

Proposed Speed Limits Bylaw 2019

Recommendations

That the Board:

- i. **Notes** that safe speeds are one of four elements of delivering a network based on a Safe System approach. At its meeting of 3 September 2019, the Board approved the Road Safety Programme Business Case (PBC) which outlines the investment being made in creating a Safe System - safer roads/roadsides, safe speeds, safe drivers and safe vehicles.
- ii. **Notes** that targeted implementation of safe and appropriate speeds, along with associated enforcement, is one of the quickest and most effective ways to achieve safety outcomes for all road users.
- iii. **Notes** the proposed bylaw represents proposed speed limit changes in the first tranche of three tranches as part of a broader accelerated speed management programme. This first tranche targets a mix of self-explaining roads and high risk roads for vulnerable road users with more challenging engineering up roads to follow in tranches two and three. The three tranche programme has an estimated cost of \$23.8 million. Speed management is only one part of a very significant road safety investment of over \$700 million over the next 10 years. In 2018/19, AT delivered approximately \$45 million of safety engineering improvements as well as increased effort in road safety education.
- iv. **Notes** the legal framework for the setting of speed limits. In particular, the requirements of the Land Transport Rule - Setting of Speed Limits 2017 and the supporting Speed Management Guide prescribe that speed limits need to be safe and appropriate and if a Road Controlling Authority, following review and consultation, considers roads not to have safe and appropriate speeds for all road users then it must set new speed limits that are 'safe and appropriate' or, take other measures to achieve travel speed limits that are safe and appropriate.
- v. **Notes** that in a manner consistent with the Land Transport Rule - Setting of Speed Limits 2017, speed limits must be safe and appropriate. The review of the roads which made up the proposed bylaw consultation assessed roads in terms of appropriateness. Specifically, this included road function, design, safety and use and took account of factors such as the actual operating speed of roads versus the posted speed limit, and where the posted speed limit may have lacked credibility compared to the existing operating speed from perspectives, traffic volume, crash risk and factors such as use of the roads.
- vi. **Notes** the key themes and issues raised through the consultation and hearings process and management's response to those key themes and issues.
- vii. **Notes** the levels of acceptance for the proposed Bylaw and speed limit reductions generally from Road Safety Partners, Local Boards, Stakeholders and the general public, but also the focused opposition to certain proposals.
- viii. **Notes** that while the level of public acceptance under the provisions of the Land Transport Rule - Setting of Speed Limits 2017 and the supporting Speed Management Guide is important, it does not provide a basis for not changing speed limits or making roads safe where evidence suggests speed limits are not safe and appropriate.

- ix. **Notes** the assurance activities undertaken.
- x. **Agree** on one of following options and proceed with the necessary actions to execute the chosen option:
 - a. Option 1: Defer the decision on the bylaw and direct a reassessment of the speed limits proposed and/or other travel speed measures; or
 - b. Option 2: Make the bylaw in a form that implements the proposed speed limit changes on all roads with minor modifications and staged implementation - as drafted in Attachment 8; or
 - c. Option 3: Make the bylaw in a form that implements, on a staged basis, all proposed speed limit changes except for on roads not categorised as high risk and where there is significant preference for the status quo, with adjustments to the speed limits to take account of implementation of enhanced engineered safety features on key arterials in the City Centre - as drafted in Attachment 9.
- xi. **Notes** that to support the Board considering the matter with an open mind no particular option is recommended as preferred
- xii. **Notes** that if the Board chooses Option 3 additional capital expenditure of between \$5-10 million will be required for enhanced safety engineering interventions to achieve safe and appropriate speeds on the relevant roads.
- xiii. **Approves** the approach to monitoring and evaluation of under options 2 and 3, should either of those options be chosen by the Board
- xiv. **Approves** the release of the draft '*Public Submissions Report*', the draft '*Local Board and Stakeholder Report*', and the draft '*Hearings Notes*' to the public
- xv. Thanks, and acknowledges all those who made submissions on the draft Speed Limits Bylaw.

Executive summary

1. Auckland has a significant problem with people dying and being seriously injured on the region's road network. Between 2014 and 2017 the number of deaths and serious injuries (DSI) on Auckland's roads increased by approximately 78% - more than five times the rate of the growth in vehicle kilometres travelled. In 2018, following a deliberate increase in enforcement and heightened awareness, of speed management as well as targeted engineering interventions, DSI dropped by 22%. However, the level of DSI in 2018 remains significantly above the 2013-2017 baseline average. DSI also increased in some local board areas.
2. Safety is the number one priority for Auckland Transport (AT) and is a key strategic priority nationally and regionally as outlined in the Government Policy Statement on Land Transport (GPS), Auckland Transport Alignment Plan (ATAP), the Regional Land Transport Plan (RLTP) and the National Safer Journeys Strategy.
3. Investment in safer roads more than doubled in the financial year ending 30 June 2019 compared to the year previous and is targeted to reach approximately \$75M in 2019/20 and approximately \$104M in 2020/21. Investment in the 'safe drivers' pillar of the safe system approach is increasing and is further supported by the recent additional funding committed by Accident Compensation Corporation (ACC). Investment in 'safe speeds' is also underway in high risk town centres and residential areas through the creation of low speed zones.
4. The Road Safety Programme Business Case which was approved by the AT Board on 3 September 2019 is soon to be considered by the New Zealand Transport Agency (NZTA) Board of Directors details the investment options considered and selected.
5. There is compelling evidence, in Auckland, New Zealand and internationally, that slower speeds in targeted locations will contribute to a reduction in the number of deaths and serious injuries caused by crashes.
6. AT is a Road Controlling Authority (RCA). As such under the Land Transport Act 1998 AT is required to make a bylaw for the setting of speed limits on the region's roads. The process for reviewing and proposing new speeds is set out in the Land Transport Rule: Setting of Speeds 2017 (Rule). Under the Rule AT, as an RCA, is obliged to review speed limits to ensure they are 'safe and appropriate', is obliged to make new speed limits where existing speed limits are not 'safe and appropriate' and may set new speed limits for designated locations or, take other actions to ensure travel speeds are 'safe and appropriate'. These obligations are to be undertaken with reference to the NZTA Speed Management Guide.
7. AT has developed a Safe Speeds Programme which aims to significantly reduce the alarming trend in DSI on targeted roads across the region. Delivering the proposed programme in the draft Speed Limits Bylaw approved for consultation is estimated to save approximately 87 DSI over the next five years. The social benefits associated with this reduction in DSI is estimated at \$107 million. DSI benefits will continue to accrue beyond the five-year window. The total capital cost associated with the proposed Bylaw is \$850,000. The proposed Bylaw complements investment in the creation of low speed zones in a small group of town and village centres and residential areas, and gateway treatments in the city centre which have a total cost of approximately \$16M.

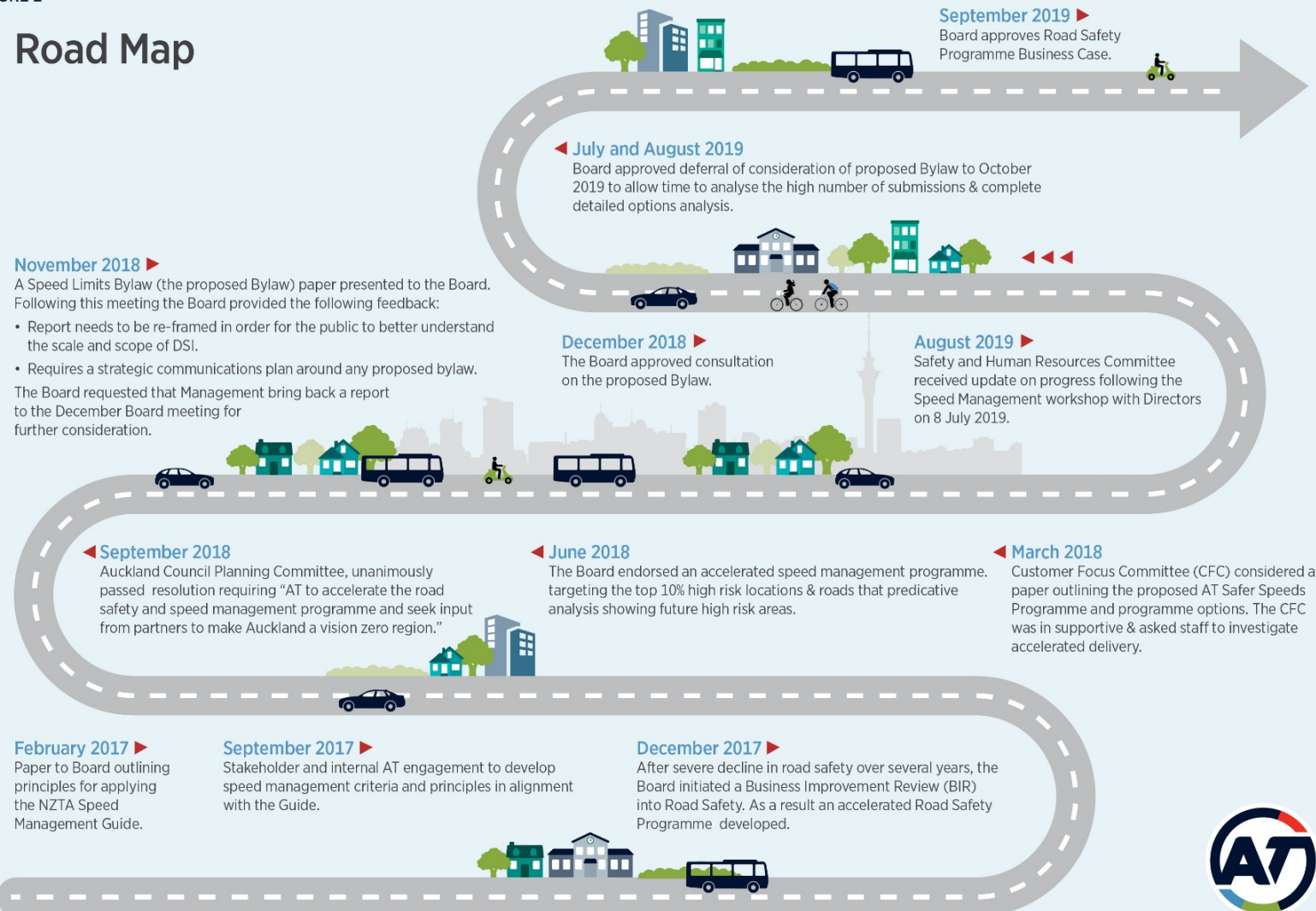
8. A key element in that programme is safe and appropriate speeds on high-risk roads. Throughout 2017 and 2018 management undertook a review of the region's roads against the requirements of the Rule and the NZTA Speed Management Guide and as a result developed a proposal for consultation which was approved by the AT Board. Consultation and engagement in accordance with the Local Government Act and the Rule has been completed with more than 11,700 submissions received.
9. Following thorough consideration of consultation submissions and hearings three options are now presented for AT Board (Board) review and consideration for decision with respect to making a bylaw as follows:
 - a) Option 1 - Defer the decision on the bylaw and direct a reassessment of the speed limits proposed and/or other travel speed measures.
 - b) Option 2 - Make the bylaw in a form that implements the proposed speed limit changes on all roads with minor modifications and staged implementation - as drafted in Attachment 8;
 - c) Option 3 - Make the bylaw in a form that implements, on a staged basis, all proposed speed limit changes except for on roads not categorised as high risk and where there is significant preference for the status quo, with adjustments to the speed limits to take account of implementation of enhanced engineered safety features on key arterials in the City Centre to make those roads safe and appropriate (as drafted in Attachment 9). This option will deliver broadly equivalent DSI outcomes to the Option 2 DSI outcomes.
10. The Board may also wish to consider alternatives not proposed as part of this Board Paper.

Previous deliberations

11. AT's journey with respect to the setting of 'safe and appropriate' speed limits began over two and half years ago with a briefing in February 2017 on the new NZTA Speed Management Guide which was approved in late 2016. Since that time Directors have received both briefings and had the ability to exercise due diligence with respect to the review of current speeds, feedback from submitters through consultation and options development and generally test decisions on safe and appropriate speed limits.. The following diagram sets out the previous deliberations by the AT Board or its sub-committees, and Auckland Council or its committees. In addition to these deliberations, Board workshops on the proposed Bylaw were held on 8 July 2019 and 8 October 2019 and some Directors took part in a driving tour on 23 September 2019 to gain first-hand experience of the safe and appropriate operating limitations of parts of the network.

FIGURE 1

Road Map



Strategic context

12. Noting an adverse trend in road safety across Aotearoa the Governance Policy Statement on Land Transport (GPS) has a new emphasis on safety, with a doubling of investment in road safety promotion and a 14% increase in road policing.
13. In December 2018, Transport Minister Phil Twyford and Associate Transport Minister Julie Anne Genter announced a \$1.4 billion, three-year programme to make New Zealand's highest risk roads safer. The Safe Network Programme will make 870km of high volume, high-risk State Highways safe by 2021 with improvements like median and side barriers, rumble strips, and shoulder widening. A key component is setting safe and appropriate speed limits.
14. The Ministry of Transport (MoT) and its road safety partners are developing a new road safety strategy to drive substantial improvements in road safety in New Zealand. The new strategy will replace the current Safer Journeys strategy, which ends in 2020.
15. A focus area in the refreshed Auckland Plan approved by the Planning Committee is to move to a safe transport network free from death and serious injury. It notes that "*Compared to the way we have done things in the past, we will:*
 - *allocate a greater part of the transport budget to dedicated safety projects*
 - *change the way we evaluate potential transport investments*
 - *place greater emphasis on safety in the design of new or upgraded infrastructure*
 - *make necessary regulatory changes to promote safety, such as targeted speed limit reductions*
 - *seek to improve travel behaviour by placing greater emphasis on enforcement, and through public awareness campaigns*"
16. The Auckland Plan further sets out that efforts must include "...*setting safe and appropriate speed limits in high-risk locations, particularly residential streets, rural roads and areas with high numbers of pedestrians and cyclists*".
17. In September 2018, the Auckland Council Planning Committee unanimously carried the following resolution: *b) request AT to accelerate the road safety and speed management programmes and seek input from partners to make Auckland a Vision Zero region.*
18. ATAP was refreshed by MoT, Treasury, KiwiRail, NZTA, State Services Commission, Auckland Council and AT in early 2018. It was agreed by the Minister of Transport and the Mayor of Auckland and endorsed by Auckland Council. A key outcome of ATAP will be a 60% reduction in deaths and serious injuries on Auckland's transport network, from 813 in 2017 to no more than 325 by 2027. With the introduction of the Regional Fuel Tax, supported by contributions from the National Land Transport Fund and Development Contributions, over \$700 million is being invested in safe roads, safe vehicles, safe drivers and safe speeds over the ten-year period.

Background

19. Between 2014 and 2017, DSI on Auckland roads have increased at more than three times the rate of the rest of New Zealand and almost five times the growth in kilometres travelled across the region. The estimated economic and social costs of DSI in Auckland is \$1.2 billion annually.
20. In late 2017, the Board commissioned an independent Business Improvement Review (BIR) into Road Safety. The review, released to the public in May 2018, concluded that *“Auckland is experiencing what could legitimately be described as a crisis in road safety performance.”*
21. Analysis of Auckland Region Police crash reports contained in the BIR further highlighted that for the period from October 2015 to September 2016 compared to the period from October 2016 to September 2017, there was a 47% increase in the incidence of speed being a factor in DSI crashes. In total there were 171 crashes between October 2016 and September 2017 where speed was a contributory factor. Safe speeds, as part of the safe system approach is an important element of addressing DSI in Auckland.
22. In February 2018, the Board unanimously endorsed all BIR recommendations to improve road safety in Auckland. Recommendation 4 targeting implementation in 2019 recommends AT:

“Use appropriately lowered speed limits to bring safe roads to Auckland:

BIR Recommended Actions:

- *Review and introduce lower speed limits:*
 - *on high risk roads where infrastructure investment will not be available for three years, (i.e. lower limits to 80 km/h on high risk rural arterial road lengths and to 40 km/h on high risk urban arterial road lengths – and to 50 km/h on current 60 km/h speed limited urban arterial roads)*
 - *in high pedestrian use areas, (i.e. in the city centre, in town centres/strip shopping centres), to 30 km/h*
 - *on all urban arterial roads with non-separated (i.e. no physical barriers or kerbs) cycle lanes to 40 km/h*
 - *on approaches to all intersections lower limits to 50 km/h. Develop and roll out a two-year comprehensive community information campaign utilising community leaders”*
23. At the same time as the BIR was being prepared, ATAP was finalised and the New Zealand Government and Auckland Council provided clear policy direction to AT that road safety performance had to improve. These democratically elected bodies have clearly stated that setting safe and appropriate speeds on high risk roads is one way to quickly improve the situation.
 24. Since then AT, with partner agencies, has developed a safe system approach for reducing DSI and partnered with ACC on initiatives to address the road safety problem. This further sets the mandate to accelerate road safety outcomes for Auckland. The Board also adopted the Road Safety Programme Business Case which puts in place a 10-year action plan to achieve 60% DSI reduction. Speed management is one of four central pillars of the Road Safety Programme Business Case.

25. Speed limit changes can be undertaken by Road Controlling Authorities or, they can be directed by NZTA. AT is the Road Controlling Authority for most of the roads in the Auckland region. The Land Transport Rule: Setting Speed Limits 2017 requires AT to review speed limits on roads in Auckland under its control to ensure they are 'safe and appropriate'. Where speed limits on any given road are not 'safe and appropriate' AT must make changes to the speed limit by making a bylaw or take other measures to achieve travel speeds that are safe and appropriate on that road.
26. The Speed Management Guide (Guide), created and approved by NZTA, is to be used by Road Controlling Authorities when reviewing and setting speed limits.
27. 'Safe and appropriate' is defined in the Guide as '*travel speeds that are appropriate for road function, design, safety and use*'¹. The concepts of *function* and *use* of roads clearly link to the concept of a transport system that is effective and efficient as set out in AT's statutory purpose². Advice taken by management highlights that effective and efficient road journeys experience for all modes needs to be taken into account and balanced with safety considerations when determining a 'safe and appropriate speed'. Efficiency and effectiveness of the road corridor can be considered to include all road users; freight vehicles, cars, motor cyclists, people on bikes, and pedestrians.
28. Consistent with the obligation under the Rule to review speed limits, management completed reviews of Auckland's roads in 2017 and 2018 in accordance with the Guide. The reviews highlighted roads which were the highest risk in terms of safety while also considering the appropriate speed for those roads. The review included having regard to the mandatory relevant considerations of the Rule³. The methodology for that review involved AT working with key stakeholders and road safety experts from professional services organisations and included:
- A review of the recommended safe and appropriate speeds for Auckland as prescribed by the tools contained in the Guide.
 - Site visits to all the roads to better understand the current operating environment including design and use. This included consideration of elements such as roadside hazards, sealed or unsealed roads, road geometry, visibility, road run off areas and land use etc. The drive overs also gave the engineers a sense of what the current operating speed environments are.
 - Review of NZTA's Crash Analysis System (CAS) to better understand safety history of these roads. The NZTA Megamaps tool was also used to determine the safety risk rating of each road.
 - For the City Centre, an assessment of the City Centre Masterplan and Roads and Streets framework was undertaken to better understand the place and movement functions of key corridors. We also considered operational data and growth projections to better understand multi-modal demands and use in the City Centre. By way of example, pedestrian numbers in the City Centre are expected to grow by a factor of up to eight between 2016 and 2026 as a result of private sector investment e.g. Commercial Bay by Precinct Properties and public sector investment in infrastructure e.g. City Rail Link.

¹ NZ Speed Management Guide First Edition (November 2016). p7.

² s39, Local Government (Auckland Council) Act 2009

³ Land Transport Rule: Setting of Speeds 2017 s4.2(2)

- For residential areas, consideration was given to safety performance, speed and volume surveys, customer feedback history and the Roads and Streets framework. This was to better understand use, function, design and safety.
 - The Rural/Urban Boundaries were assessed against the Unitary Plan provisions and adjusted accordingly to ensure functional and use alignment with the proposed intensification.
 - An assessment was undertaken, and consideration given to determine the legibility of the road network where changes are proposed so that they make sense to the user.
 - The proposed Speed Limit Bylaw was reviewed and supported by the Tāmaki Makaurau Road Safety Partners (MoT, AC, NZTA, Police)
29. The broader review also included working through a range of 'treatment' options set out in the Guide to address roads where speed limits were not currently considered to be safe and appropriate. Specifically, these treatment options included:
- '*Engineering up*' – this involves planning and investment in significant engineering interventions to make the road safe for travelling at the posted speed limit. This treatment option is typically taken on roads which are economically important (supporting the level of capital investment required) where travel speeds tend to be close to the existing speed limit.
 - '*Challenging conversations*' – this treatment option is, as is suggested in the Guide, having discussions with the community which can be challenging because travel speeds are often above the calculated appropriate and safe travel speed and safety performance is poor.
 - '*Self-explaining*' – this treatment option is typically applied on roads where the posted speed limit is higher than the safe and appropriate speed, but due to the broader roading environment, congestion, or other factors road users are already travelling at the safe and appropriate speed. These are high benefit opportunities because changes to the proposed speed limit will be credible to road users.
30. The outcome of the review became the input for the proposed Bylaw for consultation which was approved by the AT Board in December 2018.
31. The roads targeted in the proposed Bylaw for consultation exceed 800km of roads in total and as set out in the following table. These are a mixture of self-explaining roads that already operate at lower speeds, those roads with a high amount of vulnerable road users and those roads identified in the national top 10% of high-risk roads (along with adjoining roads).

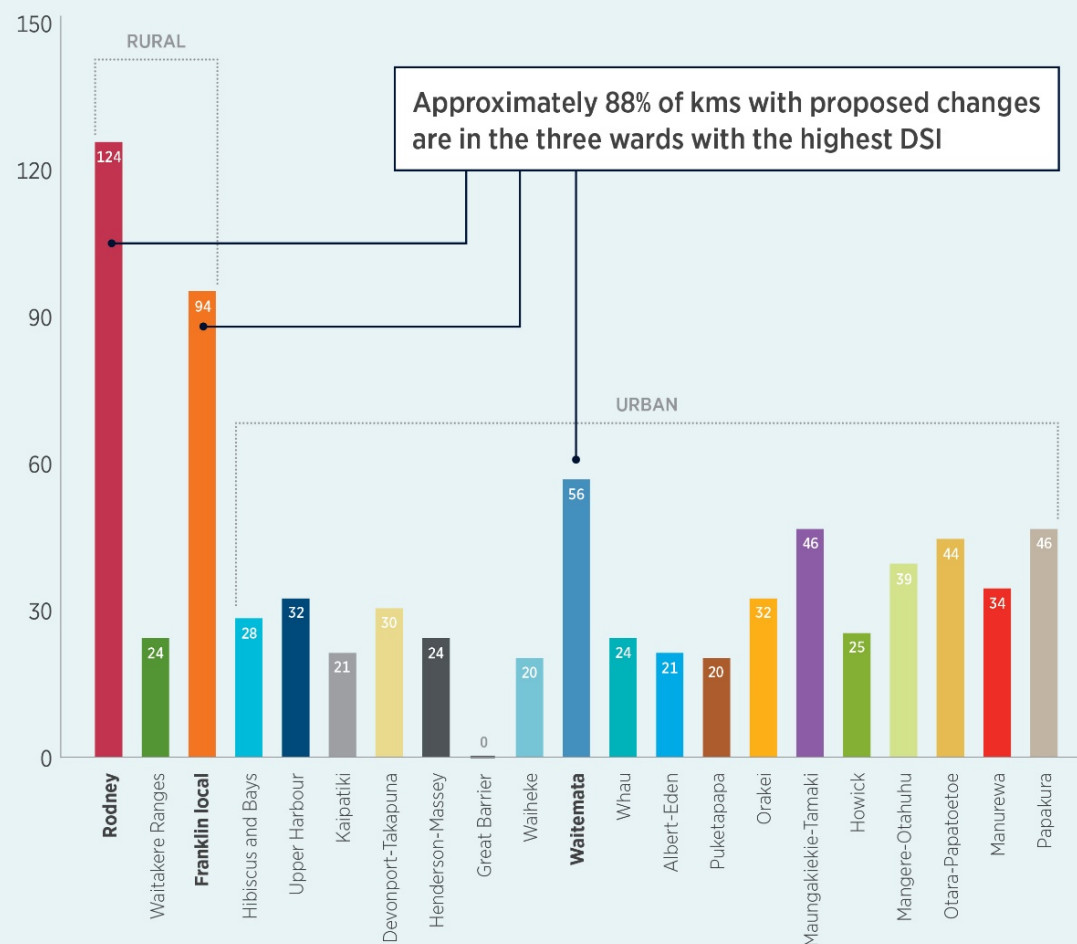
Road Category	Total length (km) of Road Proposed to Have Speed Limit Changes	Estimated 5-year DSI Saving – proposed Bylaw
Rural	687	51.3 (58.7% of total DSI saving)
City Centre	46	24.9 (28.5%)
Town Centres	9	2.5(2.9%)
Residential	18	1.5 (1.7%)
Urban	68	7.2 (8.2%)
Total	828	87.4

32. The proposed changes to speed limits are supported by engineering interventions such as the implementation of low speed zones which have been introduced, or are currently underway in Papakura, Te Atatū, Mairangi Bay, Torbay and are proposed to be implemented in a number of other town or village centres across the region.
33. An extensive communication and engagement campaign consistent with the requirements of the Rule, the Land Transport Act 1988 (LTA) and the special consultative process commenced in late February 2019 and ran until the end of March 2019. Public hearings attended by a panel of two AT Directors, Sir Michael Cullen and Mark Gilbert, two management representatives and supported by the author of the BIR, Eric Howard, were held in mid-April 2019.
34. Since that time management have undertaken extensive analysis of all submissions, worked on potential options for implementation, undertaken several assurance activities, engaged with the Board on submissions analysis and options analysis, and developed a proposal for monitoring and review.
35. In the period between the Public Hearings and the preparation of this Board Paper the 2018 road safety performance statistics have been finalised by NZTA. Key findings are;
- While DSI has decreased by 22%, compared with 2017 the number of DSI is still significantly higher than the long-term baseline average and the five-year rolling average is still trending upwards.
 - While DSI has decreased in many local board areas, the local board areas of Waitematā (+31%), Orakei (+25%), Hibiscus and Bays (+36%) saw material increases in DSI. Many of these involved vulnerable road users. The proposed Bylaw for consultation included roads in these local board areas – particularly in the city centre and town and village centres.

- The average number of DSI per 100,000 people across the entire Auckland region in 2018 was 38.27. Tragically, the Rodney Local Board area has a DSI rate of three times the Auckland region average and Franklin has a DSI rate of more than double the Auckland region average. The Waitematā Local Board area, which has the third highest rate of DSI per 100,000 people performs approximately 50% worse than the Auckland region average. Consequently, and complementing other road safety interventions in those local board areas, approximately 88% of all high-risk roads targeted as part of the proposal for consultation are in the Rodney, Franklin and Waitematā Local Board areas. By way of comparison the DSI per 100,000 people across Aotearoa in 2018 was 60.92. Figure 2 below illustrates this performance.
37. AT, with funding support from Central Government and Auckland Council, has dramatically increased investment in safety interventions such as the rural delineation programme, red light cameras, delivery of improvements to high risk intersections, education programmes to targeted groups, and pedestrian crossing upgrades. The Safe Speeds programme, as the fourth pillar of the safe system approach, has the potential to make a significant impact.

FIGURE 2

Local Board Road Deaths and Serious injuries (DSI) 2018 per 100,000 population



Consultation and Engagement – Submissions and Key Themes

38. Consultation was undertaken in accordance with the requirements of the Rule and the LTA for the purpose of making a bylaw and for the purpose of setting speed limits and the special consultative procedure under the Local Government Act was used.
39. However, consultation had two other important objectives. Firstly, AT wanted to understand views on any issues or concerns that parties may have with the proposal to enable it to modify the proposal to better deliver on safe and appropriate speeds. We were seeking submissions that would help us finalise options for presentation to the Board. Secondly, AT wanted to understand the likely public acceptance of any speed limit reductions. The changes in the proposed Bylaw are the first of two or more tranches of proposed speed limit changes and the ultimate success in delivering reductions in DSI will depend on compliance with any new speed limits. Management held the view that consultation feedback would give us good insights into this.
40. Consultation and engagement, if judged by the number of submissions, was extremely successful. More than 11,700 submissions were received. Analysis and summary detail in relation to the submissions by iwi, democratically elected representatives (Local Boards), our road safety partners, stakeholders (both local and international), and the public is provided in the Attachments 1 and 2.
41. A significant number of submissions by Local Boards, our road safety partners, and stakeholders contained supporting information. The submissions focused on:
- survivable speeds, the linkage between speed and the number of crashes, and the safety of vulnerable road users;
 - the link between speed limits, travel times, productivity and congestion;
 - Auckland's road crisis and the social cost of crashes;
 - empirical local and international evidence of the success or otherwise of speed limit changes on deaths and serious injuries;
 - changes in city centre population;
 - healthy streets and the impact of road safety on children;
 - the need for engineering and enforcement;
 - social and geographical differences in road traffic injuries in Auckland;
 - the impact of speed limits reductions on air quality and greenhouse gas emissions; and
 - specific road by road submissions.
42. Supporting information included with submissions and AT's response to the supporting information is included in Attachment 2.

43. As part of that consultation we provided the public with the opportunity to speak to their submission in person. Thirty-six organisations or individuals took the opportunity to present their views in person to a panel of AT representatives on 15 and 16 April 2019, held onsite at AT's offices at 20 Viaduct Harbour Avenue. Key themes and transcripts from the hearings are included in Attachment 3.

Iwi/mana whenua

44. AT made a concerted effort to engage with mana whenua through eight hui, which focussed on speed management, and road safety in general. This is in recognition of the fact that Māori people are over represented in death and serious injury statistics (e.g. from 2013 to 2017 Māori were involved in 23% of DSI on Auckland roads whilst only accounting for 13% of the general population).
45. Whilst Māori present at the hui spoke of their support for the improved road safety outcomes and lowering speed limits none who were present at the eight hui made submissions. Te Rūnanga o Ngāti Whātua: Māori Public Health Unit, who were not present at any of the eight hui, did make a submission. Te Rūnanga o Ngāti Whātua supports the proposed Bylaw but noted a concern about the financial impact that speeding tickets may have on disadvantaged communities during the transitional period after the reduced speed limits are implemented. They recommend taking a measured approach and increasing educational activities to ensure people are aware of the new speed limits.

Local Boards

46. All thirteen of the local boards that provided feedback on the proposed bylaw understand the need for speed limit changes and expressed general support for the proposed Bylaw – some local boards provided ancillary suggestions, requests or concerns. In the case of the Waiheke Local Board they did not support the proposed Speed Limits for the island but rather requested reductions in speed limits.
47. These Local Boards, who are elected, represent a combined population of 872,295 Aucklanders – over 50% of Auckland's population.
48. In the case of the Hibiscus and Bays Local Board their submission is further backed up by investment they are making to lower speed zones in Torbay and Mairangi Bay Town Centres.

Road Safety Partners

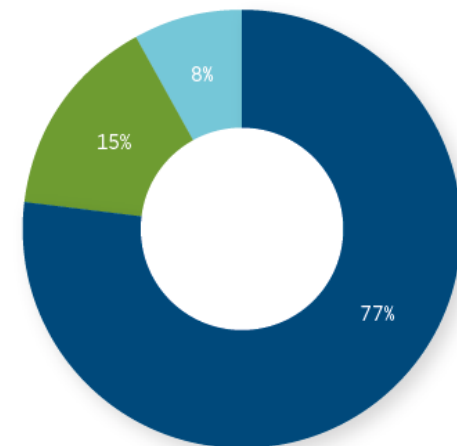
49. Three of AT's Tāmaki Makaurau Road Safety Partners made submissions on the proposed Bylaw.
50. NZTA's submission is critically important to the Speed Limits Bylaw process. The Rule requires NZTA to provide guidance on and information about speed management to Road Controlling Authorities. It also requires NZTA to supply the information relating to public roads within each Road Controlling Authorities jurisdiction to that RCA. In doing so NZTA should prioritise information about roads where achieving a travel speed that is safe and appropriate is likely to deliver the highest benefits in terms of safety and efficiency. NZTA also has powers to investigate RCAs for compliance with the Rule and issue directions to RCAs.

51. NZTA's submission states that it has reviewed the proposed Bylaw 2019 *"and would like to draw AT's attention to the expectation of the Government that all Road Controlling Authorities address the top 10% of regional networks likely to deliver the highest deaths and serious injury savings in terms of safety and efficiency. Treating these lengths as quickly as possible is a requirement of the Government Policy Statement"*.
52. NZTA has also acknowledged that *"a significant number of top 10% of roads have been included in the areas currently being consulted on, however there are a few that have not been included. Addressing speed on these roads will make a considerable contribution to safety in the region"*. Management proposes to include the roads which NZTA has noted are not included in this tranche of proposed speed limit changes in a future round of proposed speed limit changes.
53. The New Zealand Police has noted that it strongly supports safe driving speeds. It also notes that in its view the proposed Bylaw takes 'a safe system approach to speed management in accordance with the national Speed Management Guide and the latest evidence on road safety treatments'. It supports the proposal.
54. The ARPHS has published its submission on its website. It is one of the most comprehensive submissions received with a wealth of supporting information. ARPHS fully supports the proposed Bylaw and see this as the first step in a complete safe system approach to road safety and the Safer Speeds Programme.

Formal stakeholder groups

55. Thirty seven of the forty-eight, or 77.1%, of stakeholders (excluding Tāmaki Makaurau Road Safety Partners) who submitted feedback generally support the proposed Bylaw or the principles behind it. They include: Blind Citizens NZ, Safekids Aotearoa, Brake and Victim Support, AUT, University of Auckland, and the Australasian College of Road Safety. Some of these asked AT to consider other areas for speed limit reductions and others cited conditions to their support, such as Heart of the City which wants to see the planned synchronisation of traffic lights on a selection of central city streets.
56. Auckland Federated Farmers supports the proposed Bylaw in principle but raised concerns about specific roads and asked AT to monitor roads where the speed limits have been reduced, with a view to raising the speed limits back to their previous levels, if the reduction in speed limits is having no effect or if significant safety improvements are made to the roads.

LEVEL OF STAKEHOLDER SUPPORT
FOR PROPOSED BYLAW/PREFERENCE
FOR STATUS QUO



■ Supportive of proposed bylaw
■ Prefer status quo
■ No preference expressed

* Data excludes submissions of the those parties who form part of the Tāmaki Makaurau Road Safety Governance Group

57. Some organisations raised concerns about the proposed bylaw, including (but not limited to):

- The Automobile Association which opposes the bylaw in its current form although it supports some of the principles.
- NZ Post which supports some road safety initiatives but feels the bylaw, in its current form, will have a detrimental impact on its business.
- Ports of Auckland agrees AT should improve the safety of Auckland local roading network however is opposed to speed limit changes on Beach Road and Tangihua Street.

58. In total, seven of forty-eight, or 14.6% of stakeholders are not supportive of the proposed Bylaw.

The Views of Individual Aucklanders

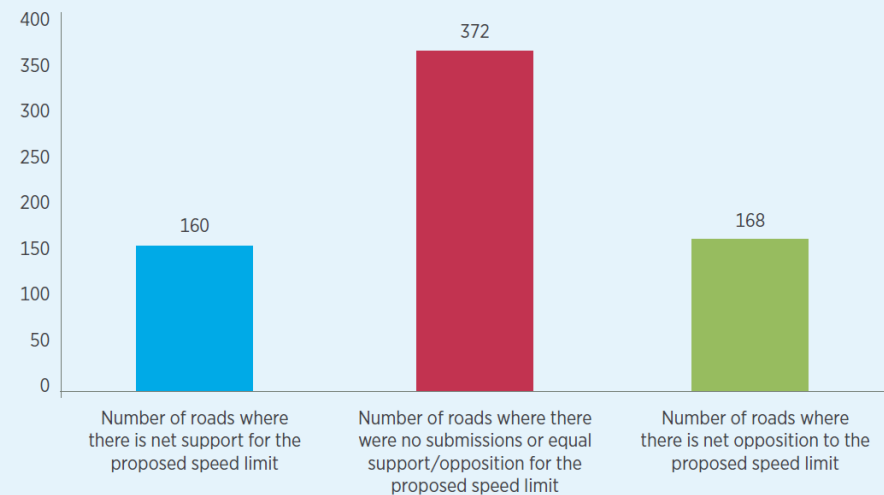
59. An objective of the consultation process was to receive feedback from submitters which provided AT with knowledge it did not otherwise have which led to better decisions being made, on the proposed Bylaw. This goal was achieved.

60. Over 11,500 submissions were made by individuals. While the approach to consultation did not specifically ask whether submitters supported the proposed Bylaw or opposed it, many Aucklanders took the opportunity to give us that feedback.

61. This provides an indication of general levels of acceptance as to the proposed reductions in speed limits. The submissions also provided good insights on a road by road basis of where acceptance is more challenging. The graph opposite highlights the spread of acceptance as evidenced in the submissions.

62. Of the 168 roads where there was net opposition to the proposed new speed limit there were a much smaller number where that opposition could be categorised, in numerical terms, as strong opposition. By way of example these roads included: Nelson Street, Hobson Street, Fanshawe Street, Tāmaki Drive, Coatesville Riverhead Highway and the Whitford-Maraetai Road.

NUMBER OF ROADS WHERE THERE IS NET SUPPORT, EQUAL OR NIL SUBMISSIONS AND NET OPPOSITION TO THE PROPOSED SPEED LIMIT CHANGES



Key Issues Raised through Consultation

63. The key issues raised by submitters through the consultation and hearings process and management's view on those submissions is detailed in Attachments 1, 2 and 3. Members of the Board have had opportunity to probe the feedback provided by submitters with respect to whether the speed limits in the proposed Bylaw are 'safe and appropriate'. These occasions have included workshops with Management on 8 July 2019 and 8 October 2019 and a driving tour on a sample of the roads nominated to have changes to posted speed limits in the proposed Bylaw on 23 September 2019.
64. The key issues raised by submitters with direct relevance to safe and appropriate speeds are as follows:

Survivable Speeds

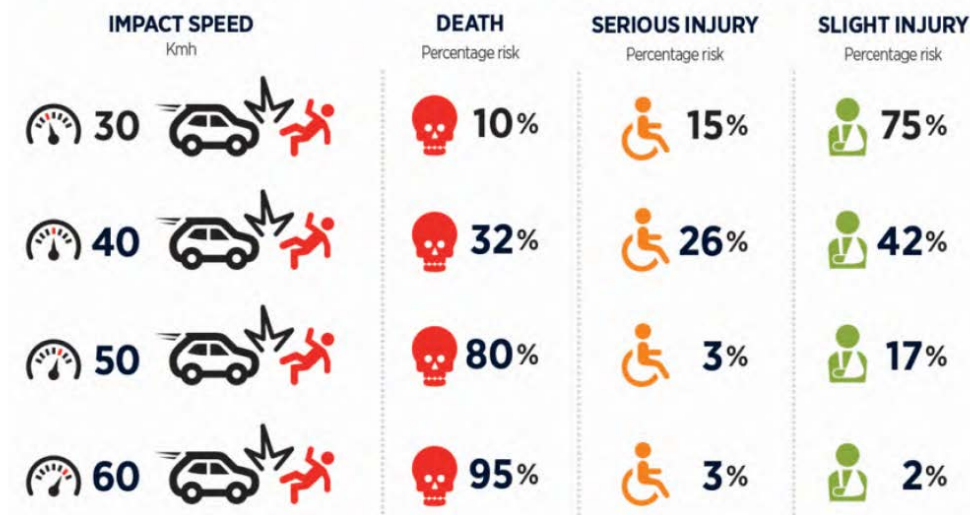
65. The underlying analysis about safe speeds was based on research undertaken over a long period of time with respect to the concept of survivable speeds for all road users. The consultation material featured, by way of example, the following iconography⁴ which highlighted the impact to a pedestrian of being involved in a crash with a car at different speeds. The Statement of Proposal explained "while modern cars have improved safety features, if we crash into vulnerable road users at speeds higher than 30 km/h, the risk of them dying or being seriously injured increases substantially."
66. The submissions drew out differing views on survivable speeds and especially in relation to 40 km/h versus 30 km/h in the city centre and town centres.
67. Management agrees that there are many opinions on 'survivability curves' regarding speed limits, and how they are portrayed. The variations between studies are due to different populations, methodologies, and because there are other aspects to consider including age group, vehicle size and type of exposure, measurement of mean speeds, road layout etc. management's view is that the information in the Statement of Proposal remains accurate. That view continues to be supported by publicly available research by leading road safety experts (such as the

⁴ Survivability rates vary significantly based on a number of factors and scenarios. AT takes a preventative approach with respect to the survivability of our most vulnerable road users. Data taken from Research Report AP-R560-18 published in March 2018 by Austroads - the Association of Australian and New Zealand Road Transport and Traffic Authorities.

authors and case studies referenced in Speed and Crash Risk published by the International Traffic Safety Data and Analysis Group (IRTAD). IRTAD is supported by the Federation Internationale de L'Automobile).

68. While the evidence in the 'survivability curve' area continues to evolve, management has taken the view that, AT, as New Zealand's largest road controlling authority, has a responsibility to address the escalating road trauma in our region. We also have to factor in the differences for more fragile pedestrian age groups (our children and our senior citizens) e.g. an elderly person being hit by a bus travelling at 30 km/h has a high probability of death. Equally, we support the long-established New Zealand Health and Safety practice of a 30 km/h speed limit for workers beside or on the road, and believe that it should also be the survivability norm for areas where there is a high mix of vulnerable pedestrians and motor-vehicle traffic.

Death and injury risk percentages



69. Management's views is that the international evidence is compelling: Vulnerable road users (those not inside a motorised vehicle; people walking, cycling, on e-scooters) are most at risk at direct impact speeds above 30 km/h.

Network Efficiency and Productivity

70. A number of submissions were made with respect to the impact the proposed Bylaw would have on travel times, network efficiency and productivity – both for individuals and for business. Those submissions offered a range of views that spoke to the extent of that impact, some suggesting positive impact (for example, one submitter referred to research from Monash University, which shows that “benefits of slow speeds include increase in traffic flow, reduction in congestion and delays... less pollution and noise” and others suggesting a negative impact. Management's response to this issue is set out in the response to submissions, at Attachment 2.
71. Management are also conscious of considering network efficiency and effectiveness in the context of all modes. Efficiency and productivity should be considered in the context of the relative network productivity that can be achieve by each respective mode in terms of movement of people and freight, the spatial environment around a road and the strategic intent of key corridors within a transport system.

Engineering-Up

72. One submitter raised concerns that AT had not considered the full range of treatment options where roads have current speed limits which are assessed as not being safe and appropriate. They were concerned that AT had not fully considered 'engineering up' treatment options.
73. Management notes that AT has been working closely with NZTA and other stakeholders in following the national Speed Management Guidance, and when developing the bylaw. The Speed Management Programme developed in the AT Road Safety Programme Business Case 2018/28 identifies a combination of 'self-enforcing' and 'engineering up' initiatives that will contribute significantly towards reduced road trauma over time.
74. The roads included in the first tranche are a mix of 'self-explaining' roads, roads where the average operating speed is lower than the posted speed limit and roads where there is high risk to vulnerable road users.
75. Future speed management measures will include rural 'engineering-up' changes. It is also important to note that AT has already implemented a number of engineering safety enhancements in urban areas at high-risk locations e.g. raised pedestrian crossings, and also in rural areas eg rural delineation programme.
76. The feedback has given Management cause for reflection with respect to major arterials which have a high traffic throughput and the road environment does not easily lend itself to speed limits in the proposed Bylaw. Of relevance in this regard are Nelson Street, Hobson Street and Fanshawe Street which are wide, up to four lane one-way arterials with relatively long distances between traffic lights. These streets connect directly with State Highways which have higher speed environments and hence the roading environment may not adequately support a 30 km/h speed limit. While traditional 'engineering up' treatment options may not be economically justified measures could be taken on these high volume arterials which deliver safer outcomes for vulnerable road users with an accompanying speed limit of 40 km/h.

Individual Roads

77. A summary of the feedback on a road by road basis is included in the Draft Public Submissions Report in Attachment A.
78. Management has reviewed every road for which we received feedback including elements vis-à-vis the requirements of the Land Transport Rule and this has been fed into the options generated in the later part of this report.
79. When analysing the consultation feedback, it became clear that a small number of roads had inadvertently been placed in the incorrect bylaw schedule (Schedule 7 instead of Schedule 3) in the original draft proposal that was consulted on. As it currently stands, the implication is that there would be 27 roads that would not be able to have their speed limits changes as intended. These roads, however, have support from the local communities to have the speed limits reduced. In order to rectify this error, if the Board makes the currently proposed bylaw, then it is proposed to remove these 27 roads from this bylaw, re-consult publicly and then present to the Board for consideration as a future amendment.

Enforcement

- 80. A number of submitters raised questions about enforcement and whether the objectives of decreasing speed limits would be achieved without enforcement by New Zealand Police.
- 81. Management notes that AT is working in partnership with several agencies, including NZTA, ACC and New Zealand Police to improve road safety as evidenced by the VZ Strategy which the Tāmaki Makaurau Road Safety Governance Group has endorsed.
- 82. New Zealand Police has fully staffed its traffic safety team to bolster enforcement, the Ministry of Transport is exploring making safe speed measures more streamlined, and the NZTA is working with us to implement trials such as point-to-point speed cameras. Initial discussions with New Zealand Police on enforcement with respect to changes to speed limits have been positive but detailed tasking plans can only be fully developed once any Speed Limits Bylaw is made and any changes to speed limits are known.

Staged Approach

- 83. The number of submissions in relation to taking a staged approach was very limited. We do note that, in addition to the advocating for 40 km/h in the city centre one submitter advocated for a staged approach using an “inner ring” in the CBD. This was further re-emphasised at the Public Hearings when they stated that they “... encourage AT to pursue a smaller footprint and take a staged approach to it.”
- 84. As a result of this feedback Management considered staging both in a timing and spatial sense with respect to options analysis. These range of options are addressed in the Options Implementation Report in Attachment 6 and have been given consideration noting also the capacity of AT’s supply chain to implement in a reasonable timeframe.

Changes to Speed Limits for Roads Not Included in this proposed Bylaw

- 85. A number of submissions received through the consultation made requests for reductions in speed limits on other roads in the Auckland region or requests for increases in speed limits. By way of example, there were submissions requesting reductions in speed limits on over 850 km of roads not considered as part of the proposed Bylaw.
- 86. Changes to speed limits for roads not proposed for change in the Statement of Proposal and consulted cannot however be made at this stage. AT will therefore consider them for any future tranche of proposed changes.

Assurance Activities

- 87. AT management commissioned several independent reviews and assurance activities overseen by the Executive General Manager, Risk and Assurance as part of the process of developing pathways forward for the Board’s consideration. These included but were not limited to a review of the consultation and engagement approach, and the approach taken to identifying safe and appropriate speeds on individual roads.

88. The first of these reviews, undertaken by Safe System Solutions' (and included in Attachment 4), evaluates on a sample basis whether the method and evidence used by AT adequately supports the proposed actions and priorities identified in the speed management changes for the proposed roads. Key conclusions of the review include:

- AT has consistently and appropriately applied the guidance and methodology set out by NZTA's Speed Management Guide.
- The overall approach is aligned with government policy and particularly its Safe System approach to road trauma reduction.

89. A peer review of the approach to consultation, undertaken by Engagement Plus, was also completed (included at Attachment 5). The brief was a review of our planning, process and implementation as bench marked against IAP2 (International Association of Public Participation) best practice. Among other findings, the peer review highlights that;

*"The engagement overall was well informed, well prepared and well implemented, despite limited human resources and being focused on a difficult and emotive subject. The engagement is genuine with a real desire to use the feedback to guide the finer parts of engineering changes in some locations and considerations for speed limit changes in some areas."*⁵

Options for Moving Forward

90. As analysis of consultation feedback concluded a large-scale effort was made to develop and consider options which took account of the themes, and specific road by road feedback.

91. Over the past 3 months management has embarked on a process of option development which involved:

- Considering the broader classification of actual and proposed changes to speed limits into spatial typology Rural, City Centre, Town Centres, Urban Roads and Residential Roads).
- 49 longlist options were developed following public feedback.
- Options were evaluated against a number of criteria, including those consistent with those set out in NZTA's Speed Management Guide. The criteria included;
 - The reason for including the road is within the original proposed bylaw (risk, function, use, design and network legibility)
 - Consultation feedback
 - Speed (operating speed, proposed speed limits and existing speed limits)
 - Other NZTA Guidance such as MegaMaps

⁵ Engagement Plus (2019) "Speed Limits By-Law Consultations Peer Review", p23.

- The top 10% high benefit roads
 - Traffic volume
 - Risk rating of the road (NZTA MegaMaps)
 - Crash data (deaths and serious injuries)
 - Strategic documents such as the Auckland Plan 2050
- The best performing option from each area, that meets the 'safe and appropriate' speeds requirement were selected. This made up Option 3.
92. Management has used the wealth of feedback from the consultation process to shape the alternative options. Ultimately, Management has been conscious of addressing the legal test of setting safe and appropriate speed limits.
93. Each road proposed in the bylaw has been assessed individually by applying a multi criteria assessment. We also considered physical deliverability considerations, which has informed when we would deliver the changes to the different areas.
94. The Implementation Options Report (included in Attachment 6) outlines the extensive long-list of options that were developed, along with the advantages and disadvantages of each. Following the options workshops that were held with the AT Board, we consider there are three short-list options for Board consideration:
- Option 1 - Defer the decision on the making of the bylaw and direct a reassessment of the speed limits proposed and/or other travel speed measures.
 - Option 2 - Make the bylaw in a form that implements the proposed speed limit changes on all roads with minor modifications and staged implementation - as drafted in Attachment 8.
 - Option 3 - Make the bylaw in a form that implements, on a staged basis, all proposed speed limit changes except for on roads not categorised as high risk and where there is significant preference for the status quo, with adjustments to the speed limits to take account of implementation of enhanced engineered safety features on key arterials in the City Centre - as drafted in Attachment 9.
95. The proposed Bylaw for consultation originally anticipated implementing all proposed speed limit changes on the same date (20 August 2019).
96. For each of the three options presented in this report Management has considered the staging of implementation as compared to that originally proposed. While road safety outcomes were the main drivers behind the deliberations on implementation, factors such as supply chain capacity, availability of enforcement resources and communications activities required before any potential new speed limits could take effect have also been considered.

97. Local insights provided from submissions provided through the submissions process informed three recommended changes which we have included in all the Options that follow. They include:

- Federal Street (Waitematā): extend 10 km/h zone until the end of southern part of Federal Street to include the new shared one being constructed
- Kingseat Road (Franklin): Start proposed 80 km/h speed limit zone 430m north of Day Road and start proposed 50 km/h speed limit zone 330m north of Day Road as speed limit transition was located mid-bend
- Beach Rd, Mairangi Bay (Hibiscus and Bays) – extend 30 km/h speed limit zone 43m south of Ramsgate Terrace.

Option 1 - Defer decision on the bylaw and direct a reassessment of speed limits proposed and/or other travel speed measures

98. Under the decision-making framework of the Land Transport: Setting of Speed Limits Rule 2017, if after review and consultation AT is not satisfied that a current speed limit for a road (for which a speed limit has been reviewed and consulted on) is safe and appropriate, it must either:

- set a new speed limit that is considered safe and appropriate; or
- take other measures to achieve travel speeds that are safe and appropriate on that road.

100. In other words, if the Board considers that the current speed limits are not safe and appropriate, it must then make a choice between setting new speed limits or, taking other measures in relation to travel speeds. It must make that choice within a reasonable time period. If the Board is unable to make the that a decision (because it is not satisfied the proposed speed limits are safe and appropriate or what other measures are available in certain areas to achieve safe travel speeds), it could expressly defer making a decision on the bylaw and direct Management to reassess the speed limits proposed and/or other travel speed measures that could be implemented and to come back to the Board within a reasonable timeframe.

Option 2 – Make the bylaw in a form that implements the speed limits changes as proposed with minor modifications and staged implementation

101. The currently proposed safe speed programme is estimated to achieve DSI saving of 87.4 over five years and further DSI savings after the five years evaluation window.

102. The proposed Bylaw for consultation was designed to maximise 'legibility'. Wherever practicable, surrounding roads were included in the proposal where management took the view that addition of those roads would make the speed limits more understandable. One of the challenges in respect to legibility of this proposal relates to the change in travel speeds, between 80 km/h and the proposed 30 km/h from

State Highways 1 and 16 onto or, from Nelson, Hobson and Fanshawe Streets, for which gateway treatments are proposed to transition between the different speed zones. In other words, in these specific instances the road environment does not easily lend itself to speed limits in the proposed Bylaw.

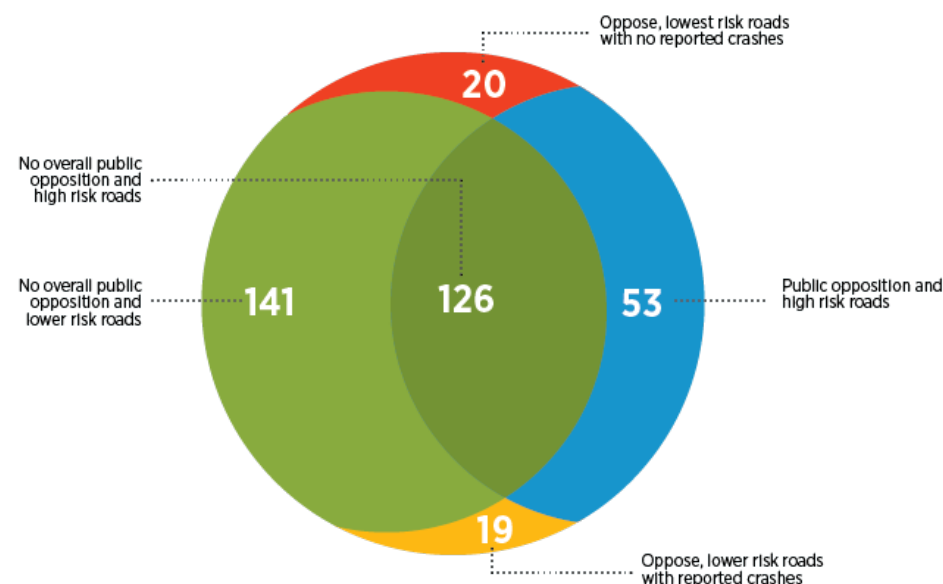
103. The sole change as compared with the proposal that was approved for consultation by the Board is the implementation dates. The proposal approved for consultation anticipated a date for commencement of the proposed new speed limits of 20 August 2019. The Board will recall that it extended the date for a decision and thus implementation in August and September 2019. Option 2 proposes new dates for implementation.
104. Aside from the five roads noted above the only other change of note relates to timing of implementation. Rather than one single date of implementation a staged implementation is proposed to enable successful execution of implementation, more focussed enforcement activities and take account of work being done with resident and business associations in St Heliers and Mission Bay to review the need and design of proposed low speed zones. The dates for any speed limit changes for these town centres takes account of the work currently in progress.
105. Management believes that Option 2 meets the safe and appropriate requirements of the Rule, delivers the maximum safety outcome, provides a legible network in almost all regards and minimises the need for significant capital interventions. In spite of the good levels of public understanding and acceptance Option 2 is likely to meet with some negativity in respect of speed limit changes on a number of key roads – for example Nelson Street and Hobson Street.

Option 3 – Make the bylaw in a form that implements, on a staged basis, all proposed speed limit changes except for on roads not categorised as high risk and where there is significant preference for the status quo, with adjustments to the speed limits to take account of implementation of enhanced engineered safety features on key arterials in the City Centre

106. Option 3 is estimated to achieve a very high safety benefit although marginally less than Option 2. Option 3 provides marginally better network legibility in the City Centre for drivers exiting or entering the motorway network via Hobson, Nelson and Fanshawe Streets. The proposed safety enhancements on these roads would also marginally improve pedestrian efficiency when crossing these roads.
107. In developing this option, we have considered the views of our mana whenua road safety partners, our Local Boards, stakeholders and the public closely. This has given rise to different scenarios for rural areas, the city centre and nominated town centres. The proposed speed limits for Urban and Residential Roads are the same as Option 2.

Changes to Rural Roads

108. Changes to rural roads in Option 3 take account of feedback received with respect to individual roads.
109. While there was net support, no opposition, or neutral feedback for the proposed speed limit changes on many roads there was also opposition to reductions to speed limits on some roads in the proposed Bylaw.
110. Since completing analysis of the submissions, Management has correlated on a road by road basis the level of support for the proposed changes to the speed limits with the level of safety risk and crash history of the road. The outcome of that analysis is represented in the diagram opposite.
111. In twenty instances (represented as the red segment of the diagram) there are roads, which had been included for network legibility reasons which have a low safety risk and there is no crash history. There is a relatively small amount of local opposition to the proposed speed limit changes on these 20 roads.
112. Option 3 provides for the proposed changes to speed limits on these 20 roads to be deferred until tranche 2 to allow for more local engagement. These roads would be subject to regular performance monitoring in the interim.



City Centre

113. The concept of reductions to speed limits in the city centre as set out in the proposed Bylaw was strongly supported by Local Boards and stakeholders.
114. When considering the concept of speed limit changes for the City Centre as a whole, which makes all speeds consistent with those on Queen Street and the Wynyard Quarter, there is greater support than opposition.
115. However, there is opposition to a 30 km/h speed limit on Nelson Street, Hobson Street and Fanshawe Street. The sentiment behind this is the impact on travel times for cars and freight and perform a high network movement function given their connection to the Motorway network. One submitter also raised concerns about legibility and potential engineering up treatment options and another also provided supporting information in respect of travel time impacts.

- 116. The view of management is that the approach taken follows NZTA's Speed Management Guide and Megamaps guidance. Management acknowledges there may be minor travel time impacts but in the context of posted speed limits which exceed average operating speeds on these roads we believe a speed of 30 km/h in the city centre without any other treatment options is safe and appropriate.
- 117. Following the feedback received, this option proposes a 40 km/h speed limit on the Hobson Street, Nelson Street and Fanshawe Street corridors as compared with the 30 km/h speed limits set out in the proposed Bylaw. This is likely to improve network legibility.
- 118. Reducing speed limits to 40 km/h would decrease the risk of deaths and serious injuries to vulnerable road users on these corridors compared to the current posted speed limit of 50 km/h. However, it would not achieve the same risk reduction as reducing the speed limit to 30 km/h as proposed in Bylaw for consultation – all other things remaining constant. Nelson Street is one of the most densely habited streets in Aotearoa and there are high numbers of pedestrians who cross Fanshawe Street to get to the Wynyard Quarter.
- 119. Achieving 'safe and appropriate' speed limits on these three corridors would require additional engineering interventions to protect vulnerable road users and particularly pedestrians. Management proposes that these capital interventions, which have a value of between \$5-10 million are included as Option 3 to meet the safe and appropriate requirements. The remaining roads in the city centre which do not already have a posted speed limit of 30 km/h would change to 30km/h, or in a small number of cases 10 km/h, as set out in the proposed Bylaw.

Town Centres

- 120. Under Option 3 the timelines for implementation of speed limit changes would differ than as set out in the proposed Bylaw and would differ from those set out in Option 2.
- 121. This option proposes the changes to the posted speed limits in all seven town centres as originally proposed, however implementation will be staged over time with some having an earlier start than others. The rationale for this approach is that some town centres such as Mairangi Bay and Torbay are further advanced for delivery of low speed zones than others.
- 122. Staging is also informed by the level of public support for the speed limit changes and more progressive implementation would allow more time to engage further with those communities who are less supportive of speed limit changes.
- 123. Management believes that Option 3 meets the safe and appropriate requirements of the Rule, delivers a high safety outcome, and provides a legible network in almost all regards. While Option 3 requires additional engineering interventions on three key arterials it is likely to deliver marginally increased efficiency and effectiveness benefits as well as higher levels of public acceptance than Option 2.







Options Comparison - Summary



- 124. The following table sets out at a high level the differences in terms of impacts on 'safe and appropriate' and capital costs. Further analysis is set out after the table.

Option	Estimated DSI Saving Over 5 Years ⁶	DSI Realisation	Capital Cost	Delivery timeframe
Option 1 – Defer decision on the bylaw and direct a reassessment of speed limits proposed and/or other travel speed measures				
	10.5	13%	No further capital cost	Not applicable
Option 2 – Make the bylaw in a form that implements the speed limits changes as proposed with minor modifications and staged implementation				
Rural Roads	51.30	100%	Approximately \$17 million	30 June 2020
City Centre	24.90	100%		30 June 2020
Urban Roads	7.20	100%		30 June 2020
Residential	1.50	100%		30 June 2020
Town Centres	2.5	100%		Early start town centres – 30 November 2020. Later start town centres – 30 June 2021
TOTAL	87.4	100%		
Option 3 - Make the bylaw in a form that implements, on a staged basis, all proposed speed limit changes except for on roads not categorised as high risk and where there is significant preference for the status quo, with adjustments to the speed limits to take account of implementation of enhanced engineered safety features on key arterials in the City Centre				
Rural Roads	51.30	100%	Approximately \$22-27 million	30 June 2020
City Centre	24.10	96.8%		30 June 2020
Urban Roads	7.20	100%		30 June 2020
Residential	1.50	100%		30 June 2020
Town Centres	2.5	100%		Early start town centres – 30 November 2020 Later start town centres – 30 June 2021
TOTAL	86.6	99.1%		

⁶ It is important to note that DSI benefits will continue to accrue beyond the five year window of this analysis

125. In addition to the comparison above, the relative merits of three options discussed in this paper have also been tested against a number of other key criteria. The diagram below outlines the performance of each option against the criteria. Option 1 which the Board may select should it decide it needs further work undertaken for the purposes of determining safe and appropriate speed limits would need to take account of a reasonable timeframe. Option 2 and 3 vary in terms the suitability of the operating speeds on the 20 rural roads where further community engagement would be undertaken with tranche 2 and expected public acceptance.

	OPTION 1 DO MINIMUM	OPTION 2 CURRENT PROPOSAL	OPTION 3 SAFETY RISK AND PUBLIC ACCEPTANCE
 Strategic alignment	✗	✓	✓
 Regulatory compliance	✗	✓	✓
 DSI	✗	✓	✓
 Current speed (appropriate)	✗	✓	✓*
 Environment (appropriate)	✗	✓	✓*
 Public acceptance	✓	✓	✓

 Full
 Partial

*** Notes in relation to Option 3**

20 of the lowest risk rural roads which also have no crash history would be deferred to the next tranche of proposed changes to allow greater community engagement. These roads would be monitored in the meantime to ensure they are operating in a safe and appropriate manner. Deferring speed limit changes on these roads means that there may be an inconsistency between the operating speeds and posted speeds in the interim as currently appears to be the case on these low risk, no-crash roads.

Nelson Street, Hobson Street and Fanshawe Street speed limit are deemed to be safe and appropriate with a speed limit of 40km/h only if enhanced safety measures are installed to mitigate the incremental risk to vulnerable road users – that would not otherwise have been present if the speed limit changes to 30 km/h. These streets will be monitored and evaluated to ensure they are operating in a safe and appropriate manner and if not, further speed limit reductions and/or enhanced safety interventions will be necessary.

In the city centre, Option 3 delivers 96.8% of the DSI benefits of Option 2 and may provide increased network efficiency for buses, freight and cars outside peak travel times, and an enhanced level of service for vulnerable road users.

Monitoring and Evaluation

- 126. NZTA's Speed Management Guide provides direction in terms of monitoring and evaluation of speed management activities.
- 127. Regardless of what option the Board decides to take, activities which have been underway with respect to speed and its implication for road safety and network performance outcomes will need to not only continue but also focus on any roads where treatment options are taken, or not taken.
- 128. As part of the work undertaken by management over the month of September and October 2019 a Draft Monitoring and Evaluation Plan has been developed which aligns with the framework of the Guide and considers activities which may be required as a result of any decision taken by the Board.

Next steps







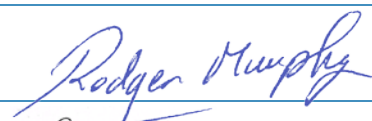

- 129. The next steps will be to communicate the outcome to our partners, key stakeholders and public:
 - i. Should the Board choose Option 1 then Management will plan and undertake a programme of works that addresses any concerns of the Board
 - ii. Should the Board choose Option 2 or 3 (make a new bylaw), AT will –
 - a. in accordance with Section 22AB of the LTA 1998, within one week, notify the Minister of Transport of the new bylaw (who may at any time disallow the bylaw or any part of the bylaw);
 - b. finalise and implement a Communications Plan for the next stage of the Safe Speeds Programme which takes account of any decision the Board takes at the meeting;
 - c. establish the Monitoring and Evaluation process for any speed limit changes set by the bylaw that is made;
 - d. notify both NZTA and the NZ Police Commissioner at least 10 working days before a new speed limit comes into force, that a speed limit has been set and provide them, in writing, with the information detailed in Section 2.7(6) of the Rule;

- e. investigate the options for tranche two of the Safe Speeds Programme including; the roads noted by NZTA, the 876 kilometres of road members of the public asked to have reduced speed limits, any implications from consultation on the Waiheke 10 Year Transport Plan Consultation and speeds around schools and relevant community facilities.
- f. establish requirements for changes to physical signage and engineering interventions where appropriate.

Attachments

Attachment Number	Description
1	Draft Public Feedback Report
2	Draft Local Board and Stakeholder Submissions Report
3	Draft Hearings Notes
4	Review of AT Speed Management Bylaw by Safe Systems Solutions
5	Speed Limits By-Law Consultations Peer Review by Engagement Plus
6	Safe Speed Programme 2019 - Implementation Options Report
7	Safe Speed Programme 2019 - Draft Monitoring and Evaluation Plan
8	Draft Speed Limits Bylaw (Option 2 - Make the bylaw in a form that implements the speed limits changes as proposed with minor modifications and staged implementation)
9	Draft Speed Limits Bylaw (Option 3 - Make the bylaw in a form that implements, on a staged basis, all proposed speed limit changes except for on roads not categorised as high risk and where there is significant preference for the status quo, with adjustments to the speed limits to take account of implementation of enhanced engineered safety features on key arterials in the City Centre)

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Glossary

Acronym	Description
ACC	Accident Compensation Corporation
AT	Auckland Transport
ATAP	Auckland Transport Alignment Plan
BIR	Business Improvement Review
DSI	Death and Serious Injury
GPS	Governing Policy Statement on Land Transport
LTA	Land Transport Act 1998
MOT	Ministry of Transport
NZTA	New Zealand Transport Agency
PBC	Road Safety Programmed Business Case
RCA	Road Controlling Authority
RLTP	Regional Land Transport Plan