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# Speed Management Update

## Recommendation

That the Board:

- i. Note the speed management update and support further development of an implementation plan for speed management in Auckland.

## Executive summary

1. Following the recent release of New Zealand's first national Speed Management Guide, this paper outlines the implications for Auckland and the process for development of an implementation plan for speed management. The Guide is a new approach to speed management that aligns with the National Safer Journeys strategy and the safe system approach to road safety. In response to the national guideline, the organisation will develop an implementation plan together with key stakeholders. It will identify principles to support the roll out of a programme of work on a prioritised basis, initially to 10 per cent of our road network length, with a combination of improvements to the road network to enable the existing speed limits and investment to achieve more appropriate operating speeds. Implementation of the Guide is expected to require additional funding beyond the level currently provided for speed management projects and will need to be considered for inclusion in the 2018/2021 Regional Land Transport Programme.

## Strategic context

1. New Zealand's road safety strategy "Safer Journeys", adopts a safe system approach with four key focus areas; Safe Road Users, Safe Roads and Roadsides, Safe Vehicles and Safe Speeds.
2. Safe Speed has been identified by the RoadSafe Auckland Executive committee (a strategic road safety leadership group between AT, Accident Compensation Corporation (ACC), New Zealand Transport Agency (NZTA) and NZ Police) and within the Draft Road Safety Strategy as a key area for increased focus for Auckland 2017-2021.
3. The new speed management approach aligns with AT's Roads and Streets Framework, and the Transport Design Manual.
4. The new speed management approach is expected to support reductions in deaths and serious injuries (an SOI target) and improved economic productivity (smoother travel flows and fuel savings). Internationally, and in NZ, speed management is identified as a key lever in successfully reducing road trauma.

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## Background

### Speed Management Guide

The Speed Management Guide has been developed as part of the national safer speeds programme.

The aims of the national safer speeds programme are to:

- modernise the approach to speed management on New Zealand roads
- increase national consistency in setting and managing speed limits
- improve opportunities for community engagement on identifying and prioritising safe speeds
- target speed management efforts where there is greatest potential to reduce deaths and serious injuries, and improve economic productivity
- enable the setting of a 110 km/h speed limit on roads where it is safe and appropriate to do so.

The table below is an extract from the Guide which sets out indicative ranges for the safe and appropriate speeds based on road function and environment.

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

Figure 1.4: Recommended Safe and appropriate speed ranges for Road Classes

The Speed Management Guide was officially released in November 2016. The Guide was developed by a joint sector working group which included representation from NZ Police, local authorities, the Ministry of Transport, ACC, Automobile Association (AA) and NZTA. A draft version of the

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Guide was made available in 2015 for trialling by councils in the Waikato. Lessons from the trial were incorporated in the final version, which has been endorsed by organisations such as the AA and considered by Cabinet before the release.

The Guide provides for a range of treatments to improve alignment between operating speeds, safe speeds and posted speed limits. An amendment to the related legislation, the Land Transport Rule: Setting of Speed Limits (2003) is expected to occur during 2017. This amendment will see the Speed Management Guide replace the current 'Setting Speed Limits in New Zealand' guidelines, and thereby make the Guide the primary framework for setting and managing speeds on New Zealand roads.

### **Implementation of the Guide**

The Guide provides a new approach to speed management that is likely to eventually lead to significant changes to the speed limits across the AT network. The Guide suggests that changes should be gradual, initially prioritised to the 10 per cent of network length where the greatest benefit can be achieved. The Guide states,

“This is a long-term programme over the next ten years and more. There is no expectation there will be wholesale changes to speed limits in the short-term. This is a Guide for Road Controlling Authorities to manage speed at their own pace, and at a pace that works in their districts and for their communities.”

The Guide identifies two categories of road that should initially be targeted:

- high risk roads, as these have the greatest potential for reductions in deaths and serious injuries,
- locations where road users already travel at the safe and appropriate speed, but where the posted speed limits are inconsistent, because changing the speed limits of these will help improve the credibility of speed limits.

Based on an initial review of the Auckland prioritisation, the top 10 per cent of roads suggested will focus primarily on rural network changes with a lesser proportion of urban changes.

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## Response to the guide- implementation plan

The organisation is working with stakeholders to develop an implementation plan to identify and programme an initial roll out of changes under the Speed Management Guide. This plan will also identify core principles for the roll out of speed management changes across the network to ensure consistency, minimise the need to retrofit for new projects and support public and stakeholder buy in. Using tools developed by NZTA, along with information on the local context, the organisation is developing a prioritised programme to initially treat 10 per cent of the network, approximately 720 kilometres of road during 2018/21. The prioritisation is aligned with the NZTA tools, however additional consideration will be given to existing programmes of work which can be aligned with the speed management work, providing value for money as this will remove the need for future retrofitting. These opportunities will be identified through internal consultation.

Customer requests for speed limit changes are now being considered against the criteria in the Speed Management Guide. Responses to customers will indicate whether the road is likely to qualify for changes under the Guide and advise that the final list of changes is still being developed. In the interim, speed limits can be changed in exceptional cases where there is an urgent safety case or major change in land use. However these must be assessed under both the new and existing guidelines until the rule amendment which is expected later in 2017.

## External Consultation/Engagement

Internal stakeholder engagement is being carried across AT to draw in expertise from around the organisation, outline the process of implementing the principles in the Guide and agree on key messaging. Further internal consultation is planned to identify opportunities for alignment of speed management with other AT projects.

External engagement is planned with Auckland Council, Local Boards and stakeholders including the AA, NZTA, NZ Police, Bike Auckland, Walk Auckland, the Road Transport Association and others to inform the development of the implementation plan.

Delivery of speed management to the locations identified by the plan will include a further layer of engagement with the general public in the local communities impacted by the programme. Engagement with local communities will make use of the process recommended by the Guide. The “Better conversations about road risk” methodology seeks to engage constructively with the community through wider discussions of road safety rather than focusing purely on the speed management outcomes.

A communications plan to support external engagement is being developed, drawing on advice and experience from the pilot speed management project carried out in the Waikato Region, and with input from NZTA.

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## Issues and options

### Opportunities

The Speed Management Guide and development of a balanced speed management programme provides an opportunity for improved prioritisation and greater transparency in reducing risk on our roads and in making speed limit changes. The Guide supports rationalising rural speed management to better reflect the operating environment, and provides for urban speed management that better reflects the function of urban town centres and local roads. These changes will support a reduction in deaths and serious injuries on the network and better accommodate the needs of vulnerable road users such as pedestrians, cyclists and motor cyclists. It will also deliver economic benefits through smoother travel flows and fuel savings, along with increased customer satisfaction around speed management requests.

### Resources

Realising the opportunities offered by the Guide will also require substantial investment to reduce risk on our roads. In some cases engineering may be needed to encourage slower speeds, and in other cases the high strategic function of the road may justify the need for “engineering up” so that the road is safe at a functional speed limit.

### Funding and delivery

1. Initial implementation of some low cost sites identified in the plan is expected to be carried out in 2017/18, funded from existing programmes.
2. For higher cost sites a funding proposal will be prepared for inclusion in the 2018/21 Regional Land Transport Programme, indicatively this could be in the order of \$5 million per year, although further work is needed to refine this estimate when the speed management programme is developed as the scale of costs will be heavily influenced by the extent to which roads need to be engineered up rather than speed limits reduced.

### Risks

1. Managing customer expectations around speed management is likely to be a challenge. For some customers the pace of change is likely to be too slow, with their areas of concern falling outside the initial 10 per cent of the network selected for treatment. For others even the initial 10 per cent will include locations where significant changes to their driving behaviour will be required. The Speed Management Guide acknowledges the need for us to determine a pace of change that works in our communities. This is an issue that is expected to be worked through as part of the engagement with Local Boards.
2. Potential operational impacts on the network as a result of lower operating speeds will need to be considered during development of the programme of work. This will be captured through a monitoring process in the implementation plan.

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3. There is a high level of uncertainty as to the required funding and resources to implement the plan due to the combination of needing to determine both the pace of change that works for Auckland and the costs associated with specific treatment proposals identified through the programme development. This will need to be further considered once a draft programme has been developed to identify the rate of delivery that can be adequately funded and resourced, before the programme is finalised.

## **Next steps**

1. Internal engagement (January-April 2017)
2. External engagement (March-July 2017)
3. Completion of the implementation plan (July-September 2017)
4. Funding proposal for 2018/2021 Regional Land Transport Programme

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## Document ownership

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## Glossary

Acronym	Description
NZTA	New Zealand Transport Agency
AA	Automobile Association
ACC	Accident Compensation Corporation