

**All workers and road users go
home safe every day**



New Zealand guide to temporary traffic management

Introduction

7 March 2022

Draft for feedback

DRAFT

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Disclaimer

The purpose of this guide is to help the TTM industry make decisions about what safe temporary traffic management looks like and suggests what may be considered reasonably practicable steps towards ensuring that risk is minimised for those using and working in road corridors. The TTM industry is encouraged to make decisions as they see fit and to obtain their own advice.

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Contents

1. Foreword	3
2. Using this guide	4
3. Strategic Context for the TTM System – Why we implement TTM	5
3.1. Introduction	5
3.2. Legislation	5
3.3. National strategy	7
3.4. National Guides	8
3.5. Why we need TTM	9

1. Foreword

Waka Kotahi is committed to [Road to Zero](#), a safer Aotearoa New Zealand where no one is killed or seriously injured on our roads.

This vision extends to the importance of keeping our road workers and road users safe when temporary traffic management is required. We support an approach that considers, on each temporary traffic management site, the risks to people and how they could be kept safe.

We believe every road worker should go home safely. That's why we've been actively working with the sector, from construction and maintenance companies to roading providers and regulators like WorkSafe, on a joined-up approach to make a difference to road worker safety.

As we developed the new guide, we talked with a range of stakeholders including construction companies, local councils, and community groups to understand their road safety challenges and test the principles of the new guide. This latest draft of the new guide includes their feedback to date along with international practices to help improve safety on our roads.

To help us finalise the guide, we're now proud to launch this draft edition of the New Zealand guide to temporary traffic management (NZGTTM) for wider comment and feedback. The emphasis on a risk-based approach clearly places people at the heart of how we manage temporary traffic. It will be useful for construction and maintenance programmes, events, emergency response and primary industry activities or any activity where a temporary road design is required. While proven principles underpin the guide, the key change is providing more freedom to focus on managing safety risks. At the same time the guide makes decision making and accountability clearer.

The guide's risk-based approach will require a new way of thinking and new way of doing things to keep everyone safe on our roads. It's going to take time to embed this new way of working and Waka Kotahi, as a sector leader and as a road controlling authority, is committed to helping you through the changes.

I look forward to hearing your feedback and working with you on this journey.

Vanessa Browne
National Manager Programme and Standards
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Waka Kotahi NZ Transport Agency

2. Using this guide

This is a best practice guide to aid with securing the safety of those using and working in a road corridor.

While not a mandatory code of practice, it's intended for use by persons conducting a business or undertaking (PCBUs) that fund, plan, or engage in activities on or near Aotearoa New Zealand roads.

Use this guide alongside the *WorkSafe Road and Roadside Worker Health and Safety Good Practice Guide*. Further background reading includes the Health and Safety at Work Act, Land Transport Management Act, Local Government Act, Road to Zero strategy.

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3. Strategic Context for the TTM System – Why we implement TTM

3.1. Introduction

Many of us know of a time where a worker or member of the public has died or been seriously injured at a worksite. We must all do **everything we can** to reduce deaths and serious harm.

In Aotearoa New Zealand, legislation along with national strategy and guidance documents, requires that PCBU's **must** do all things reasonably practicable to keep workers and road users safe.

The convenience of road users, while important, should not be prioritised over the safety of road workers or users.

The core documents relating to worker safety from traffic risks have been referenced and summarised in this section

3.2. Legislation

Health and Safety at Work Act 2015 (HSWA)

What HSWA sets out to do

Everyone must have the best protection possible from workplace health and safety risks, as is reasonably practicable.

A good health and safety system relies on participation, leadership, and accountability from businesses, workers, and government.

HSWA sets out the principles, duties, and rights in relation to workplace health and safety. Everyone needs to work together on health and safety.

What are the key changes?

Everyone is responsible for safety and health

HSWA makes everyone's roles and responsibilities clear.

PCBU's are responsible for the health and safety of their workers and any other workers they influence or direct. They are also responsible for the health and safety of people at risk from the work they are doing. In this case, a PCBU is any entity that is controlling or impacting road workers and users.

If you create the risk, you manage the risk

Work-related health and safety risks must be identified and managed, so everyone is kept safe and healthy. This means looking for potential for work-related health conditions as well as the injuries that could occur.

Everybody involved must proactively do everything they can to identify risks and put in place controls to eliminate or minimise the risks to workers and road users such as drivers, passengers, pedestrians, and cyclists.

What this means for the temporary traffic management industry

- All parties are responsible, whether they are the client, designer or contractor – from Director to CEO to manager to worker.
- Everybody has obligations to both workers and road users.
- Everyone gets the highest level of protection reasonably practicable.

- Everyone needs to proactively identify risk and put in place controls to eliminate or minimise the risks as far as reasonably practicable.

3.2.1. Land Transport Management Act 2003 (LTMA)

The purpose of the LTMA

The LTMA contributes to the aim of achieving an affordable, integrated, safe, responsive, and sustainable land transport system.

The LTMA covers things like:

- establishing organisations such as Waka Kotahi NZ Transport Agency and Auckland Transport
- planning and investment in land transport
- consideration of options
- social and environmental outcomes
- funding mechanisms.

Achieving a safe land transport system is a requirement of land transport funding.

What this means for the temporary traffic management industry

The TTM system is used by those who work on land transport funded projects to:

- contribute to a safer land transport system
- deliver projects that improve the safety of the transport system
- deliver projects in a safe manner.

3.2.2. Local Government Act 2002 (LGA)

The act provides for democratic and effective local government that recognises the diversity of Aotearoa New Zealand communities.

The act:

- states the purpose of local government
- provides a framework and powers for local authorities to decide which activities they undertake and how they will undertake them
- promotes the accountability of local authorities to their communities
- provides for local authorities to promote the social, economic, environmental, and cultural well-being of their communities, using a sustainable development approach.

Section 145 of the LGA states:

145 General bylaw-making power for territorial authorities

A territorial authority may make bylaws for its district for one or more of the following purposes:

- (a) protecting the public from nuisance:
- (b) protecting, promoting, and maintaining public health and safety:
- (c) minimising the potential for offensive behaviour in public places.

Local government has a responsibility to protect and promote the safety of the community.

What this means for the temporary traffic management industry

- Local government has responsibilities to the communities they serve.
- These responsibilities include protecting, promoting, and maintaining public health and safety.

Local government has responsibility to the public for their health and safety and use a TTM system to ensure safety during project delivery.

3.3. National strategy

3.3.1. Road to Zero, New Zealand's road safety strategy 2020-2030

Road to Zero places human wellbeing at the heart of our road transport planning. It outlines a road safety system that supports and expects road users to make good choices but acknowledges that we can all make mistakes. It values every life and the liveability of our communities, and it upholds the right of all of us to feel safe and arrive safely on our journeys across Aotearoa New Zealand.

Our vision

An Aotearoa New Zealand 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.

Seven guiding principles support this vision:

1. We promote good choices but plan for mistakes.
2. We design for human vulnerability.
3. We strengthen all parts of the road transport system.
4. We have a shared responsibility for improving road safety.
5. Our actions are grounded in evidence and evaluated.
6. Our road safety actions support health, wellbeing, and liveable places.
7. We make safety a critical decision-making priority.

We promote good choices but plan for mistakes

We expect everyone to follow the rules and make good choices when they use the roads. Most serious crashes are not caused on purpose. Some people will take risks, but usually a crash is caused by a momentary lapse or error in judgement. Most crashes happen when someone makes a mistake. These mistakes should not end in serious injury or death.

We design for human vulnerability

In a crash, there's only so much force our bodies can take before we are injured. Our chances of survival or avoiding serious injury drops rapidly the faster we go. For a pedestrian, wheeled pedestrian, cyclist, or motorcyclist hit by a car, the limit is 30 km/h. In a side impact collision of two cars, it's 50 km/h and in a head-on crash of two cars, it's 70 km/h.

Children, the elderly, and people with disabilities are more vulnerable. With people getting older and more people walking, cycling, scootering, and using mobility aids, there are likely to be more vulnerable people using our transport network. Our road system design must recognise our vulnerabilities and plan for mistakes, so that a crash doesn't end in serious injuries or death.

We make safety a critical decision-making priority

Safety is as important as public health and sustainability. It must be given the same priority in our investment and regulatory frameworks. It is not optional or a nice-to-have add-on. This means that other objectives, such as increased efficiency, need to be achieved in a way that improves safety.

What this means for the temporary traffic management industry

- Safety is a key focus for the transport system
- A vision where nobody is killed or seriously injured in road crashes.
- Plan for mistakes and human vulnerability.

This strategy shifts the focus to designing for human error and vulnerability. Everyone must now consider what might happen if somebody doesn't follow the instructions and what can be done to make sure everybody is safe.

3.4. National Guides

3.4.1. WorkSafe, Road and Roadside Workers Good Practice Guide (RRSWGPG)

This is a placeholder for material from the final GPG when it is closer to publication.

The draft RRSWGPG contained the following key points:

- Road and roadside workers can be exposed to many risks to their health and safety.
- All PCBUs involved with road and roadside activity have a duty to keep people safe when working on or near roads.
- PCBUs must work together to eliminate or where not reasonably practical to eliminate, minimise the risks related to road/roadside work regardless of where the business or worker is in the contracting chain.
- PCBUs must consult with their workers when deciding how to manage the risks related to their work.

One or two key statements

The RRSWGPG gives advice on how to manage the health and safety risks road and roadside workers are exposed to while at work. They can help everyone to meet their duties under the Health and Safety at Work Act 2015 (HSWA). This guide covers all road and roadside workers. Examples of road and roadside work include:



What this means for temporary traffic management industry

As this guide is derived from HSWA, the same points are included below:

- All parties have obligations – client, designer, and contractor from CEO to worker level.
- All parties have obligations to both workers and road users.
- You need to give the highest level of protection, as is reasonably practical.
- You need to proactively identify risk and controls to eliminate or minimise the risks as far as reasonably practical.

Everybody involved must proactively do all things reasonably practicable to identify risks and controls to eliminate or minimise the risks to workers and road users.

3.5. Why we need TTM

Workers and road users need to be protected from the hazards created by a work site. A good TTM plan can achieve this by following these key principles:

- Everybody – everybody involved has responsibilities for safety
- Safety – safety of everyone on the transport system
- Risk – we must proactively identify risks and work to eliminate or minimise these risks.
- Mistakes – people make mistakes or take risks.
- Vulnerability – people should not pay for mistakes with their lives.

Our vision and the goal that everyone who is part of the TTM system should work towards is:

All workers and road users go home safe every day