Appendices

Speed management guide: Road to Zero edition

Appendix 1. Context for the speed management guide

This section summarises the context for speed management planning in Aotearoa New Zealand. It discusses:

- current road safety performance and the role of speed (see 1.1)
- approaches to address the two main speed problems (see 1.2)
- government direction and priorities (see 1.3)
- the Land Transport Rule: Setting of Speed Limits 2022 (see 1.4)
- the Waka Kotahi strategic direction (see 1.5).

1.1 Current road safety performance and the role of speed

This section on current safety performance and the role of speed notes that:

- more people die on Aotearoa New Zealand roads per head of population than in similar countries
- the main speed problems are drivers exceeding speed limits and inappropriately high limits
- safe speeds around schools will reduce risk and generate community benefits.

More people die on Aotearoa New Zealand roads per head of population than in similar countries

Vehicle speed is a major factor in the ability of people to safely and easily travel around towns and cities and on rural roads and highways. Establishing safe and appropriate speeds on all types of road will:

- help people live more active lives
- help people safely take their preferred transport option
- support the country's emissions reductions goals
- reduce the number of fatal and serious injuries, which is far too high.

In 2019, the rate of traffic fatalities in Aotearoa New Zealand was 7.1 per 100,000 people.[1] Te Manatū Waka the Ministry of Transport estimates the total social cost of motor vehicle fatal and injury crashes in 2019 at $4.6 billion,[2] of which 'loss of life and/or life quality due to permanent impairment accounted for over 90%'.[3] In 2018, Aotearoa New Zealand had the third largest increase (11 percent) in deaths and serious injuries of the 36 OECD countries from the previous year[4] and was in the bottom five worst-performing countries in the OECD for traffic deaths per 100,000 people (with about seven deaths per 100,000 people compared with about two per 100,000 people in the best-performing countries of Iceland, Norway and Sweden).[5]

Road safety is a public health issue that has wide-ranging benefits for the whole of society.

Main speed problems are drivers exceeding speed limits and inappropriately high limits

The two main speed problems are:

- drivers exceeding the posted speed limit
- inappropriately high speed limits.

The impact of unsafe speeds on traffic deaths and serious injuries in Aotearoa New Zealand is significant.

Speeding – exceeding the legal speed limit – contributes to about 60 percent of fatal crashes in Aotearoa New Zealand, while 71 percent of injury crashes take place at speeds higher than the Waka Kotahi assessment of the safe and appropriate speed for that road. However, this is not well understood by the public with research finding that 'speeding is substantially under-estimated as a factor in serious crashes in New Zealand's crash data, and elsewhere'.[6]

1 BITRE. 2021. International Road Safety Comparisons 2019. Canberra: Bureau of Infrastructure, Transport and Regional Economics.
2 Te Manatū Waka Ministry of Transport. 2021. Social cost of road crashes and injuries: *June 2020*. Wellington.
3 Te Manatū Waka Ministry of Transport. 2020. Social cost of road crashes and injuries*: June 2019 update*. Wellington: p 9.
4 International Transport Forum. 2020. Road safety annual report 2020. Paris: OECD.
5 BITRE. 2021. International road safety comparisons 2019. Canberra: Bureau of Infrastructure, Transport and Regional Economics.
6 RFS Job & C Brodie. 2022. Understanding the role of speeding and speed in serious crash trauma: a case study of New Zealand. *Journal of Road Safety* 33(1), 5–25, p 5.

This is, at least in part, because 'under-reporting of speeding in crashes contributes to under-appreciation of speeding risk by media, community and decision-makers'.[7]

Most people underestimate the risk of travel at higher speeds, especially exceeding the speed limit by just a few kilometres per hour. Yet, travelling just a few kilometres over the speed limit can dramatically increase the risk of serious and fatal crashes.

The proportion of crashes in Aotearoa New Zealand where speed is a factor is not surprising given that 90 percent of the country's speed limits are higher than the safe and appropriate speed. The limits may be too high in relation to the design and infrastructure features of the road, types of crash that could occur on the road, alignment of the road, intended use of the road or modes of travel used on the road, particularly walking or riding. This means that even when people are driving conscientiously and obeying the legal limit, they may not have enough time to respond when something unforeseen happens. In this way, drivers in Aotearoa New Zealand are set up to fail, and it is often dangerous, difficult and uncomfortable for people to choose more sustainable, affordable and healthy transportation options such as walking, cycling or scooting.

Establishing, designing for and enforcing safe speed limits is one of the fastest and most impactful ways to make the roads safer and easier for everyone to travel on, whatever their means of travel.

7 RFS Job & C Brodie. 2022. Understanding the role of speeding and speed in serious crash trauma: a case study of New Zealand. *Journal of Road Safety* 33(1), 5–25, p 5.

1.2 Safe speeds around schools will reduce risk and generate community benefits

Aotearoa New Zealand has a long way to go to achieve safe speeds around schools, which in most cases require a speed limit of 30km/h. In 2021, most schools are on roads that have a speed limit of 50km/h (urban) or 100km/h (rural). Waka Kotahi estimates that no more than 10 percent of schools have speed limits of 40km/h (urban) or 60km/h (rural), and these are mostly variable speed limits that apply for only short periods each day. These limits have been effective in lowering mean speeds past schools, which is important because even small reductions in mean speeds result in greater reductions in death and serious injury risk. For every 1 percent decrease in mean speeds, there is a 3 percent reduction in the risk of serious injury and a 4 percent reduction in the risk of a fatality.[8]

As well as improving safety, widespread adoption of safe speed limits and complementary speed management techniques around schools will also improve the perception of safety, which can be a significant factor for parents, caregivers and schools encouraging children to walk, cycle or scoot (that is, to use active modes of transport). Safe speed limits around schools will also improve safety for children or whānau who use wheelchairs or other mobility aids.

Active travel to school is good for children's physical health, independence, concentration and ability to learn at school.[9] An increase in walking and cycling could also replace vehicle trips made for the same purpose. Less traffic on the roads would, in turn, lower rates of exposure to risk at peak periods. This is especially important because children are inherently more vulnerable due to their size, their lack of road experience and their lower ability to assess risk. More active mode trips may also reduce congestion.

The key to unlocking these benefits is safe speeds around schools and adjoining neighbourhoods. The importance of improving safety for children, and the widespread benefits of doing so, is reflected in the importance Road to Zero attaches to improving safety and accessibility around schools. Under Road to Zero and the Rule, RCAs must plan and implement maximum speed limits of 30km/h (with some exceptions) around schools by 31 December 2027 (see Box 1), with an interim target of 40 percent of schools by 30 June 2024.

Box 1 – Reason for a 30km/h speed limit around schools

International best practice is that 30km/h is the desirable Safe System speed on roads and streets where high numbers of active road users, especially children, are present or desired. A pedestrian struck by a motor vehicle at this speed has a strong chance of surviving and avoiding a serious injury. The probability of a pedestrian being killed rises as impact speed increases. The probability approximately doubles between 30km/h and 40km/h and doubles again from 40km/h to 50km/h.

Source: International Transport Forum. 2018. Speed and Crash Risk (research report). Paris: OECD.

Further information

- For specific processes required under the new Rule to achieve safer speeds around all schools, see section 3.
- For more on international best practice related to 30km/h speed limits, see Stockholm Declaration, 2020. Third Global Ministerial Conference on Road Safety: Achieving global goals 2030, Stockholm, 19–20 February 2020.

8 R Elvik. 2013. A re-parameterisation of the power model of the relationship between the speed of traffic and the number of accidents and accident victims. *Accident* Analysis *& Prevention* 50, 854–860; R Elvik. 2019. A comprehensive and unified framework for analysing the effects on injuries of measures influencing speed. *Accident Analysis & Prevention* 125, 63–69.

9 D Vinther. 2012. Children who walk to school concentrate better. ScienceNordic (30 November).

1.3 Making our roads safer through speed management

The government seeks to address the two main speed problems (drivers exceeding the posted speed limit and inappropriately high speed limits) by:

- setting a new regulatory framework
- investing in infrastructure improvements and speed management
- strengthening enforcement through road policing and safety cameras.

Establishing a new regulatory framework for speed management

In 2019, Cabinet recognised that the regulatory framework for setting speed limits needed to be overhauled to support a rapid and broad scale shift to safe speed limits.[10] The Land Transport Rule: Setting of Speed Limits 2022 (the Rule) affects how RCAs plan, consult on and implement speed management changes. It is designed to improve the process for setting and changing speed limits by clarifying the process and encouraging regional collaboration. The Rule improves RCAs' transparency and accountability to the public and introduces new requirements for RCAs to prepare speed management plans.

Speed management plans give the public better information about proposed changes across the network, allowing people to see and comment on all speed management and infrastructure proposals for the next few years across their whole region.

Waka Kotahi is the responsible RCA for state highways, and local councils are RCAs for local roads.

Further information

- For more information on the Rule, see the introduction to the *Speed management guide*.
- See also Te Manatū Waka Ministry of Transport. 2020. Te whakatika i te parahuti – tackling unsafe speeds (webpage).

Investing in infrastructure improvements and speed management

As part of Road to Zero, Waka Kotahi is making significant investment in infrastructure improvements and speed management to improve road safety. Design and infrastructure can play a crucial role in improving the safety of Aotearoa New Zealand roads and achieving safe operating speeds. On roads with a significant movement function or strategic role in the network, it may be possible to change the infrastructure or design of roads to allow a higher speed limit to be set or retained safely. In many cases, however, the road environment is not adequately designed to enable safe operation at higher speeds.

In urban areas, design and infrastructure have an important role in both reducing operating speeds and providing safe and easy access for people using active modes such as walking or cycling. For example, the Waka Kotahi Streets for People programme aims to make it faster and easier to transition streets to safer and more liveable spaces by installing low-cost and flexible approaches to achieve safe and appropriate operating speeds for communities (for example, by installing raised crossing platforms or design features that narrow traffic lanes and provide more space for people).[11] This approach is often referred to as tactical urbanism.

Further information

- For more information on speed and infrastructure, see the Speed management guide section 2: Setting of speed limits framework.

See also:

- Waka Kotahi. 2022. Streets for People Programme 2021–2024 (webpage)
- Waka Kotahi. 2022. Infrastructure improvements (webpage)
- Waka Kotahi. No date. Road to Zero activity class overview

10 NZ Cabinet. 2019. *Minute of decision – tackling unsafe speeds programme* (CAB-19-MIN-0575); Associate Minister of Transport. 2019. *Tackling unsafe speeds programme* (Cabinet paper, redacted version released under the Official Information Act 1982).

11 Waka Kotahi NZ Transport Agency. 2022. Streets for People Programme 2021–2024 (webpage).

Strengthening enforcement through road policing and safety cameras

Enforcement is a key element of an overall system response to reducing deaths and serious injuries. When implemented well, enforcement and the threat of sanctions (such as fines and potential loss of licence) deter road users from adverse behaviour. Effective deterrence requires public awareness of illegal behaviours, a belief that detection is probable and a belief that the consequences of detection will be negative.

Speed compliance is most effectively achieved through a combination of specific and general deterrence. This involves targeted public awareness programmes actively highlighting the need to not exceed limits coupled with active speed enforcement to deter those drivers who continue to exceed speed limits.[12]

A variety of road safety enforcement measures has been shown to improve road user behaviour and safety outcomes, including intensive policing programmes and the use of officer-issued infringements and automated compliance through safety camera technology.

Road policing

RCAs and New Zealand Police must work collaboratively to set safe and appropriate speed limits on the network, improve awareness of the risks associated with speed, support people to adapt to speed limit changes, encourage people to drive within the speed limit and to the conditions and work closely to deploy resources on the basis of evidence.

Encouraging drivers to comply with rules and regulations is critical to achieving safety outcomes. Waka Kotahi, in partnership with the New Zealand Police, uses education and engagement to help people understand how to behave safely as well as using enforcement to hold people to account and deter others from breaking the rules.

New Zealand Police enforce speed limits to achieve general and specific deterrence (the former being the threat of detection, and the latter being the rate of actual detection). Effective speed enforcement techniques such as an all-of-police approach (including both dedicated road policing staff and all other constabulary members), directed patrols and a mobile and fixed safety camera programme covering the whole road network, but focused on places of highest risk, reduce the mean speed on the network and contribute to fewer serious crashes and less-harmful crash outcomes.

The Safe System approach to road safety recognises that all elements of the transport system are interconnected and that road safety interventions have the greatest impact when applied in combination. The Safe System approach is discussed further in section 1. Waka Kotahi and New Zealand Police view enforcement within the context of the Safe System approach and recognise they need to understand why people behave as they do. This enforcement approach supports the understanding of behaviour within the Safe System approach and the need to be responsive to the reasons for people's behaviour. It acknowledges that most people want to comply and do the right thing, but people make mistakes and a very small group in the driving population creates unnecessary risk in the system.

Safety cameras

Safety cameras have proven to be highly effective at improving safety outcomes in other jurisdictions when installed in high-risk areas and also deployed in a random and unpredictable way across the road network to achieve general speed reduction. Serious crashes can occur anywhere, and it is essential that drivers adhere to speed limits at all times and not just when in locations that have had serious crashes in the past. It is also important that safety cameras are accompanied by safe speed limits, good road design and effective penalties.[13]

Aotearoa New Zealand has relatively few safety cameras on the road network compared with similar countries and very low penalties for speeding. New Zealand Police owns and operates the current safety camera network based on an 'anytime anywhere' policy for all safety cameras. New Zealand has not yet been able to operationalise other camera types proven highly successful overseas (such as average speed and dual function red-light speed cameras), which could complement an 'anytime anywhere' policy.

Through Road to Zero, the government is significantly improving its approach to safety cameras by introducing a best practice approach to more effectively achieve both site-specific and general deterrence across the network. In 2019, Cabinet decided to transfer ownership of safety cameras from New Zealand Police to Waka Kotahi and to

12 Global Road Safety Facility. 2021. Guide for road safety interventions: *evidence of what works and what does not work*. Washington, DC.
13 Special issue: Current and future issues in transportation safety and sustainability. 2022. *Sustainability* 14(5).

significantly increase the number of cameras, positioning them first on the highest-risk parts of the network and ensuring general information about camera placement is incorporated into speed management plans.[14]

Close coordination (captured in memorandums of understanding and information-sharing agreements) between agencies, primarily New Zealand Police and Waka Kotahi but also with local road controlling authorities, will continue once ownership of the cameras has transitioned to support ongoing evidence-based deployment of police resources .

Further, an opportunity exists to improve the effectiveness of penalties for speeding through the Review of Road Safety Penalties,[15] which is an action under the Road to Zero strategy. This review serves to both strengthen deterrence and ensure a robust administrative system supports procedural justice and perceived fairness. This review will ensure penalties are proportionate to the risk of harm and reflect society's expectations.

Further information

- New Zealand Police. 2022. Safe speed cameras (webpage)
- New Zealand Police. 2021. Control strategy
- Road Safety Partnership. 2021. 2021–2024 Road Safety Partnership Programme
- New Zealand Police. 2021. Local initiative reduces road deaths to zero (webpage).

1.4 Government direction and priorities

Government direction and priorities for speed management are set through:

- Te Ara ki te Ora – Road to Zero, New Zealand's road safety strategy
- the Government Policy Statement on land transport
- the National Land Transport Programme.

Te Ara ki te Ora – Road to Zero

Te Ara ki te Ora – Road to Zero[16] commits to a vision of an Aotearoa New Zealand where no one is killed or seriously injured in road crashes. It sets a target for reducing deaths and serious injuries by 40 percent (from 2018 levels) by 2030.

The strategy is based on Vison Zero – a world-leading approach to road safety with the ethical premise that no one should be killed or seriously injured while travelling on the road (which includes streets, cycleways and footpaths).

Vision Zero aims to protect human life and health, acknowledging that a transport system cannot be efficient if it is not safe. It says zero is the only acceptable number when it comes to deaths or serious injury on the roads, and everyone should continually strive to improve road safety to get there. Underpinning Te Ara ki te Ora and other Vision Zero strategies around the world is the Safe System approach, which acknowledges that people make mistakes on the road, but these mistakes should not cost people's lives.

A Safe System means taking a holistic view of the land transport system and designing and managing that system so it protects everyone using it from road trauma.

A more forgiving road system takes human fallibility and vulnerability into account. All aspects of the transport system are designed to protect people from death or serious injury when they are involved in a crash.

The Safe System approach is guided by the four principles shown in Figure 2.

14 Te Manatū Waka Ministry of Transport. 2020. Te whakatika i te parahuti – tackling unsafe speeds (webpage).
15 Te Manatū Waka Ministry of Transport. 2020. Road safety penalties (website).
16 Note: Te Ara ki te Ora – Road to Zero is the government road safety strategy for the purposes of the Rule (including clauses 3.2(1)(a), 3.8(1)(b) and 12.12(1)(a)).

Figure 1: The why, what and how of Te Ara ki te Ora (Road to Zero)

Figure 2: Safe System principles

The Safe System approach should be applied to planning, operating, maintaining, improving and renewing all components of the land transport system.

Waka Kotahi estimates that action in speed and infrastructure will need to contribute to half of the initial goal to reduce deaths and serious injuries on Aotearoa New Zealand roads by 40 percent by 2030.

Government Policy Statement on land transport – sets strategic priorities, including safety

The current Government Policy Statement on land transport (2021/22 to 2030/31) outlines the government's strategic investment priorities for the land transport system, one of which is safety, and gives effect to the Road to Zero strategy.[17]

Safe travel will also improve people's wellbeing and the liveability of places by enabling inclusive access; safe roads, footpaths and cycleways; and safe access to public transport services. A well-designed and safe transport network has fewer crashes and more reliable travel times, so supports productive economic activity.

The work of Waka Kotahi is guided by the policy statement's four themes: safety, climate change, improving freight connections and better travel options.

The current policy statement continues the government's commitment to safety within the transport system from earlier statements and brings all road safety activity into one investment category (called an activity class) for Road to Zero.[18] Together, these activities will achieve the 40 percent reduction in road deaths and serious injuries targeted by 2030.

Investment through the Road to Zero activity class will be targeted towards interventions identified as key to achieving the targeted reductions in deaths and serious injuries, focusing on:

- safety infrastructure and speed management
- a new approach to safety cameras, including increased use of automated enforcement
- effective road policing
- targeted public awareness programmes to build and maintain public understanding and acceptance and support enforcement.

Investment in other activity classes may also be used to fund activities with a safety outcome.

National Land Transport Programme – invests at national, regional and local levels

The National Land Transport Programme is a three-yearly investment package to deliver transport activities at national, regional and local authority level.

A regional land transport plan sets out a region's land transport objectives, policies and measures for at least 10 financial years. The direction set in these regional plans is an essential part of the strategic context for any land transport investment proposal.

Regional transport committees (RTCs) each prepare a regional land transport plan every six years. The Land Transport Management Act 2003 sets out the requirements of the regional plan, including that it must be reviewed in the six-month period before the end of its third year.

The Rule integrates speed management planning into wider land transport planning through greater alignment of speed limit setting with other measures, including road safety infrastructure and safety cameras.

Further information

For investment advice, see Waka Kotahi. 2022. Planning and investment (webpage).

17 New Zealand Government. 2020. Government Policy Statement on Land Transport: 2021/22 – 2030/31. Wellington: Ministry of Transport.
18 Waka Kotahi NZ Transport Agency. No date. Road to Zero activity class overview. Wellington.

1.5 Waka Kotahi strategic direction

The Waka Kotahi strategic direction is informed by:

- Toitū te Taiao – our sustainability action plan
- Tū Ake Tu Maia – our regulatory strategy
- Te Tiriti o Waitangi and Te Ara Kotahi – our Māori strategy.

Toitū te Taiao – our sustainability action plan

Toitū Te Taiao is the Waka Kotahi sustainability action plan.[19] It sets out the actions Waka Kotahi will take to address climate change and create a sustainable, low carbon, safe and healthy land transport system. Reducing land transport emissions will help to improve public health, reduce environmental harm and reduce the corporate emissions of Waka Kotahi.

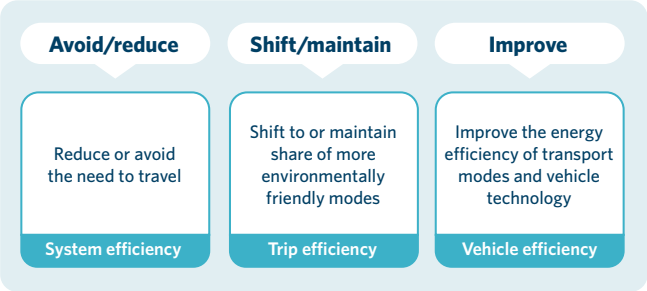
Toitū te Taiao establishes a vision for a sustainable, multimodal land transport system where public transport, active modes (walking, cycling, scooting) and shared modes (taxi, ride share) are the first choice for most daily transport needs. This vision also responds to opportunities particular to Aotearoa New Zealand, including protecting the unique Māori cultural heritage.

Toitū Te Taiao has a clear link to speed management through its sustainable urban access workstream. The focus of this workstream is using planning and investment levers to influence urban land use decisions and rethink how cities manage growth and accelerate the shift to low carbon, active and shared modes of transport. This is an avoid–shift–improve approach (see Figure 3).

Setting safe speed limits contributes to this approach, with a specific impact on shift/maintain. Shift/maintain focuses on shifting people who need to travel from cars to more energy-efficient modes such as public transport and active and shared modes, for example, through better provision of low carbon travel options and incentives to choose those options.

Setting safe speed limits that are appropriate for the comfort and safety of people travelling by active mode or accessing public transport can have a significant impact on generating a 'shift' by reducing car dependence and making environmentally friendly modes more appealing and accessible.

Figure 3: Avoid–shift–improve approach to sustainable urban mobility. Source: Waka Kotahi. 2020. Toitū te Taiao – Our Sustainability Action Plan. Wellington.



Tū Ake Tu Maia – our regulatory strategy

Tū Ake, Tū Māia is the Waka Kotahi regulatory strategy for 2020–2025.[20] It supports wider Waka Kotahi strategies and the Government Policy Statement on land transport. The vision for the strategy is a safe, fair and sustainable transport system for everyone, with a goal of contributing to the 40 percent reduction in deaths and serious injuries by 2030 (from 2018 levels).

As the lead regulator for land transport, Waka Kotahi has a core function and responsibility to promote a safe, efficient and effective land transport system that operates in the public interest. This includes rules and regulations that are fit for purpose and allow people to operate safely.

Waka Kotahi does not regulate alone – an effective regulatory system relies on everyone contributing to keep Aotearoa New Zealand safe. Waka Kotahi plays a vital role in strengthening engagement and alignment with other regulators and key stakeholders. This means working closely with the Ministry of Transport, New Zealand Police, government organisations, regional, district and city councils and RCAs, iwi and Māori, delegated agents, industry groups and regulated parties.

The speed management planning process provides the opportunity for ongoing strategic engagement about regulation with all the contributing parties, structured around the development and implementation of the state highway and regional speed management plans.

This regulatory strategy directly supports and aligns with the new regulatory framework for speed

19 Waka Kotahi NZ Transport Agency. 2020. Toitū te Taiao – our Sustainability Action Plan. Wellington.
20 Waka Kotahi NZ Transport Agency 2020. Tū Ake, Tū Māia *(Stand Up, Stand Firm): Regulatory Strategy 2020–25.* Wellington.

management in at least three other ways:

- **Takes a risk-based approach focused on harm prevention** – Waka Kotahi can't eliminate all risks, but it can work to understand and reduce them. Waka Kotahi will target its efforts to where it can have the greatest positive impact. It will implement a robust framework that allows it to understand risk and deal with immediate issues as well as their underlying causes.
- **Is responsive and forward thinking** – safety is a shared responsibility and Waka Kotahi wants people to adopt safe behaviours. To help people do this, Waka Kotahi uses a variety of levers and tools in a balanced and proportionate way. It assesses the level of risk, the attitudes and the behaviours of those who don't comply, and what is in the public interest.
- **Is informed by evidence and intelligence** – decisions of Waka Kotahi are based on good data and insights, so Waka Kotahi is well informed when it responds to risk. Waka Kotahi uses its insights to drive fit-for-purpose changes to the system, including rules and standards. Waka Kotahi continually reflects and learns so it can keep up with change and be innovative in how it can best achieve the right regulatory outcomes.

Te Tiriti o Waitangi and Te Ara Kotahi – our Māori strategy

The government has obligations under Te Tiriti o Waitangi to work in partnership with Māori: to ensure partnership at all levels, to protect Māori interests and to reflect the views and aspirations of Māori in decisions that directly affect them.

Te Ara Kotahi is the Waka Kotahi Māori strategy.[21] It provides strategic direction on how Waka Kotahi works with and responds to Māori as the Crown's Tiriti partner. The name Te Ara Kotahi symbolises the pathway that Māori and the Crown walk together on as envisaged by Te Tiriti. It also signifies te kotahitanga, the unity and inclusion of all cultures on the foundation of Te Tiriti.

Waka Kotahi is committed to the Crown's broader vision for a Treaty-based relationship. Te Tiriti provides for the exercise of kāwanatanga (the right of the Crown to govern) while actively protecting tino rangatiratanga (Māori self-determination) with respect to the natural, physical and spiritual resources.

Waka Kotahi, local government and RCAs must contribute to the Crown's broader vision for a relationship founded on Te Tiriti. The Land Transport Management Act 2003, Local Government Act 2002 and Resource Management Act 1991 also outline responsibilities to engage and partner with Māori when delivering and maintaining the transport system.

As the agency responsible for delivering an integrated transport system, Waka Kotahi has an important role in finding opportunities to better respond to Māori aspirations while delivering transport solutions. Waka Kotahi can contribute by working with Māori and other government agencies to support Māori to achieve their aspirations. Achieving safe speeds in locations where Māori experience a disproportionate level of road harm and around focal points of Māori communities such as marae is key to this goal.

As part of this process, other elements of the Waka Kotahi policy and regulatory framework for speed management, such as Road to Zero, Toitū te Taiao and Tū Ake, Tū Maia, are underpinned by the direction provided in Te Ara Kotahi.

Although Te Tiriti is between Māori and the Crown, the Local Government Act 2002 imposes certain obligations on local government. One such obligation is to provide an opportunity for Māori to contribute to the decision-making processes of a local authority, which includes speed management planning processes. Other legislation also imposes obligations on local government in relation to Te Tiriti and Māori interests and values more generally.

Furthermore, the Rule contains specific requirements to foster Crown–Māori partnership on speed management and speed-limit setting, as well as specific requirements to foster partnership in the development of speed management plans throughout the motu.

21 Waka Kotahi NZ Transport Agency. 2020. Te Ara Kotahi – our Māori Strategy. Wellington.

Appendix 2. Partnership with Māori

Partnership refers to working with Māori as Waka Kotahi Treaty partners. In addition to partnership with Māori at the level of Waka Kotahi as a regulator, this guide discusses partnership in terms of a joint journey with RCAs to develop speed management plans. It is a continuous and ongoing relationship. It means working together with open communication to achieve better understanding and outcomes for both parties.

This section covers:

- understanding Māori road safety outcomes (see 2.1)
- achieving better road safety outcomes for Māori through speed management (see 2.2)
- requirements under the Land Transport Rule: Setting of Speed Limits 2022 (the Rule) that relate specifically to Māori (see 2.3)
- partnering with Māori in the speed management planning process. (see 2.4)

2.1 Understanding Māori road safety outcomes

Since 2013, the number of people dying or being seriously injured on Aotearoa New Zealand roads has increased. Death and serious injury rates for Māori increased faster than for non-Māori between 2014 and 2017. Overall, road traffic mortality rates are between 60 percent and 200 percent higher for Māori than non-Māori.[22]

Furthermore, tamariki Māori are over-represented in road traffic injury rates, particularly as vehicle occupants and pedestrians, compared with non-Māori children. For example, a review of child and youth mortality data from 2002 to 2017 found tamariki Māori had fatality rates when in a car, pick-up truck or van almost twice as high as non-Māori children and pedestrian fatality rates about double those of non-Māori.[23]

Geographic distribution, age distribution and level of deprivation are important contextual considerations for road safety outcomes for Māori . One of the greatest determinants of road safety risk is exposure based on vehicle kilometres travelled, which in turn is heavily influenced by population size.

A large proportion of Māori live in the most populated parts of the country (for example, Tāmaki Makaurau Auckland, Waikato and Te Moana a Toi Bay of Plenty), so road safety improvements in these areas will reduce risk for Māori.

Social deprivation is a key determinant of road safety outcomes for everyone living in deprived areas. Māori are disproportionately affected because they make up a larger proportion of the population living in those areas. For example, people living in the highest deprivation areas have a two to three times higher risk of road traffic hospitalisation or death compared with people living in the least deprived areas.[24] Many of the road user factors associated with higher death and serious injury rates are linked to social deprivation.

Aside from the road trauma figures, it is also important to understand how unsafe speed limits may be affecting accessibility to services, opportunities and travel choices by Māori by creating roads that cause physical and social severance or other concerns in communities (due to high vehicle speeds and volumes). Locations with community hubs such as marae, kura or kaumātua housing may urgently need safe speed limits and other speed management approaches since they are destinations that concentrate particularly vulnerable populations such as tamariki and kaumātua or particularly large groups of people for events such as hui and tangihanga.

Some of the factors leading to the current situation also include inconsistent engagement with Māori on speed reviews and speed limit changes, unsafe speeds around Māori communities, and physical and social severance caused by high-speed roads through communities. Unsafe speeds can make it difficult for Māori to safely exercise their tikanga (for example, when the journey between a marae and an urupā is unsafe to walk during a tangihanga).

22 Waka Kotahi NZ Transport Agency. 2021 He Pūrongo Whakahaumaru Huarahi Mō Ngā Iwi Māori – Māori road safety outcomes. Wellington.
23 Child and Youth Mortality Review Committee. 2019. 14th data report: 2013–17. Wellington: Health Quality & Safety Commission.
24 Waka Kotahi NZ Transport Agency. 2021. He Pūrongo Whakahaumaru Huarahi Mō Ngā Iwi Māori – Māori road safety outcomes. Wellington.

2.2 Achieving better road safety outcomes for Māori through speed management

In the traditional Māori knowledge system, everything is connected and interrelated.[25] This guide recommends that a more holistic, Te Ao Māori, approach is taken to establish meaningful engagement and consultation with Māori about safe speed limits and speed management planning and processes, especially in (but not limited to) areas where Māori are a significant proportion of the population. This would enable Māori to exercise tino rangatira and to partner in solutions to road safety problems that affect Māori. Taking a partnership approach is especially important given the over-representation of Māori in road trauma figures. A partnership approach also aligns with the Safe System approach to road safety, which recognises that all elements of the transport system are interconnected, and that road safety interventions have the greatest impact when applied in combination.

As with other aspects of the transport system, road safety for Māori should be assessed from a Safe System perspective. Some factors affecting road safety for Māori are not easily explained through research and understanding into road safety at the level of the broader population, especially when it comes to understanding how factors come together to result in high-severity crashes. This is another reason why a partnership approach to understanding how speed management affects Māori and their road safety outcomes is so important.

2.3 Requirements under the Rule that relate specifically to Māori

In addition to the obligations for government and RCAs outlined in the introduction and 1.3, the Rule has specific requirements for Māori contributions to speed management plans.

Waka Kotahi as an RCA and regional councils must establish a process to provide opportunities for Māori to contribute to the preparation of speed management plans, including:

- fostering the development of Māori capacity to contribute to the preparation of the plan
- providing relevant information to Māori early to enable their contribution.

Furthermore, Waka Kotahi as an RCA and territorial authorities must also do everything reasonably practicable to separately consult Māori affected by any proposed change in a draft speed management plan that affects or is likely to affect Māori land, land subject to any Māori claims settlement Act, or Māori historical, cultural or spiritual interests.

This work should be described and evidenced in the speed management plan.

In addition to specifications about the speed management plan development process, the Rule also addresses specific issues for Māori communities in the implementation of speed limits and speed management programmes. It establishes an exception for the installation of variable speed limits outside marae, so Waka Kotahi approval is not required. It also makes it explicit that kura for children and young people (years 1–13) are included in the goal for safe speeds around all schools, regardless of the number of students at the kura.

2.4 Partnering with Māori in speed management planning

When partnering with Māori, in addition to the Rule requirements, RCAs and RTCs should consider the following:

- Engage early – it is important Māori interests are identified early and engagement is planned accordingly. The status of Māori as tangata whenua and Treaty partner must be recognised and engagement planned and undertaken before broader public engagement. (For more information about engagement and communication of speed management plans, see section 7.)
- It is for Māori, not RCAs, to determine whether there is an impact on Māori.
- This process may include preparing a Māori engagement plan that includes resources for building Māori capacity to contribute to the plan process and work with the Māori partnerships team or specialists in the respective RCA to ensure a true partnership approach to speed management is taken.
- Partnership with Māori may need a more flexible approach that is not constrained by a Western rules-based structure if safety, community goals and true partnership relationships related to speed management are to be achieved. This can mean

25 Waka Kotahi NZ Transport Agency. 2020. Tū Ake, Tū Māia *(Stand Up, Stand Firm): Regulatory Strategy 2020–25.* Wellington.

adapting processes to make it easier for Māori to have a genuine partnership and share their views. For example, how and when engagement takes place and how consultation feedback is gathered should take into account the fact Māori is a largely oral culture, so it may be more appropriate to gather feedback at a hui rather than on a form.

- Consider mātāwaka[26] as well as tangata whenua and haukāinga.[27] For example, contacting only iwi authorities can overlook significant Māori populations who may come together around kura kaupapa, kōhanga reo or other community institutions at a pan-tribal level.

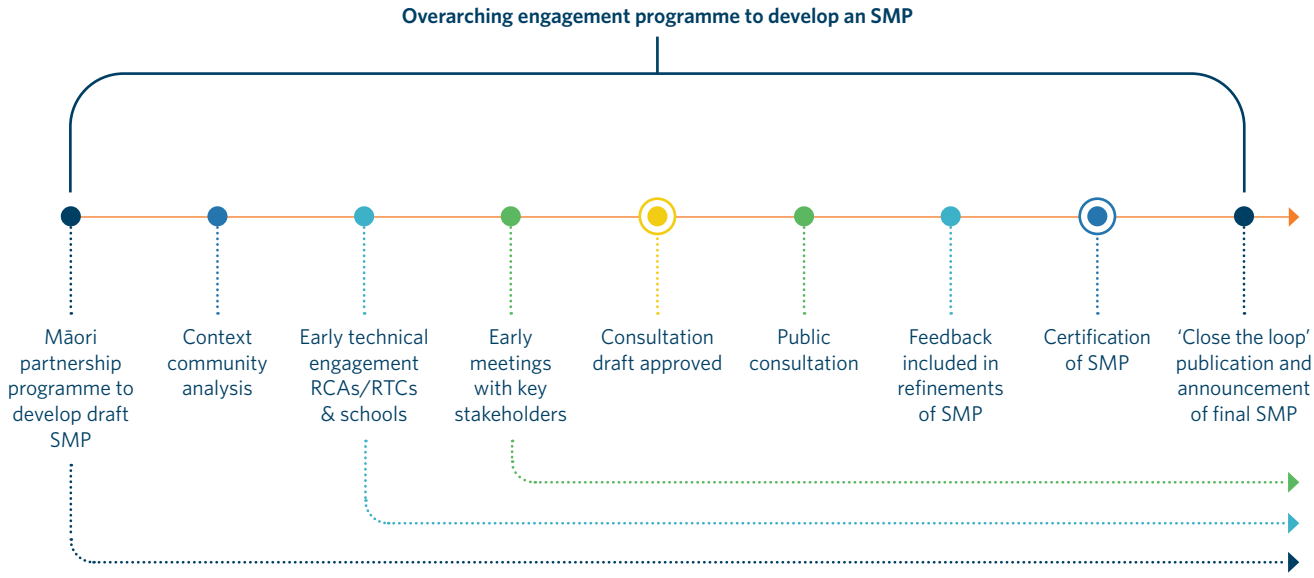
Further information

- For more on consultation, see section 7.
- For information on speed management around marae, see the Speed management guide section 3. Speed management plans: developing a speed managment plan.
- On road safety outcomes for Māori, see Waka Kotahi. 2021. He Pūrongo Whakahaumaru Huarahi Mō Ngā Iwi Māori – Māori road safety outcomes
- For resources on engaging with Māori and bilingual traffic signs, see: Waka Kotahi. 2020. Hononga ki te Iwi – our Māori engagement framework
- Local Government New Zealand. 2022. Council Māori engagement: Useful resources for Māori engagement in local government (webpage).
- Waka Kotahi. 2022. He Tohu Huarahi Māori Bilingual Traffic Signs programme (webpage).

26 Mātāwaka are Māori living in an area but who are not tangata whenua from that area or are not originally from that area.
27 Tangata whenua are Māori who have historic and territorial rights over the land. The term refers to iwi, hapū and haukāinga (Māori tribal groups) who have these rights in a specific region.

Appendix 3. Engagement and communication

Figure 4: Engagement programme to develop a speed management plan



The speed management planning process is expected to be transparent and encourage widespread participation in the statutory consultation process, so stakeholders and communities understand the full picture.

To support the consultation and implementation of a region's speed management plan, it is recommended that a broader engagement approach is taken that goes beyond the minimum statutory requirement (as illustrated in Figure 4).

The Rule strongly encourages collaboration at a regional level, so road controlling authorities (RCAs) and regional transport committees (RTCs) should work together to develop a coordinated engagement and consultation programme.

This section discusses:

- statutory requirements for consultation (see 3.1)
- preparing an effective engagement and consultation programme (see 3.2)
- early engagement with partners and stakeholders (see 3.3)
- effective public consultation steps (see 3.4)
- effective communication to support your consultation (see 3.5)
- closing the loop (see 3.6)
- engaging during implementation of a speed management plan (see 3.7).

3.1 Statutory requirements for consultation

Consultation should clearly inform people how proposed speed limits will work as part of a Safe System alongside safety cameras and other safety infrastructure and how they will make roads safer for everyone.

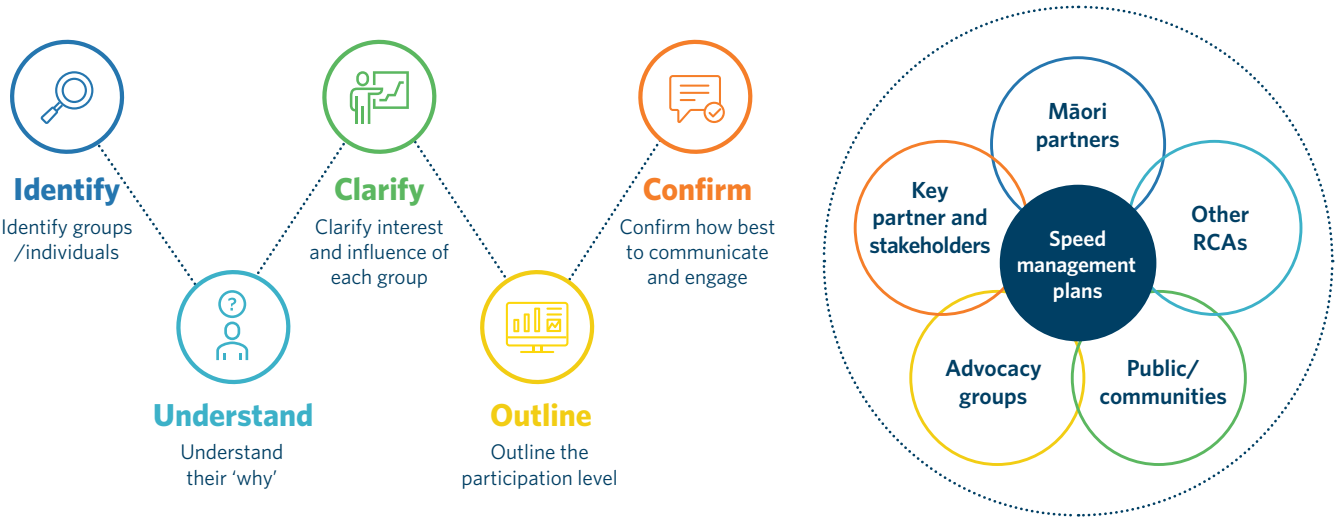
In addition to their partnership obligations when a plan is being developed, RCAs must separately consult with Māori who are affected by the speed management plan. Remember that it is for Māori (not the RCA) to determine whether and how Māori are affected.

Regional speed management plans

RTCs, RCAs and regional councils should coordinate to consult on the regional speed management plan every three years, in line with the minimum requirements for consultation set out in section 82 of the Local Government Act 2002 (notably, not section 83, which requires Special Consultative Procedures such as those used for the regional land transport plan process).

The regional council can facilitate consultation by publishing the plans, calling for and collating submissions, and ensuring submissions are sent to the appropriate RCA for its consideration.

Figure 5: Stakeholder analysis



State highway speed management plans

Waka Kotahi may choose to consult on the state highway speed management plan independently, or in coordination with the regional plan, depending on the alignment of the planning cycles.

The minimum requirements for consultation by Waka Kotahi are similar to the RCA requirements and include a consultation period of at least four weeks, notification on the Waka Kotahi website and the opportunity for people to provide feedback.

Territorial authority speed management plans

If an RCA decides to consult independently on a territorial authority speed management plan, it should still provide the territorial authority speed management plan to the RTC to enable regional planning to progress.

3.2 Preparing an effective engagement and consultation programme

Best practice engagement

It is recommended that RCAs use the engagement framework of the International Association for Public Participation (IAP2). This framework is internationally recognised as reflecting best practice.

Many councils have adopted this framework in their Significance and Engagement Policy, which records how the council considers community views when making decisions and when giving advice to local elected members. Many central government agencies such as Waka Kotahi also use the IAP2 framework.

Further information

For examples of the IAP2 engagement framework in use, see:

- Local Government New Zealand. 2019. The good governance guide for community boards
- Department of the Prime Minister and Cabinet. 2019. Guide for central government engagement with local government
- Waka Kotahi. 2016. Public engagement guidelines

Identify and map your stakeholders

Knowing who to engage with is essential to successful speed management planning. Stakeholder identification, mapping and analysis will help you determine who those people (stakeholders) are and plan how best to communicate with them.

Identify all the relevant people, groups and organisations you think have an interest in the speed management planning process and outcomes, including internal as well as external stakeholders.

Consider developing a stakeholder map to identify stakeholders' potential level of interest in the plans, and the plans likely impact on them, and their level of influence on the outcomes of the consultation.

Analyse each stakeholder group's potential perspectives and interests to understand how they might feel about and react to the speed management proposals and the issues they might want to be engaged on. This will help you to plan the best methods for engaging and communicating with different stakeholders, ensuring they get an opportunity to contribute to the speed management plan.

Investigate community demographics so you understand the make-up of the population and can engage in the best places, at right times and using methods that mean you will hear broader perspectives. Make sure opportunities are available for all groups who are disproportionately affected by road harm, severance and other community wellbeing and accessibility issues caused by unsafe speed limits (that is, not just the vocal minority).

These groups include, and there will be others, children; disabled people; sporting, charity, faith-based and other community groups; urban and rural groups; ethnic groups; businesses and business groups; LGBTQ+ groups; and people who work nights. Your engagement and consultation plan should identify the best ways to reach and meet with different groups and opportunities to create community champions and advocates.

For more information

For guidance on preparing for engagement and consultation, see:

- Department of the Prime Minister and Cabinet. 2019. Guide for central government engagement with local government
- Department of the Prime Minister and Cabinet. 2021. Community engagement design tool (which explains how to identify stakeholders and analyse their interests).

Research previous engagement themes

RCAs need to gather feedback, context and insights from stakeholders to inform draft speed management plans. These stakeholders include communities, non-RCAs, neighbouring RCAs (where corridors cross regional borders), Waka Kotahi (as RCA) and schools selected for speed limit changes. Understanding a community's values and concerns around road safety issues, gaining insights and local knowledge and learning what is important to a community will inform the content of the plan.

In this early stage of developing an engagement programme, talk to local elected representatives and gather and review feedback from related infrastructure or safety projects or from recent land transport planning processes (such as from the previous regional land transport plan). Test whether this feedback is still an ongoing concern at meetings, workshops or hui.

3.3 Early engagement with partners and stakeholders

When engaging with partners and stakeholders, remember to engage early with Māori, schools and other stakeholders.

Engage with Māori early

RCAs should also ensure their ongoing partnership programme with Māori is well under way before public and wider stakeholder consultation (see section 2). Engaging early provides opportunities for Māori to contribute to the preparation of speed management plans, which is required under clause 3.10(1) of the Rule. Understanding the impacts and interests of Māori communities will help you develop and tell an effective story when engaging on the speed management plan and help you understand where impacts on Māori may trigger the requirement to separately consult with affected Māori (clause 3.9(6) of the Rule).

Engage with schools early

RCAs should aim to engage with schools early on in the development of their speed management plan. Where speed limit changes are proposed outside a school, engaging with the school's management to understand issues and opportunities with the proposal is important, including the history of any safety incidents, the school's pedestrian and bike traffic counts and peak times of the day for people travelling to and from the school. Consider gathering information on issues and opportunities from community safety coordinators, the school travel programmes, walking school bus coordinators and school bus companies.

Many schools act as community hubs, hosting before or after-school care, school sports and community classes, meaning high activity times may vary

from location to location. There may also be other schools, childcare centres or kōhanga reo in wider areas surrounding a school, so it is important to take a whole-of-network or area-based approach and consider the impacts more broadly than just those for a specific school.

Input from schools and the wider school community can add significant value to the processes of identifying and prioritising risk along school routes and informing the location, design and development of supporting safety infrastructure. Where schools are identified in the draft speed management plan, make sure they are aware they will be identified in materials published during the wider consultation period so that identification doesn't come as a surprise.

Schools can also become important advocates for your draft speed management plan when it comes time to gain feedback in the public consultation period. Schools have significant influence and reach into families and the community and may be willing to help share information more widely to support the consultation. They can also be a great source of good news stories or personal stories to illustrate your plan.

The 'Safer journeys for schools' website provides more detailed guidance on working with schools to understand and address safety on journeys to and from school.

Have early meetings with other stakeholders

Consider how you can engage face to face or one on one with other stakeholders such as emergency services, transport advocacy groups and members of the freight industry. Understanding the level of interest and the impact of all stakeholders and the different ways they would like to engage with the RCA will help ensure any meetings, workshops, webinars or hui are successful.

Conversations with stakeholders such as New Zealand Police and Fire and Emergency New Zealand can also provide supporting evidence and events that can help with developing communications about your regional story, to help you explain why speed matters in your area, and influence public perception and acceptance of the need for change.

Briefings to local elected members will ensure they understand the benefits that your speed management plans will provide to their community (such as consistency of speed management across a region, visibility of how a region uses safe speed limits, road design and safety improvements to manage speeds, and how safety issues on local roads will be responded to). They are an opportunity to not just bring members on the journey as your plans are developed, but to articulate your vision for the community as an important part of the Road to Zero vision.

Further information

For more information, see:

- Department of the Prime Minister and Cabinet. 2020. Good practice guide for community engagement
- Department of the Prime Minister and Cabinet. 2021. Community engagement (webpage)
- Waka Kotahi. 2022. Road to Zero resources (webpage) (for speed management resources, videos and messages)
- Waka Kotahi. 2022. Speed and infrastructure (webpage) (for various resources).

3.4 Effective public consultation steps

Six steps must be followed for successful consultation on a speed management plan.

1. **Communicate** the proposed changes (what they are, why they are proposed, how they will achieve the 10-year vision), the implementation programme and timeframes set out in the speed management plan.
   - Be clear about how people's feedback will inform or influence decisions that need to be made, including what is and isn't open to change.
   - Explain the process for setting new speed limits, the steps involved once consultation closes, and the timing of these steps.
2. **Seek feedback** on the plan actively using a variety of engagement opportunities to capture the views of affected and interested communities.
   - Raise awareness about the consultation by, for example, publishing information and maps, running events and hui, holding workshops or webinars, or publishing a survey.
   - Make sure that engagement opportunities are accessible by those who experience disproportionate harm on the road and who will benefit from the changes proposed in the plan.
3. **Review and analyse** the feedback received.

4. **Use the feedback** to make an informed decision.
5. **Share how feedback influenced** the decision.
6. **Explain what happens next** – after the decision is made.

3.5 Effective communication to support your consultation

Communicate effectively

Effective communication means delivering the right information that is accessible to everyone and using the right channels at the right time. It is critical that clear, easy-to-understand communications support your consultation on speed management plans. You can communicate using a variety of methods including but not limited to, letter and print, website and social media content, media releases, collateral at events and presentations at meetings and hui. Your communications can stand out in many ways .

Explain your mandate

Remind stakeholders, partners and the public of your shared mandate to make roads safer.

Share the outcomes you're aiming to achieve and how you will measure those.

Talk about the importance of collectively working together towards the Road to Zero goal.

Remind people about the benefits of speed management planning with explanations that resonate with the community to generate rich and in-depth community insights. For example, the benefits of this planning include consistency of speed management across a region, visibility of how a region plans to use safe speed limits, road design and safety improvements to manage speeds and visibility about how safety issues on local roads will be responded to.

Create and share the vision

Creating a 10-year vision and leading with that in communications about the plan will help to capture people's attention and increase their understanding of the benefits of safe speed limits. This vision will help to build public understanding of the changes needed to speed management.

Your vision should describe what's possible for people when speeds are managed effectively. Talk about the benefits of creating safe, inclusive, healthy and people-friendly towns and cities, with a transport system that has people at its centre. Highlight how safe speeds save lives, avoid serious injuries and contribute to wider societal benefits such as improved accessibility, physical activity rates and environmental outcomes.

Expand on the benefits and link to values such as opportunities to move around independently, wanting the best for Aotearoa New Zealand children, reducing carbon emissions and connecting to nature. Position yourself as part of the community and reflect shared values back to the community. Talk about how the speed management plan will benefit different groups in the region. For example, focus on the future of children and schools in your community and what aspirations you have for their future. Share your Māori partners' culturally significant stories to build stronger connections to the land and its people.

Make the vision real and within reach. Support your vision with tangible local examples of how things will be better for the local community. This will help people see how the vision will translate into action that will help them, their whānau and the people and places they care about.

Use spokespeople who can offer different perspectives

Use spokespeople to communicate the benefits of changes proposed in the draft speed management plan. Spokespeople could be established community champions or trusted voices who represent the community. This will help you connect with the community, so they are and feel part of the decision-making process. Tell their stories through a variety of different media, especially visual or auditory media such as videos, voice stories, photos and cartoons.

Develop a variety of consultation collateral and feedback forms

To improve public participation, use a variety of channels and tailor collateral to suit people in the regions you're targeting for rich and diverse insights to inform your plan. For example:

- advertise in local papers or publications and on local radio stations
- develop maps, information sheets and answers to frequently asked questions to clarify what you're proposing, why, any concerns, how the speed management planning process works, timings and how to submit feedback (offering multiple channels such as online, post or phone)
- simplify maps so they are user-friendly and easily understood, for example, label maps clearly and use

coloured highlights to show what you're proposing with links to detailed information
- group and illustrate corridors by their street category from the One Network Framework and use interesting photos and descriptions of people, places and on-street activity to explain why the proposed speed changes match that One Network Framework category
- translate collateral into te reo Māori
- translate collateral into languages other than English and te reo Māori and distribute it and advertise in communities where English may not be a first language
- create an overview document describing the vision for speed management in the region and the Safe System approach
- note where a proposed speed is different from the safe and appropriate speed and why
- describe indicative infrastructure treatments and safety camera placements (as noted in the regional land transport plan)
- create an online and written survey to accompany collateral
- develop other supporting material to use when briefing elected members, other community groups and advocates
- consider alternate formats and accessibility standards so you design useful, readable and inclusive content.

Further information

- For guidance about designing useful, readable and inclusive content, see New Zealand Government. Content design guidance (webpage).

Keep up the momentum

Proactive and regular storytelling throughout the speed management planning process is important to build the public understanding needed to deliver change. A flow of human-centred and positive news throughout the process will encourage an understanding of the road safety goals and principles underpinning speed management and help to keep these at the forefront of people's minds. Be alert to unique stories as they present themselves and share these with your communities.

3.6 Closing the loop

Following decisions on the speed management plan, the Director of Land Transport certifies the final plan and Waka Kotahi publishes it online. The plan must outline the timeline for implementing changes.

It is important that when the plan is published, RTCs and RCAs close the loop with everyone who invested time to provide feedback.

RTCs and RCAs should use a variety of communications channels to inform people about the outcome of the consultation, including how feedback influenced decisions made about the plan. Let people know about the next steps in the process such as upcoming funding bids under the regional or national land transport plan process or more details about the three-year implementation plan.

3.7 Engaging during implementation of a speed management plan

Communications and engagement about speed management planning may include implementation-specific engagement and communications activities, including when a new speed limit will take effect after being entered into the National Speed Limit Register.

As each individual project is developed, project teams may need to develop a project-specific engagement and communications plan, engaging with local stakeholders including local iwi, marae, local community groups and neighbouring property owners. This communications plan might involve letting people know of the upcoming change through advertisements in local newspapers, on radio stations, on social media and other digital channels, as well as email updates or letters to stakeholders, community databases and people who were engaged with earlier.

Notification or journey advice may also be required to help the community move safely around construction sites or detours when works are underway.

Appendix 4. Monitoring and evaluation

Regular monitoring, evaluation and reporting are critical for keeping speed management plans on track to achieve local, regional and national outcomes. They inform the allocation of limited resources to achieve the most significant impacts.

A monitoring framework for a speed management plan must have a strong result focus with clear lines of accountability. It must also ensure the right data is collected, analysed and shared throughout the development and implementation of speed management plans.

This approach to monitoring – measuring what is working (and what isn't), continually learning how the system can be improved, and sharing results – is enshrined in the fourth speed management principle (system thinking – see 3.4 on page 72) and the fifth Road to Zero principle (Waka Kotahi actions are grounded in evidence and evaluated – see Box 2 on the right).

This section discusses:

- Why monitoring and evaluation are important (see 4.1)
- Road to Zero monitoring framework (see 4.2)
- Indicators of wider impacts – co-benefits (see 4.3).

4.1 Why monitoring and evaluation are important

Monitoring and evaluation are ongoing processes that should be integrated into all stages of speed management plan development and implementation. They should occur:

- at the beginning, providing baseline data to inform programming and design and establish targets
- during to monitor intervention rates and changes to system performance indicators
- after implementation of changes to evaluate the effectiveness of interventions (at corridor and network levels).

This integration will help RCAs to effective monitor and evaluate speed management interventions by:

- tracking progress towards identified key performance indicators
- testing and measuring the effectiveness of new approaches and sharing results
- communicating progress and effectiveness to political leaders, policy makers, local authorities, communities and other stakeholders
- demonstrating accountability for the investment in the interventions
- identifying outcomes that were not intended (whether positive or negative)
- identifying any need for additional speed management interventions and the most effective places to deploy them across the network
- informing the three-yearly update process for speed management plans and associated resourcing decisions.

Box 2

Principle 5 of the Road to Zero strategy: Waka Kotahi actions are grounded in evidence and are regularly evaluated

Waka Kotahi must focus its efforts on what works. Decision making should be informed by the best available science and information and needs to occur in an environment of continuous learning and system improvement.

Waka Kotahi needs to keep abreast of emerging road safety issues, changing trends and new solutions over the life of the Road to Zero strategy. Some technology-based solutions to road safety will develop over the next decade, and new problems may emerge. Hence, it is critical Waka Kotahi invests in research, robust analytics and modelling to inform interventions and decisions, while also supporting new and innovative approaches. Road safety actions need to be supported by regular process and outcome evaluations so everyone can see what works and what doesn't. Waka Kotahi needs to be nimble, so it can adapt its approach as necessary. Evidence and information should be shared across all road safety partners, particularly at regional and local authority levels, to support decision making by councils and communities.

4.2 Road to Zero monitoring framework

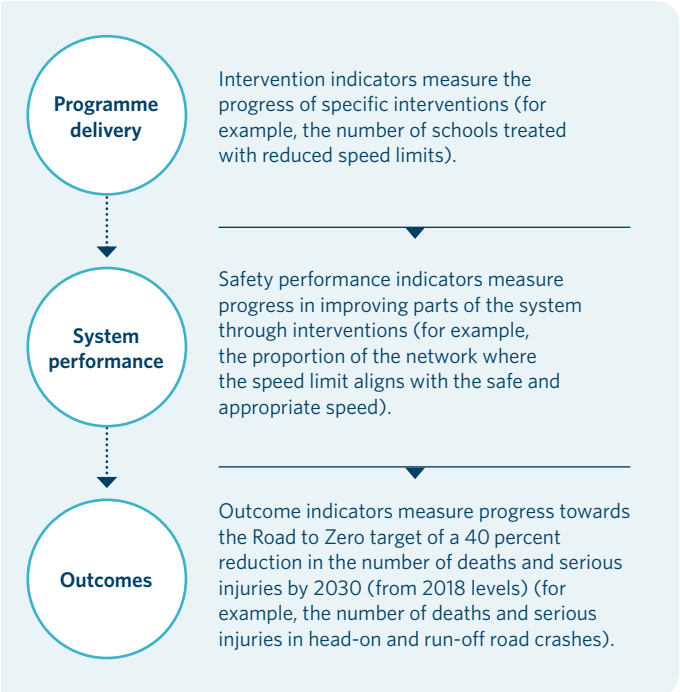
The Road to Zero strategy has a monitoring framework with a clear results focus to drive action and hold all road safety partners to account for delivery. The framework sets out three categories of

indicators to help measure progress: intervention, safety performance and safety outcome indicators (see Figure 6). These indicators are for each of Road to Zero's five focus areas.

As the Road to Zero monitoring framework reports at a national level, Waka Kotahi is considering how to adapt it to provide a regional view of the same indictors for RCAs. The indicators are:

- **Intervention** indicators measure the progress of specific interventions (for example, the number of schools treated with reduced speed limits).
- **Safety performance** indicators measure progress in improving parts of the system through interventions (for example, the proportion of the network where the speed limit aligns with the safe and appropriate speed).
- **Outcome** indicators measure progress towards the Road to Zero target of a 40 percent reduction in the number of deaths and serious injuries by 2030 (from 2018 levels) (for example, the number of deaths and serious injuries in head-on and run-off road crashes).

Figure 6: Outcomes framework from the Road to Zero strategy adapted for speed management



Local monitoring

RCAs are encouraged to undertake their own monitoring and evaluation, which could include supporting measures such as public perception and awareness surveys.

Planning and engagement on speed management are interlinked, and it's important to identify baselines of local and regional public perceptions early. Successful engagement campaigns, are more likely to produce successful outcomes.

Qualitative methods such as surveys and questionnaires (using a variety of channels) may be applicable. Social marketing–based approaches should be considered in conjunction with the planning of consultation on speed management plans and regional land transport management plans. Monitoring should involve these actions:

- Identify key performance indicators for interventions, safety performance and safety outcomes.
- Identify the type of data required to measure each indicator.
- Identify any tool required to capture this data and find out whether it's available or a new process needs to be established.
- Identify timeframes for capturing data (for example, before, during and after or is it ongoing or constant).
- Confirm the partners responsible for collecting, analysing and sharing the data (may be the same or different partners for each stage).
- Confirm how the data will be presented and shared publicly, if applicable.

Minimum data collections

Monitoring of the elements of a speed management plan can be carried out at implementation level. The data that should be collected includes, as a minimum:

- before and after data on injuries
- before and after speed data of all vehicles
- before and after speed data of freight vehicles
- before and after traffic volume
- classification data.

This information can be easily aggregated to determine the performance of a speed management plan as well as to identify roads where further interventions may be required to optimise safety outcomes.

4.3 Indicators of wider impacts – co-benefits

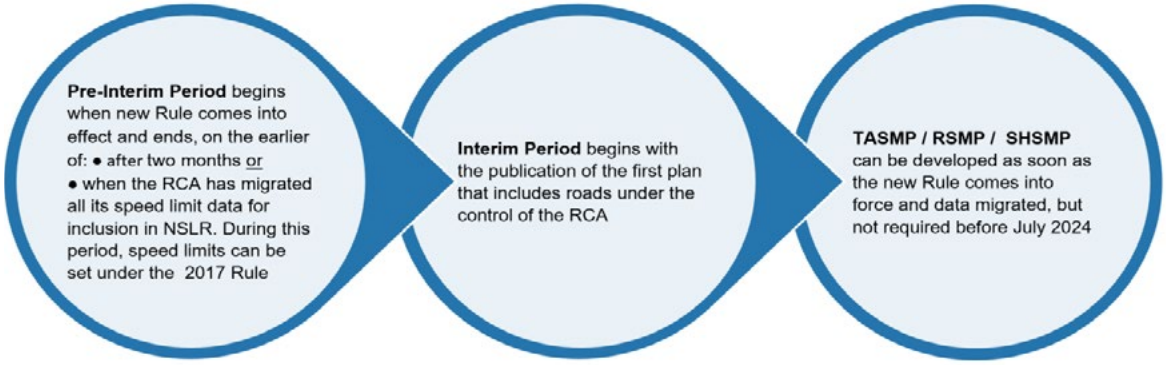
In addition to indicators directly related to real and perceived safety impacts, other indicators reflect wider impacts of speed limit changes, addressing potential co-benefits such as mode shift and emissions as well as areas of concern such as network and travel time impacts.

The development of indicators should take into account the measurement of social considerations such as partnership with Māori and mechanisms for speed management to support social equity goals. A framework for such indicators is not yet available at a national level, so local authorities may wish to consider what local indicators might be valuable and what data could be collected locally.

Indicators are not only important for adapting and improving a speed management plan but can help tell the story underpinning the plan and demonstrate the benefits of safe and appropriate speed limits and associated speed management.

Appendix 5. Preparing speed management plans during the transitional period

Figure 7: Speed management planning periods provided under the Rule



Note: NSLR = National Speed Limit Register; RSMP = regional speed management plan; SHSMP = state highway speed management plan; TASMP = territorial authority speed management plan

Pathways to develop plans and set speed limits

The first full speed management planning period, 1 July 2024 to 30 June 2027, is preceded by a transitional period, where local authorities can ulitise interim speed management plans.

The transitional period also includes an initial pre-interim period that enables RCAs to set speed limits under the Land Transport Rule: Setting of Speed Limits 2017, for a period not exceeding two months after the Land Transport Rule: Setting of Speed Limits 2021 (the Rule) comes into effect.

The relationship between these periods is depicted in Figure 7.

Consistent with the pathways outlined above, the Rule provides for the following speed management plan instruments, according to jurisdiction, for the interim period and beyond:

- interim state highway speed management plan and state highway speed management plan (from 1 July 2024): developed by Waka Kotahi (as an RCA)
- interim regional speed management plan and regional speed management plan (from 1 July 2024): developed by the regional transport committee and participating territorial authorities
- interim territorial authority speed management plan and territorial authority speed management plan (from 1 July 2024): developed by individual territorial authorities.

Setting speed limits during the pre-interim period

The pre-interim period closed on 19 July. If speed limit changes are required before the 2024/25 – 2026/27 land transport planning cycle, RCAs are encouraged to use the interim speed management process to make those changes sooner rather than later.

However, if an RCA is in the interim period and faces short-term problems developing an interim plan, then changing a speed limit under the Land Transport Rule: Setting of Speed Limits 2017 is allowed.

Regardless of which rule the speed limit is set under, certain information must be submitted to Waka Kotahi to enable it to create the land transport records necessary for the speed limit to be legal and enforceable.

The 2022 Rule provides that an RCA can generate the information required for creation of land transport records by:

- resetting an existing speed limit under clause 11.9
- setting an updated speed limit under clause 11.10
- setting a new speed limit under clause 11.11.

Once a land transport record has been reset, updated or set, the RCA must revoke the part of the local bylaw that enabled that speed limit setting.

Setting a new speed limit

During the transitional period (the pre-interim and interim period), an RCA may set a speed limit for a road regardless of whether:

- an existing speed limit exists for the road
- the RCA has already reset or updated a speed limit.

Setting an updated speed limit

During the transitional period (the pre-interim and interim period), an RCA may seek the Director of Land Transport's approval to set a speed limit (other than a temporary speed limit or an emergency speed limit) by:[28]

- taking the existing speed limit for the road and changing the:
  - location of the start point or end point (or both) of the speed limit to align with the positions of speed limit signs in place on the road at the commencement of the Rule
  - speed limit expressed in kilometres per hour to align with that displayed on speed limit signs in place on the road at the commencement of the Rule
- setting a speed limit consistent with speed limit signs in place at the commencement of the Rule (in instances where no bylaw exists or can be found that sets the speed limit for the road).

The Director approves the updated speed limit if satisfied the updated speed limit is consistent with the speed limit signs in place at the commencement of the Rule.

The RCA can then set the speed limit by submitting to the Registrar of Land Transport Records information consistent with the details approved by the Director in order for a land transport record to be created.

Resetting a speed limit

During the transitional period (until 1 July 2024) an RCA may decide to set (that is, reset) an existing speed limit for a road as the speed limit for the road.

Resetting a speed limit enables the creation of a land transport record for a speed limit without changing the parameters of that speed limit.

During the transition period, an existing speed limit applies until a corresponding land transport record comes into effect or a temporary speed limit is removed. A speed limit set during the transition period remains valid after the creation of a land transport record in the National Speed Limit Register.

These pathway and applicable instruments are expanded on in Table 1.

28 Clause 11.11 of the Rule.

Table 1: Setting of speed limits – pathways and instruments

	Pathway		
	Pre-interim period	**Interim period**	**Full speed management plan**
	Pertains to RCAs that have not yet migrated data for the National Speed Limit Register	*Pertains to RCAs, regional transport committees and Waka Kotahi (as an RCA)* *Is available once data has been migrated for the National Speed Limit Register*	
Category	**Transitional period**		**Business as usual**
Timeframe	**Begins** on Rule commencement **Ends** after two months or when the RCA confirms data migration for creation of land transport records* (whichever comes first)	**Begins** at the end of the pre-interim period **Ends** when first regional or state highway speed management plan is published	Is **available** when the interim period ends (mostly will coincide with the 2024–27 and subsequent National and Regional Land Transport Programme cycles) Can be **preceded** by interim plan
Speed management plan type and form	Speed management plan • Optional (speed limits set under the 2017 Rule) • No certification	Interim territorial authority speed management plan, interim regional speed management plan, interim state highway speed management plan • Certified by the Director of Land Transport • Essentially a speed limit implementation programme	Regional and state highway speed management plans • 10-year plan, with 3-year implementation programme
		Speed management plans to identify proposed speed limits changes (other than temporary speed limits) in the context of road safety infrastructure	
Process	Speed limits set using 2017 Rule through by-laws or by Director approval Status quo applies to the setting of temporary and emergency speed limits	Speed management plan preparation, drafting, Māori contribution, consultation, Waka Kotahi (as RCA) comment, certification, publication, review, variation and replacement **Alternative method** – setting of speed limits outside the speed management plan cycle by territorial authority or Waka Kotahi (as RCA) – Director of Land Transport approval required	
	Transitional provisions—Schedule 3 of the new Rule		
Enactment	**2017 Rule** (speed limits set under by-laws) Any enactment (other than the 2022 Rule) that empowers or requires the RCA to set speed limits	**2022 Rule**	
	Land Transport Act 1998		

* For the transitional period, an existing speed limit applies until a land transport record comes into effect or the removal of a temporary speed limit. A speed limit set during this period remains valid after the creation of a land transport record.