

Proactive Release

This document is proactively released by Te Manatū Waka the Ministry of Transport.

Some information has been withheld on the basis that it would not, if requested under the Official Information Act 1982 (OIA), be released. Where that is the case, the relevant section of the OIA has been noted and no public interest has been identified that would outweigh the reasons for withholding it.

Listed below are the most commonly used grounds from the OIA.

Section	Description of ground
6(a)	as release would be likely to prejudice the security or defence of New
, ,	Zealand or the international relations of the New Zealand Government
6(b)	as release would be likely to prejudice the entrusting of information to the
, ,	Government of New Zealand on a basis of confidence by
	(i) the Government of any other country or any agency of such a
	Government; or
	(ii) any international organisation
6(c)	prejudice the maintenance of the law, including the prevention, investigation,
, ,	and detection of offences, and the right to a fair trial
9(2)(a)	to protect the privacy of natural persons
9(2)(b)(ii)	to protect information where the making available of the information would be
	likely unreasonably to prejudice the commercial position of the person who
	supplied or who is the subject of the information
9(2)(ba)(i)	to protect information which is subject to an obligation of confidence or which
	any person has been or could be compelled to provide under the authority of
	any enactment, where the making available of the information would be likely
	to prejudice the supply of similar information, or information from the same
	source, and it is in the public
9(2)(ba)(ii)	to protect information which is subject to an obligation of confidence or which
	any person has been or could be compelled to provide under the authority of
	any enactment, where the making available of the information would be likely
	otherwise to damage the public interest
9(2)(f)(ii)	to maintain the constitutional conventions for the time being which protect
	collective and individual ministerial responsibility
9(2)(f)(iv)	to maintain the constitutional conventions for the time being which protect
	the confidentiality of advice tendered by Ministers of the Crown and officials
9(2) (g)(i)	to maintain the effective conduct of public affairs through the free and frank
	expression of opinions by or between or to Ministers of the Crown or
	members of an organisation or officers and employees of any public service
0(0)(1)	agency or organisation in the course of their duty
9(2)(h)	to maintain legal professional privilege
9(2)(i)	to enable a Minister of the Crown or any public service agency or
	organisation holding the information to carry out, without prejudice or
0(0)(i)	disadvantage, commercial activities
9(2)(j)	to enable a Minister of the Crown or any public service agency or
	organisation holding the information to carry on, without prejudice or
	disadvantage, negotiations (including commercial and industrial negotiations)



Cover note for the proactive release of advice provided by the Ministry of **Transport to the Minister of Transport on speed limits**

The 2023 Amendment to the Land Transport Rule: Setting of Speed Limits 2022 can be found here: https://www.nzta.govt.nz/resources/rules/setting-of-speed-limits-2022/

List of documents for proactive release

found here: https://www.nzta.govt.nz/resources/rules/setting-of-speed-limits-2022/										
List of documents for proactive release										
#	Title	Туре	Proposed treatment under the Act							
1	Setting of speed limits Cabinet paper	Final Cabinet paper	Rélease in full							
2	CAB-23-MIN-0482 Minute	Cabinet minute	Release in full							
3	OC231031 Taking action on the 100-day commitment to stop blanket speed limit reductions – Briefing Policy	Briefing paper Draft Cabinet paper Draft Rule Draft Advice Sheet	Withhold some text under section 9(2)(a) and section 9(2)(g)(i)							
4	OC230910 Initial advice on the setting of speed limit rule – Briefing – Policy	Briefing Draft Letter	Withhold some text under section 9(2)(a), section 9(2)(f)(iv), and section 9(2)(g)(i)							
5	URGENT: Speed rule next steps for the Minister's consideration	Email thread	Withhold some text under section 9(2)(a), and out of scope							
6	Letter to Acting Chair of NZTA	Final Letter	Withhold some text under section 9(2)(a), and out of scope							

In Confidence

Office of the Minister of Transport

Cabinet

TAKING ACTION ON OUR 100-DAY COMMITMENT TO STOP BLANKET SPEED LIMIT REDUCTIONS AND START WORK ON A NEW RULE

Proposal

- This paper seeks agreement to targeted amendments to the Land Transport Rule: Setting of Speed Limits 2022 (the Rule) to:
 - 1.1 make it a discretionary requirement for Road Controlling Authorities, Local Authorities, Regional Transport Committees and Territorial Authorities (RCAs and RTCs) to prepare speed management plans (this is currently a mandatory requirement under the Rule), unless a deadline has been set; and
 - 1.2 provide authority for the Minister of Transport, rather than the NZ Transport Agency (the Agency), to set a deadline for any of the steps in developing, reviewing, varying, or replacing speed management plans under the Rule; and
 - 1.3 revoke any deadlines set by the Agency under the Rule; and
 - 1.4 revoke the deadlines and targets set in the Rule for RCAs and RTCs to change speed limits outside schools; and
 - 1.5 make consequential amendments to give effect to the points listed above.
- This paper also recommends that Cabinet authorise the submission of the Land Transport Rule: Setting of Speed Limits Amendment 2023 (the Amendment Rule) to the Executive Council to give effect to the changes outlined above.

Relation to government priorities

The proposals in this paper take action on the Government's 100-day plan to stop blanket speed limit reductions and start work on replacing the Rule.

Executive Summary

4 RCAs and RTCs are developing, consulting on, and finalising speed management plans, including speed limit changes, in accordance with the Rule. Under the Rule, the preparation of speed management plans is a mandatory requirement. The Agency has set a 29 March 2024 deadline when RCAs and RTCs need to submit final speed management plans by. The Rule

- also separately specifies deadlines and targets for setting speed limits outside schools.
- I have instructed the Ministry of Transport (the Ministry) to commence work on a new rule. While this work is progressing at pace, I am mindful that RCAs and RTCs are continuing to work on speed management plans in accordance with the Agency and Rule specified deadlines. My intention is RCAs and RTCs will take account of the new rule before their plans are finalised.
- To help RCAs and RTCs avoid wasting resources and money on finalising speed management plans, only to have to revisit the plans under the new Rule, I propose Cabinet approves targeted changes to the Rule.
- The changes to the Rule would revoke the mandatory requirement to prepare speed management plans (and replace it with a discretionary requirement), revoke the current deadlines and empower the Minister of Transport to set any new deadlines (if necessary) for any of the steps in developing, reviewing, varying or replacing speed management plans. I recommend Cabinet authorise the submission of the Amendment Rule to the Executive Council to enable these changes to be made in accordance with section 152A of the Land Transport Act 1998 (the Act).
- My preference is for RCAs and RTCs to pause plan development until a new rule is in place. I will notify them that I am developing a new rule and encourage them to wait until it is promulgated before finalising their plans. My intention is to avoid agencies wasting public money through having to amend speed management plans when a new rule is put in place.

RCAs and RTCs are currently working to finalise speed management plans in accordance with deadlines set under the Rule

- 9 Under the Act and the Rule, RCAs and RTCs have responsibility for managing speed and setting speed limits. The existing Rule establishes criteria, procedures, and requirements whereby RCAs and RTCs set enforceable speed limits through speed management plans. The preparation of speed management plans is a mandatory requirement under the Rule.
- The Rule enables the Agency to set a deadline for the completion of speed management plans. The Agency has set a deadline of 29 March 2024 for speed management plans to be submitted to the Director of Land Transport for certification. In addition, the Rule requires that RCAs and RTCs use reasonable efforts to ensure speed limits outside schools are reviewed and set in accordance with Section 5 of the Rule for at least 40 percent of schools by 30 June 2024 and 100 percent by 31 December 2027. These deadlines were set to align the development of speed management plans with the three-yearly funding cycles of the National Land Transport Fund.
- 11 RCAs and RTCs are currently working to finalise their speed management plans in accordance with these deadlines.

I propose a targeted Rule amendment to remove these deadlines and make the preparation of speed management plans a discretionary requirement, while a new rule is being developed

- I have considered a more substantive amendment to the Rule to remove all references to speed management plans and how speed limits could be set. However, this type of amendment creates a risk of unintended consequences, such as inadvertently removing the ability of RCAs and RTCs to set some types of speed limits at all.
- Given this risk, I am not proposing to progress immediately with a more substantive amendment to the Rule. However, I have instructed the Ministry to commence work on a new rule at pace. While this work is progressing, RCAs and RTCs are continuing to work on speed management plans under the existing Rule. My intention is for RCAs and RTCs to take account of the new rule before their plans are finalised.
- To help RCAs and RTCs avoid wasting resources on finalising speed management plans, only to have to revisit the plans under the new rule, I propose to recommend the Governor-General sign an Order in Council to make a targeted rule change to remove these deadlines. The rule change will remove the mandatory requirement for RCAs and RTCs to prepare speed management plans (unless a deadline has been set for the plans to be developed). The rule change will enable me, as Minister of Transport, to set any deadlines for RCAs and RTCs to complete any of the steps in developing, reviewing, varying, or replacing speed management plans, if I consider this necessary (for road safety purposes, or otherwise). At this stage, I do not intend to set a deadline.
- I expect to undertake a substantive review of the current Rule to ensure the new rule meets our policy objectives. I have instructed the Ministry to report back to me on the process for establishing a new rule at pace.
- Notwithstanding these changes, RCAs and RTCs may still choose to continue to finalise speed management plans and submit them to the Director of Land Transport for certification. I propose to write to RCAs and RTCs to inform them of my intention to develop a new rule and encourage RCAs and RTCs to consider the new rule before completing their speed management plans.

Cost-of-living Implications

17 The proposals in this paper are unlikely to have any impacts on the cost of living.

Financial Implications

There are no financial implications for the Crown arising from the proposals in this paper.

Legislative Implications

- 19 Under section 152A of the Act, ordinary land transport rules may be made, amended or revoked by the Governor-General by Order in Council, on the recommendation of the Minister of Transport. The other relevant empowering provisions for making rule and rule amendments are section 157(1)(d) and (e) of the Act, which specify that rules may provide for the setting of speed limits for roads and empower or require RCAs and RTCs to set speed limits for roads within their jurisdiction.
- To give effect to the recommendations referred to above, I recommend that the Amendment Rule be made under these provisions of the Act.

Timing and the 28-day rule

- 21 I am seeking a waiver to the 28-day rule that secondary legislation made by Order in Council must not come into force until at least 28 days after it has been notified in the *New Zealand* Gazette as the Amendment Rule only confers benefits on the public. It does so by allowing RCAs and RTCs to avoid carrying out redundant processes and unnecessarily spending public money on speed management plans that would need to be reconsidered under the planned new rule.
- Waiving the 28-day rule will mean the Amendment Rule can come into effect on 15 December 2023, the day after it has been notified in the *New Zealand Gazette*.

Compliance

- 23 The Amendment Rule complies with:
 - 23.1 the principles of the Treaty of Waitangi;
 - the rights and freedoms contained in the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993;
 - 23.3 the principles and guidelines set out in the Privacy Act 2020;
 - 23.4 relevant international standards and obligations; and
 - 23.5 the Legislation Guidelines (2021 edition), which are maintained by the Legislation Design and Advisory Committee.
- Section 152A(2) of the Land Transport Act 1998 (the Act) requires me to have regard to the criteria specified in section 164(2) of the Act before making a recommendation that the Governor-General make a rule under section 152A(1). I can confirm that I have had regard to, and have given such weight as I considered appropriate to those criteria in recommending that the Governor-General make the Rule.

Regulations Review Committee

I have been advised it is unlikely that there are any grounds for the Regulations Review Committee to draw the Amendment Rule to the attention of the House of Representatives under the Standing Orders.

Certification

The Amendment Rule was drafted by the Agency and reviewed by the Ministry. The Chief Legal Adviser, Ministry of Transport, has certified the Amendment Rule as being in order for submission to Executive Council.

Impact Analysis

Regulatory Impact Statement

The Treasury's Regulatory Impact Analysis team has determined that the proposal to remove deadlines for the completion of speed management plans is exempt from the requirement to provide a Regulatory Impact Statement. This is on the grounds that the proposal has no or only minor impacts on businesses, individuals, and not-for-profit entities, and in the context of the Government's intention to stop blanket speed limit reductions and replace the Rule as part of the 100-day plan [CAB-23-MIN-0468].

Climate Implications of Policy Assessment

A Climate Implications of Policy Assessment was not undertaken as the proposals in this paper are not considered to have a meaningful impact on emissions.

Population Implications

There are no specific population implications identified from the proposal in this paper.

Human Rights

As noted above, the proposals in this paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Use of external resources

No external resources were used in the production of this Cabinet paper.

Consultation

The Agency and the Treasury (Regulatory Quality Team) were consulted in the development of the paper. The Department of Prime Minister and Cabinet has been informed.

Communications

- The Amendment Rule will be notified in the *New Zealand Gazette* and published on the Agency's website. I intend to issue a press release about the effect of the Amendment Rule, and will notify RCAs and RTCs of the rule changes.
- The Agency will issue supporting communication to RCAs and RTCs as the regulator.

Proactive Release

I intend to proactively release this paper and associated papers within 30 business days of the Cabinet decision.

Recommendations

The Minister of Transport recommends that Cabinet:

- note that the Coalition Government's 100-day plan includes an action to stop blanket speed limit reductions and start work on replacing the Land Transport Rule: Setting of Speed Limits 2022 (the Rule);
- 2 note that responsibility for setting speed limits under the Rule sits with Road Controlling Authorities, Local Authorities, Regional Transport Committees and Territorial Authorities (RCAs and RTCs);
- note that work is underway to replace the Rule, and while this work is progressing at pace, RCAs and RTCs are continuing to work on speed management plans in accordance with deadlines set under the current Rule;
- agree that, to avoid RCAs and RTCs wasting resources on finalising speed management plans in accordance with these deadlines, only to have to revisit the plans under the new Rule, targeted changes are made to the Rule to remove these deadlines;
- 5 **agree** that these targeted changes to the Rule will:
 - 5.1 make it a discretionary requirement for RCAs and RTCs to prepare speed management plans (unless a deadline has been set); and
 - 5.2 provide authority for the Minister of Transport, rather than the NZ
 Transport Agency (the Agency), to set a deadline for any of the steps in developing speed management plans under the Rule; and
 - 5.3 revoke any deadlines set by the Agency under the Rule; and
 - 5.4 revoke the deadlines and targets set in the Rule to change speed limits outside schools;
 - 5.5 make consequential amendments to give effect to these changes.

- 6 **note** that section 152A(2) of the Act requires that the responsible Minister have regard to the criteria specified in section 164(2) of that Act before recommending the making of a rule, by Order in Council, under section 152A(1);
- 7 **note** the advice of the Minister of Transport that this has been met;
- 8 agree that the Land Transport Rule: Setting of Speed Limits Amendment 2023 (the Amendment Rule) will give effect to recommendations 4 and 5 above:
- 9 authorise the submission of the Amendment Rule to the Executive Council and
- nable the ar it has been with the second the agree that a waiver of the 28-day rule is granted to enable the Amendment Rule to come into force on 15 December 2023 after it has been notified in the



Cabinet

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

100-Day Plan: Taking Action on the Commitment to Stop Blanket Speed Limit Reductions and Start Work on a New Rule

Portfolio Transport

On 11 December 2023, Cabinet:

- noted that the Coalition Government's 100-Day plan includes an action to stop blanket speed limit reductions and start work on replacing the Land Transport Rule: Setting of Speed Limits 2022 (the Rule);
- 2 **noted** that responsibility for setting speed limits under the Rule sits with Road Controlling Authorities (RCAs), Local Authorities, Regional Transport Committees (RTCs) and Territorial Authorities;
- noted that work is underway to replace the Rule, and while this work is progressing at pace, RCAs and RTCs are continuing to work on speed management plans in accordance with deadlines set under the current Rule;
- 4 **agreed** that, to avoid RCAs and RTCs wasting resources on finalising speed management plans in accordance with these deadlines, only to have to revisit the plans under the new Rule, targeted changes be made to the Rule to remove these deadlines;
- 5 **agreed** that these targeted changes to the Rule will:
 - 5.1 make it a discretionary requirement for RCAs and RTCs to prepare speed management plans (unless a deadline has been set);
 - 5.2 provide authority for the Minister of Transport, rather than the New Zealand Transport Agency (NZTA), to set a deadline for any of the steps in developing speed management plans under the Rule;
 - 5.3 revoke any deadlines set by NZTA under the Rule;
 - 5.4 revoke the deadlines and targets set in the Rule to change speed limits outside schools:
 - 5.5 make consequential amendments to give effect to these changes;
- 6 **noted** that section 152A(2) of the Land Transport Act 1998 (the Act) requires that the responsible Minister have regard to the criteria specified in section 164(2) of that Act before recommending the making of a rule, by Order in Council, under section 152A(1);

- 7 **noted** the advice of the Minister of Transport that this has been met;
- 8 agreed that the Land Transport Rule: Setting of Speed Limits Amendment 2023 (the Amendment Rule) will give effect to paragraphs 4 and 5 above;
- 9 **noted** that a waiver of the 28-day rule is sought:
 - 9.1 so that the Amendment Rule can come into force on 15 December 2023;
 - 9.2 on the grounds that the Amendment Rule only confers benefits on the public;
- 10
- ..oli

 ..sport Rule: Setti

 .. 11 authorised the submission to the Executive Council of the Land Transport Rule: Setting of

Rachel Hayward Secretary of the Cabinet



6 December 2023 OC231031

Hon Simeon Brown

Action required by:

Minister of Transport

Thursday, 7 December 2023

TAKING ACTION ON THE 100-DAY COMMITMENT TO STOP BLANKET SPEED LIMIT REDUCTIONS – CABINET PAPER

Purpose

To seek your agreement to consult Ministerial colleagues on the attached Cabinet paper and Order in Council to amend the Land Transport Rule: Setting of Speed Limits 2022 (the Rule), before submitting them to the Cabinet Office for consideration by Cabinet on 11 December 2023.

Key points

- You would like the NZ Transport Agency (the Agency) and territorial authorities (as
 road controlling authorities) and regional transport committees (RCAs and RTCs) to
 pause the development of speed management plans under the current Rule. We are
 preparing advice for you on more substantive changes to the Rule which will be
 progressed next year to reflect the Coalition Government's priorities.
- RCAs and RTCs are developing, consulting and finalising speed management plans, including speed limit changes, in accordance with a 29 March 2024 deadline set by the Agency
- The Rule also requires RCAs and RTCs to use reasonable efforts to ensure speed limits outside schools do not exceed the maximum allowable under the Rule for at least 40 percent of schools by 30 June 2024 and 100 percent of schools by 31 December 2027.
- To avoid RCAs and RTCs wasting resources on finalising speed management plans in accordance with these timeframes and the Agency deadline, only to have to revisit the plans under the new Rule, we propose you make a targeted rule change to remove these deadlines. We also recommend the Rule provides authority for you, as the Minister of Transport, to set a deadline for any of the steps in developing, reviewing, varying or replacing speed management plans under the Rule (if required).
- RCAs and RTCs may still choose to continue to finalise speed management plans
 and submit them to the Director of Land Transport for certification. To mitigate this,
 we suggest that you notify RCAs and RTCs of the Amendment Rule and recommend
 that they wait for the new Rule to be in place before finalising their speed
 management plans. We will provide your office with letters to write to RCAs and

RTCs and the Government appointed Speed Management Committee on Friday, 8 December 2023.

 Subject to your agreement, we recommend you consult your ministerial colleagues about this proposed Rule change. To bring the Amendment Rule into force as early as possible you will need to submit the Cabinet paper for consideration at Cabinet and Executive Council on 11 December.

Section 164 of the Land Transport Act 1998 sets out matters you must have regard to

Recommendations

We recommend	you:
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agree that in recommending this Rule Amendment to the Governor General you have had regard to the matters required under section 164 of the Land Transport Act 1998

Yes / No

agree to progress a Rule Amendment through an Order in Council to:

Yes / No

- 1.1 provide authority for the Minister of Transport, rather than the New Zealand Transport Agency (the Agency), to set a deadline for any of the steps in developing, reviewing, varying or replacing speed management plans under the Rule; and
- 1.2 revoke any deadlines set by the Agency under the Rule; and
- 1.3 revoke the deadlines set in the Rule for road controlling authorities to change speed limits outside schools.
- 3 agree to seek a waiver of the 28-day rule as the Amendment Rule only confers benefit to the public and bring the Amendment Rule into force on 15 December 2023

Yes / No

4 agree to consult with ministerial colleagues about these proposed Rule changes

Yes / No

agree, subject to the outcome of that consultation, to submit the Rule Amendment and accompanying Cabinet paper to the Cabinet for consideration at its meeting on 11 December 2023.

Yes / No

Bronwyn Turley

Deputy Chief Executive, Regulatory

06 / 12 / 2023

Hon Simeon Brown **Minister of Transport**

..... / /

Minister's office to complete: ☐ Approved ☐ Declined

☐ Seen by Minister ☐ Not seen by Minister ☐ Overtaken by events

Comments

Contacts

Name	Telephone	First contact
Bronwyn Turley, Deputy Chief Executive, Regulatory	s 9(2)(a)	✓
Joanna Heard, Acting Manager Safety		

TAKING ACTION ON THE 100-DAY COMMITMENT TO STOP BLANKET SPEED LIMIT REDUCTIONS

You can amend the Rule to remove deadlines and timeframes that are driving RCAs and RTCs to finalise speed management plans

- 1 Stopping blanket speed limit reductions and starting work on replacing the Rule is part of the Government's 100-day plan.
- 2 Under the Rule, NZ Transport Agency (the Agency) can set a deadline for like the Agency and territorial authorities (as road controlling authorities) and regional transport committees (RCAs and RTCs) to complete the various steps in developing speed management plans. The Agency has set a default deadline of 29 March 2024 for RCAs and RTCs to submit final draft speed management plans to the Director of Land Transport for certification.
- The Rule also provides that RCAs and RTCs use reasonable efforts to ensure speed limits outside schools do not exceed the maximum allowable under the Rule for at least 40 percent of schools by 30 June 2024 and 100 percent by 31 December 2027.
- Under the Land Transport Act 1998 (the Act), you can make or amend Land Transport Rules. Amending the Rule to revoke the Agency's power to set deadlines (including revoking any existing deadlines set by the Agency), and the timeframe for addressing speed limits outside schools, would enable RCAs and RTCs that haven't already completed their speed management plans to pause this work.
- We also recommend that the Rule provides authority for you, as the Minister of Transport, to set a deadline for any of the steps in developing, reviewing, varying, or replacing speed management plans under the Rule (if required, for example, for road safety purposes). This would be an enabling provision. You would not be obliged to set any deadlines.
- RCAs and RTCs may still choose to continue to finalise speed management plans and submit them to the Director of Land Transport for certification. This could occur where, for example, local councils and their communities are supportive of the proposed speed limit changes.
- To reduce the risk of RCAs and RTCs continuing to finalise plans in the face of community opposition, we suggest that you notify RCAs and RTCs of the Amendment Rule and recommend that they wait for the new Rule to be in place before finalising their speed management plans. We will provide your office with letters to RCAs and RTCs by Friday 8 December 2023. We also recommend you notify the Speed Management Committee appointed by the previous government of the Amendment Rule.

We have considered an option for more substantial amendments to the Rule

We considered a more substantive amendment to the Rule that could RCAs and RTCs stop work on speed management plans entirely. Due to the potential unintended consequences of this type of amendment in the limited timeframes to create the amendment to the Rule, including the risk of removing any ability to set

- speed limits, we do not recommend proceeding with more substantive amendments at this stage.
- 9 We are continuing to work on a new rule for you and will provide advice to you on this in early 2024. This will include advice on the scope and timeframe for a new Rule being established.

You must have regard to specific matters set out in the Act, including safety and wellbeing factors, before recommending a rule change

We propose that the Amendment Rule is made under provisions in the Act which will require it to be signed by the Governor-General as an Order in Council on your recommendation. Before making a recommendation, you are required to have regard (and give such weight, as you consider appropriate in each case) to the various matters outlined in section 164(2) of the Act. We set out our advice on these matters in the table below.

Matter to be considered	Comment
Section 164(2)(a) The level of risk existing to land transport safety in each proposed activity or service	We consider that there is minimal safety risk associated with providing authority for the Minister of Transport, rather than the New Zealand Transport Agency (the Agency), to set a deadline for any of the steps in developing, reviewing, varying or replacing speed management plans under the Rule.
	The powers for the Agency to set deadlines is a discretionary power, largely intended to align the development of the speed management plans with the three-yearly funding cycle of the National Land Transport Fund.
	The deadlines for setting speed limits outside schools reflects the risk profile of schools and the roads around them.
	The Agency estimates that over 85 percent of speed limits in New Zealand are above the safe and appropriate speed limit.
PRORUM	RCAs and RTCs that are concerned about the safety risks associated with the speed limit on any particular road, including those around schools, can still progress speed limit changes under the Rule.
ENANAI	Existing speed limits will remain in the meantime. As some of these speed limits may not be safe and appropriate for the particular road, the delays in addressing these speed limits, and speed limits around schools, could pose some (unquantifiable) safety risk in the short term.
	However, a broader review of the Rule is intended to ensure a more balanced and consultative approach is taken to setting of speed limits with the intention of gaining greater community buy-in and road user compliance with speed limits that are set.
Section 164(2)(b)	
The nature of the particular activity or service for which the rule is being established	As above

Matter to be considered	Comment
Section 164(2)(c)	
The level of risk existing to land transport safety in New Zealand in general	As above
Section 164(2)(d)	
The need to maintain and improve land transport safety and security, including (but not limited to) personal security	As above
Section 164(2)(da)	2
The appropriate management of infrastructure, including (but not limited to)—	Amending the Rule will not have any additional impact on the management of infrastructure. Speed management is in some
(i) the impact of vehicles on infrastructure; and	cases done alongside infrastructure changes. However, investment in those changes will be considered through the normal Agency
(ii) whether the costs of the use of the infrastructure are greater than the economic value generated by its use	process and whether they present value for money.
Section 164(2)(e)(i)	Amending the Rule could assist economic development by avoiding
Whether the proposed rule assists economic development	RCAs and RTCs carrying out redundant processes and unnecessarily spending public money on speed management plans that would need to be reconsidered under the planned new Rule.
Section 164(2)(e)(ii)	Amanding the Rule will have no direct impact on improving access
Whether the proposed rule improves access and mobility	Amending the Rule will have no direct impact on improving access and mobility.
Section 164(2)(e)(iii) Whether the proposed rule protects and promotes public health	Revoking the timeframes and deadlines for developing speed management plans could have a small impact on public health. As noted above, a significant portion of the speed limits in New Zealand do not align with what the Agency deems to be safe and appropriate for the particular roads. This could result in vehicles continuing to travel at the current speed limits for longer, which would be unlikely to reduce crash risk. RCAs and RTCs concerned about any public health risk associated with speed limits can still progress changes under the Rule. Others may hold off making any speed limit changes until a new Rule is in place. Overtime there is an intention to reduce the impact on public health through a broader review of the Rule to ensure a more balanced and consultative approach to speed limit setting.
Section 164(2)(e)(iv)	
Whether the proposed rule ensures environmental sustainability	Amending the Rule will not have any additional impact on environmental sustainability.
Section 164(2)(ea)	
The costs of implementing measures for which the rule is being proposed	There are no additional costs associated with revoking the timeframes and deadline for developing speed management plans.

Matter to be considered	Comment				
Section 164(2)(eb)	Amending the Rule will have no direct impact on our international				
New Zealand's international	obligations for land transport safety.				
obligations concerning land transport safety	The United Nations, through UN General Assembly Resolution 74/299 — a Second Decade of Action for Road Safety 2021–2030, has set a global target to reduce road deaths and injuries by at least 50 percent during that period. A recommended (but not mandated) action is to implement policies that lower speeds.				
Section 164(2)(f)	Amending the Rule will have no direct impact on our international circumstances in respect of land transport safety.				
The international circumstances in respect of land transport safety					
Section 164(2)(g)					
Such other matters as you consider appropriate in the circumstances	NA ST LSP				

To bring the Amendment Rule into force as soon as possible we recommend you seek a waiver of the 28-day rule

- It is a requirement of Cabinet that secondary legislation made by Order in Council must not come into force until at least 28 days after it has been notified in the *New Zealand Gazette*. The 28-day rule reflects the principle that the law should be publicly available and capable of being ascertained before it comes into force.
- There are some instances where secondary legislation does not require compliance on the part of the public, or where it is otherwise appropriate to seek a waiver of the 28-day rule.
- In the case of the Amendment Rule, we understand you would like it to come into force as soon as possible to reduce the risk of RCAs and RTCs unnecessarily spending public money on speed management plans that may need to change when a new rule is put in place.
- We recommend you seek a waiver of the 28-day rule as the Amendment Rule only confers benefit to the public. It does so by allowing RCAs and RTCs to avoid carrying out redundant processes and unnecessarily spending public money on speed management plans that would need to be reconsidered under the planned new Rule.

Consultation

- 15 The public notification and consultation requirements in the Act do not apply when a rule is made as an Order in Council.
- We have consulted the Agency and the Treasury (Regulatory Quality Team) on the proposals in this paper. The Agency drafted the Rule amendments. The Department of Prime Minister and Cabinet has been informed of the proposals.

Next steps

We recommend that, following consultation with Ministerial colleagues, you submit the Cabinet paper, along with the Amendment Rule, to the Cabinet Office for

- consideration by Cabinet at its meeting on 11 December 2023. We understand your office is seeking an extension to the Cabinet Office deadline for the papers to be submitted for that meeting.
- 18 If the Cabinet agrees with the proposed Amendment Rule, this will be referred the Executive Council on 11 December 2023.
- The Amendment Rule will then be notified in the *New Zealand Gazette* on Thursday 14 December 2023 and come into force on Friday 15 December 2023.
- Jafter Jovide you. Jagement Con 20 We are working with your office on a press release that can be issued after the Governor General has signed the rule amendment. We will also provide your office with letters to RCAs (including the Agency) and the Speed Management Committee

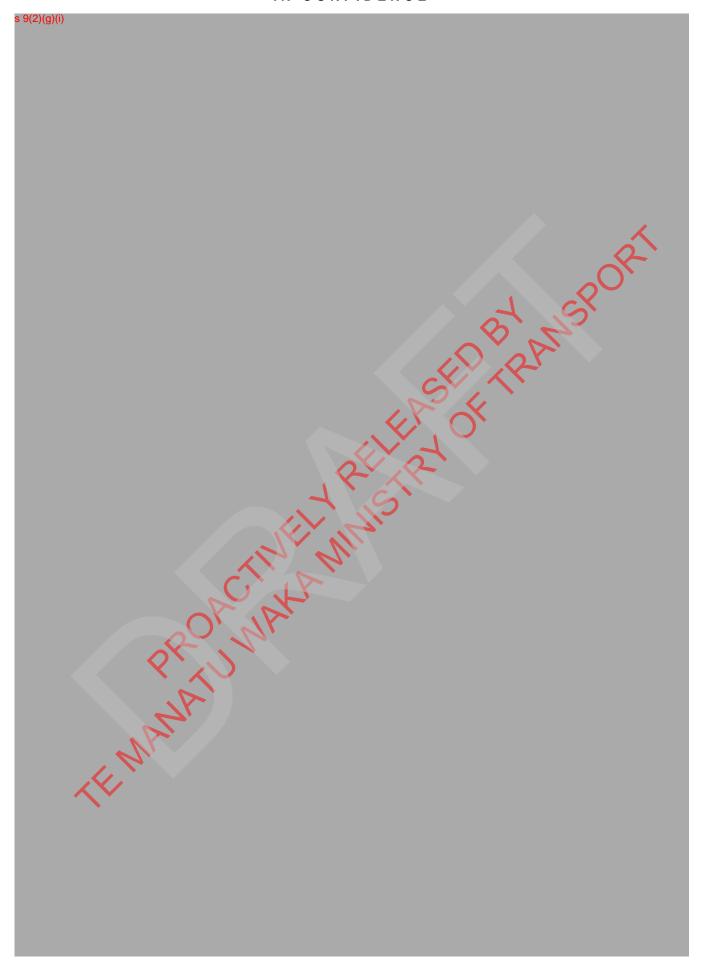


















TE MANATUMAKA MINISTRA OF TRANSPORT





Her Excellency the Governor-General is recommended mak.

J Limits,

A CHARAMINISTRA

ORNARA

ORNA sign the attached Order in Council making the Land Transport Rule: Setting of Speed Limits Amendment

Hon Simeon Brown Minister of Transport Approved in Council Clerk of the Executive Council



1 December 2023 OC230910

Hon Simeon Brown

Action required by:

Minister of Transport

At your convenience

INITIAL ADVICE ON THE SETTING OF SPEED LIMITS RULE

Purpose

To provide an update and next steps on work to implement the Government's commitment to reverse speed limit reductions where it is safe to do so.

Key points

- The Government has committed to reverse speed limit reductions where it is safe to
 do so. The New Zealand National Party's (National Party) Accelerate New Zealand
 policy also includes a commitment to stop blanket speed limit reductions and start
 work on replacing the Land Transport Rule: Setting of Speed Limits 2022 (the current
 Rule).
- The Ministry of Transport (the Ministry) has commenced work on replacing the current Rule. There are a range of changes that you could consider making to the current Rule and other elements of the regulatory framework to achieve your policy intent. We can provide more weight to travel times, road user and community views as you have signalled, as well as revising the current approach to schools and temporary speed limits around road works.
- We recommend you also consider the role of Waka Kotahi NZ Transport Agency's (the Agency) guidance for road controlling authorities (RCAs) and the MegaMaps tool. Under the current Rule, the Agency's guidance has significant influence on RCAs' speed management plans. We recommend you consider this through the new Rule.
- s 9(2)(f)(iv)
- We will provide you with a paper by the end of this year on key design elements for the new Rule and implications for the Agency's operational guidance. Agreement with you on the design of the new Rule will enable us to establish a process and timeline for the new Rule.
- While work on the new Rule is progressing at pace, we are mindful that RCAs are continuing to work on speed management plans under the current Rule. As you are aware, RCAs' speed management plans are currently due to the Agency by 29 March 2024. We understand your intention is for RCAs' speed management plans to take account of the new Rule before they are finalised. We have attached a draft letter for you to send to the Agency to signal this intention and reconsider the current deadline

for speed management plans. The letter also asks the Agency to take account of your intention for a new Rule.

 A key factor in enabling faster, but safe, speeds is ensuring we have roads built to appropriate standards that are well maintained, ^{\$ 9(2)(f)(iv)}

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We recommend you:

1	note officials have commenced work to replace the Land Transport Rule: Setting
	of Speed Limits 2022 to implement the Government's policy and will provide
	substantive advice on recommended changes before the end of 2023

s 9(2)(f)(iv)

3 sign and send the attached letter to the Agency

Yes / No

Bronwyn Turley **Deputy Chief Executive**

.01. / .12. / .2023.

Minister's office to complete:

□ Approved

Seen by Minister

Overtaken by events

Hon Simeon Brown

..... / /

Minister of Transport

☐ Declined

☐ Not seen by Minister

Contacts

Comments

Name	Telephone	First contact
Bronwyn Turley, Deputy Chief Executive, Regulatory	s 9(2)(a)	✓

INITIAL ADVICE ON THE SETTING OF SPEED LIMITS RULE

The Government has made a number of commitments regarding speed management

- The Coalition Agreement between the New Zealand National Party (National Party) and ACT New Zealand includes a commitment to "reverse speed limit reductions where it is safe to do so".
- 2 Further, the National Party's *Accelerate New Zealand* (*Accelerate NZ*) policy includes commitments to:
 - 2.1 introduce a new Rule to require road controlling authorities (RCAs) setting speed limits to take into account not only safety impacts, but also economic impacts, including travel time impacts, and the views of road users and communities;
 - 2.2 simplify and standardise speed limits to provide predictability for different road types, with 100km/h for rural highways, 50km/h for local roads and variations in between for different standards of arterial roads, unless it would be unsafe to do so;
 - 2.3 implement variable speed limits on roads approaching schools during pick up and drop off time;
 - 2.4 increase the speed limits on specified new motorways to 110km/h (including Transmission Gully and Kapiti Expressway); and
 - 2.5 limit the unnecessary use of road cones and temporary speed limit reductions to keep traffic moving when there is minimal safety risk.
- We understand, based on *Accelerate NZ*, that the Government intends to ring fence an initial \$30 million from the local road and state highway improvement and maintenance activity classes in the National Land Transport Fund. We understand the intent of this is to help cover the cost of lifting speed limits, including the purchase and installation of new signage and the removal of road markings indicating lower than standard speed limits.

Officials have commenced work on a new Rule and will provide you with advice before the end of this year

- Under the Land Transport Rule: Setting of Speed Limits 2022 (current Rule), speed limits are set out in speed management plans. A speed management plan outlines a 10-year vision and a three-year implementation plan (to align with the three-year National Land Transport Programme planning cycle). Speed management plans developed under the current Rule cover the plan for the area's speed limits, safety infrastructure (such as median barriers), placement of safety cameras, monitoring, and enforcement.
- Officials have commenced work to develop a new Rule in line with your policy direction. We will look at how the new Rule can more clearly enable RCAs to consider

- economic factors and travel times, as well as ensure that road user and community views are considered alongside safety when speed limits are set or changed.
- The current Rule provides the framework under which RCAs make decisions regarding speed limits. It requires the Agency to publish its view of what a safe and appropriate speed limit is. RCAs must take the Agency's view of safe and appropriate speed limits into account in their speed management plans.
- This approach provides the Agency with significant influence over speed limit setting. The Agency's current approach to determine safe and appropriate speed limits is outlined in its speed management guide and its MegaMaps geospatial tool. It uses different road classifications and features to inform what speed limits are considered safe on different roads.
- Under the Agency's current approach, it has concluded that 85 percent of speed limits are not safe and appropriate for New Zealand's roads. While the Agency's MegaMaps tool and the road classifications in its guidance were only intended to be an input into RCAs decision-making, we are concerned that in practice it leaves RCAs with little scope to take account of other factors such as economic impacts or community views.

9 s 9(2)(f)(iv)

- We will work to revise the expectations for speed limits around schools in line with your commitment to focus on variable speed limits during pick up and drop off times. The current Rule requires RCAs to use reasonable efforts to reduce speed limits around all schools by the end of 2027, with an interim target of 40 percent of schools by 30 June 2024. We are aware that RCAs are taking different approaches to this and in some cases, RCAs have drawn the precinct around schools very widely to implement speed limit changes in significant portions of urban areas.
- We will also provide advice on how to revise the requirements around temporary speed limits in line with your commitment to limit the unnecessary use of road cones and temporary speed limit reductions to keep traffic moving when there is minimal safety risk.

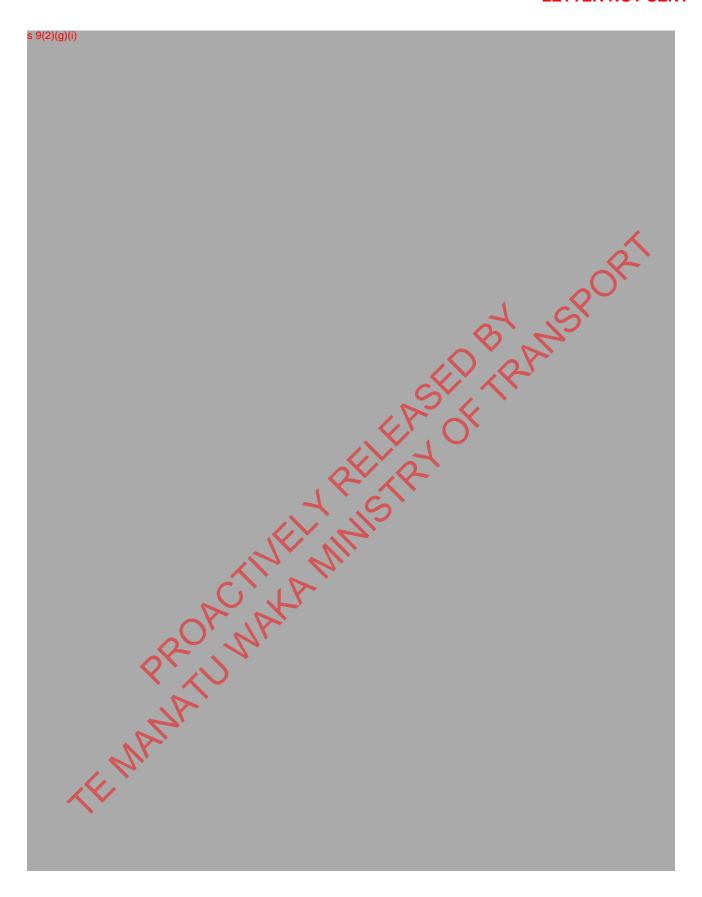
12 s 9(2)(f)(iv)

- We will provide you with a paper before the end of the year outlining these key changes and other design elements of the new Rule for your consideration. The scope of design changes and your preferred approach to consultation will inform the process and timeline for a new Rule. We can report back to you on this.
- While we are undertaking this work on the design of the new Rule, we suggest you immediately write to the Agency to inform it of your intention to make this rule change and seek the Agency's support to extend the deadline for RCAs to submit their current speed management plans to the Agency. Under the current Rule, speed management plans are due to the Agency by 29 March 2024. This date is set by the Agency to align with the National Land Transport Plan planning process.

15 We also recommend you make it clear to the Agency that it needs to consider your intention to replace the current Rule through its speed management plan for the State highway network.

Next steps

- 16 We have attached a letter for you to sign and send to the Agency. It outlines your expectation that RCAs consider your intention to make a new Rule in developing their speed management plans.
- 17 The Ministry has commenced work on a paper that outlines the key design elements. of a new Rule.
- We will provide this paper to you before the end of this year. Your choices around the design elements of the new Rule and the way consultation occurs will inform the



Marcelo Prates

From: Joanna Heard

Sent: Monday, 4 December 2023 4:55 pm

To: Helen FionaWhite; Dominic Cowell-Smith; Tony Frost

Cc: Bronwyn Turley; Hugh Mazey; Jo Gould

Subject: URGENT: Speed rule next steps for the Minister's consideration

Importance: High

Hi Helen

In line with the request from the Minister's office below, we have considered what rule change options are available to achieve the Minister's objectives for speed management. We have also spoken with Waka Kotahi about what could be drafted in the time available (Note: Waka Kotahi currently drafts the Setting of Speed Limits Rule).

Minister's objective

We understand that the Minister would like RCAs to pause the development of speed management plans under the Setting of Speed Limits Rule 2022, pending more substantive changes to that rule next year to reflect the Coalition Government's priorities. The Minister considers that it would be wasteful of public money for RCAs to proceed with speed management plans under the current rule, given his intention to make a new rule. Partly achieving this objective would relate to revoking Waka Kotahi's current deadline for submitting speed management plans.

Rule changes options

We have considered two main rule changes.

Option 1: Targeted rule changes to remove deadlines and writing to RCAs to set intentions

We could progress a targeted rule that to:

- revoke NZTA's power to set a deadline for the completion of speed management plans under clause 3.6 of
 the Rule. The Rule could be amended to instead allow the Minister to set deadline and remove the
 expectation of considering the process for regional land transport plans. This would mean that RCAs would
 not have to submit the plans to the Agency by March 2024 (the current deadline). It would then provide the
 Minister the option to set a deadline for speed management plans.
- revoke the deadline for RCAs to change speed limits around schools RCAs are currently required to use
 reasonable efforts that for at least 40% of schools directly accessed from roads under its control, speed
 limits for roads outside schools are set by 30 June 2024; and use reasonable efforts that all roads under its
 control have speed limits set by 31 December 2027.

We would suggest that the Minister does not set new deadlines immediately, but instead writes to all RCAs advising that the NZTA and schools deadlines had been revoked as a new Rule is under development, and that the Minister suggests that RCAs wait to progress their speed management plans under the new rule.

Under section 164 of the Land Transport Act the matters to have regard to when the Minister is making rules, we understand that this rule change would be intended to assist economic development by avoiding RCAs carrying out redundant processes and unnecessarily spending public money.

There is a risk that with no deadline RCAs could still submit their plans to the Agency for the Director's approval. Therefore this rule change will not entirely address the Minister's objective of stopping work on speed management plans under this rule.

However, with a targeted rule change and letters to RCAs we believe this would set a clear intention from the Minister.

Given the targeted nature of this rule amendment, we consider that this could be progressed before Christmas. We understand from the Minister's office that this would require a Cabinet paper and rule to be drafted and submitted to the Minister office on Wednesday morning (timeframe pending Minister's office agreement), for consideration by the Minister and submission to the Cabinet 100-Day Committee by 10 am Thursday morning (7 December) for consideration on 13 December. This timeframe is extremely tight, but doable with these limited rule changes. NZTA would commence drafting immediately without a further briefing and would provide the new rule for submission to Cabinet on the same timeframe.

This would involve the rule change being made by order in council by the Governor General before Christmas through the Executive Committee. It may also require power to Act for Cabinet for the Cabinet 100-Day Committee. We will confirm this process tomorrow.

Option 2: More substantive rule changes to remove all references to speed management plans in the rule

Another option could involve revoking provisions in the rule around the development and approval of speed management plans. Substantial amendments would be required to the rule to enable this. This option would require more time and could not be progressed before Christmas due to the time required to consider the necessary changes and, for NZTA to draft the changes and for officials to ensure the rule changes are appropriate. There are risks that with more substantial rule changes of unintended consequences, for example removing any ability to set an individual speed limit, which we expect may still be needed in certain circumstances while a new rule is developed.

Any amendments would also need to be carefully considered, to ensure that the Minister is meeting his statutory function of promoting safety in land transport (section 169A) and his obligation to have regard to as he considers appropriate to maintain or improving road safety when making rules (section 164).

If the Minister wished to proceed down this route, officials could report back to the Minister with more substantive changes to the existing rule early in the new year.

Recommendation:

Officials recommend proceeding with option 1 of targeted rule changes to remove speed management plan deadlines and the Minister writing to RCAs to set his expectations that RCAs develop their speed management plans in line with the new rule. This option could be progressed this year. If this option is chosen we will liase with your office to set deadlines to enable a Cabinet paper and rule changes to be submitted to Cabinet office by 10am Thursday morning, with the intention of this rule being made by order in council by the Governor General this year.

Ngā Mihi

Joanna Heard (she/her) Acting Manager Safety

Te Manatu Waka Ministry of Transport

| E: j.heard@transport.govt.nz | transport.govt.nz



Hāpaitia ana ngā tāngata o Aotearoa kia eke Enabling New Zealanders to flourish

I do not currently work Fridays. I will endeavour to respond on urgent issues where possible. Please call me if anything requires urgent attention. Otherwise please contact another member of our team.

From: Helen White <h.white@transport.govt.nz> Sent: Monday, December 4, 2023 12:00 PM

To: Senior Leadership Team <SLT@transport.govt.nz>

Cc: Dominic Cowell-Smith < Dominic.Cowell-Smith@parliament.govt.nz >; Tony Frost (Parliament)

<Tony.Frost@parliament.govt.nz>

Subject: Summary Actions - Officials Meeting Min Brown 4/12/23

Morning

Here's a summary of the actions from today's officials meeting. If you have any questions please contact myself, Tony or Dom.

Speed changes

- Officials to provide briefing on rule change seeking Ministerial agreement to commence rule drafting.
- Officials to provide briefing on RCAs progress under current rule.
- Preference to take draft rule and Cabinet paper to Cabinet Committee in week commencing 11 December 2023, with Cabinet approval on 18 December.

I understand you were engaging with legal on the scope of the rule change which will impact timeframes. I appreciate there may be challenges to have a draft rule and Cabinet paper ready for submission this week to hit the timeframes above. It would be helpful to have advise as soon as possible on the proposed plan of attack (both in terms of scope and timeframes) so we can keep the office informed

On bullet two, I would suggest we commission this from NZTA to provide separately OR if timeframes align, we could append it to the upcoming advice on the redraft of the speed rule.





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Hon Simeon Brown

MP for Pakuranga

Minister for Energy Minister of Local Government Minister of Transport Minister for Auckland Deputy Leader of the House



Cassandra Crowley
Acting Chair, NZ Transport Agency Waka Kotahi

Dear Cassandra,

As you will be aware, a new Government has taken office with a comprehensive transport programme that will see Kiwis get to where they want to go, quickly and safely. The Government is writing a new Government Policy Statement on Land Transport to focus on reducing travel times and to create a more productive and resilient transport network that drives economic growth to boost incomes and unlock land for houses.

I am writing to inform you of recent changes made to the Land Transport Rule: Setting of Speed Limits 2022 (the Rule).

I am aware Regional Transport Committees (RTCs) and Road Controlling Authorities (RCAs) are currently developing, or have developed, speed management plans in line with the Rule and deadlines set by the NZ Transport Agency Waka Kotahi (NZTA).

The Rule has been amended to revoke the deadlines set by the NZTA, including the 29 March 2024 deadline for submitting the final draft speed management plans for certification. The deadlines and targets for reviewing speed limits, including around schools, have also been revoked. The Rule no longer requires RTCs and RCAs to develop speed management plans, and instead allows them to choose to do so.

The changes also empower me, as Minister of Transport, to set new deadlines for any of the steps in developing, reviewing, varying or replacing speed management plans. At this stage, I have no intention of setting any deadlines as I intend to replace the Rule.

The new Rule will ensure that when speed limits are set, economic impacts – including travel times – and the views of road users and local communities are taken into account, alongside safety.

The new Rule will also implement requirements for variable speed limits on roads approaching schools during pick up and drop off times, rather than permanent reductions, to keep young New Zealanders safe when they are arriving at, or leaving, school.

I consider it is undesirable for RTCs and RCAs to apply public money and resources in developing speed management plans only to have to revisit the plans under the new rule. I would like to advise the NZTA, in its role as regulator, that I have written to Regional Councils and Road Controlling Authorities signalling my intention to replace the Rule and my preference that they consider the new rule before finalising their speed management plans.

In its role of RCA for the state highway network, I would also encourage the NZTA to consider the new rule before finalising the speed management plan for the state highway network.

I also note the policies within the previous Government's so-called 'Road to Zero' strategy, in relation to speed limits, are no longer the Government road safety strategy for the purpose of the Rule. The Government is committed to road safety and will be publishing new objectives for road safety along with the new Rule next year.

In addition, I understand that NZTA has been developing programmes with stakeholders to reduce vehicle kilometres travelled (VKT) by the light vehicle fleet, using funding from the Climate Emergency Response Fund. I am giving notice to the Agency to end its work on these programmes, and to not commit any further funding to local authorities (beyond existing contractual obligations) to develop these programmes. This replaces the expectations in the 16 May 2022 letter of expectations from the Minister of Transport to the Chair of the Board (and any subsequent changes to that letter and any letter from the Minister of Transport replacing that letter) regarding this funding.

I appreciate the hard work that has already gone into developing the Interim State Highway Speed Management Plan and your work with local authorities on VKT programmes.

Thank you for your understanding as we work through these changes. I look forward to working with the NTZA to deliver the Government's objectives.

Yours sincerely

Hon Simeon Brown **Minister of Transport**

Copy to: Brent Alderton, Director of Land Transports 9(2)(a)