Land Transport Rule Setting of Speed Limits 2017

Questions and Answers

This document provides answers to questions relating to *Land Transport Rule: Setting of Speed Limits 2017* (the new Rule).

Introduction

QUESTION	ANSWER
Why do we have speed limits?	Speed limits set out the maximum speed a road user may travel on a particular road. They advise road users of the maximum safe speed for that road. There will be situations, such as during extreme weather conditions or where a road has a tight bend, when the maximum limit is not appropriate. Then road users must travel at a safe speed appropriate for those conditions. A maximum speed limit is enforceable. It is for this reason that there are rules surrounding how they can be made, by whom, and that road users must be fairly advised of their existence through signage.
Is there a default speed limit?	New Zealand operates a system of national default limits, which can be altered by a road controlling authority (RCA). RCAs are typically local authorities. The new Rule continues the current set of default speed limits: - 100 km/h (the default rural limit, or open road limit), or - 50 km/h for a road within a designated urban area, except where it is a motorway (the default rural limit applies to all motorways).
How is signage applied to different speed limits?	A speed limit sign is required at any point where a new speed limit takes effect. A default speed limit only requires signage at the point the default limit commences, and does not require regular reminder speed limit signage (called repeater signage). Any limit other than the default limit requires repeater signage along with signage at the point the new limit takes effect, unless a repeater signage exemption applies.

NZ TRANSPORT AGENCY August 2017

Other than default speed limits, how are other speed limits made, and by whom?	Every road in New Zealand has a road controlling authority (RCA) responsible for it. The Transport Agency is the RCA for State Highways, while local authorities (councils) are usually the RCAs for their local roads. There are other RCAs responsible for their roads – for instance airport companies or government departments (for instance the Department of Conservation). An RCA has the authority to set speed limits and designate the extent of an urban area. When carrying out this authority the RCA must follow the processes set out in relevant legislation. Land Transport Rule: Setting of Speed Limits 2017 forms part of this legislation. Under the new Rule a permanent speed limit, variable speed limit, holiday speed limit, or a new urban area designation must be made using a bylaw. A bylaw is required to be consulted on, and will be available to the public. Speed limit signs and enforcement support compliance with the speed limit once it takes effect.
What types of speed limit are there?	 In addition to the default speed limits there are five other types of speed limit: Permanent speed limit - the limit which replaces the default limit that applies to the road unless one of the following special limits is operating. Variable speed limit - applies only in certain conditions (for instance, a school speed zone, before and after school commences or finishes). Holiday speed limit - applies only during specified times of the year. Temporary speed limit - applies when road conditions require a slower speed, for instance for a special event or road works. Emergency speed limit - this is a new speed limit type applying when unexpected road conditions suddenly occur due to a civil emergency such as the shift of road traffic onto the inland south island route following SH1's closure due to the Kaikoura earthquakes. Note: Speed limits 1, 2, and 3 are set by bylaw; speed limits 4 and 5 are set by a traffic management plan or notice in the New Zealand Gazette.
Why are speed limits important?	Speed limits are one form of speed management and therefore contribute to safe speeds. Safe speeds are a key component of the Safe System approach to road safety, and are a key pillar in <i>Safer Journeys</i> , New Zealand's Road Safety Strategy 2010-2020. Speed limits serve as a signal to road users as to the safe and appropriate speed for that road. More information about Safer Journeys and the safe system approach to road safety can be found at: www.saferjourneys.govt.nz
What's different about speed limit setting under the new Rule?	The new Rule establishes a new speed setting mechanism that is focussed on assisting road controlling authorities (RCAs) to set safe and appropriate speed limits, in particular in areas

where there are high-benefit opportunities.

The new Rule contains the following key changes from the previous speed limit setting process (called Speed Limits NZ):

- a new obligation for the Transport Agency to develop and maintain information about speed for each public road, including new mandatory criteria which must be used when developing speed information. RCAs must also consider these criteria when reviewing speed limits
- a new requirement for the Transport Agency to supply the above information to RCAs, particularly for roads where achieving safe and appropriate speeds is likely to deliver the highest benefits in terms of both safety outcomes and economic productivity
- a provision for emergency speed limits
- an enabling provision for the setting of a 110km/h speed limit on specific roads where justified by the road's design and use, and it is safe and appropriate to do so
- new requirements for RCAs, when considering speed limits of 70 km/h, 90 km/h or 110 km/h, to first notify the Transport Agency and then, following consultation, obtain Transport Agency approval
- a new exemption from repeater speed limit signage.

Why is the current rule being replaced?

The practice for managing speed has improved. We now have a more consistent approach to speed management that ensures communities and stakeholders are able to contribute to decisions that will help make travelling by road safer and more efficient.

The new Rule replaces the current methodology, Speed Limits NZ, which reflects a 1960s methodology last revised at the turn of the century, with a new approach incorporating new technology and data to assess the on-road risk. This new approach is contained in sections 2 and 5 of the new Rule, as well as forming part of the Speed Management Guide prepared by the Transport Agency to assist road controlling authorities.

The new Rule's changes are part of a broader package of measures included as part of Safer Journeys: New Zealand's Road Safety Strategy 2010-2020, which can be viewed at www.saferjourneys.govt.nz. The objective of Safer Journeys is to reduce the number of people being killed and seriously injured on New Zealand's roads.

How many submissions were received when this rule was consulted on?

A draft version of this new Rule was made available to the public for consultation between 4 May 2017 and 16 June 2017. A total of 407 submissions were received from the following submitter types:

Submitter type	No. of submitters
Road controlling authorities	26
Individuals	351
Businesses and advocacy/special	16
interest groups	

	Industry associations	5
	Road transport Industry	5
	Government – other groups	4
What did submitters say?	There were a large number of comments of around setting speed limits. However, no sthat the new Rule would fail in its key object road controlling authority to set safe and a limits. There were a number of comments about the current default limits, with some requeroad and/or urban default speed limits. A considerable number of submitters object suggestion a speed limit should be allowed reason other than safety, including a number concerned that safety must not be traded productivity. There was mixed support for implementing limits. Supporters of this limit recognised reduced journey times and general road end were concerned about potential increased severity, and also motorists speeding once lower speed zones.	submitter considered ective of enabling a appropriate speed the continuation of esting lower open cted to any d to be set for any ber who were off for economic g 110 km/h speed the benefits of efficiency. Opponents crash risk and crash
How will road safety be maintained in speed limit setting under the new Rule?	Sections 4 and 5 of the new Rule lists the transport Agency and a road controlling a into account when considering a speed limprominent part of those factors.	uthority must take
When will the new Rule come into effect?	Hon Tim Macindoe, the Associate Minister the new Rule on 21 August 2017 with a co 28 days later following publication in the 21 September 2017. The 110 km/h speed limits, enabled underequire a separate approval and bylaw. The considering this following signing of the number of the Transport Agency has previously signated the considered as being suitable for are discussed again further down in this discussed.	oming into force date New Zealand Gazette – r the new Rule, e Transport Agency is ew Rule. alled which roads a 110 km/h and these

Introduction of 110km/h limit

QUESTION	ANSWER
Does the new Rule allow road controlling authorities to set a 110 km/h speed limit?	Yes, the new Rule allows for road controlling authorities to set a 110 km/h speed limit, subject to Transport Agency approval.
How does a new 110 km/h speed limit come into effect?	A 110 km/h speed limit comes into effect when a new bylaw is made. Any decision on a 110 km/h speed limit bylaw lies with the relevant road controlling authority (subject to Transport

	Agency approval).
When can road users expect the first road to have a 110 km/h speed limit?	The Transport Agency is considering the suitability of some state highways for a 110 km/h speed limit. The Transport Agency needs to consult on any bylaw and this can only occur after the new Rule is made. Should the Transport Agency agree on a bylaw, and approve the new limit, then a 110 km/h speed limit road could be in use as early as the end of 2017.
What are the criteria for setting a 110km/h speed limit?	 The 110km/h speed limit can only be applied to roads that have been built to a standard where an increase in the speed limit is both safe and appropriate. The Transport Agency needs to grant approval to any relevant road controlling authority before any speed limit can be set at 110km/h. The Transport Agency must consider a range of factors in determining whether to grant approval. These include whether: it is a high volume national road it is median-divided road with at least two lanes in each direction there is any direct access to any property intersections are grade-separated (these are intersections where one direction is elevated, for example at an overpass). it has a low crash risk for both personal risk and for collective risk¹.
Which roads have been identified as currently meeting the criteria for 110km/h speed limits?	 Some of the most heavily used sections of the national road network meet the criteria for a 110km/h speed limit. These include: The Waikato Expressway (SH1), Cambridge, Rangiriri, Ohinewai, Ngaruawahia and Te Rapa sections. The Tauranga Eastern Link (SH2) Auckland Motorway network: Johnstone's Hill Tunnels to Lonely Track section of the Northern Motorway (SH1); Upper Harbour Motorway (SH18); Takanini to Bombay section of the Southern Motorway (SH1). These are all roads that are part of the Roads of National Significance programme (RoNS).
Are there any other roads that might change to a 110km/h speed limit in the long term?	Future sections of the Waikato Expressway are likely to be eligible for 110km/h over the next few years. These include: • Longswamp section (scheduled for completion by 2018) • Huntly and Hamilton sections (scheduled for completion

¹ 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.

	by (2019).
	Other possibilities include:
	 State Highway one Kapiti Expressway Transmission Gully, (scheduled for completion 2020) Southern Section of Christchurch Motorway, SH1 (scheduled for completion 2020).
How much of the road network currently meets the 110km/h criteria?	Right now, 155kms of our most heavily used roads meet the criteria. In some of these cases the road may need a small amount of work so the Transport Agency can be absolutely sure it is safe at 110km/h.
Will all new highways be built to the 110km/h standard?	New multi-lane highways will be designed to 110km/h standards where possible and practical. This applies to roads currently being built.
	The application process for a 110km/h speed limit is the same for all roads. The new speed limit setting process can be viewed here.
What is the process for increasing the speed limit to 110km/h?	If a 110km/h speed limit is proposed, the Transport Agency must be notified. This would be followed by the process for setting a speed limit through a bylaw, which includes a period of community engagement and consultation. A 110 km/h speed limit cannot be set unless the Transport Agency gives approval. The Transport Agency can only give approval where it is satisfied that the road has been designed and constructed, and
	will be managed and operated, to a standard that will safely support 110km/h travel speeds.
Can a road controlling authority (RCA) propose a 110km/h speed limit for any road in its jurisdiction?	While it is possible for a RCA to propose a 110km/h speed limit on any road, it is highly unlikely that any roads other than state highways would meet the set criteria for 110km/h. for the foreseeable future.
	As the RCA for State Highways, the Transport Agency will lead the process for these roads.
Will the community be consulted on the 110km/h roads?	Yes, any speed limit change (whether it is for 110km/h or not) requires all road controlling authorities (including the Transport Agency) to consult with anyone who could be affected by the proposed speed limit. It is important that communities are enabled to contribute in any decision to make roads more efficient and safe.
	This includes any local community affected by the speed limit, as well as other entities including other road controlling authorities, the NZ Automobile Association, and any road user groups.
What do I do if I think a road in my community should be increased to	You can ask your local road controlling authority. They will provide you with information on how speed limits are set in

110km/h?	your community.
What speed can heavy vehicles travel on 110km/h roads?	The current 90 km/h speed limit for heavy vehicles and towing vehicles will also apply on 110km/h roads. All 110 km/h roads will have at least two lanes in each direction, so other road users should be able to safely and easily pass slower-moving vehicles.
What is the Transport Agency doing to make 110km/h roads as safe as possible?	Roads supporting 110km/h travel speeds have been built with the Safe System approach in mind. They have been engineered, designed and maintained to a level that supports an increase in the speed limit.
How can we be sure that road users will slow their speed down and transition correctly to a new speed limit once a 110km/h road finishes?	Extra effort will be made to ensure these transition areas are clear and easily understood for drivers. The Transport Agency will undertake extensive evaluations of the 110km/h implementation. As road users are familiar with changes to the speed limit, we would expect them to understand and comply with a posted reduction in speed. The approach will be no different to how other speed limit changes are currently managed on the network, using a combination of signage, perceptual changes in the look and feel of the road, and, as appropriate, enforcement.
Will other road users (for example people cycling) be able to use the 110km/h roads?	If the new limit is on a motorway, non-motorised road users (for example, people walking or cycling are currently prohibited from using the road). In the case of other roads the Transport Agency will need to take this into account as part of its consideration and approval of a 110 km/h speed limit.

Details of the new Rule

A new approach to speed management

QUESTION	ANSWER
	Speed management is the way we control speed on the roads.
What is speed management?	We need to make sure drivers and other road users understand the right speed for the road. We do this through a variety of ways, for example, setting permanent speed limits, or designing roads so they encourage safer speeds. We can also set variable

	speed limits that change throughout the day (outside schools for example).
	Speed management encourages more efficient travelling while contributing to a better and safer experience on our roads.
	These factors together contribute to great journeys to keep New Zealand moving.
What is meant by a new approach to speed management?	We needed to change the way we implement speed management. To this end the Transport Agency developed a new way of assessing roads, as well as introducing an emphasis on engaging and involving communities.
	This new approach provides consistency to the way speed is managed across New Zealand. It also ensures communities and stakeholders continue to be able to contribute to decisions to make travelling more efficient and safe.
	The new approach is set out in the new Rule and also outlined in the Speed Management Guide.
What is the Speed Management Guide?	The <u>Speed Management Guide</u> (the Guide) includes new assessment and engagement frameworks for speed management, including setting out the new speed limit setting approach contained in the new Rule.
	The Guide will help road controlling authorities (RCAs) to identify and prioritise roads where better speed management (including speed limits) will contribute to achieving reduced deaths and serious injuries, and improved network efficiency.
	The Guide also helps RCAs to have good conversations and engage positively with their communities. This will help RCAs understand priorities and perspectives on local roads, as well as improving a community's understanding of speed management initiatives.
	The Guide is underpinned by the Safe System approach to improving road safety and the <u>One Network Road Classification (ONRC)</u> - a classification method that categorises roads based on the functions they perform.
What is the Safe System approach?	The Safe System approach underpins Safer Journeys: New Zealand's Road Safety Strategy 2010-2020. The Safe System recognises the role human error and mistakes play in causing crashes and the limits the human body can endure.
	By taking the Safe System approach we aim to create a forgiving road system that minimises trauma.
	More information about Safer Journeys and the safe system approach to road safety can be found at: www.saferjourneys.govt.nz
What is One Network Road Classification?	One Network Classification (ONRC) is a classification method which categorises roads based on the functions they perform as part of an integrated national network.

	ONRC considers factors such as road function, design, and traffic volumes and is a key efficiency input to calculating safe and appropriate travel speeds.
What are the benefits of the new methodology contained in the new Rule (and the Guide) over the previous methodology (Speed Limits NZ)?	The Speed Management Guide (the Guide) introduces a modern approach for setting speed limits. It replaces Speed Limits NZ, a methodology developed in the 1960s and last revised at the turn of this century, with an approach based on new technology and data. This new approach uses an assessment framework that produces evidence-based maps using nationally-consistent data sets showing travel speeds, road risk and road classification. The evidence-based maps support road controlling authorities to have more informed and proactive engagement with their communities. It encourages a measured pace, focusing first on the changes that will make the greatest difference. It aims to build community understanding and support. The Guide is already receiving interest internationally for its holistic, data-driven and inclusive approach to speed management.
What other tools are included in the Guide to support the setting of speed limits?	The Transport Agency has produced regional, evidence-based maps for road controlling authorities (RCAs) that identify the top 5 – 10% high benefit opportunities for speed management. RCAs will be encouraged to target speed management to areas with the highest safety and efficiency benefits. A set of resources, including an Engagement Handbook , has been provided to RCAs to help guide engagement. These resources work to ensure future speed management efforts are targeted to risk and applied consistently across the country.
What does 'high benefit opportunity' mean?	A 'high benefit opportunity' is a situation where speed management will provide the best safety and efficiency benefit.

Does this mean a lot of speed limits are going to change?	There is no expectation there will be wholesale changes to speed limits. The Speed Management Guide (the Guide) encourages road controlling authorities (RCAs) to work at a pace that works for both them and their communities. The Guide encourages changes where current travel speeds or speed limits are demonstrably too low or too high. That is, where travel speeds do not match the risk on the road. Speed limits set prior to the commencement of the rule will remain in effect until the RCA sets a new speed limit.
Can road controlling authorities access information on roads outside of the 5 – 10% identified as high benefit opportunities?	Yes. Under the new Rule, the Transport Agency must provide guidance on the safe and appropriate speed for any existing road, as long as it falls within jurisdiction of the requestor and the information is held by the Transport Agency.
What if the safe and appropriate speed recommendation on the maps provided by the Transport Agency does not take into account other important factors such as a change in condition of the road, or if a road controlling authority (RCA) finds that the data it holds varies from the data collected by the Transport Agency to inform its recommendations?	In reviewing a speed limit the new Rule states that an RCA <u>must have regard</u> to information about the speed that the Transport Agency provides for each road. However, the Rule states an RCA must also assess the information provided by considering local factors, such as the function and use of the road and take into account the views of their road users and communities. The evidence-based maps developed by the Transport Agency for RCAs do not recommend safe and appropriate <u>speed limits</u> ; they detail safe and appropriate <u>travel speeds</u> , and intervention recommendations for areas where speed management will provide the best safety and efficiency benefit (high benefit opportunity).
In reviewing a speed limit is a road controlling authority (RCA) still required to change the speed limit to the recommended safe and appropriate speed?	No, in reviewing a speed limit the new Rule does not require a RCA to change the speed limit to one which supports the recommended safe and appropriate speed. However, if the RCA decides not to change the speed limit, they must take other measures to achieve safe and appropriate travel speeds, for example change the design and layout of the road.

Other changes

QUESTION	ANSWER
What is the new emergency speed limit?	The new Rule introduces a new category of speed limit for situations where an emergency affects the condition or use of any road and there is a risk to the public or of damage to a road.

	This emergency speed limit will allow road controlling authorities to change speed limits quickly following a crisis, such as an earthquake or storm, which has affected the use of a road. An emergency speed limit may be in force for no longer than 12 months but can be extended or reapplied for if circumstances warrant this. During consultation on this matter the proposal was that an emergency speed limit should be allowed for a maximum of six months, but this has been extended.,
Why is the emergency speed limit being implemented?	After the 2016 Kaikoura earthquake State Highway 1 was blocked by a number of very large landslides. Lower-standard inland roads became the only way through the top part of the South Island. These roads were not built to carry the usual amount of SH1 traffic; much less a huge increase in freight. The traffic volume meant the posted speed limit on the alternative route posed a significant safety risk. Speed limits on those roads needed to be reduced quickly to lower the risk. However, the previous Rule did not allow road controlling authorities to set temporary speed limits for the emergency. Instead, the Transport Agency used the Land Transport Act 1998 to make an emergency rule lowering speed limits on particular roads. This was a time-consuming task and took about four weeks to make the change.
How is an emergency defined?	The definition of emergency is based on the Civil Defence Emergency Management Act 2002 definition. This includes major disasters and emergencies such as earthquakes, floods, storms, technological failures, and epidemics where there is a situation that endangers the safety of the public.
What is a repeater or reminder speed limit sign?	A speed limit sign is required at the point where a different limit takes effect. If the speed limit is more than 50 km/h and is not the default rural speed limit, then reminder speed limit signs must be placed at regular intervals on the route.
How will the way speed limit signs are placed change?	Under the previous Rule repeater speed limit signs had to be placed at intervals of 2 - 3 kilometres where the speed limit is over 50km/h and is not the default rural speed limit of 100km/h. The new Rule continues this requirement but also introduces flexibility so that repeater signage is not necessary where a driver could reasonably understand the speed limit has not changed, and the average speed of all road users on that stretch of road reflects the posted speed limit. This should reduce RCA costs through not having to erect and maintain repeater signs.
Why have you changed the way these signs are placed?	Sometimes the signs are unnecessary because actual travel speeds are lower than the speed limit. This is usually because the nature of the road means the safe speed is easily understood. We want to encourage road-users to read the road

	and adjust their speed accordingly, and not put pressure on them to travel at a speed they are not comfortable with. In some cases, the current approach is not cost-effective for road controlling authorities.
	Toda controlling dathorities.
Will road controlling authorities still be able to set 70km/h and 90km/h speed limits under the new Rule?	Yes. The previous Rule allowed road controlling authorities to set a speed limit of 70km/h without requiring approval from the Transport Agency, while 90 km/h speed limits did require such approval. The new Rule introduces a consistent approach and approval from the Transport Agency is required before a speed limit of 70km/h or 90km/h can be set on a road.
Why do road controlling authorities need approval to set 70km/h and 90km/h speed limits?	 At higher travel speeds, road users have trouble differentiating speed differences of just 10 km/h. By using 20 km/h increments for speed limits between 60 km/h and 100 km/h, there are fewer and more distinct speed limit categories for people to understand and recall. By limiting the use of different speed limits, we will see a more consistent and intuitive speed management system. By requiring approval, the Transport Agency can work with road controlling authorities to ensure that speed limits of 70 km/h and 90km/h are set only in appropriate situations and can be phased out.
Will speed limits already set at 70km/h and 90km/h stay?	Yes. However, road controlling authorities will be encouraged to change existing 70 and 90km/h speed limits over time provided the new limit is safe and appropriate.
What is the new notification process for variable, 70km/h, 90km/h and 110km/h speed limits?	A notification requirement applies to the setting of variable speed limits and speed limits of 70km/h, 90 km/h and 110km/h. A road controlling authority (RCA) may not propose these speed limits without first notifying the Transport Agency. For speed limits in excess of 50 km/h the intention is to work gradually towards 60 km/h, 80 km/h and 100 km/h being the predominant limits across the network. This is expected to result in greater distinction between different speed limits, making the speed limit easier to recognise for road users. By requiring notification for these speed limits a RCA can be made aware or reminded of the circumstances in which one of these speed limits may receive Transport Agency approval before it consults on a proposal. It would also be beneficial for them to have an indication from the Transport Agency about whether approval is likely.

	The steps of notifying the Transport Agency and gaining Transport Agency approval are additional to the usual process for setting a speed limit.
What are the rules for setting temporary speed limits?	A temporary speed limit is designed for situations where there is a risk of danger to a worker or member of the public, or risk of damage to a road surface and the existing speed limit is not appropriate. The new Rule contains three grounds upon which a road controlling authority can set a temporary speed limit where: • there is physical work occurring on a road or adjacent to the road, or • the road surface, or a structure is unsafe, or • there is a special event.
How will a National Speed Limit Register operate?	The new Rule allows the Transport Agency to establish a national register of speed limits. Under the previous Rule this was carried out by individual road controlling authorities (RCAs). RCAs will be encouraged to provide their speed limit bylaw information to the Transport Agency, which will make it available to the public. In the future this could include making this information available in the form of geo-spatial maps, accessible on the internet.