



# SPEED MANAGEMENT PLAN

HAMILTON CITY COUNCIL

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

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# 1. PURPOSE OF THIS DOCUMENT

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

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

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

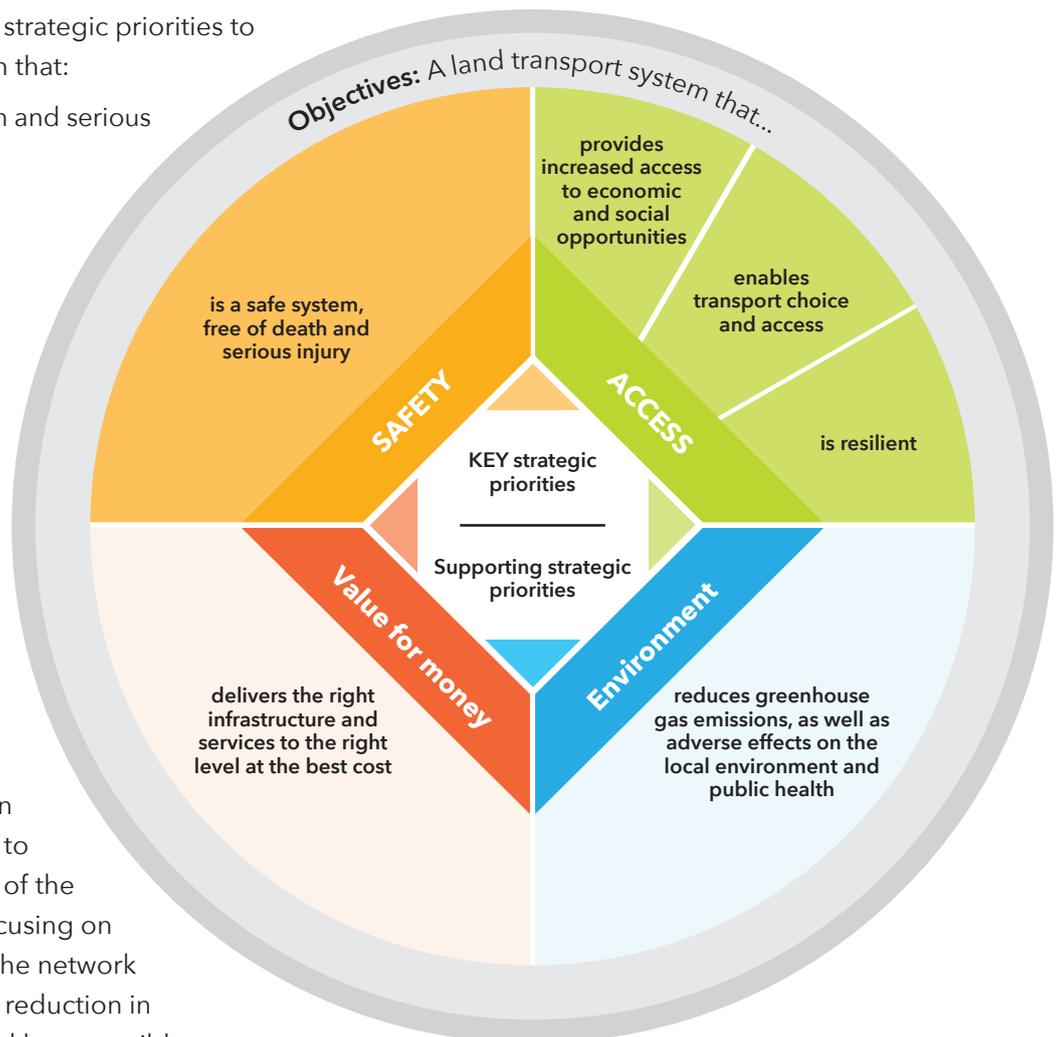
The plan sets out what work needs to be done, by who, where and finally an indication of funding to implement this work, with a focus on the next two financial years leading into the 2021-31 10-Year Plan.

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

## 2.1. GOVERNMENT POLICY STATEMENT ON LAND TRANSPORT

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

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



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

## 2.2. SAFER JOURNEYS

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

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

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

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

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



## 2.3. ACCESS HAMILTON STRATEGY

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

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

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

## 2.4. ONE NETWORK ROAD CLASSIFICATION (ONRC)

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

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

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

## 2.5. SPEED MANAGEMENT

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

We need people and goods to move efficiently around our transport network; however, aligned to the Safe System approach, we also need to see a reduction in deaths and serious injuries.

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

## 2.6. THE SPEED MANAGEMENT GUIDE

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

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

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

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

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

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

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

Classification	Straight open road/ urban motorways	Curved open road	Winding open road	Urban (not motorway)
<b>Class 1</b> High volume national	<b>100-110km/h</b> Depends on design and safety risk (e.g. divided 4-5 star, grade separated intersections, safety barriers) and factoring in enforcement thresholds	<b>80-100km/h</b>	<b>60-80km/h</b>	
<b>Class 2</b> National, Regional, Arterial	<b>80-100km/h</b> Depends on safety risk and whether volumes justify investment to bring the road up to 3 star equivalent, also enforcement thresholds			<b>50km/h</b>
<b>Class 3</b> Primary and secondary collector				<b>60-80km/h where safety risk allows, e.g. fewer intersections, mode separation for active users</b>
<b>Class 4</b> Access and low-volume access All winding/tortuous	<b>60-80km/h</b> Depending on roadside development, pedestrian and cyclist volumes, whether sealed or not			30-50km/h  30km/h if high volumes of cyclists/pedestrians Recognise access and place  10km/h for Shared Spaces

## 2.7. IS SPEED AN ISSUE FOR HAMILTON?

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

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

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

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

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

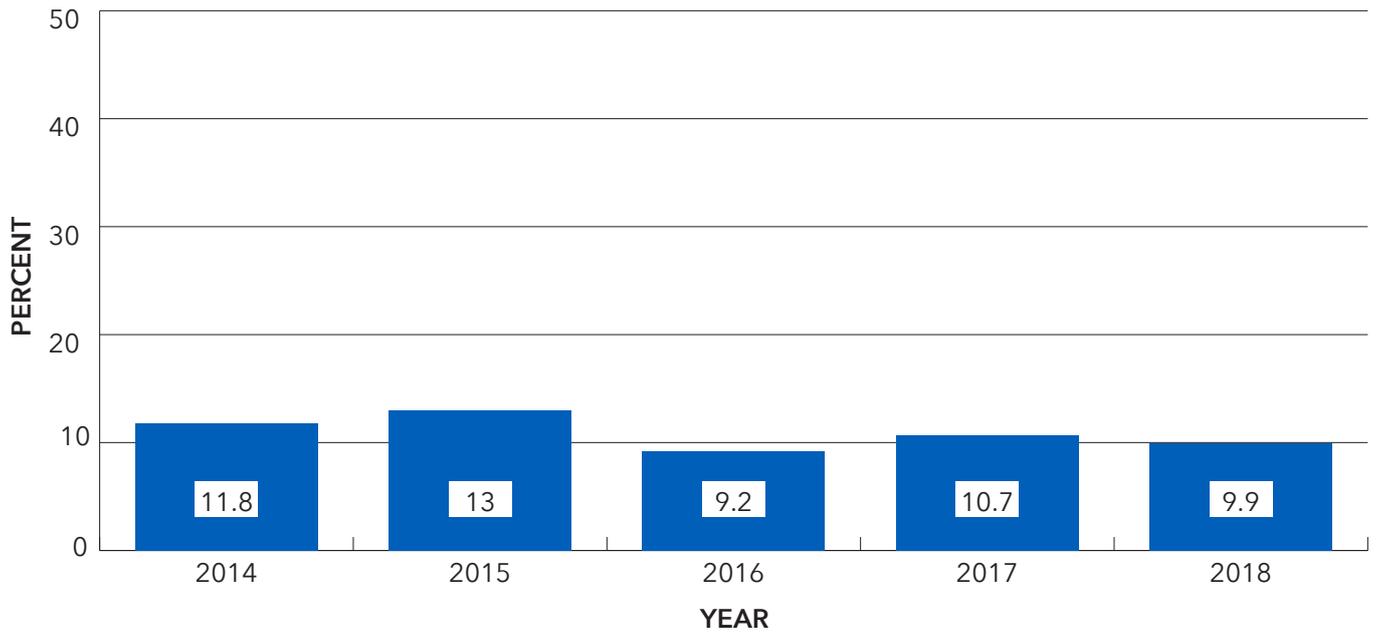
The top four contributing factors to fatal and serious injury crashes were:

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

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

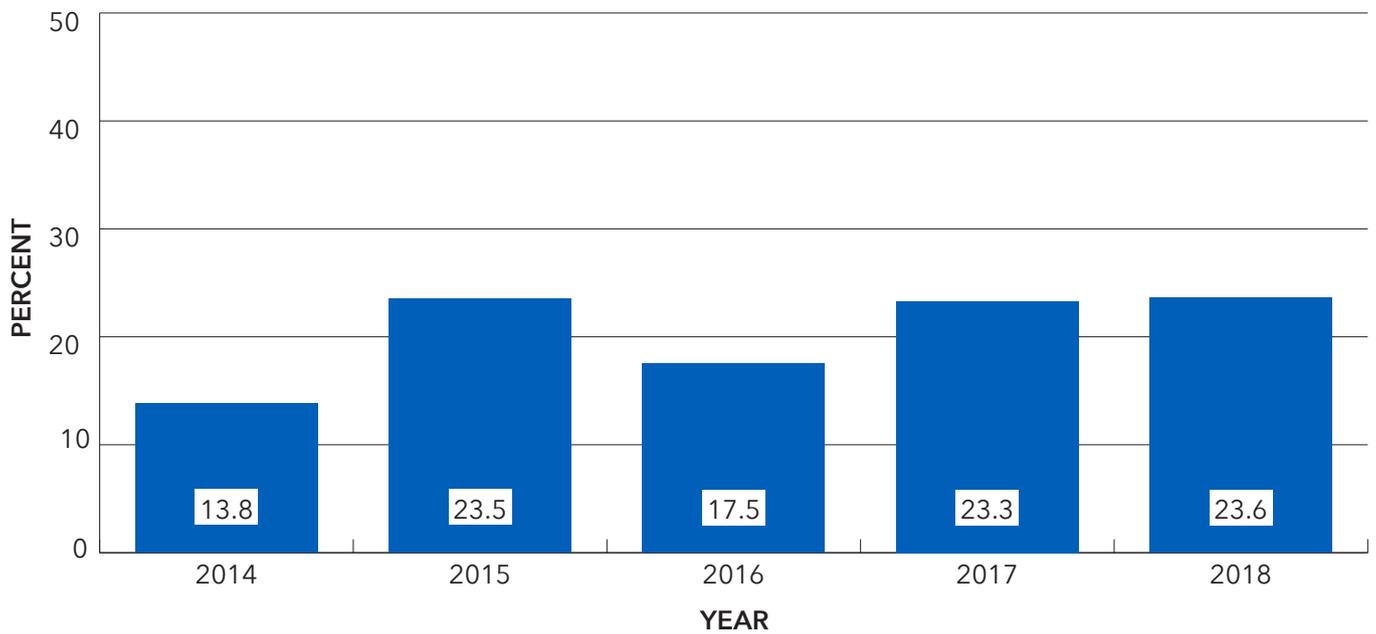
For Hamilton the percentage of all crashes involving inappropriate speed 2014-18 has varied from 9% up to 13%.

**PERCENTAGE OF ALL CRASHES INVOLVING INAPPROPRIATE SPEED**



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

**PERCENTAGE OF DEATH AND SERIOUS INJURY CRASHES INVOLVING INAPPROPRIATE SPEED**



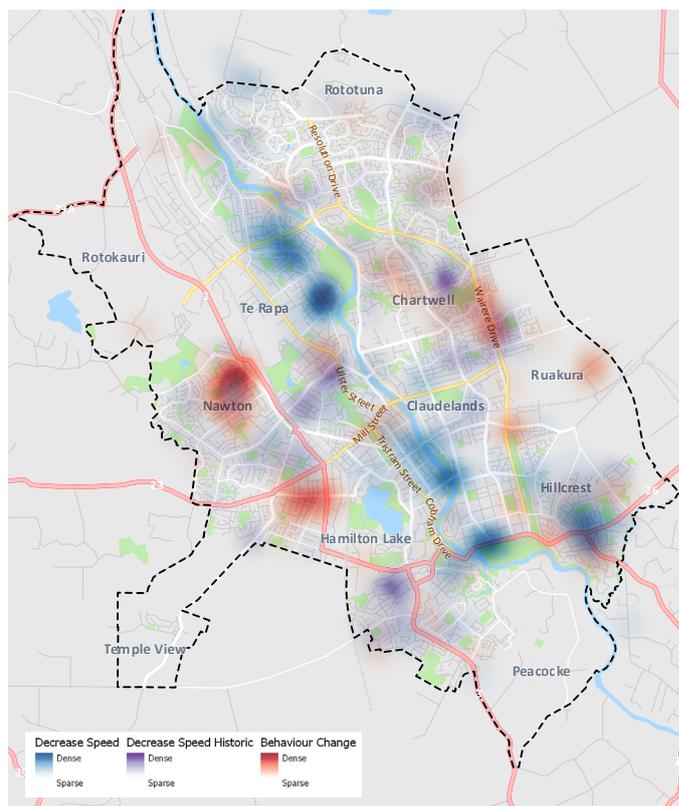
This means that under our Vision Zero road safety philosophy we can make a big difference in the number of death and serious injuries on our roads by implementing a good speed management programme. If we can increase the number of drivers driving at a safe and appropriate speed we can reduce the number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

We also know that:

- Most of our crashes involving inappropriate speed happen in areas with a 50km/h speed limit (60% 2014-2018)
- 58% of our crashes involving inappropriate speed (2014-2018) occur during the day
- Just over half of crashes involving inappropriate speed occur at intersections (52% 2014-2018)

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

Hamilton speed management - what you told us

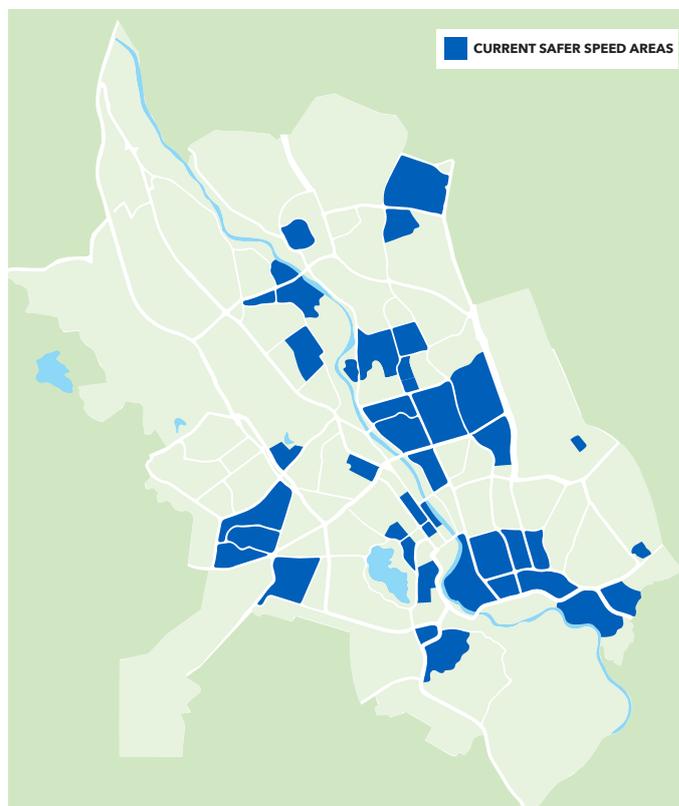


## 2.8. WHAT HAS HAMILTON CITY DONE ABOUT SPEED IN THE PAST?

Hamilton City has in the past been very active in the area of Speed Management and had developed a Speed Management Policy which set out the high level approach to Speed Management that was used for a number of years to guide Council's decision making.

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

Current Safer Speed Areas



# 3. DEVELOPMENT OF THE SPEED MANAGEMENT PLAN

## 3.1. STAKEHOLDER ENGAGEMENT

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

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

## 3.2. COMMUNITY ENGAGEMENT

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

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

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

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

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

Overall the response to speed management is positive. Engagement with the community in advance of any proposed speed management change needs to be maintained. A wraparound approach including supporting infrastructure and education, with a strong focus on protecting children and vulnerable users to encourage more people to walk and bike is needed to support any change.

## **4. SPEED MANAGEMENT PRINCIPLES**

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

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

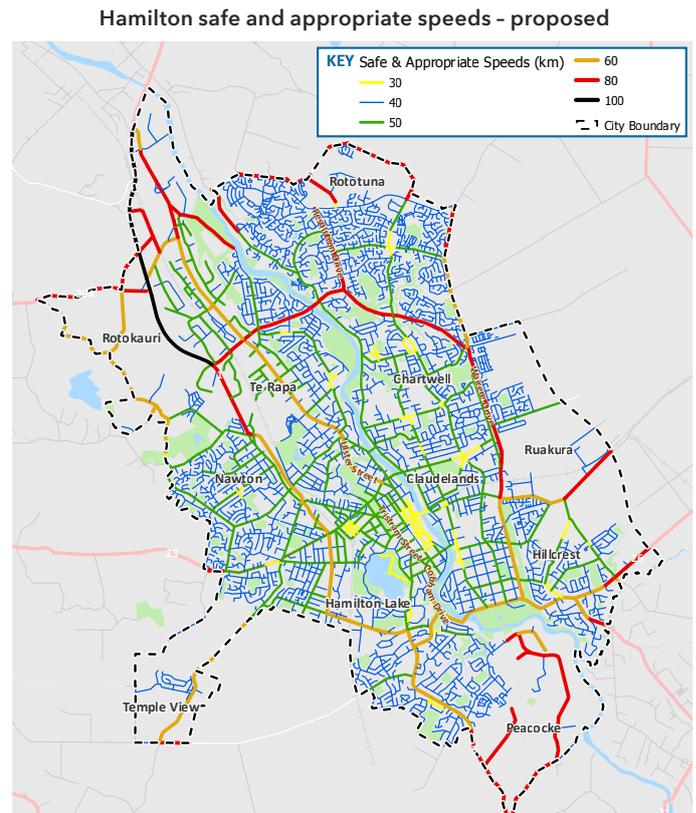
## **5. SPEED MANAGEMENT PRIORITIES**

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

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

# 6. SPEED MANAGEMENT MAP

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



# 7. SPEED MANAGEMENT ACTIVITIES 2019

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

## Hamilton's Speed Management Plan Stages

- Development of speed management principles and priorities
- Stakeholder and community views sought on the principles and priorities, and speed concerns
- Drafting of Speed Management Plan
- **WE ARE HERE**  
● Consultation with the community and stakeholders on the draft Speed Management Plan
- Consultation feedback worked into the final draft Plan. Taken to Council for adoption
- Development of speed management work and speed limit changes
- **YOU'LL ALSO HAVE A CHANCE TO GIVE US FEEDBACK HERE**  
● Further community and stakeholders feedback on proposed works and speed limit changes
- Work approved, with speed limit changes going through the Speed Bylaw change process

## 7.1. WHAT ROLE DOES HAMILTON CITY COUNCIL PLAY IN SPEED MANAGEMENT?

Council has the following roles under the Safe System approach:



## 7.2. THE SPEED MANAGEMENT TOOLBOX

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

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

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



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

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

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

- Road risk information campaigns, including Safer Roads for All/Safer Streets for All
- Seasonal campaigns targeted to road safety issues, such as winter driving or watch for motorcycles
- Annual campaigns focused on intersections, e.g. Roundabout Respect and Stop On Red/Yellow
- Promotional activities around speed and speed limit changes
- School-based campaigns such as Mix It Up at School Pick-up

## **8. FOR MORE INFORMATION**

Safer Streets for All

[hamilton.govt.nz/saferroadshamilton](https://hamilton.govt.nz/saferroadshamilton)

Current safety improvement projects

[hamilton.govt.nz/our-services/transport/safetyaccessimprovementprogramme](https://hamilton.govt.nz/our-services/transport/safetyaccessimprovementprogramme)

Myths and FAQs about speed

[hamilton.govt.nz/our-services/transport/safetyaccessimprovementprogramme/road-risk/Pages/FAQs-on-Road-Risk.aspx](https://hamilton.govt.nz/our-services/transport/safetyaccessimprovementprogramme/road-risk/Pages/FAQs-on-Road-Risk.aspx)

NZ Transport Agency Speed Management Guide including toolbox

[nzta.govt.nz/safety/speed-management-resources/](https://nzta.govt.nz/safety/speed-management-resources/)

Hamilton Speed Limit Bylaw 2018

[hamilton.govt.nz/bylaws](https://hamilton.govt.nz/bylaws)