMILTON STRATEGY	4
2.4. ONE NETWORK ROAD CLASSIFICATION (ONRC)	4
2.5. SPEED MANAGEMENT	5
2.6. THE SPEED MANAGEMENT GUIDE	5
2.7. IS SPEED AN ISSUE FOR HAMILTON?	6
2.8. WHAT HAS HAMILTON CITY DONE ABOUT SPEED IN THE PAST?	8
3. DEVELOPMENT OF THE SPEED MANAGEMENT PLAN	9
3.1. STAKEHOLDER ENGAGEMENT	9
3.2. COMMUNITY ENGAGEMENT	9
4. SPEED MANAGEMENT PRINCIPLES	10
5. SPEED MANAGEMENT PRIORITIES	10
6. SPEED MANAGEMENT MAPS	11
7. SPEED MANAGEMENT ACTIVITIES	11
7.1. WHAT ROLE DOES HAMILTON CITY COUNCIL PLAY IN SPEED MANAGEMENT?	12
7.2. THE SPEED MANAGEMENT TOOLBOX	12
8. FOR MORE INFORMATION	13

1. PURPOSE OF THIS DOCUMENT

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

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 2021-31 10-Year Plan.

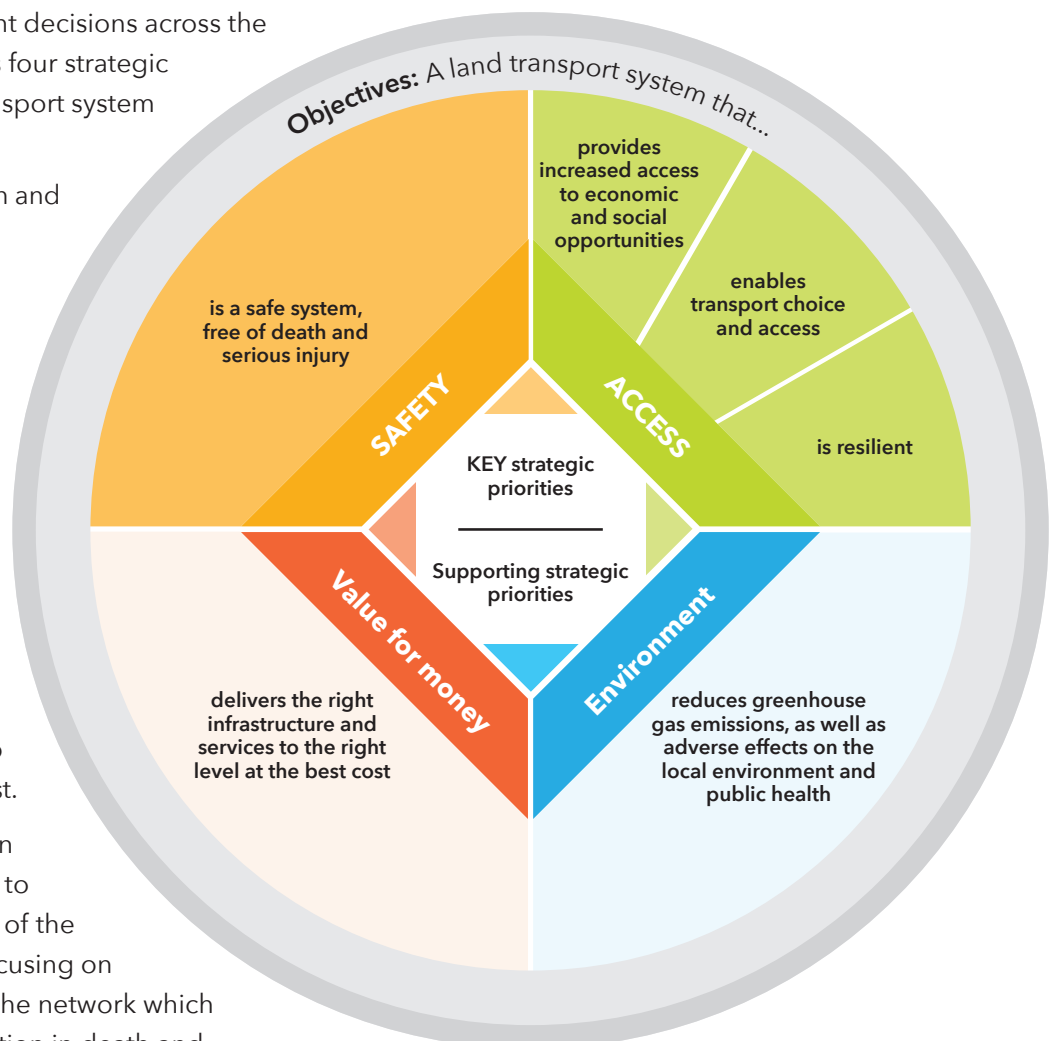
2. WHAT IS SPEED MANAGEMENT AND WHY DO WE NEED IT?

2.1. GOVERNMENT POLICY STATEMENT 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:

- Is a safe system, free of death and serious injury;
- Provides increased access to economic and social opportunities, enables transport choice and access, and is resilient;
- Reduces greenhouse gas emissions, as well as adverse effects on the local environment and public health;
- Delivers the right infrastructure and services to the right level at the best cost.

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 death and serious injury as quickly as possible.



2.2. SAFER JOURNEYS

Safer Journeys is the Government's strategy to guide improvements in road safety from 2010 to 2020. The strategy's vision is a safe road system increasingly free of death and serious injury and introduces the Safe System approach to New Zealand.

To achieve this it takes a Safe System approach, looking across the entire road system to improve safety by creating safer roads and roadsides, safer speeds, safer vehicles and safer road use. Within these categories, it sets a number of areas of concern where action is needed.

The Safe System recognises that people make mistakes and are vulnerable in a crash. It reduces the price paid for a mistake so crashes don't result in loss of life or limb. Mistakes are inevitable – deaths and serious injuries from road crashes are not.

The Safe System approach aims for a more forgiving road system that takes human fallibility and vulnerability into account. Under a Safe System we design the whole transport system to protect people from death and serious injury.

We need to strengthen all parts of the system – roads and roadsides, speeds, vehicles, and road use – so that if one part fails, other parts will still protect the people involved.



2.3. ACCESS HAMILTON STRATEGY

The Access Hamilton strategy identifies 3 key outcomes and investment objectives for Hamilton's transport system.

- Safety – Hamilton's transport system is safer.
- Choice – Hamilton will be a more accessible city with increased mode share by PT, walking and cycling.
- Growth – residential and business growth is supported by investment in Hamilton's transport system.

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

2.4. ONE NETWORK ROAD CLASSIFICATION (ONRC)

The [One Network Road Classification](#) (ONRC) is a classification system, which divides New Zealand's roads into six categories based on how busy they are, whether they connect to important destinations, or are just providing access to local residential properties:

- National
- Arterial
- Regional
- Primary collector
- Secondary collector
- Access

The classification is used to guide how roads are maintained, managed and operated. It links into wider planning and investment programmes, and other systems and processes. The Speed Management Guide takes advantage of this consistent way of describing and managing road function across the country.

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 efficiently around our transport network; however, 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 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 road fall within the ranges shown in the figure below. The proposed speed ranges are not in themselves speed limits.

Classification	Straight open road/ urban motorways	Curved open road	Winding open road	Urban (not motorway)
Class 1 High volume national	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	80-100km/h	60-80km/h	
Class 2 National, Regional, Arterial	80-100km/h Depends on safety risk and whether volumes justify investment to bring the road up to 3 star equivalent, also enforcement thresholds			50km/h
Class 3 Primary and secondary collector				60-80km/h where safety risk allows, e.g. fewer intersections, mode separation for active users
Class 4 Access and low-volume access All winding/tortuous	60-80km/h Depending on roadside development, pedestrian and cyclist volumes, whether sealed or not			30-50km/h 30km/h if high volumes of cyclists/pedestrians Recognise access and place 10km/h for Shared Spaces

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 city.

The total number of fatalities in the city for 2018 was nine.

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 the New Zealand Transport Agency (NZ Transport Agency).

The analysis of the data for Fatal and Serious Crashes which occurred in Hamilton City 2014-18 for Hamilton (including the state highways) indicates the following:

- There have been 24 fatal and 212 serious crashes
- These crashes resulted in 26 deaths, 234 serious and 47 minor injuries
- A total of 307 injured road users

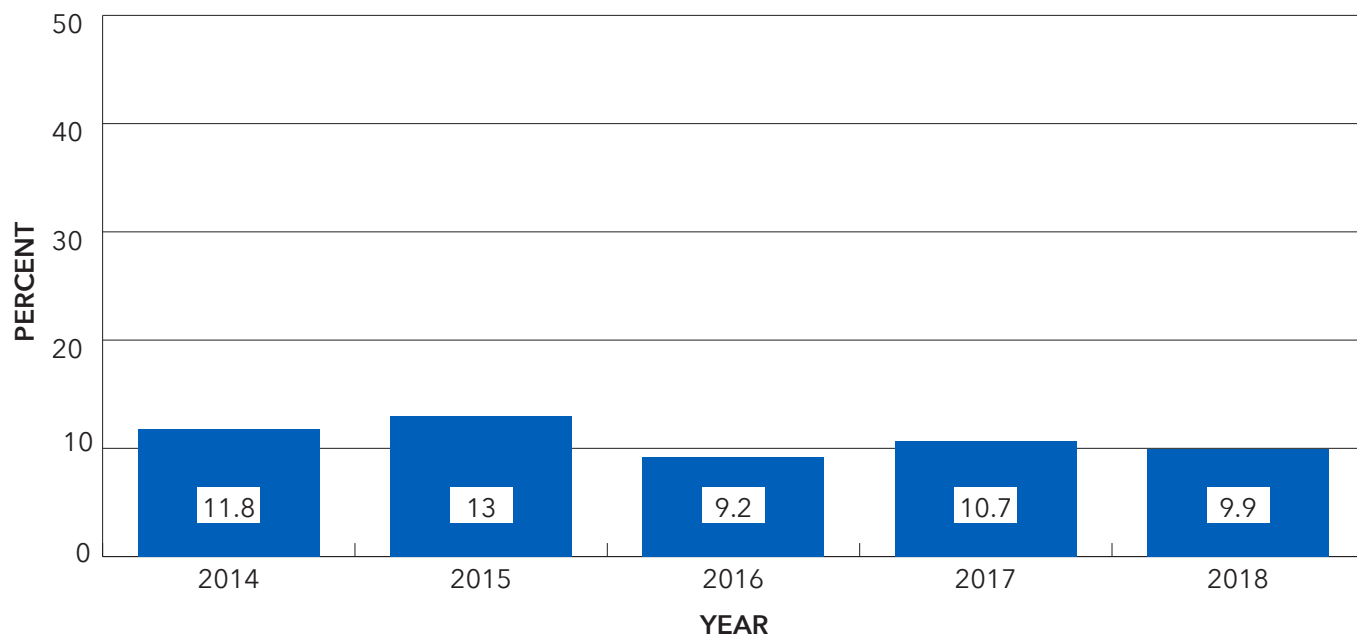
The top four contributing factors to fatal and serious injury crashes were:

- Poor Observation (40%)
- Alcohol (27%)
- Failed to Give Way/Stop (26%)
- Too Fast (22%)

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.

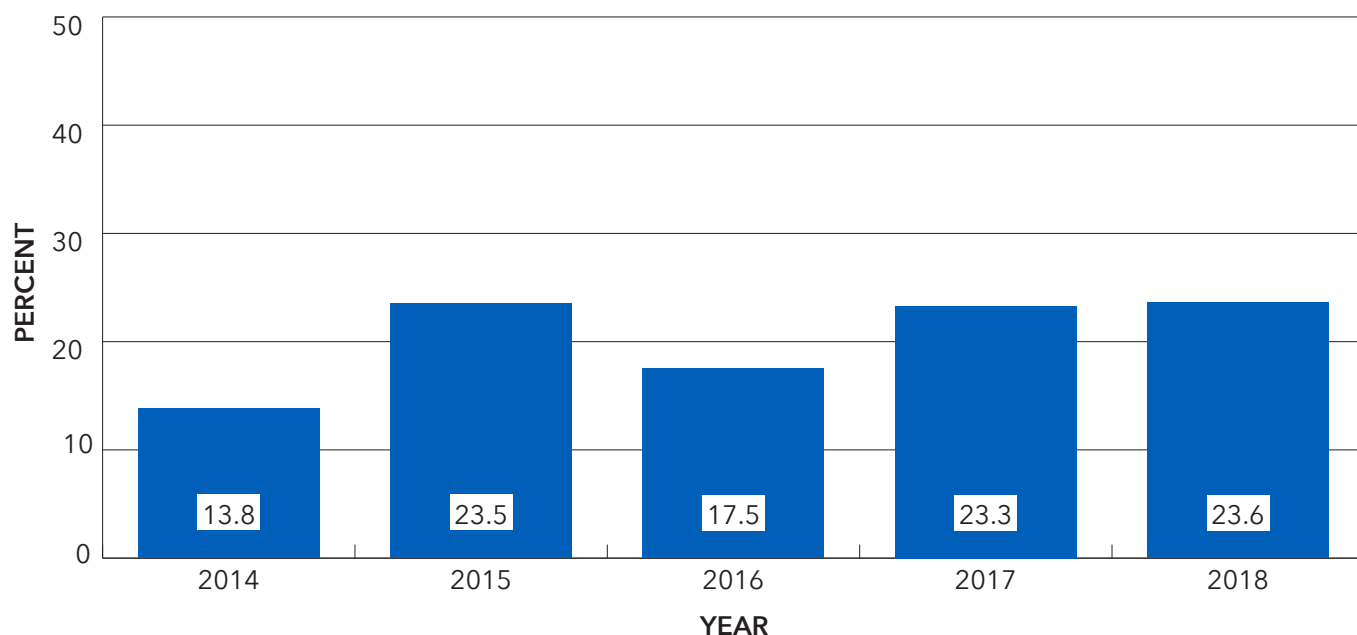
For Hamilton the percentage of all crashes involving inappropriate speed 2014-18 has varied from 9% up to 13%.

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



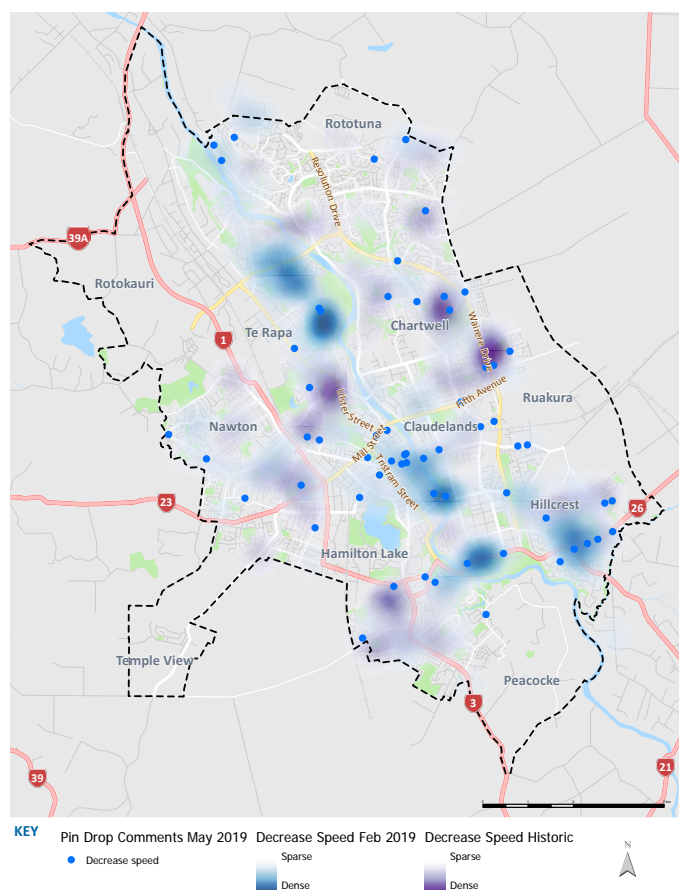
This means that under our Vision Zero road safety philosophy we can make a big difference in the number of death and serious injuries on our roads by implementing a good speed management programme. If we can increase the number of drivers driving at a safe and appropriate speed we can reduce the number 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 (60% 2014-2018)
- 58% of our crashes involving inappropriate speed (2014-2018) occur during the day
- Just over half of crashes involving inappropriate speed occur at intersections (52% 2014-2018)

Our community has also told us that speed is an issue around the city. To the right 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.

Hamilton speed management - what you told us

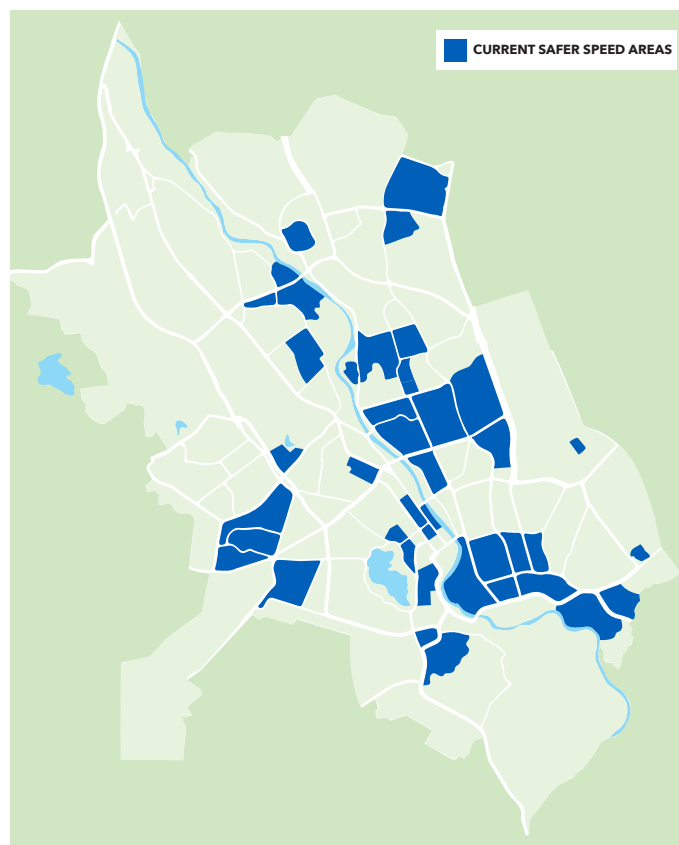


2.8. WHAT HAS HAMILTON CITY DONE ABOUT SPEED IN THE PAST?

Hamilton City 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 lead 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. Our data shows that there has been a reduction in severe injury crashes in the 40km/h Safer Speed Areas since they were implemented.

Current Safer Speed Areas



3. DEVELOPMENT OF THE SPEED MANAGEMENT PLAN

3.1. STAKEHOLDER ENGAGEMENT

To assist in the development of a Hamilton Speed Management Plan a series of workshops with industry stakeholders and politicians were held. Represented on this group were councillors from Hamilton City and Waikato Regional councils, and staff from Hamilton City, Waikato Regional, Waikato District and Waipa District councils, NZ Transport Agency, AA, 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.

3.2. COMMUNITY ENGAGEMENT

A key element of speed management is community input. Council recognised it was crucial to take the work by the stakeholder group to the community to understand their views. 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.

During October and November 2018 engagement took place through the Council's "Your Ideas" online engagement portal, static displays in libraries at Hillcrest, Glenview and Chartwell, at the "Treats in the Park" event at the Western Community Centre, and via social media.

Across Facebook and the online survey, we had approximately 200 comments about the draft principles and prioritisation approach. We also received over 500 pin drops on the on and offline maps, of which 67% had comments about why speed was considered an issue.

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 is positive. Engagement with the community in advance of any proposed speed management change needs to be maintained. 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 is needed to support any change.

4. SPEED MANAGEMENT PRINCIPLES

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

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

5. SPEED MANAGEMENT PRIORITIES

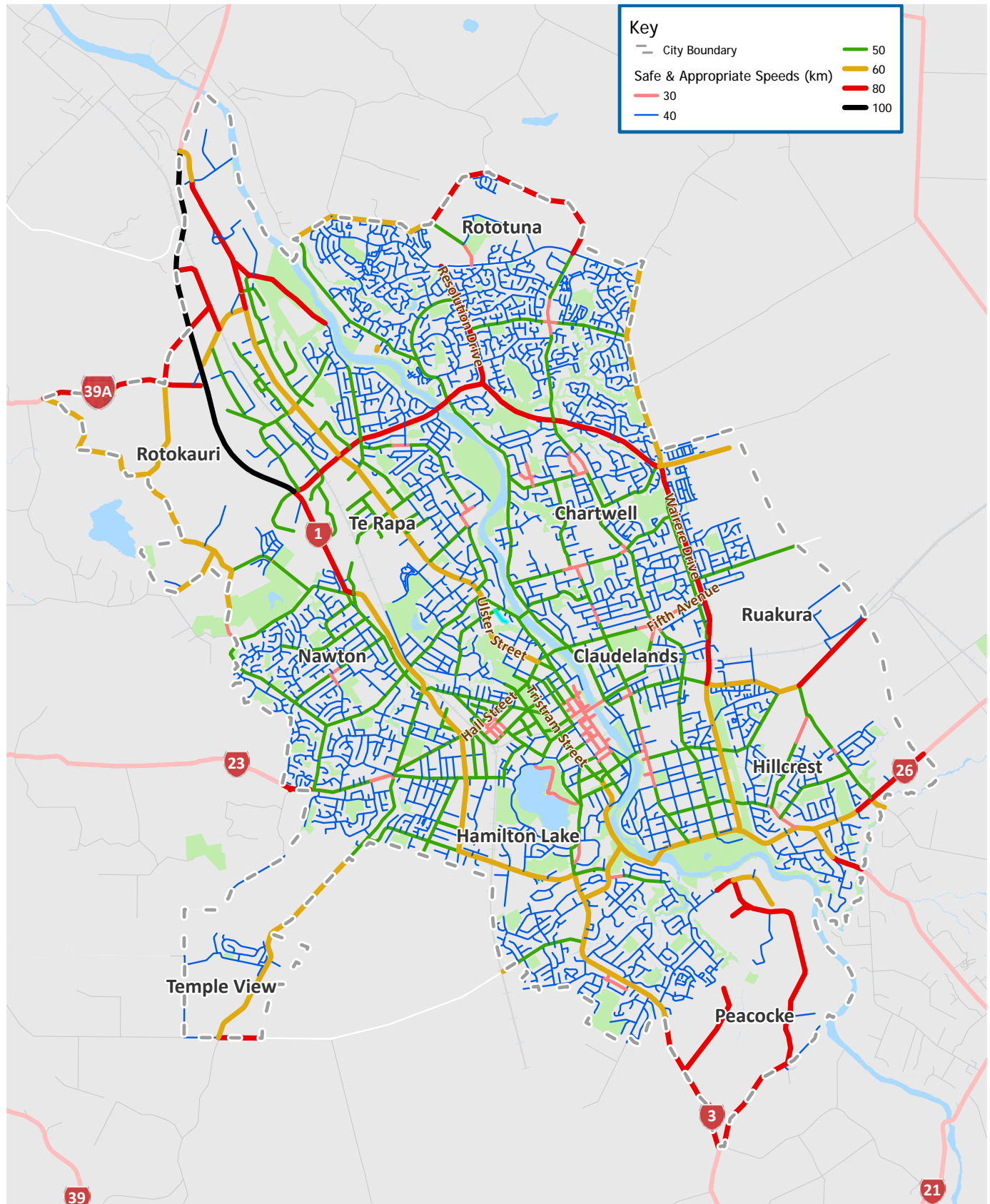
We need to be able to prioritise our work. The following priorities will guide us in our approach to implementing speed management:

- High benefit routes which deliver maximum benefit in reducing deaths and serious injuries
- Places where there is strong community demand for change
- Supporting changes in neighbouring areas to achieve consistent and logical implementation
- Places where lots of people walk or bike, or where they will soon walk and bike

6. SPEED MANAGEMENT MAP

Using these principles, as well as tools provided by the NZ Transport Agency, we have mapped a speed management vision for Hamilton.

Hamilton safe and appropriate speeds - proposed



7. SPEED MANAGEMENT ACTIVITIES 2019

Our delivery of this vision for speed management will be governed by the priorities identified above and will be consulted on 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 engineering and infrastructure, education and communication, and enforcement.

If the 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 resolve 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, or pedestrian refuges 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 safer lower speed. On roads expected to move more vehicles at faster speeds, such as Wairere Dr, 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.

Council works closely with our road safety partners at the Transport Agency and the 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 Safer Roads for All/Safer Streets for All
- Seasonal campaigns targeted to road safety issues, such as winter driving or watch for motorcycles
- Annual campaigns focused on intersections, e.g. Roundabout Respect and Stop On Red/Yellow
- Promotional activities around speed and speed limit changes
- School-based campaigns such as Mix It Up at School Pick-up

8. FOR MORE INFORMATION

Safer Streets for All

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

NZ Transport Agency Speed Management Guide including toolbox

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

Hamilton Speed Limit Bylaw 2018

hamilton.govt.nz/bylaws