

**SUBMISSIONS ON  
DRAFT REGIONAL ROAD  
SAFETY STRATEGY**

<b>No</b>	<b>Submitter</b>
1	Joy Lory
2	Mike Mellor
3	Tim Selby
4	Jane Dawson <b>and</b> Robert Ibell
5	Lachlan Wallach
6	Patrick Morgan – Cycling Health
7	Stephen Rainbow
8	Chris Thompson
9	Handley Thomson
10	Nicky Conroy
11	M J Williams
12	Andrew R Branson
13	Grant Hardie
14	Mrs C M Flyger

Wellington Regional Council  
18 JUN 2004

FILE REF	
TP	08/02/06
Doc. No. 213349	
Referred to	Date/In:
Wild	JW 18/6

11  
"Bethuel"  
4 Parker Road  
RD1. Carterton 5951  
Tel 0/6 3796940

To Mr Gunther Wild.  
Dear Sir,

Re article F.3. Wairarapa News June 18<sup>th</sup> 2004, in which the Wairarapa Regional Council call upon the Wairarapa Community to have their say on how roads!! can be made safer in their region. Roads rarely need to be made safer, roads, being made of inert (Concise Oxford Dictionary) material, basically without inherent power of action, motion or resistance. Drivers, not roads need to be safer as they have the power of action etc. 2 Accident: According to the Concise Oxford Dictionary an accident is an event that is without apparent cause or is unexpected. I say, with apparent cause alcohol, speeding, careless driving in adverse weather conditions, gravel roads etc, and even in excellent good weather, accidents (crashes) are caused by Drivers. 6 an unfortunate event esp. one causing physical harm or damage. According to the Concise Oxford Dictionary unfortunate means unlucky: luck means success due to chance. As any true Christian person should know luck/unlucky does not or should not come into the vocabulary of said person. Until people (drivers of cars) come to the knowledge of the principles given in the Bible of the right way to live (care, consideration of all others & so on) especially obeying the laws of the land they live in you, representing the Wellington Regional Council have an never ending uphill battle in reducing road crashes.  
P.T.O. back of page

My Opinion 1 Drunk drivers involved in accidents or not should lose their drivers licence for ever!!  
(four people killed (murdered, I say) before Wairarapa driver sentenced to 10yrs jail)

Drunk drivers not involved in accidents are potential killers (murderers) 2 The same should apply to careless driving, speeding, causing death (murder)

3 The law in NZ is a <sup>gross</sup> travesty of justice which favours the perpetrator of grief sorrow sadness and not the victim or victims and their families.

4 A drunk or careless driver causing death or injury, caught driving again with or without a license should have their arms chopped off.

Not very Christian of me, is it?  
An eye for eye etc.

I Remain  
Yours Sincerely  
Joy Lory.



## Gunther Wild

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**From:** M Mellor [mmellor@free.net.nz]  
**Sent:** Monday, 5 July 2004 23:20  
**To:** gunther.wild@gw.govt.nz  
**Subject:** Submission on Draft Regional Road Safety  
 5 July 2004

### Submission on Draft Regional Road Safety Strategy

#### 1. Objectives and Targets

The only quantifiable objective refers to crash reduction and behaviour targets: the only numeric targets refer to reductions in deaths and hospitalisations. This objective and the target are inconsistent, since crash reduction and casualty reduction are not necessarily the same thing.

**I submit that Objective 1 be amended by replacing "road crash reduction" with "road death and hospitalisation targets".**

#### 2. Risk by Mode

The Draft Road Safety Strategy describes four significant road safety issues, but misses a fifth one: choice of mode. If people travelled by safer modes rather than the more dangerous ones, casualty rates could be reduced significantly, as I believe the following discussion demonstrates.

The very last graph (fig 13, p 18) shows public perceptions of the safety of various modes. What is interesting is that, setting aside the two-wheeled modes, the perception of relative safety is precisely the inverse of the reality shown in fig 3 (p 8). Even allowing for the statistical caveat at the bottom of p 13, the risk to vehicle (presumably largely car) occupants appears to be about twice the risk to pedestrians, and that risk is about twice the risk to bus passengers. The public perception is that cars are safer than both buses and walking, whereas by travelling in a car people are increasing their level of risk approximately four-fold over taking the bus, and doubling it compared to walking.

Therefore, a potentially very effective way of reducing the overall level of risk significantly would be to encourage people to use safe modes (public transport and walking) rather than dangerous modes (particularly the car).

The "exposure-to risk" indicators in fig 3 show how comparatively dangerous different modes are on a per-kilometre basis, but to get a better picture of their significance they need weighting by the number of casualties: for instance, motorcycling is very risky but casualties are not proportionately high, because motorcycling is not that common. Conversely, being a vehicle occupant is less risky, but the sheer volume of person-kilometres produces a high casualty rate. A very rough and ready comparative weighting of modes can be produced by multiplying the "exposure-to-risk" figures estimated from fig 3 by actual casualties estimated from figs 6-8, giving the following results:

Bus passengers: 50 exposure-to-risk index x 1% of casualties (assumed) = 50 weighting  
 Pedestrians: 100 x 13% = 1,300  
 Cyclists: 600 x 6% = 3,600  
 Motorcyclists: 2,200 x 5% = 11,000  
 Vehicle occupants: 200 x 75% (by subtraction) = 15,000.

While this is very approximate, the orders of magnitude are reasonably clear. It appears that the greatest benefit would be achieved by concentrating attention on vehicle users, closely followed by motorcyclists - particularly since a large proportion of pedestrian and cyclist casualties will also be the result of motor vehicle use. This attention would be in the form of the three "E"s, as outlined on p iv, but with significant additions to the Engineering and Education section: perhaps the single best risk-reducing action for car and motorbike users to take, for the benefit of both themselves and other road users, would be to change to a safer mode - but encouraging them to **do** this is not mentioned anywhere in the document. Conversely, the single most

dangerous thing a bus passenger or pedestrian can do is to change to using a motor vehicle (either as driver or passenger).

The last sentence on page 18 says "User perceptions ...can give an indication as to why transport modes are not being used to their full potential". Precisely so: and the Draft Strategy is sadly lacking in not addressing this key area.

I submit that "Choice of mode" be added as another significant road safety issue; "Provision of facilities to facilitate usage of safer modes" be added to the Engineering interventions; "Promotion of safer modes" be added to the Education interventions; and appropriate consequent discussion and actions be added to the relevant sections.

I would welcome the opportunity to present my submission.

Mike Mellor  
11 Newport Terrace  
Seatoun  
Wellington

ph: 04 388 8625  
email: [mmellor@free.net.nz](mailto:mmellor@free.net.nz)

# transport safety

Wellington Regional Council

05 JUL 2004

3

RTO1/2/9

5 July 2004

Gunther Wild  
Greater Wellington Regional Council  
PO Box 11646  
WELLINGTON

FILE REF:	
TP/08/01/01	
Doc. No. 215154	
Referred to	Date/Int
G. Wild	6/7/04

Dear Gunther

## DRAFT REGIONAL ROAD SAFETY STRATEGY

Thank you for forwarding a copy of the draft Regional Road Safety Strategy for comment.

The LTSA supports the development of the Road Safety Strategy for the Wellington Region in order to promote and enhance road safety in line with the government's Road Safety to 2010 Strategy and the New Zealand Transport Strategy.

The LTSA has recently developed regional goals for 2010. These goals are due to be published as part of the 2004/05 Safety Administration Programmed. For the Wellington Region, the following goals are proposed:

Deaths plus Hospitalisations: 240  
Deaths plus hospitalizations for over 1 day: 150  
Deaths plus hospitalizations for over 3 days: 90

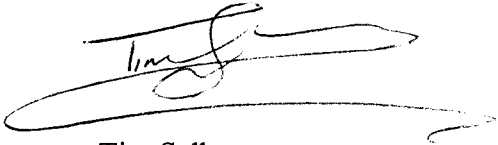
The above figures should be considered and included within the 'Target' section of the strategy. You will note that these differ very slightly from those included in the draft Strategy calculated using regional proportions.

In addition to the above, the LTSA have the following comment:

- The linking of the initial objective to the overall targets and goals for the Region in 2010 is fully supported. However, it is suggested that the remaining objectives should also have a greater link or reference to the identified road safety issues for the region.

Thank you for the opportunity to comment on the draft Strategy. We **look** forward to its successful implementation in due course.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Tim Selby', with a long, sweeping horizontal flourish underneath.

Tim Selby  
Regional Engineer



## Gunther Wild

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**From:** Jane Dawson & Robert Ibell [dawbell@actrix.gen.nz]  
**Sent:** Monday, 5 July 2004 2252  
**To:** gunther.wild@gw.govt.nz  
**Subject:** RRSS submission



RRSS-04-submissio  
n.DOC

Dear Gunther,

Please find attached a copy of the submission from Cycle Aware Wellington on the draft Regional Road Safety Strategy.

Please could you advise us of the date when the revised draft will go to the Regional Land Transport Committee.

Regards,

Robert Ibell  
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Cycle Aware Wellington Inc.  
PO Box 11-964, Wellington, NZ  
Tel/Fax: 04-972 2552  
caw wgtn@hotmail.com  
<http://www.caw.org.nz>

## **Cycle Aware Wellington Inc.**

### **Submission on the draft Regional Road Safety Strategy**

#### **About CAW**

Cycle Aware Wellington (CAW) is this region's advocacy group for people who use the bicycle as a means of transport - for commuting, shopping, getting to school **or** for recreation. We are a voluntary, non-profit organisation which aims to both improve conditions for existing cyclists and encourage more people to bike more often.

CAW works with local and regional government for better cycling facilities. Amongst its other activities, CAW runs free Dr Bike maintenance checks, trains teachers to run cycling courses for school children, runs adult cycling skills and cycle maintenance courses, assists local authorities with National Bike Wise Week activities (including Bike to Work Day and Bike to School Day), and runs cycle awareness courses for police officers.

#### **Introduction**

CAW welcomes the opportunity to submit on the draft Regional Road Safety Strategy (RRSS). We are pleased to see acknowledgement that people who cycle on the region's roads face a higher risk of injury than those who use most other forms of transport, and that cyclists and other vulnerable road users have been made a priority road safety issue.

The region needs to encourage people to use bicycles for transport - this is acknowledged in the Regional Cycling Strategy. A key way to improve the likelihood that people will choose to bike is to make the roading environment safer for cycling.

**As** a chapter of the Regional Land Transport Strategy, the RRSS should play an important part in guiding the road safety policies and practices of road controlling authorities in the region. We believe the draft RRSS does this pretty well. However, CAW would like to see

- more detailed regional cycle safety targets
- clarification that the elements of the proposed Action Programme must take into account the priorities of the RRSS and provide adequately for cycle safety
- improvements in the layout and readability of the document
- more explicit linking of the RRSS and Regional Cycling Strategy.

#### **Roles and responsibilities**

There is no mention in the draft RRSS of the part road user groups and community groups could play in helping to achieve the strategy's targets. While official organisations have the most resources and bear the bulk of responsibility for road safety, voluntary bodies like Cycle Aware Wellington can make (and have already made) an important contribution at no cost to the authorities. We believe that this contribution should be recognised and valued in documents like this.

The RRSS should include an expectation that official bodies like road controlling authorities, **LTSA** and the Police will work effectively with community and road user groups.

#### **Traffic Volumes**

Internationally accepted priorities for improving safety for cyclists are (in order of preference):

1. traffic reduction
2. traffic calming
3. junction treatment and traffic management
4. redistribution of the carriageway
5. cycle lanes and cycle tracks'

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<sup>1</sup> see, for example, *Cycle-friendly Infrastructure: Guidelines for Planning and Design*, Department of Transport/Institution of Highways & Transportation, UK, 1996

There is no acknowledgement in the draft RRSS that the volume of motor vehicles is a major road safety issue (for motorists as well as for cyclists). This is common sense: a reduction in the number of motor vehicles will mean fewer crashes, and hence lower risks for other road users. The Regional Land Transport Strategy indirectly recognises this by including higher cyclist numbers as a safety objective - more cyclists is likely to mean fewer drivers.

CAW wishes the RRSS to specifically acknowledge and address motor vehicle volumes as a major safety issue in the region.

### **Relationship to Regional Cycling Strategy**

The Regional Cycling Strategy contains a lot of the detail about how cyclist safety will be improved (including critical issues like standards). It therefore warrants more than a single brief reference in the RRSS (Appendix 1, p.15). It should be highlighted, for example, in connection with the Action Programme or in the discussion of the priority road safety issues.

### **Targets**

The proposed targets are acceptable at a general level. However, if the RRSS is serious about real improvements in the key problem areas it has identified (which include cycle safety) then there need to be more detailed measurable targets relating to those areas.

CAW wants the RRSS to include detailed measurable regional targets relating to cycling.

Suitable measures include:

- **x** percentage of journeys to work in the region made by bicycle, compared to current levels (note: the Regional Land Transport Strategy identifies “Encouraging greater use of cycling and walking for local trips” as a safety policy);
- **x** percentage reduction in cyclist risk (we are pleased to see this being measured on a regular basis, but we are surprised that it is not explicitly included as a target safety measure)
- an improvement of **x** percentage in perceptions of cycling in the region as “safe”, compared to current levels (ref. p.18 - Greater Wellington Regional Council have surveyed road user perceptions of the safety of cycling, but make no attempt in the draft strategy to use this as a measure);
- **x** percentage of the roading network with speed limits of 40 km/h or lower, compared to current levels
- **x** kilometres of cycle paths or cycle lanes (constructed to NZ Cycle Design Guide/Austrroads 14 standard) in the region, compared to current levels
- **x** no. of Safe Routes to School schemes in place in the region, compared to current levels

These proposed measures are not included in the Regional Cycling Strategy.

### **Action Programme**

CAW supports the proposed actions and associated performance measures. We can see, however, that unless Safety Management Systems, Road Safety Action Plans, Risk Targeted Patrol Plans etc. adopt the priorities of the RRSS and follow best practice guidelines they are unlikely to meet expectations with respect to their contribution to the RRSS outcomes.

We want the RRSS to state clearly that the proposed actions must be guided by the strategy’s priorities and closely tied in with the work being done under the Regional Cycling Strategy.

We also want the RRSS to make it clear that Road Controlling Authorities can’t use low cyclist numbers as an excuse for inaction over cycle safety - more people would cycle if the roads were safer, and more cycling is a national and regional objective.

### **Interventions**

CAW would like to see a list of suggested interventions included after the action programme. Some interventions are already proposed in Appendix 1, but the visibility of these is **poor**, and there could be more of them. For example, a well-implemented Safe Routes to School scheme

provides improved safety in more than one of the RRSS's priority areas and should be recommended as an appropriate intervention in the strategy.

**Role of motorists in improving cycle safety**

The draft RRSS notes that only cycle crashes involving a motor vehicle are represented in the statistics presented (p.15).

CAW wishes the RRSS to also state that cyclists involved in crashes with motor vehicles have the primary responsibility for only one third of collisions (LTSA road crash data, May 2004), as this should influence the content of road safety education campaigns and Police Risk Targeted Patrol Plans (i.e. there should be a strong focus on motorist behaviour).

5 July 2004

Cycle Aware Wellington Inc.  
PO Box 11-964, Wellington  
Tel/Fax: 04-972 2552  
caw\_wgtn@hotmail.com  
www.caw.org.nz

5

**Gunther Wild**

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**From:** Lachlan Wallach  
**Sent:** Monday, 5 July 2004 14:21  
**To:** Gunther.Wild@gw.govt.nz  
**Subject:** Draft Regional Road Safety Strategy

The draft was considered by Council and they have advised me to write expressing our support for the draft strategy its objectives and outcomes.

Council currently practises the three E's of engineering, enforcement and education and the majority of the actions listed in the Action Programme are already occurring. The Action Programme also refers to a Safety Management System being in place by 2007/08. Our SMS is currently being prepared.

Lachlan Wallach  
Director Infrastructure Services  
Upper Hutt City Council  
Private Bag 907, Upper Hutt  
Ph 04 5272136  
Mob 0274 428912  
Fax 045282652

Visit our website = [www.upperhuttcity.com](http://www.upperhuttcity.com)  
"A Great Place to Live"

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## Gunther Wild

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6

**From:** patman@paradise.net.nz  
**Sent:** Monday, 5 July 2004 16:28  
**To:** gunther.wild@gw.govt.nz  
**Subject:** Submission on Regional Road Safety Strategy

To: Gunther Wild,  
Greater Wellington Regional Council  
gunther.wild@gw.govt.nz

From: Cycling Health Inc  
C/- Patrick Morgan  
23-381 Adelaide Rd  
Wellington 6002

5 July 2004

Submission on Regional Road Safety Strategy

Cycling Health Inc is a national group of cyclists who campaign for safer cycling and the removal of the New Zealand bicycle helmet law.  
<http://www.cyclinghealth.org.nz>

We believe the Regional Road Safety Strategy must:

- \* address traffic volumes as a major safety issue. Fewer motor vehicles equals fewer crashes, and therefore lower risk for cyclists, pedestrians and other road users. The Strategy should actively address this issue by working to reduce traffic volumes.
- \* make it clear that Road Controlling Authorities can't use low cyclist numbers as an excuse for inaction over cycle safety. More people would cycle if the roads were safer. The Strategy should address potential cyclists as well as people who currently cycle.
- \* make more frequent and obvious reference to the Regional Cycling Strategy, as the RCS contains much of the detail about how cyclist safety will be improved.
- \* state that cyclists involved in crashes with motor vehicles have the primary responsibility for only one third of collisions (source: LTSA road crash data, May 2004), as this should influence the content and targeting of road safety education campaigns and Police Risk Targeted Patrol Plans. The focus should be on motorist behaviour.
- \* include detailed, measurable regional targets relating to cycling.

**Absolutely**

**POSITIVELY**

WELLINGTON REGIONAL COUNCIL  
COMMUNITY DEVELOPMENT

**Wellington**

Wellington Regional Council  
08 JUL 2004

7

FILE REF:  
TP 106/102/106

Ref RRSS\_7/04

Günther Wild  
Regional Road Safety Strategy Project  
Greater Wellington: the Regional Council  
P.O. Box 11 646  
Wellington

Doc. No.	
Referred to	Date/Ini
GWild	3/7 Gw

5 July 2004

Dear Günther

**Submission on Draft Regional Road Safety Strategy**

Thank you for sending Wellington City a draft of the Regional Road Safety Strategy. Council welcomes the opportunity to make a submission on the strategy and we hope you find our comments useful.

Council regards road safety as a top priority because of the usage of a wide range of modes of transport in the city and the need to ensure that all modes are safely integrated. While Council generally supports the strategy, there are a number of issues that need to be taken into account to ensure the strategy is successfully implemented.

**1 Casualties across Territorial Local Authority areas**

The strategy points out that the "majority of casualties are occurring in Wellington and Hutt Cities". While this may be true in that these cities accounted for 34% and 22% respectively of casualties in the region in 2003, casualties in Wellington City do in fact show a declining trend over the period 1993 to 2003, as do the data for the region as a whole. This runs counter to the statement in the strategy that "...all areas show either an increasing or static trend".

**2 Further reductions in casualties**

The strategy correctly draws attention (see Figure 1 of the strategy) to the fact that road casualties in the region declined significantly during the 1990s and appear to have reached a plateau in the last few years. However, it is not clear from the strategy how casualties will be moved off the plateau on which they are currently and reduced further to meet the targets set for the region in terms of the Road Safety Strategy 2010.

**3 Action programme**

It is not clear how the actions contained in the Action Programme are going to achieve the necessary decline in casualties in line to meet the aforementioned regional safety targets because the actions are extremely general. The strategy does not indicate how actions, such as ensuring that all Road Controlling Authorities (RCAs) have Safety Management Systems (SMS) or the facilitation of meetings of all Road Safety Co-ordinators at TLA level, are going to assist in meeting the safety targets indicated. The actions ought to be more clearly linked to the issues identified as

safety concerns for the region, e.g. intersections, loss of control, vulnerable road users and road user behaviour.

#### 4 Safety Management Systems

The strategy advocates that all RCAs are to have SMS in place by the 07/08 financial year, but does not provide a reason why this should be so. The SMS approach is appropriate for TLAs that have major safety problems or a lack of capacity in dealing with safety issues because it provides a means of dealing with safety issues in a systematic way. Wellington City has appropriate systems and processes in place to assess its safety needs and develop appropriate interventions to continue to achieve successful reductions in casualty rates. We will however be happy to continue to work with our road safety partners to continue to improve these processes and this may result in adoption of some or all of the elements of the current SMS developed by LTSA. The strategy therefore should make allowance for RCAs to develop safety responses that are appropriate to their local situations, using their own systems and processes where these are successful, and for Greater Wellington to support these initiatives.

#### 5 Role of Road Safety co-ordinators

The strategy endorses the role of Road Safety Co-ordinators in TLAs in the region but does not seek to enhance this. Also, it does not set out how Greater Wellington aims to assist the work of this group across RCAs given that there is no longer a Regional Road Safety co-ordinator.

#### 6 Education programmes

The strategy does not set out a clear and co-ordinated approach for safety education across the region and needs to be more explicit about the roles of the TLAs and that of Greater Wellington in this area. Actions such as ensuring safety promotion at all TLAs and a regionally-focused campaign at least annually are vague objectives and do little to provide a way forward for safety education.

#### 7 Indicators

The strategy needs to be more explicit about safety indicators that might be used to monitor the effectiveness of the strategy in the future.

#### 8 Engineering, education and enforcement

The strategy does not provide a clear way forward on the role that engineering, education and enforcement will play in meeting the objectives of the strategy or how funds should be allocated across these instruments.

#### 9 Funding

RCAs are identified as having the responsibility for funding road safety works but the strategy does not deal with the need for Greater Wellington to support applications to Transfund for safety improvements.



If you would like to discuss any of the issues raised in our response, please contact either myself or Cliff Naudé (Tel. WN 801 3435), the officer responsible for coordinating the Wellington City response to the framework.

Yours faithfully

A handwritten signature in black ink, appearing to read "Stephen Rainbow". The signature is written in a cursive, flowing style with a large initial 'S'.

Stephen Rainbow  
Director: Urban Strategy



**Gunther Wild**

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**From:** chris thompson [chris.t@xtra.co.nz]

**Sent:** Friday, 2 July 2004 17:36

**To:** Gunther.wild@gw.govt.nz

**Subject:** Regional Road Safety Strategy  
Submission

Submission on Road Safety Strategy

From Chris Thompson  
Flat 3 189 The Terrace  
Wellington 6001

I would love to see the Strategy aim to reduce private car travel as much as possible  
Fewer cars means less crashes and less injury

Safer roads would encourage more to walk or cycle or even if less clogged take buses

The Strategy should put the Regional Cycling strategy and any other no private car strategies high in its list of aims.

**So** reduce car speeds in urban areas. Charge more for parking cars, Put in more bus lanes, Make roads safer for Cyclists, Improve Cycle racks Get racks on busses to carry cycles. Get 2 or **3** safe routes for kids to walk and cycle to each school.

Not much detail here but you get my drift.  
Thanks for opportunity to comment.

Chris Thompson Friday, 2 July 2004

**Gunther Wild**

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**From:** Handley Thomson [handleyt@paradise.net.nz]  
**Sent:** Friday, 2 July 2004 20:57  
**To:** gunther.wild@gw.govt.nz  
**Cc:** Jacquie Hewitt  
**Subject:** GWRC - Regional Land Transport Committee, draft Road Safety

**Draft Road Safety Strategy - submission from AA Wairarapa**

We noted in the Times-Age recently an invitation from Terry McDavitt for Wairarapa people to give input into the above.  
The draft strategy was discussed at our recent AA Wairarapa Council meeting and we decided to comment as follows:-

After reviewing the document, we felt action on the 4 road safety issues identified would not help to address the proportionately higher fatality rate in the Wairarapa, as highlighted by Terry McDavitt in the newspaper article.

The recent rise in fatalities in the Wairarapa have all involved youth drivers  
We believe that action on some of the following initiatives could help to reduce the number accidents by youth drivers:-

- all youth drivers should complete an advanced / defensive driving course
- infringements could include some sort of driver education in the fine
- incentives should be given to undertake extra driver training
- youth drivers should be restricted to driving lower-powered vehicles
- all learner drivers should have 3-6 lessons - a pass/fail test should be included for each lesson

In response to the higher accident rate in the South Wairarapa and Masterton areas, we believe that this has been influenced by:-

- city drivers who are not familiar with country roads
- the huge volume of traffic increases in the South Wairarapa in the last 10 years, due to lifestyles, grapes and the general growth of Martinborough and Greytown
- weekenders coming here in much greater numbers

Thankyou for this opportunity to provide comment on your strategy

Yours sincerely

Handley Thomson  
Chairman - AA Wairarapa District Council  
Ph 06-378 6462

30 JUN 2004

10

Nicky Conroy  
6 Colletts Road  
Mangaroa  
RD 1 Upper Hutt  
Ph 526 8357

5 June 2004

**Submission on Draft Regional Road Strategy 2004  
Greater Wellington Regional Council**

FILE REF:	
TP 108/10/106	
Doc. No. 214865	
Referred to	Date/Int
GW.Ld	30/6 RW

I live in Mangaroa, which is an area of predominantly hobby farms and "lifestyle" blocks 7 km from Upper Hutt. Work has been carried out on the roads in number of areas in the last few years. In each case the road has been widened to accommodate two lanes of traffic. The speed limit in the area is 100km/hour.

I applaud the work on the road to make travel by vehicle safer. However, in each case the only consideration given seems to have been to vehicular traffic.

In the Mangaroa area, as in other similar areas, there are a large number of "vulnerable road users"

- cyclists
- pedestrians (children walking to school, recreational walkers)
- horse riders
- farmers moving stock

and I think it is desirable to consider these users also. **At** present, for example, most of the children attending Mangaroa School are driven to school because parents perceive the roads as being too dangerous for them to walk (which of course increases the traffic, making the roads even more dangerous for those who do take the risk). I understand that the "dip" in Parkes Line Road has recently been the subject of a petition to the Upper Hutt City Council, following a number of accidents and one death in that area, and is another part of the road which is particularly dangerous for those on foot, cycle or horse.

**My suggestions are:**

- 1 Reduce the speed limit on all roads where there is a predominance of hobby farms to 70 km/hour.
- 2 When carrying out work on any road in areas of hobby farms, create a wide, level area on **at** least one side so that vulnerable users have an off-road area to escape into. This is not a request for a sealed footpath - merely the provision of a wide gravelled or grassed area - and there should be a requirement that property owners bordering the road should not be permitted to fence these areas off for grazing, or to plant vegetation.
- 3 Undertake an examination of **all** rural areas in the Wellington area to assess those parts which are particularly dangerous for non-vehicular traffic, and, where possible, make a verge on at least one side of the road.

*Nicky Conroy*

Wellington Regional Council  
05 JUL 2004  
1 July 2004

68A Kiwi Cres  
Tawa  
Wellington

Gunther Wild  
Greater Wellington Regional Council  
PO Box 11 646  
Wellington

FILE REF:	
TP 108102106	
Doc No. 215675	
Referred to	Date/In
GWild	SW 5/7

Dear Sir,

**Draft Regional Road Safety Strategy – Comments**

As a general observation:

1. The targets for crash reduction must be realistic.
2. Whatever measures are put in place to reduce crashes on the roads must be based on scientific analysis to ensure that funding is properly allocated.
3. Emotionally generated actions must be avoided – the view of “the public“ is likely to be wrong.
4. The agencies providing funding must be able to direct the measures adopted – the basic user p a y principle.
5. Responsibilities for action must be clear to ensure accountability.

I do not believe the strategy addresses these accurately. It is too long and does not clearly show who is responsible for what and who pays.

My comments on some items:

Targets: Figure 1, page iii, does not have regard for such as population growth, vehicles/head trip length, improvements in vehicle safety, and diversion of commuters from private to public transport. The associated comments do not mention the economic cost of making improvements. The approach is superficial.

Scientific analysis: The comments on the crash data in the figures show a poor understanding of statistics and appear deliberately to exaggerate the crash risk situation. The comments on Figure 11 are wrong. The separate issue of reduced speed limits on some suburban streets, recently promoted, was not justified at all by statistical analysis.

Emotional reactions: The “bubble wrap” syndrome should be avoided – it was obvious from loud lobbyists at the Tawa meeting on reduced suburban speed limits.

Funding: The GWRC has constantly advocated the early construction of the Transmission Gully motorway, expecting someone else to pay. Their focus on this un-fundable and potentially dangerous highway has led to roading solutions through Paremata, and at the Tawa Tapu Cemetery intersection, which are less than adequate. The overbridge at McKays Crossing and a bypass at Pukerua Bay have probably both been delayed as a result of focus on an unachievable goal.

Responsibilities: The recent tragic accident at the Tawa Tapu Cemetery intersection was foreseeable and could have been avoided by installation of an underpass. The plethora of organisations referred to in the Strategy shows there is a huge opportunity for a clear chain of responsibility to be obscured.

As a further comment, while I am in support of speed enforcement, a regime which tickets one average motorist in two every year, or ensures the average motorist gets a ticket every two years, must be faulty. This is especially so when crash reduction is only questionably related statistically to the level of ticketing.

If road safety is to be improved, actions which win over the hearts and minds of the public must be instituted. I see nothing in the strategic plan which suggests that this is a likely outcome.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'M J Williams', written in a cursive style.

M J Williams

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**Gunther Wild**

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**From:** ARBranson  
**Sent:** Wednesday, 9 June 2004 17:42  
**To:** gunther.wild@gw.govt.nz  
**Subject:** Road Safety Strategy

To Mr Gunther Wild.

In the Word Attachment to this message is a short submission to your Draft Road Safety Strategy.

A.R.Branson.



4 Roys Road  
Plimmerton  
Wellington  
Ph. 04-233.9581  
[arbranson@clear.net.nz](mailto:arbranson@clear.net.nz)

9 June 2004

The Greater Wellington Regional Council

Attention of Mr Gunther Wild  
<[gunther.wild@gw.govt.nz](mailto:gunther.wild@gw.govt.nz)>

## **Ref. Road Safety and the Road Strategy.**

I noted a call for comments and submissions to your Draft Road Safety Strategy.

I want to make some comments on the provision or **road markings** since I think there are various issues that, if addressed, could contribute to safer roads.

I recently lived overseas for three years so on return home I took careful notice of the NZ road markings, perhaps a bit more carefully than I previously did. I noticed how the centre line (often marked yellow) separates the opposing traffic streams and also how the white line at the left-hand side of the road guides traffic. (Sometimes an additional white line at the right hand side of dual carriageway also guides traffic.)

But as I drove along these (unfamiliar) roads again I noticed that frequently the marking on the road seek to guide traffic round corners and hazards in a far from optimum manner that I and my car often find awkward. *Also* I have watched how the road markings influence the behaviour of other traffic and so I believe there is room for improvement in road markings as a means to promote safety.

The best "Line" to take:

When I learned to drive I was taught something about taking the "Best Line" round each corner for safety and car control. I observe that the painted markings on the roads do not always appear to have due regard for a "Best Line" and thus do not necessarily play their part in encouraging safe driving. Sometimes it appears lines are even painted (for reasons noted below) to actively encourage a "poor line" round corners and hazards and thus actually to reduce the safety of traffic movements.

A strategy to improve road markings and to encourage better traffic position near hazards could be effective in promoting increased road safety.

White line left:

When I learned to drive I was taught to drive safely, well towards the left hand margin of the highway and to stay away from those vehicles travelling in the other direction. I now observe that on many roads the white line at the left margin often has no relationship to the available tarmac but appears all too often to be painted at a specific and limited distance from the centre yellow line so as to create a standard vehicle "lane" of specified width. Sadly this vehicle lane, and especially the white line at left, often seems to have little regard for the actual conditions of the road and little regard for the contour of the corner or hazard. The practical effect of this is to divert traffic towards the centre of the road at exactly the place where it would be safer for traffic to stay nearer to the left. There are many places where the white line at the left margin could be painted significantly closer to the actual left edge of the tarmac, thus aiding traffic separation at a point of danger (e.g. a corner). (On dual carriageway the white line at right might similarly be moved closer to the actual edge of the tarmac).

Studs at left:

Frequently the white line at left is supplemented by red studs or corrugations which create a thumping sensation easily felt via the steering of the car. These studs effectively dissuade vehicles from moving left to cross the white line. Sadly, where the white line at left is painted in a less than optimum position these studs act even further to persuade traffic to move towards the centre line, often at exactly those places where it would be safer for traffic to stay nearer to the left hand margin. A strategy to limit/reduce the use of studs on the white line at left would allow traffic to stay well towards the left of the lane, thus aiding traffic separation at a point of danger (e.g. a corner).

Traffic separation:

The centre demarcation on the road is often painted as double yellow lines: the combined width of these is approximately one foot. Thus, opposing traffic may be only one foot apart when travelling with relative velocities of 200 Km/hr. Where the white lines painted on the road adopt only the width of a standard vehicle "lane" then high speed traffic is thus encouraged to drive needlessly close to the centre line, even when there may be ample opportunity on the available tarmac to move these streams of traffic further apart.

A strategy to increase separation of opposing vehicle streams by: painting wider centre yellow lines; or by increasing the width of traffic lanes; or by moving the white line further left; ...may all have value in increasing traffic separation and aiding safe traffic movements. The maintenance of good tarmac and road seal over the full width dictated by necessary road markings (rather than the converse) would clearly be advantageous.

The breakdown lane:

Many current roads are wide enough to allow for a clear breakdown/emergency lane along the left hand shoulder in addition to the standard vehicle lane. The design and construction of new roads should, where possible, make good provision for such emergency lanes. However, many of our present roads were not constructed to be wide enough for such a dedicated emergency lane and road markings should reflect this.

It would seem far more prudent to mark such existing roads in line with the above recommendations so as to place the left hand white line as far towards the left as practicable, thus to maximise vehicle separation.

The white and yellow lines on our roads serve a vital function, especially at night given the predominantly black nature of our road surfaces. On many parts of our roads the painted lines are widespread and numerous, but where such lines are deployed in a less than optimal manner they have the ability to reduce traffic safety. It is thus important that the white lines are deployed with due regard to the circumstances of each hazard and not merely in a single and standard format applied to all roads.

I should be pleased to amplify upon my submission if I have failed to make my view clear, or to take an observer for a short demonstration drive, since all of the issues I have noted above are visible within a short distance.

Yours sincerely,

Andrew R. Branson.

05 JUL 2004

GRANT HARDIE

13

Consulting Engineer  
ED BE (Civil) FIPENZ  
93 Wyndrum Avenue  
LOWER HUTT

Telephone 04-566-3263  
Fax 04-566-3230  
e-mail grant.hardie@xtra.co.nz

2 July 2004

Gunther Wild  
Greater Wellington Regional Council  
PO Box 11646  
WELLINGTON

Dear Gunther,

**Draft Regional Road Safety Strategy**

Please find enclosed my comments on the above topic, supported with some background information on my past personal involvement with roading and traffic safety matters. I sincerely hope those comments make some positive contribution to the strategies to be adopted in the future.

If considered appropriate, I would be prepared to discuss any of the content with those responsible for formulating new policies.

Yours sincerely

G. E. Hardie

FILE REF:	
TP 108/02/06	
Doc. No. 2156-EP	
Referred to	Date/ini
G Wild	8/7/04

# Greater Wellington Regional Council

## Draft Regional Road Safety Strategy

### Comment on the draft document dated May 2004

Prepared by Grant Hardie ED, BE (Civil), FIPENZ  
June 2004

#### Introductory Comment

The WRC draft document is clearly presented, and it is good to see that all official organisations with some influence on road safety are being brought together with the hope of reducing road accidents. However it is disappointing that only generalised intentions are given and no specific proposals or innovative ideas are presented for comment.

The writer, over many years had involvement in highway design, construction and maintenance, and also in investigating and reporting on motor accidents. Appendix A has a brief CV and some information on the writer's experience related to roading. Appendix B is an article extracted from an ACC publication way back in **1980**. It gives an indication of the writer's specific concern with road safety, and includes a suggestion for road safety that was never followed-up. It could be the basis for a nation-wide programme with positive community action and support to improve road safety.

## 1.0 Road Safety

**1.0.1** Clearly, an important factor in road safety is ensuring that the ongoing construction and maintenance of the roading infrastructure is continually upgraded to accommodate the changing traffic conditions. Such conditions include traffic volumes and vehicle types, along with provisions for other users, such as pedestrians and cyclist. Unfortunately, it is abundantly clear that officialdom is not going to provide the necessary finance to resolve current inadequacies in a timely manner.

### 1.2 Traffic Separation

**1.2.1** It has been recognised for decades that the odds of a head-on crash increase with increase in traffic volumes, and that median barriers should be mandatory where those volumes exceed 20,000 vehicles per day. At half that volume on two lane roads, passing lanes should be provided approximately every five kilometres. Grade separation at intersections is another very practical way to reduce serious accidents where both roads are heavily trafficked, especially state highways. But of course, these things are too expensive unless we kill enough people at the particular location to improve the cost/benefit ratio!

### 1.3 Accident Causes

**1.3.1** While significant expenditure on the roading infrastructure can certainly reduce the number of serious accidents, particularly the head-on crashes, the most important factor to be addressed is driver behaviour and attitude. From the writer's experience, accidents are generally caused by:

- Failure to indicate, or give way, or observe traffic signals, at intersections.
- Driver distraction (children, insects, changing the radio, looking at scenery or other objects, checking a road map, going to sleep etc.).

- Driving too close to the vehicle in front
- Overtaking (generally to pass inconsiderately slow drivers, and sometimes to escape excessive exhaust fumes or spray thrown-up by heavy trucks).
- Driving too fast for the conditions (all at speeds well below the legal speed limit) on local streets and winding roads such as Haywards Hill and the Rimutaka Hill road.

**1.3.2** So we need a system that improves driver behaviour and attitude and which has enthusiastic driver support!!

## **1.4 Present Negative Attitude of the Motorists**

**1.4.1** With respect to traffic safety, it is very obvious that the current image of Police, the Land Transport Safety Authority (LTSA), and State Highway Road Controlling Authority (RCA) is strongly negative. The great majority of motorists have a reasonable IQ and readily accept that in the event of an accident, the consequences will be more serious at higher speeds. They also know that exceeding the legal speed limit on a deserted multi-lane motorway is not the cause of many, if any, serious accidents. They also know that driving at half the legal speed limit can be very dangerous in many situations.

**1.4.2** By far the great majority of motor accidents are **not caused** by speed, and certainly not by exceeding the legal speed limit. In all the accidents investigated by the writer, only two occurred at speeds over the legal limit. Both were the result of overtaking a slow driver. One was at the end of an official passing lane where the 'slow driver' had suddenly accelerated to prevent the other vehicle passing. The other occurred on a two lane road after the following driver became frustrated with the failure of the slow driver over many kilometres to provide a passing opportunity. In both cases the accidents **were caused** by the slow driver, but this does not excuse the overtaking driver from executing an unsafe overtaking manoeuvre.

## **1.5 LTSA Advertisements**

**1.5.1** LTSA has obviously paid skilled creative specialists to provide graphically dramatic accident situations for TV. Unbelievably, each one wrongly blames speed for the accident and experienced drivers treat the advertisements with disdain. What a pity the real cause is not identified.

Advert 1: A motorist, after a bird crashes against his windscreen, loses control of his vehicle and crashes into children waiting for a bus. The same result would occur if the motorist was going less than the legal limit but happened to be 50 metres closer to the children when the bird struck. Surely the safety message is that motorists should not swerve suddenly to avoid animals or other objects on the road.

Advert 2: Two female joggers run onto the road without looking, one is hit by a car allegedly going too fast. The situation is repeated with the motorist driving within the legal limit and being able to stop 1 metre short of the woman. Driving at the legal 50 kph that driver covers **13.88** m/sec, which means that if the 'safe' driver had started his trip 0.07 seconds later, the jogger would **still** have been hit. Surely the safety message is that people should look both ways before crossing the road, and that motorists should always be making allowances for unexpected behaviour from pedestrians, cyclists and other motorists.

Advert 3: A motorist drives into the back of a car stopped to allow pedestrians to cross. The front *car* is pushed onto the pedestrian causing serious injury. The obvious safety message is to look well ahead, anticipate the possible actions others, and always keep far enough back from the vehicle in front to stop safely in an emergency. **If those critical actions are observed, the speed is irrelevant!**

**1.5.2** None of those accidents were caused by speed, and if the real causes had been emphasised, a very important message would be presented and heartily supported by responsible motorists.

## **1.6 Temporary Speed Restrictions**

**1.6.1** Temporary speed restrictions should be used only when there is a clear need for their presence. So often temporary signs are poorly set out, and time and time again are left displayed when not needed. A motorist can't reasonably be blamed for exceeding the signed temporary speed limit when there is clearly no hazard, and presumably the contractor or road controlling authority has been too lazy to remove the signs. In most cases no doubt, the reason for not removing signs when not needed comes down to saving the contractor money. The writer is well aware of the costs involved in the responsible erection and removal of temporary signing and associated equipment. However cost should not be a dominant factor where safety is concerned.

## **1.7 Advisory Speed Signs**

**1.7.1** Advisory speed signs were introduced as a safety measure to warn of curves having a safe negotiation speed significantly less than the posted legal speed limit. These days the road controlling authority is actually creating a serious safety hazard with the significant lack of consistency in advisory speed signs.

**1.7.2** When such signs were first installed on state highways, the advisory speed was determined using a piece of equipment called a 'side-thrust gauge' mounted on the dashboard of the vehicle used for the purpose. The chosen advisory speed was approximately 10kph less than the assessed maximum safe speed value. This ensured that the advisory signs were consistent and the motorist could have confidence in them. It seems these days that the advisory speed is a rough guess by someone lacking expertise or understanding of the implications.

**1.7.3** The writer, on various stretches of highway has encountered advisory speed signs with values varying from 5kph to 40kph below a reasonable safe speed for the indicated curve. If a motorist finds they can comfortably negotiate a signed 65kph curve at say 95kph and then strikes another also signed 65kph but safely negotiable at only 70kph, there is the potential for a serious accident.

**1.7.4** Why are advisory speed signs so inconsistent?

## **2.0 Highway Maintenance and Construction**

**2.0.1** It is very sad and highly annoying to see the poor standards of maintenance and construction on state highways. One can only assume that the (RCA) does not have enough money to do the job properly, or that the money is paid to contractors who can make a bigger profit if they can get away with cutting corners while no one is looking!

### **2.1 Surface Failures**

**2.1.1** It is totally inexcusable that potholes and broken edge seal can now be seen on state highways. Even worse, when repairs are carried out, it seems they are often only surface

patched instead of being properly excavated to deal with the cause of the problem, and then reconstructed. Such road faults are a potential safety hazard if drivers suddenly swerve after hitting or trying to avoid them. Such faults should be identified and repaired within hours of the initial surface failure occurring. Is anyone responsible for daily inspections and timely remedial work?

## **2.2 Drainage Maintenance**

**2.2.1** It is a recognised fact that the most common threat to roading is water, and that the maintenance of effective drainage is of prime importance. While there is some evidence of machine clearing of kerbed highway lengths, there is plenty of evidence of water tables and culverts not being maintained to a satisfactory standard. This can be a cause of expensive washouts and road closure. A cynical person would say this is to a contractor's advantage, as they would be paid much more to rebuild the road than to keep water table and culverts clear.

## **2.3 Bridge Maintenance**

**2.3.1** Similar concerns apply to bridge maintenance on state highways. After recent heavy rain and flooding problems, changes in riverbed alignments severely threaten some end abutments, and some piers appear to have suffered some damage. However, there was no obvious evidence of immediate corrective action being taken. Damaged guardrails are frequently evident for weeks or months on bridges. Surely there should be a regular bridge inspection regime to **try** and avoid potential problems, and to initiate immediate urgent inspections and necessary remedial work after threatening events such as floods and earthquakes.

## **2.4 Resealing Failures**

**2.4.1** **On** a recent return trip between Wellington to Hamilton, it was absolutely shocking to see the extensive lengths of stripped new seal. Causes of such failures are likely to be one or more of the following:

- Ground and air conditions too cold when the work was done.
- Incorrect bitumen application rate (due to lack of existing surface evaluation and/or a test run to check bitumen application rate at the start).
- Dirty sealing chips.
- Poor traffic control.

**2.4.2** Who checks these things?

## **2.5 Bleeding Road Surfaces**

**2.5.1** There have been many examples of bitumen bleeding road surfaces, but one of the worst was the Desert Road length of SH1 during the summer holiday period. There were no warning signs, no apparent effort to take remedial action, and no sign of grit stockpiles to allow such action. The RCA should be well aware of highway locations likely to suffer bleeding problems in hot weather, and have the necessary resources readily available on site for prompt remedial action. Such situations can give rise to potential accidents as drivers execute manoeuvres **to** avoid their vehicle being splattered with bitumen.

## **2.6 Predictable Weather Problems**

**2.6.1** Like potential bleeding problems, in many cases it is possible to anticipate severe weather problems and minimise the impact on the road users. Weather forecasts tend to give very good information on likely snow conditions where roads, such as the **SH2** Rimutaka Hill Road could be affected. In the past, where warnings of snow levels below 500 m were given, the Ministry of Works used to ensure that spreader trucks loaded with grit, a grader and loader were parked at the hill top in preparation for the snow fall, and were able in most cases to keep the road open by clearing it as the snow fell. These days it seems no action is taken until after the road becomes impassible, with resulting major delays. Why are things worse rather than better in modern times?

## **2.7 New Construction**

**2.7.1** The writer has not had the opportunity to investigate new construction work on site, but driving past some sites, often in the weekends, the obvious failure to shape, roll and protect the works against possible water damage at the end of each day's work is very disappointing. This could result in the project taking longer than necessary to be completed, and unnecessary failures in the future. The obvious questions are whether the site workers are properly qualified and effectively supervised, and whether appropriate tests (such as density tests) are regularly performed and recorded.

# **3.0 Recommendations**

## **3.1 Publicise Clear Roothing Design Objectives**

**3.1.1** Accepting that it is not possible to immediately finance all desirable roading improvements, it would be very valuable to publicise clear policy objectives and desirable programme, based on stated traffic volumes and other significant factors, with respect to providing:

- Through-traffic bypass routes.
- Four lane construction.
- Median barriers.
- Passing lanes.
- Intersection improvements (roundabouts, signals, grade separation).
- Rest areas.

## **3.2 Publicise Roothing Maintenance Policies**

**3.2.1** The motorists have a right to know what they are paying for, and a right to complain and receive a courteous response if what they are paying for is not being provided. Policy objectives should be publicised on:

- Frequency of highway inspections.
- Frequency of bridge inspections.
- Frequency of water table and culvert clearance and maintenance.
- Reaction times for repairing surface defects.
- Reaction times for repairing damaged signs, guardrails etc.

**3.2.2** The RCA should also publicise a simple 'free-call' phone number for motorists to contact if they see dangerous or unsatisfactory road conditions.



### **3.3 Provide Obvious Independent Management and Supervision**

**3.3.1** Particularly in situations where public money is being spent, it is very important for the public to have confidence in the management of that expenditure. A major concern with respect to State Highway work, is that everything appears to be done by consultants or contractors. In such circumstances, there is the opportunity (not necessarily taken) for those people to make significant savings by minimising levels of supervision or inspection, or failing to remove temporary signage when it is not needed.

**3.3.2** It is strongly recommended that all public roading work be conspicuously supervised by properly qualified employees of the RCA. For State Highways this is Transit New Zealand, and those supervisors should have some conspicuous item of clothing and vehicles clearly marked as belonging to Transit. Provided the staffing level is appropriate, this is bound to produce significant improvements and would certainly improve the confidence of the motoring public in the competent management of their valuable dollars.

**3.3.3** It would be very interesting to know whether existing Transit management believe they are adequately staffed to meet their objectives, and to know how much is being paid to consultants that could more effectively be spent in the Transit organisation itself.

### **3.4 Concentrate Safety Publicity on Accident Causes**

**3.4.1** Excepting blatant road racing or deliberate idiotic irresponsibility where speed limits are irrelevant anyhow, as stated in paragraph 1.3.1 above, exceeding the official speed limit is not a significant **cause** of road accidents. This is a fact, not an opinion!

**3.4.2** However, it is readily acknowledged that catching motorists exceeding the speed limit is much easier than catching them performing other activities more likely to cause an accident. How do you catch a driver who is not looking at the road while having difficulty in changing the CD or radio station, or dealing with fighting kids in the back seat? If the police were to deal with motorists who drive too close to the vehicle in front, they would have to set up a system that would cost time and resources and be nowhere as profitable as sitting lazily in a vehicle using no petrol and just recording vehicle speeds.

**3.4.3** The police could fairly easily identify the slow driver with a kilometre of clear space ahead and seventy three vehicles queuing behind, but they would have to get out of their car to deal with it. The writer perhaps should admit particular personal interest in this situation, having three times this year been part of a long queue travelling at no more than 60 kph on SH 1 between Pukerua Bay and McKays Crossing. On many other occasions queues have been held speeds between 70 and 85 kph on this road that can comfortably be travelled at the posted speed limits of 100 kph, and 80 kph through Paekakariki. On all occasions many vehicles travelled too close the vehicle in front, and on a number of occasions some frustrated drivers made dangerous overtaking manoeuvres.

**3.4.4** Most accidents appear to occur at intersections, but as the majority do not involve injury, they do not get the publicity. However, if enforcement concentrated severely on driver failure to indicate, observe give way and compulsory stop requirements, and obey traffic signals, this would help significantly to make drivers much more aware of the traffic environment and their responsibilities to other drivers.

**3.4.5** It is worth noting that significant positive reaction was apparent following publicity of the prosecution of one inconsiderate slow driver, and the blitz on drivers flaunting the red signals at intersections.

### **3.5 Alter Some Speed Restrictions**

**3.5.1** Quite obviously it is highly undesirable to have traffic signals on roads with a 100kph speed limit. Their presence in such circumstances is proof of failure to provide grade separation at the appropriate time. While annoying to most motorists, it would be sensible to have a reduced speed limit on approaches to those signalled intersections. That limit could be 80kph signed at approximately 500 m before the intersection. It would not matter whether motorists strictly obeyed the reduced limit, but such signage is likely to make them slow down rather than accelerate to beat the signal change.

**3.5.2** The present 80kph speed limit on light trailers is one that should be seriously reconsidered. It was introduced decades ago when vehicles, and particularly their braking systems, were far less sophisticated than they are today. There appears to be no practical reason why a vehicle towing a light trailer should not travel at the permitted limit for the towing vehicle, rather than holding-up a queue of following vehicles. Is there any record of accidents being **caused** by vehicles towing light trailers?

### **3.6 Obtain Public Support**

**3.6.1** At present there is strong negative reaction to the 'cash cow' speed ticketing regime, and this negative feeling tends, unfortunately, to extend to the enforcement team in general. This attitude must be changed to one that enthusiastically supports the enforcement personnel and treats them as valuable friends rather than enemies. To achieve that, the enforcement team must be seen to be dealing with the problems worrying or frustrating the general responsible motorist. Preferably this should be done by positive encouragement to change unacceptable driver behaviour, rather than just issuing tickets.

**3.6.2** Such a scheme could involve handing out prizes or certificates to drivers who exhibit a particularly helpful or courteous action. One example could be the majority of heavy vehicle drivers who really do try to supply following vehicles with a passing opportunity as soon as it is safe to do so. Regular, prominent publicity should then be given regarding the number of prizes or certificates issued and the actions that merited the positive result.

**3.6.3** Imagine the positive motorist response if, at the start of a busy holiday period on the highway, a police officer stood beside his official vehicle with a sign saying "slower drivers please allow others to pass". That officer would no doubt get happy toots and waves from many motorists, and effectively educate others.

## 4.0 Finally - Educate the Public

4.1 It is doubtful if any motorist can remember in detail all the traffic regulations that concern them, and it is even more doubtful that they would automatically bother to revise their knowledge. However there would be considerable merit in encouraging all drivers and the public in general, to have an ongoing awareness of those regulations.

3.7.2 Appendix B to this document contains a suggestion for an interactive education programme involving a competition with worthwhile prizes. That suggestion was not followed-up at the time, but the writer is convinced that such a scheme would have most valuable results and certainly increase the public awareness of road safety matters, particularly if it had strong editorial support from local newspapers. **Perhaps this is something the Greater Wellington Regional Council could initiate as a positive example to others!**

**G.E. Hardie Brief CV**  
**Relating mainly to Roothing and Transport Experience**

- 1954/57 Draughting cadet MOW Wellington working on the design of bridges and roads.
- 1957/63 While studying part time for an engineering degree, spent one year as a heavy truck driver (and delegate to the NZ Drivers' Union), Spent occasional spells as an earthworks plant operator (bulldozers and motor scrapers) on construction work, and later supervised State Highway bridging and road construction contracts working for the MOW.
- 1964 MOW Head Office Roothing Div. Traffic Engineering and Pavement Design.
- 1965/66 MOW Head Office Bridge Design.
- 1968/72 Site Engineer, Western Hutt Rd construction.
- 1972/73 Senior Engineer MOW Trentham, responsible for planning and managing all State Highway works in Hutt Valley and Wairarapa
- 1973/76 Senior Engineer MOW Porirua, responsible for planning and management of all State Highway works from Ngauranga to Foxton.
- 1976/78 Materials Engineer MOW Wellington District Office. One of the responsibilities was management of the District Laboratory responsible for testing road construction materials and site work. Four months was also spent as the acting Site Engineer on the Terrace Tunnel construction.
- 1979/86 Resident Engineer MOW Trentham. As well as having overall responsibility for State Highway work in the Hutt Valley and Wairarapa, was Deputy Chairman of the No 10 District Roads Council and involved with regular liaison with all Territorial Authorities, in both the No 10 and No 9B Roads Districts, with respect to roading work that involved National Roads Board (NRB) subsidies.  
Time was also spent on secondment to NRB Inspection Teams that inspected Territorial Authority roading in the upper North Island and formulated appropriate subsidy levels for local roading work.
- 1955/85 Served as a territorial soldier (reaching the rank of Lieutenant Colonel) in the NZ Army Corps of Engineers. A significant part of that time was involved with roading and construction work, and helping in some civil emergencies.

**Formal qualifications:** BE (Civil), FNZIE

**Also**, in the 1960's did qualify under the Labour Department regulations as a Construction Safety Supervisor, and as a Construction Blaster. (Those certificates are no longer current.)

### **Traffic Safety Involvement and Concerns**

Except for the two year appointment as Materials Engineer, from 1968 to 1986 the subject of traffic safety was a dominant factor in roading responsibilities. The writer was personally responsible for ensuring safe traffic conditions at all times including construction work and emergencies such as floods, and snow on the Rimutaka Hill. The writer was also responsible for producing written reports following fatal or serious accidents on the State Highways in his area of responsibility. This involved site investigations, talking to witnesses, and working with the police and Ministry of Transport officers. The writer on a number of occasions was personally involved in helping to move injured and deceased persons at the accident scene.

The key objective was to try and find the accident cause and determine whether there could be some roading modification that would reduce the likelihood of similar accidents. Where possible, significant improvements were applied. Unfortunately some of the most effective accident reduction methods were not applied due to cost.

### **Speed limits**

The writer had some involvement in determining appropriate speed limits on State Highways, and is concerned with apparent lack of common sense in policing those limits. Speed limits are essential because some drivers are irresponsible, but unfortunately it is not possible to impose sensible limits to suit all circumstances. For example, the appropriate speed through an industrial area during working hours mid-week, is much less than would be appropriate at seven o'clock on a Sunday evening. **Also**, while the 50kph speed limit for a local street may be fine at most times, it is far too high for a street serving a local school at 8.45 am or 3.05 pm. It is important that enforcement methods should take account of these realities.

Many years ago an attempt to resolve this problem was made with the introduction of the "limited speed zone". Unfortunately that minority group of irresponsible drivers effectively defeated the objective.

# GIANT ROAD

# SAFETY CONTEST

# IDEA

**[waiting for somebody]**

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## HIGHWAY ENGINEER EMPHASIZES NEED FOR MORE DRIVER EDUCATION. HE SUGGESTS MEANS. . .

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*Recently, signal displays at intersections on the Western Hutt Road (State Highway No. 2), have been subject to strong emotive criticism, and blamed for two fatal accidents. A commonly heard Statement is: "Why do the bureaucrats have to wait until someone is killed before they do something?" This implies that those responsible for the design and management of the highway are incompetent and completely lacking in human feeling.*

*As the Ministry of Works and Development Resident Engineer responsible for that section of State Highway, I offer the following comments in the hope that others may broaden their understanding of some of the background factors associated with traffic signal installations.*

### BY G. E. HARDIE

G. E. Hardie, BE., MNZIE., is Resident Engineer, Trentham, Ministry of Works and Development.

### Personal Concern with accidents

Over the past 20 years I have, as part of my job, been involved in investigating and reporting on fatal accidents on state highways. I have physically been involved in the distressing job of removing corpses and badly mutilated people from twisted wrecks and while I can now almost handle a mangled adult without flinching much, I still want to vomit where children are concerned.

At the last fatal accident, when seeing the body of an unfortunate woman on the highway, my first reactions were: "Are there young children waiting at home for her? What if she was my wife or someone I knew?"

While my professional training has taught me to seek rational rather than emotive answers to problems, I can assure others I feel very upset when needless loss of life occurs on a highway, especially where I know much thought and effort has been applied to seeking the safest design that circumstances allow.



### Research problems

From our studies and investigations, we have found that many accidents appear to have been due to traffic going against the red light. In some cases the information has come from drivers or other witnesses who are not prepared to be "legally involved".

In such accidents the type of signal display, whether arrows or not, has very little relevance.

Even more important, however, is the very real problem in determining the actual state of the signals at the time of an accident. Almost invariably, any accident-involved motorist will swear on oath that he had the right-of-way. While some drivers may be blatantly lying, others sincerely believe for a variety of reasons that the signals were in their favour when in fact they were not. The reasons involve psychological, perceptual and illusionary problems which cannot be covered here.

Generally, changing from a *full green* to an *all arrow* system has a twofold effect —

- a. Traffic delays are increased, *and*
- b. An increased sense of security is given to some motorists normally lacking confidence.

Unfortunately, however, there are also two side-effects —

- a. Impatient motorists (and there are many) tend to "crash" the red light, *and*
- b. False confidence in the assumed protection by the signals reduces the level of caution by some motorists.

### Traffic signals

In the particular area concerned, the signals control main traffic in 70- and 80-kilometre-an-hour zones. The main demands by pressure groups are for full *arrow* displays and for uniformity at all intersections.

I favour uniformity in signal installations, but unfortunately there is not uniformity of intersections or the traffic pattern within them. While I have received many complaints regarding the form of signal display at some intersections, I receive far more complaints about needless delays and the number of vehicles which, either due to stupidity or impatience, are driven through the red light.

There have been accidents on all 11 signalized intersections between Korokoro and Upper Hutt, regardless of the type of signals installed. Whether the accidents are fatal, injury or non-injury is very much a matter of fate and the traffic *speed*.

**The emotive public element and the news media state, or at least imply, that accidents are caused by the traffic signals. If nothing else, can I at least get the following message across —**

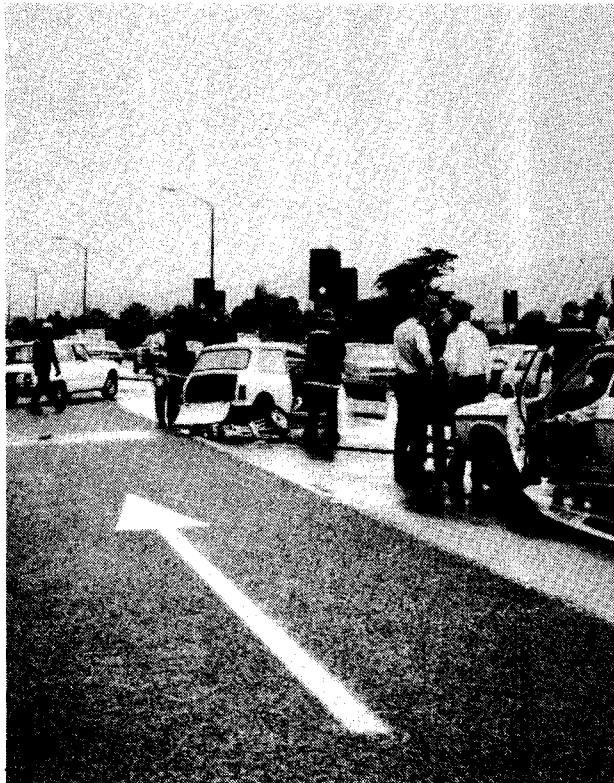
- (a) Traffic signals do nothing more than tell the motorist whether or not he has a *legal right to proceed*.
- (b) They do *not* guarantee the way is clear, or relieve drivers of their prime responsibility to be cautious and make allowance for the incompetence of others.
- (c) Signals do *not* cause accidents: this is the prerogative of drivers.
- (d) **As over 24 000** motorists a day traverse Western Hutt Road signals without an accident, the one or two accidents that allegedly occur each week must be due to factors other than signals.

Signal failure also deserves some mention. Often, motorists involved in an accident state that the green light was being displayed to all traffic. While one cannot claim it is absolutely impossible to get an all-green display, the inbuilt *fail-safe* system makes it as likely as any one person winning the Golden Kiwi three times running. The normal response to such a malfunction is an automatic blowing of the fuse and total switch-off.

Research into comparative accident rates at different signal installations is, unfortunately, as yet inconclusive, due to the very meagre data available. If one were to ignore proven statistical rules, it might be said there is an indication that full arrow signal installations *may* have a better non-accident record than others on high-speed roads.

The same information indicates even more strongly, however, that the accident level would be reduced most by taking away the signals completely. I would be most interested to see whether those making the loud, and presumably uninformed comment for change, would accept this approach in the interests of road safety.

When local residents and their former MP were fighting a campaign for traffic signals at one intersection, the district highways engineer of the time publicly stated that, based on experience elsewhere, the accident rate at the intersection was likely to increase with the installation of signals.



It is also interesting to speculate on the type of outcry that will come with the first serious accident at an intersection now changed to a full arrow system. Who or what will be blamed then?

Anyone who has "new answers" to problems at intersections could profitably spend an hour at each just observing the traffic. Most people who have done this can only marvel at the amazingly low accident level, considering driver performance.

I am all for the reduction of motor accidents and associated human suffering, but I do not believe this can be achieved by trying to develop a signalized system to encourage dependence on electronics more than dependence on prudent driving habits.

### Opinions on driver education

On a constructive note, I suggest that the best way to reduce accidents is by driver education, a subject which I believe is sadly neglected.

- Generally, driver education is the responsibility of the Ministry of Transport, and what it is able to achieve depends on the finance allocated for that purpose. More money is needed and not from the Government alone.
- I believe the public are now very well aware of the drink/drive problem, and significantly more effort than before should go to other important subjects on which many drivers are completely ignorant.

In my experience, only about one person in every five people fully understands the traffic signal displays now used and this is one small but important field of required education.

Any education to be effective needs a manager with initiative, originality, limitless energy and a big budget. (There must be many good people to fill the role.)

One way or another, the community pays an average of \$15 for an injury accident and \$5000 for a non-injury accident. At least part of that money would be better spent on preventing accidents.

The Defensive Driving Scheme is probably the most constructive approach taken toward driver education and accident prevention in recent years. The scheme influences mainly those who attend courses compulsorily or who have the personal sense of responsibility to attend voluntarily. A yet greater challenge is posed by the large number of people who normally fail to seek education on their own initiative.

Information on comparative accident rates for drivers who have and have not attended defensive driving courses would be of tremendous value.

### Education by competition

As a means of involving a greater part of the community in driver education, I seriously suggest that the example of a popular bottle-top competition could be followed, where large, attractive prizes could be offered to those gaining the right answers to topics covered in the traffic regulations and the Road Code.

Such a scheme would require considerable finance, skill and effort to develop well, but, as an initial thought, I suggest this —

With each five litres of petrol the motorist receives a printed extract from part of the traffic regulations or Rode Code.

Each motorist then has immediate opportunity to find an appropriate section of listed reference material.

Each section is entered on completion by the motorist for the contest. (Some sections would be in shorter supply than others — with prizes to match).

For maximum impact and participation, major prizes could include cars, boats, overseas trips, etc., and there could be numerous minor prizes such as petrol vouchers, vehicle accessories and groceries to help ensure that, within the first month, practically everyone would know a prizewinner.

**Any idea with some chance of success is worth trying.**

I challenge government agencies and private organizations to give it a try, particularly those organizations who stand to gain financially from an accident reduction.

### Conclusion

I repeat *Accidents are not caused by signals, roads or cars: they are caused by people.* Can we use this information to prevent accidents?

It is unfortunate if uninformed, emotional reaction is allowed to take priority over serious research, as changes made on that basis may overlook entirely the real cause of accidents and may even create a worse situation. Again, it is unfortunate that pressure groups influencing such changes cannot be held accountable for subsequent problems.

Designers and builders of highways do not claim to be perfect or fault-free, but at least they do try very sincerely to obtain improvements.



GRANT HARDIE

Consulting Engineer  
ED BE (Civil) FIPENZ  
93 Wyndrum Avenue  
LOWER HUTT

Telephone 04-566-3263  
Fax 04-566-3230

e-mail [grant.hardie@xtra.co.nz](mailto:grant.hardie@xtra.co.nz) Wellington Regional Council

5 July 2004

08 JUL 2004

Gunther Wild  
Greater Wellington Regional Council  
PO Box 11646  
WELLINGTON

FILE REF	
TP 108/02/06	
Doc. No.	
Referred to	Date/Int
GWild.	8/7 JW

Dear Gunther,

**Enforcement Disaster**

A supplement to my letter of 2 July 04.

I have just read an article in the Kapiti Observer dated 28 June 04, copy enclosed, and would like to believe that the case is not true. If it is a true account of police action, please tell me what it has done for road safety, and how it could possibly encourage the public to believe that the police are there to help fellow citizens, rather than being interested only in collecting cash for the Government coffers. It would appear that traffic police have been instructed to issue tickets regardless, and told not to use discretion.

In the past, when working closely with Ministry of Transport traffic officers, there was a clear understanding on their part of the limitations of setting realistic speed limits to suit all times and circumstances on a given stretch of road. They applied common sense and sound judgment, treating each case on its merits and were concerned with whether a driver was 'driving at a speed that could be dangerous'. Many more warnings were given than tickets, and they were seen as providing continuing driver education and had a reputation for generally being fair and reasonable.

I am personally aware of a number of occasions, where motorists exceeding the speed limit in an emergency situation, were led by the traffic officer with flashing warning lights (and sometimes siren) at the fastest reasonable speed for the conditions, to the hospital.

Wouldn't it have been a positive result all round if newspapers had headlines stating "Police Officer Helps Speed Patient to Emergency Treatment"?

I suggest your expert team formulating the Regional Road Safety Strategy seriously address the factual realities of the advantages and disadvantages of the current inflexible policing policy. Even better, employ Stan Young, former Chief Traffic Superintendent of the MOT, as a consultant on safety and enforcement. His experience would be hard to beat.

Yours sincerely,

Grant Hardie

## Traffic police judgment poor

On Friday June 18, at around 9.30pm a young couple, desperate to get medical treatment for their young toddler who was so sick that they thought it might be life threatening, exceeded the 50km speed limit by 17kmh along Kapiti Road enroute to the after-hours clinic.

The driver was pulled over by a police officer for speeding. Once the distraught parents explained their predicament, the 'caring' officer decided not to delay them further by issuing the ticket at the scene, instead he would allow them to proceed.

So far so good, but instead of leading them with his lights flashing to ensure the quickest care possible for the child, this

officer elected instead to follow their car and issue the tickets once the parents had their son under the care and attention of the medical staff at the after-hours medical facility at Paraparaumu.

For the record, the parents had not over-reacted about the health of the infant. Their child was confirmed as seriously ill and was admitted to Wellington Hospital where he remained for 48 hours. No thanks to that police officer, the young lad is on the road to a full recovery.

The traffic on Kapiti Road at the time this young couple was apprehended was light, so the presence of the police officer lurking there was not an issue of road safety. This booking must have had more to do with revenue gathering.

If this recent example of a Transport Police prosecution can be used as a guide, they are either thought so little of by their police superiors that they are given no discretion whether or not to prosecute, or if they are provided latitude, then the judgment that this constable displayed was reprehensible.

The longstanding experiment to combine the Ministry of Transport with the police is not working in my view. A parting of the ways would improve the public perception of our police. Unlike the real police officers, who face daily dangers fighting crime and balance this work with caring for our community, with insufficient resources to do the either arm of their job too efficiently, these fellows from 'transport' are an insidious revenue-gathering growth industry tasked with topping the government's coffers.

Bob Lutman  
Paraparaumu

## business ... RIGHT!!

ances and ?he business progress?

tant / Small Business Advisor:



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Wellington Regional Council  
18 JUN 2004

788/D Fergusson Drive

Hutt

7<sup>th</sup> June 2004

1S >>

Attention Mr

FILE REF	
TP/08/02/06	
Doc. No	
Referred to	Date
D. Watson	
G. Wild	19/6/04

I have read with great interest your concerns on the roads around Wellington. Having returned from a few months in England and the country areas I feel that many New Zealanders don't appreciate how well off they are. Roads are so much wider here and very few narrow country lanes.

The way I feel the roads are abused and many drivers need to return to a driving school. I even find I rebuke myself on the way I handle a corner or stop at a sign.

Perhaps the car manufacturers should return to the drawing board and design a car that doesn't tear away at high speed that has better body work to withstand these accidents, and stop these ridiculous high speed advertisements on design a car that is more economical with the petrol.

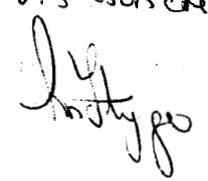
Another thing a law out to prevent teenagers driving such powerful cars, let them start with a 1300cc.

As much I personally wouldn't like to be put through it myself, a yearly test for new drivers and 5 yearly for those after a certain age. would not need to be an Oral one, just a q trip around the roads to make us aware of the care we need to take with the control of a powerful machine.

When Cellphones be banned in the car?

only addition I would like to see heavily marked cycle lanes and more of them.

I don't know this is of any help to you, but wish you every success in what you are wishing to achieve.

Yours sincerely  


Mas C. M. FYFE