

Proposed Speed Limits Amendment Bylaw 2022 (No. 2) and Statement of Proposal (Tranche 2B)

For decision: For noting:

Ngā tūtohunga / Recommendations

That the Auckland Transport Board (board):

- a) Note a review of the existing permanent or variable speed limits for each of the roads detailed within **Attachment 2** in accordance with Land Transport Rule: Setting of Speed Limits 2017, as part of AT's Safe Speeds Programme (referred to as 'Tranche 2B') has been completed.
- b) Endorse the findings of the technical review assessments of the speed limits for the Tranche 2B roads (**Attachment 4**).
- c) Propose new safe and appropriate permanent or variable speed limits for each of the Tranche 2B roads as recommended by the technical review assessments, by way of amendment to the Auckland Transport Speed Limits Bylaw 2019.
- d) Approve the proposed Auckland Transport Speed Limits Amendment Bylaw 2022 (No. 2) (**Attachment 2**) for public consultation.
- e) Adopt the attached Statement of Proposal (**Attachment 3**) to support the public consultation on the proposed amendment bylaw under the special consultative procedure of the Local Government Act 2002.
- f) Establish a hearings panel to receive submissions on the proposed amendment bylaw via hearing(s) in person, with the panel to be chaired by two board directors and to include two Executive Leadership Team members.
- g) Delegate authority to the Chief Executive to approve any minor and technical amendments to the proposed amendment bylaw before it is released for public consultation.
- h) Note the attached Safe Speeds Tranche 2 – Communications, Engagement and Consultation Strategy (**Attachment 6**)
- i) Note that the May 2021 customer perception survey reflected continued support for speed reductions, in particular around schools and other community facilities.
- j) Note that following consultation, staff will report back to the board with recommendations around whether to proceed with the making of the proposed amendment bylaw.

Te whakarāpopototanga matua / Executive summary

1. Auckland has a significant problem with people dying and being seriously injured on the roading 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. Between 2018 and 2020 the number of DSI on Auckland roads decreased, although 2021 has seen a very concerning upswing in road trauma.
2. In 2019 the board approved both the Vision Zero for Tāmaki Makaurau, a Transport Safety Strategy and Action Plan to 2030 and the Road Safety Programme Business Case which provided for a broad suite of interventions to tackle road trauma. This included investment in the four pillars of the safe system approach - safe roads, safe drivers, safe vehicles and safe speeds. This investment is consistent with Central Government and Auckland Council strategy and priorities.
3. AT is a Road Controlling Authority (RCA). As such, under the Land Transport Act 1998, AT is legally required to review speed limits on individual roads to ensure they are 'safe and appropriate' and, where such review demonstrates speed limits are not 'safe and appropriate', take action to ensure that speed limits are 'safe and appropriate'. As part of determining whether speed limits are 'safe and appropriate' AT is legally required to consult with a wide range of specified groups under the Land Transport Rule: Setting of Speed Limits 2017.
4. Consistent with its' obligations as an RCA and Auckland Council and Central Government priorities, AT has developed a Safe Speeds Programme which aims to contribute, alongside other interventions, to reducing DSI. The first phase of the programme, approved in 2019, is delivering safer speeds and engineering interventions estimated to save approximately 87 DSI over the five years from implementation.
5. In December 2020, as part of working up the next stage of the Safe Speeds Programme, the board endorsed a programme, comprising 1,022km of roads (approx. 13% of the local network) for further assessment (known as Tranche 2). This endorsement included a two-stage approach for reviewing existing speed limits to assess whether they were 'safe and appropriate' and consult upon any resulting proposed speed limit changes.
6. On all roads where speed limits were changed in June 2020, fatalities have reduced by 67%, injury crashes have reduced by 20% and total deaths and serious injuries have reduced by 7%. On rural roads, fatalities have reduced by 78%.
7. AT's Road Safety team has reviewed roads within the second stage of Tranche 2, referred to as 'Tranche 2B' (1,418 kms). This second stage proposes high benefit changes in both the north and south of our region, and lower speeds near 75 schools. Low-speed town centre areas are proposed in Glen Innes, Devonport and Takapuna, a second residential area in Manurewa which will shortly have speed calming measures installed, roads outside of rural marae across our region, and roads which have been requested by the community.
8. The reviews of roads in Tranche 2B, to assess whether existing speed limits are 'safe and appropriate', are complete and have undergone independent technical assurance to confirm that they have been undertaken in accordance with the Land Transport Rule: Setting of Speed Limits 2017 ("the Rule") and have regard to Waka Kotahi New Zealand Transport Agency's (Waka Kotahi) Speed Management Guide ("the Guide"). The review has been supported by an internally developed legal assessment framework that requires checking and recording that the key legal requirements have been met throughout each step of the speed limit review and setting process.
9. The board is being asked to endorse the review findings and approve the proposal for new speed limits to be publicly consulted upon.

10. The board's approval of the draft Speed Limits Amendment Bylaw 2022 (No.2) (**Attachment 2**) and the board's adoption of the draft Statement of Proposal (Attachment 3) are required to support the required consultation under the special consultative procedure of the Local Government Act 2002. As part of the consultation a hearings panel needs to be established for the purposes of hearing any submissions in person on the proposed speed limit changes. The board is being asked to establish the panel to support the special consultative procedure.
11. To enable any minor and technical changes to be made to the proposed amendment bylaw before it is released for consultation without recourse to the board, the board is being asked to delegate such authority to the Chief Executive.

Ngā tuhinga ō mua / Previous deliberations

12. Previous deliberations on the proposed speed limit changes to the roads concerned by the current proposal is summarised as follows:

| Date | Report Title | Key Outcomes |
|----------------|---|---|
| October 2019 | Proposed Speed Limits Bylaw 2019 | The board approved the making of the Speed Limits Bylaw 2019 (for Tranche 1), with next steps including the investigation of options for tranche two of the Safe Speeds Programme. |
| June 2020 | Speed Limits Bylaw 2019 Update | The board received updates on the implementation of the Speed Limits Bylaw 2019 (Tranche 1) and investigations for Tranche 2. |
| September 2020 | Speed Management Tranche 2 (Design and Delivery Committee workshop) | Committee members endorsed the direction of the proposed scope and scale of the Tranche 2 programme, the guiding principles and the proposed board engagement approach. |
| December 2020 | Safe Speeds Programme – Tranche 2 Options for Speed Limit Reviews | The board endorsed the recommended programme Option 10 for further assessment as Tranche 2 of the Safe Speeds Programme. The board endorsed the two-stage approach for the drafting of proposed bylaws for possible public consultation, noting the proposed engagement with the board and that the proposed consultation will be subject to further board approval. |
| June 2021 | Proposed Speed Limits Amendment Bylaw 2022 and Statement of Proposal (Tranche 2A) | The board endorsed the findings of the technical review assessments of the speed limits for the Tranche 2A roads, adopted the Statement of Proposal and approved the Proposed Speed Limits Amendment Bylaw 2022 for public consultation. |

Te horopaki me te tīaroaro rautaki / Context and strategic alignment

13. As an RCA, AT is required by law to review and set speed limits that are ‘safe and appropriate’ for all roads under its control. Safe and appropriate speeds are travel speeds that are appropriate for road function, design, safety and use.
14. While safety is a key consideration in reviewing and setting speed limits, it is not the only consideration. AT is legally also required to consider the effect of speed limits on the effectiveness and efficiency of the network, consistent with its statutory role of contributing to an effective, efficient, and safe Auckland land transport system in the public interest.
15. Safety 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 Road to Zero 2020–2030 strategy which set a target to reduce Deaths and Serious Injuries (DSI) by 40%, equivalent to approximately 750 fewer deaths and 5,600 fewer serious injuries, over the next decade and “...requires us to establish safe and appropriate travelling speeds across our road network”..
16. In September 2019, the board approved Vision Zero for Tāmaki Makaurau, a Transport Safety Strategy and Action Plan to 2030, which sets a target of a 65% reduction in DSI by 2030 compared to the 2016-2018 baseline and includes “Providing a safe transport environment by increasing investment in safe infrastructure, technology and speed management” as a strategic priority.
17. Reviewing and setting safe and appropriate speed limits is a critical part of the total road safety response for Auckland. It is very cost effective and provides the fastest reductions in DSI on the network. In addition to improved road safety performance, speed management also contributes to positive environmental sustainability, health and wellbeing outcomes, as well as improved access and experience for vulnerable road users.
18. During 2020, there were 37 deaths on Auckland’s roads, a decrease of three deaths from 2019. Road safety performance in 2020, likely to be aided by COVID-19 pandemic lockdowns, continued a downward trend established since 2017 as illustrated by Figure 1.
19. Disturbingly, DSI has dramatically increased again in the last few months of the 2020 calendar year and in early 2021. There have been 53 road fatalities over the period January and September 2021, more than double the 25 fatalities during the same period in calendar 2020.
20. During 2020, police traffic crash reports indicate that speeding was a factor in around half of road deaths, with inappropriate speed one of the highest contributing factors to road trauma in Auckland.
21. Vulnerable road users represented 57% of deaths in 2020. This is consistent with national and international trends where improved vehicle technologies and infrastructure improvements have been more successful in protecting those inside

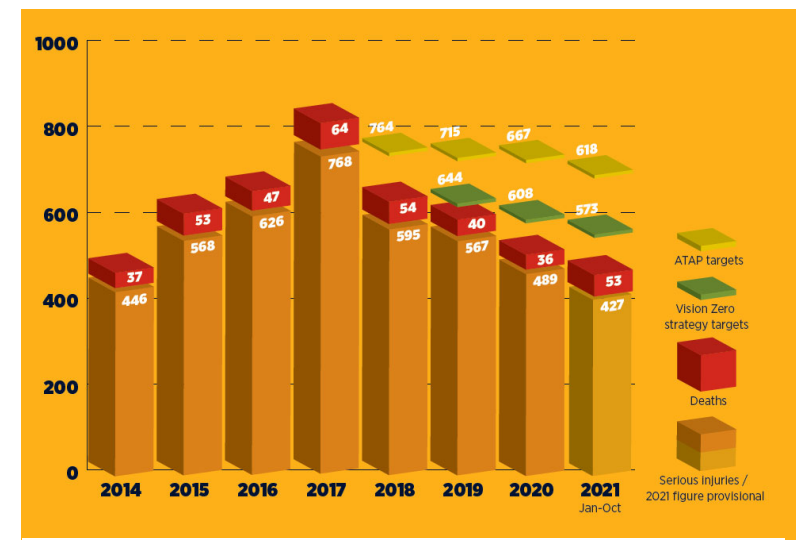


Figure 1 Auckland road DSI - 2014 - October 2021

vehicles than out. The high percentage of vulnerable road user fatalities reinforces the importance of progressing with the Safe Speeds Programme especially in town centres and residential areas.

Ngā matapakinga me ngā tātaritanga / Discussion and analysis

Tranche 2 review of existing speed limits - overview

22. In December 2020, the board endorsed the recommended programme Option 10 for the next stage of the Safe Speeds Programme, referred to as Tranche 2, with a two-stage approach for drafting of proposed bylaws for public consultation. Tranche 2 of the programme was originally scoped as investigating a further 1,022km, or approximately 13%, of Auckland’s local road network across the two stages.
23. Tranche 2 introduced a number of new focus areas to Safe Speeds, including rural marae, schools and the roads reviewed based upon customer requests and where speed changes are complementary to other development around Auckland, for example where speed calming has been installed but the speed limit was originally left unchanged.
24. The first stage, Tranche 2A, was approved for consultation by the board in June 2021 with consultation running from September to November 2021. Consultation feedback will be provided to the board early 2022 once analysis and reporting is complete.
25. The second stage, Tranche 2B, has also been investigated and is further described below. The following table summarises the two-stage investigation and consultation approach taken for Tranche 2, plus the proposed scope and scale of each project within the programme:

Table 1 – Safe Speeds Tranche 2 overview.

| Workstream | Tranche 2A packages | Tranche 2B packages |
|--|--|---|
| High risk rural roads | Franklin East <i>208 roads (423km)</i> | Waiheke Island Henderson, Massey, Hibiscus and Bays, including remaining 70km/h roads Āwhitu Peninsula <i>405 roads (798 km)</i> |
| Town centres | Ōtara town centre <i>10 roads (3km)</i> | Devonport, Takapuna and Glen Innes town centres <i>55 roads (15km)</i> |
| Residential areas | Manurewa – Wordsworth Quadrant <i>83 roads (20km)</i> | Manurewa – Coxhead Quadrant <i>58 roads (20km)</i> |
| Complementary and customer requested roads | Freemans Bay and Ponsonby area <i>45 roads (19km)</i> | Complementary and customer requested, including high-speed urban roads <i>130 roads (198km)</i> |
| Marae | - | Rural marae |

| Workstream | Tranche 2A packages | Tranche 2B packages |
|------------|---|---|
| | | 18 roads (49km) |
| Schools | Schools 2A 465 roads (149km) | Schools 2B 980 roads (341km) |
| | Total: 823 roads, 614km (8% of the AT road network) | Total: 1,646 roads, 1,418km (19% of the AT road network) |
| | Total Tranche 2: 2,447 roads, 2,032km (27% of AT road network) | |

26. Of note is that the overall scope and scale of Tranche 2 has doubled from the originally planned 13% of the local road network to around 27% of the local road network. The primary drivers of this change are:

- The addition of rural roads on the Āwhitu Peninsula, west of Waiuku, not originally scoped within Tranche 2 but added in response to requests from mana whenua and Franklin Local Board.
- The inclusion of a greater number of community requested roads, and those complementary to other development.
- A refinement of the school speed management strategy (detailed in next section below).

27. The increase in scope and scale is shown within Table 2 below:

Table 2 – Evolution of proposed Tranche 2 scope and scale.

| | Status | Number of roads | Road length | % of AT network |
|-----------------------------|------------------|-----------------|----------------|-----------------|
| Tranche 2 (original) | Baseline | - | 1,022km | 13% |
| Tranche 2A | In consultation | 823 | 614km | 8% |
| Tranche 2B | Reviews complete | 1,646 | 1,418km | 19% |
| Tranche 2 (Proposed) | | 2,447 | 2,032km | 27% |

School Speed Management strategy update

28. The strategic approach to school speed management has been adjusted to include residential streets close to each school where drivers already travel significantly lower than the speed limit, rather than just the school frontage as originally envisaged.

29. The impact of this change is that while the number of schools treated under Tranche 2 is less than anticipated in December 2020, the length of roads around schools that will benefit from lower speed limits will more than double the original target, as shown within Table 3 below:

Table 3 – Comparison of School Speed Management approach.

| | Status | Number of schools | School road length |
|-----------------------------|---------------------|-------------------|----------------------|
| Tranche 2 (original) | Baseline (Dec 2020) | 235 | 193km |
| Tranche 2A | In consultation | 57 | 149km |
| Tranche 2B | Reviews complete | 72 | 341km |
| Tranche 2 (Proposed) | | 129 (-45%) | 490km (+253%) |

Tranche 2B review of existing speed limits

30. This second stage of Tranche 2 continues the strong rural and school focus, addressing high risk rural roads in the north and south of the region and proposing low speed zones around 72 urban schools and outside three rural schools. Three additional low-speed town centre areas are proposed, a second residential area in Manurewa where speed calming is planned, roads outside of rural marae across our region, plus a further package of community requested roads.
31. The Rule requires RCAs follow Waka Kotahi’s Speed Management Guide (“the Guide”) when reviewing and setting speed limits.
32. ‘*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. Effectiveness and efficiency of road journey experience for all road users needs to be considered with safety considerations when determining a ‘safe and appropriate speed’ for any road.
33. The review assessed risk in terms of safety whilst also considering the appropriate speed for the roads, having regard to the mandatory relevant considerations of the Rule³. The methodology for the 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 speed for each road as prescribed by the tools contained in the Guide.
 - Site visits to 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 the current operating speed environments.

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)

- Review of Waka Kotahi's Crash Analysis System (CAS) to better understand the crash history of each road and identify high-risk locations. The Waka Kotahi MegaMaps tool was also used to determine the safety risk rating of each road.
 - An assessment was undertaken, and consideration given to determine the legibility of the roads where changes are proposed so that they make sense to the user.
34. If AT decides that a speed limit on any road is not safe and appropriate it must either:
- set (by way of bylaw) a new speed limit that it considers is safe and appropriate; or
 - take other measures to achieve travel speeds that are safe and appropriate on that road.
35. If the review assesses that an existing speed limit is safe and appropriate for any road, it must retain the speed limit for that road.
36. The review also included working through a range of 'treatment' options set out in the Guide to address roads where speed limits were not considered to be safe and appropriate. Specifically, these treatment options included:
- 'Engineering up' – this involves 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 'safe and appropriate' 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 proposed speed limits are credible to road users.
37. The review also highlights that, if the proposed new safe and appropriate speeds contained in Tranche 2B of the Safe Speeds Programme were to be implemented, they are forecast to prevent at least 30 DSI in the five-years following completion.
38. The social cost of each road death is estimated at \$4.5 million, and \$0.5 million per serious injury⁴, representing the cost to society of the reduced quality of life for survivors, reduced economic productivity, and medical and other resource costs.
39. The speed limit reviews have been undertaken by AT's road safety engineering experts supported by specialist transportation consultants. Each of the 1,646 roads in Tranche 2B has been assessed between April and October 2021, including consideration of road condition and physical characteristics, crash history, roadside hazards and other factors. The speed limit reviews undertaken as part of Tranche 2B took an estimated 4,500 people hours to complete.

⁴ <https://www.transport.govt.nz/about-us/news/social-cost-of-road-crashes-and-injuries-2020-update/>

40. Prior to commencing consultation on the proposed new speed limits the board must satisfy itself that that the review has been undertaken in a manner consistent with the Rule and the Guide. The extent of this report, including the attachments, is intended to provide a basis for this.

Review Findings

41. The findings of AT's reviews for each of the roads are recorded in the review assessments in **Attachment 4**. These findings form the basis for the proposed amendment bylaw. The proposed Auckland Transport Speed Limits Amendment Bylaw 2022 (No. 2) is included as **Attachment 2**.
42. Consultation will be in accordance with the special consultative procedure described in section 83 of the Local Government Act 2002 and is planned to be open for a minimum of one-month in early 2022. All submissions will be considered, and hearings will be held as required before a recommendation is presented back to the board. The required Statement of Proposal is included as **Attachment 3**.
43. The amendment bylaw is proposed to come into force on 30 November 2022 with that being the effective date of the new speed limits for most roads.

Quality Assurance

44. An independent technical assessment of AT's speed limit reviews for Tranche 2B has been undertaken by WSP New Zealand Limited (**Attachment 6**). The independent assessment found *"that Auckland Transport's speed limit programme (tranche 2b) is either strongly or reasonably well aligned with national and local strategic documents"* and *"...is well placed to contribute to achieving the goals in these key safety strategy documents."*
45. Of the roads within Tranche 2B where that were independently assessed, the review found:
- a. Seven roads where the independent assessment recommended a lower speed limit than the AT review:
 - i. For two of these roads, the AT proposal has been reviewed and the independent recommendation adopted. In these instances, the peer review identified a greater level of pedestrian demand or urban growth than considered within the original proposal.
 - ii. For five roads, the AT proposal was retained, and the independent recommendation not adopted. In these instances, the AT proposal maintains greater consistency with the wider local road network or with adjoining Waikato district roads. Some of these roads will require revisiting once new speed limit legislation is passed in 2022, or when Waikato roads are reviewed.
 - b. One road where the independent assessment recommended a higher speed limit of 60km/h for a partially residential rural road compared to the AT proposal of 50km/h. Following review, AT agreed with the independent recommendation and updated the proposal.
 - c. One road where the independent assessment recommended adjusting the location of signage by 230 metres to align with a road change from seal to gravel. Following review, AT agreed with the independent recommendation and updated the proposal.
46. The Tranche 2B reviews have been completed using a comprehensive legal review template developed with the support of our inhouse legal experts (also previously utilised for the 26 Roads changes in Tranche 1 and Tranche 2A), with the additional rigour of a legal assessment

framework which methodically works through to check and confirm adherence with legal requirements throughout the speed limit review and setting process.

Safe Speeds Tranche 1 performance

47. In June 2021, the board was provided with interim speed monitoring on a sample of Tranche 1 roads in the city centre and rural areas. This interim monitoring highlighted that:
- a. For the key city centre roads, during daytime hours the median travel speeds both before and after the speed limit changes are below the new speed limits, with the exception of Symonds Street south bound traffic exiting the city.
 - b. Interestingly, travel times on key roads including Beach Road, Fanshawe Street, Hobson Street and Nelson Street have, in general, decreased during daytime hours which may reflect the benefits of slower speeds on driver behaviour.
 - c. Speeds on Beach Road and Symonds Street at selected times of the day and night appear to be exceeding the set speed limit, requiring deeper assessment and potentially focused enforcement.
 - d. For rural roads, median travel speeds during the day and overnight have decreased on all roads.
 - e. Key high-risk rural roads, including Glenbrook Road, Whitford-Maraetai Road and Coatesville Riverhead Highway appear to demonstrate good compliance with the lower speed limits. Travel times are slower due to the speed limit changes on most roads, with a previous nine-minute journey along Glenbrook Road now close to ten minutes as an example.
 - f. On some roads, such as Kahikatea Flat Road, there are indications that the new speed limit is being exceeded which – like the urban roads – requires deeper assessment and potentially targeted enforcement.
48. Since June 2021, further data has been collected which has reinforced that on key high-risk rural roads there is good compliance with the lower speed limits, accompanied by slightly increased travel times.
49. The first full 12-month period of crash data is also now available⁵. For the period 1 July 2020 to 30 June 2021, on roads where speed limits were changed on 30 June 2020:
- a. On all roads where speed limits were changed fatalities reduced by 67%⁶ with a minor reduction in serious injuries, and
 - b. On rural roads only fatalities reduced by 78%, also with a minor reduction in serious injuries.
 - c. Total deaths and serious injuries reduced by 7% across the roads where speed limits were changed.
50. Crashes still occur, but the severity of injury appears to have been reduced, with all injury crashes reduced by 20%.

⁵ from Waka Kotahi Crash Analysis System (CAS).

⁶ compared to an average of the prior five-year period.

51. Road trauma can vary from year-to-year. While it will take more time to confirm that this trend is sustained, initial indications are promising.

Ngā tūraru matua / Key risks and mitigations

52. Key programme risks are summarised as:

| Key risk | Mitigation |
|--|---|
| <p>Public Sentiment</p> <p>Tranche 2 (proposed 2,032km, or 27% of the AT network) is significantly larger than Tranche 1 (828km, 10% of the AT network).</p> <p>A risk exists that at public consultation sentiment is against part or all of the proposed changes.</p> <p>The impact of this risk is that strong political support from councillors and elected members is eroded, this tranche and future stages of the Safe Speeds Programme are delivered more slowly and the speed management contribution towards Vision Zero targets is diluted.</p> | <p>Tranche 2 has been split into two stages to simplify engagement with the directly affected communities, public consultation and delivery.</p> <p>Clear strategic direction and support has been received from Auckland Council Planning Committee for the Safe Speeds Programme.</p> <p>Regular Local Board engagement across Auckland has been maintained, taking a 'no surprises' approach. The majority of speed limit proposals are supported by elected members, in particular in areas where there are active nuisance speeding issues and where growth in active modes of transport is sought.</p> <p>The May 2021 customer perception survey reflects continued strong support for speed reductions. Support is strongest in urban areas and around schools and community facilities, lower in rural south Auckland.</p> <p>Early engagement will continue to be a key identifier of sentiment in advance of public consultation and must be taken into careful consideration.</p> |
| <p>Timing of new Setting of Speed Limits legislation</p> <p>The Ministry of Transport and Waka Kotahi consulted mid-2021 upon new speed limit legislation. Latest Waka Kotahi guidance is that this legislation may come into effect during the first half of calendar 2022.</p> <p>This amended legislation provides a greater level of flexibility to set speed limits in both urban and rural areas, in particular on roads outside of schools.</p> | <p>The primary mitigations are:</p> <ul style="list-style-type: none"> • for AT to continue to advocate to Waka Kotahi and the Ministry of Transport for timely finalisation and approval of new legislation. • for AT to continue to progress safe and appropriate speeds in areas less reliant upon legislative change. |

| Key risk | Mitigation |
|---|---|
| <p>A risk exists that legislation change is delayed and / or does not provide the greater level of legislative flexibility anticipated.</p> <p>The impact of this risk is that AT cannot meet community expectations for speed reduction outside of schools (in particular) and that some elements of the programme may be delayed awaiting legislation change.</p> | <p>For schools whose lower speed requests cannot be sensibly met under current legislation, regular communication is required to confirm they have been heard plus explanation of the framework that AT is required to work within.</p> |
| <p>Timing of consultation with new legislation</p> <p>Tranche 2B is planned to consult under the current Setting of Speed Limits legislation. As discussed above, legislative change is planned during the first half of calendar 2022 which will alter the consultation requirements.</p> <p>A risk exists that new legislation comes into effect before Tranche 2B is publicly consulted.</p> <p>The impact of this risk is that there may be additional requirements &/or rework required to the speed limit change proposal (as yet undefined, as final legislation wording is unknown).</p> | <p>The primary mitigations are:</p> <ul style="list-style-type: none"> • Plan for, and prioritise, Safe Speeds Tranche 2B public consultation early 2022, before new legislation comes into effect. • Continue close engagement with the Ministry of Transport and Waka Kotahi on new legislation timing, and clearly communicate AT's programme timings. |

Ngā ritenga-ā-pūtea me ngā rauemi / Financial and resource impacts

53. The Single Stage Business Case (SSBC) for the Safe Speeds Programme was approved by Waka Kotahi in March 2020, with a subsequent cost-scope adjustment approved in September 2021. This approved \$49,297,544 to deliver speed limit changes and implement engineering solutions to create low speed zones through Tranche 1 and Tranche 2 of the programme.

54. Budget is included within RLTP 2021 and co-funding secured via NLTP 2021.

Ngā whaiwhakaaro ō te taiao me te panonitanga o te āhuarangi / Environment and climate change considerations

55. The primary focus of Safe Speeds is to improve safety, we do know however that safer driving speeds in our residential areas and town centres make it more attractive for an increase in active modes. This supports emission reduction.

56. Within town centres where speeds were changed and physical safety improvements installed during Tranche 1, 19% of respondents stated that they are now participating in at least one active mode activity more often since the measures have been installed.

57. Similarly, in a recent survey of Manurewa residential speed management area residents, 35% of respondents stated that they are now participating in at least one active mode activity more often now that physical safety measures have been installed.
58. Slower vehicle speeds in isolation have both benefits and disbenefits for vehicle emissions. At higher travel speeds such as 100km/h, reducing speeds has a positive impact on vehicle emissions, noise and air pollution. At lower speeds emission benefits are more complicated⁷ with a negative impact on emissions arising if speed reduction measures result in heavy braking and accelerating which increases fuel consumption, although this can be mitigated with smoother, more consistent driving⁸ and adjusting traffic lights in slower speed areas⁹.
59. Mana whenua have expressed that slower speeds are likely to keep taonga species safe, reducing the number of kahu and other native manu (birds) struck by cars on our roads.

Ngā whakaaweawe me ngā whakaaro / Impacts and perspectives

60. Following the board approval in December 2020, early engagement has been undertaken with councillors, local boards, key partners and stakeholders to seek early feedback in advance of public consultation. Early engagement has been undertaken in accordance with the Safe Speeds Tranche 2 – Communications, Engagement and Consultation Strategy (**Attachment 5**).

Mana whenua

61. Initial engagement on the whole of Tranche 2 was undertaken with kaitiaki at northern, central and southern transport hui in March 2021. Further engagement on Tranche 2B projects was undertaken in July and August 2021. Mana whenua are, in general, supportive of the Safe Speeds Programme and the positive safety, community and environmental outcomes arising through safe and appropriate speed limits. There is in particular strong engagement with, and support for, the rural marae workstream which forms part of Tranche 2B. This project aims to reduce road safety risks around 13 rural marae in Tāmaki Makaurau.

Ngā mema pōti / Elected members

62. A road safety workshop was held with Auckland Council Planning Committee members in March 2021, which included presenting and seeking feedback on the direction of Tranche 2. The Committee expressed informal strong support for the direction of the Safe Speeds Programme and the level of engagement being undertaken with affected communities via the community liaison group approach. A number of Planning Committee members were supportive of the programme moving faster into their community areas.

⁷ Dyson C, Taylor MAP, Woolley J, Zito R. Lower urban speed limits - trading off safety, mobility and environmental impact. 24th Australian Transport Research Forum; Hobart 2001

⁸ <https://www.nzta.govt.nz/assets/resources/636/636-speed-limit-reductions-to-support-lower-SCRM-investigatory-levels-feb18.pdf>

⁹ Taylor M. The effects of lower urban speed limits on mobility, accessibility, energy and the environment: trade-offs with increased safety. Final report for the Federal Office of Road Safety. Canberra, Australia: 1997.

63. During 2021, management have regularly updated to all Local Boards, providing updates and seeking feedback on Tranche 2. Face-to-face workshops have been held between August and November 2021 with the thirteen local boards most directly affected by Tranche 2B.
64. Local boards have been, in general, supportive of consultation on Tranche 2B with particular strong support for rural roads in the north and northwest, the island-wide speed limit review for Waiheke and in urban south Auckland. Mixed feedback has been received from elected members within the Howick, Ōrākei and Franklin areas - with support for some changes (in particular around schools) but concerns expressed around 30km/h speeds in residential areas inconveniencing drivers, reducing speeds on some high-trauma 60km/h and 80km/h urban roads, and some 60km/h rural speed limits proposed which are considered too low compared to historical 100km/h speed limits.

Ngā rōpū kei raro i te Kaunihera / Council Controlled Organisations

65. Auckland Council is a Vision Zero key partner. Auckland Council Safety Collective has been engaged on the proposed changes. Eke Panuku has been part of the community liaison group developing the Takapuna town centre speed limit proposal.

Ngā kiritaki / Customers

66. The programme team have undertaken early engagement with key partners and stakeholders on Tranche 2. This has included the Automobile Association, Auckland Council Safety Collective, Auckland Regional Public Health Service / Healthy Auckland Together, Bike Auckland, Fire and Emergency, Greater Auckland, Kāinga Ora, New Zealand Police, Road Transport Forum, Safekids Aotearoa, Walk Auckland and Waka Kotahi. More detailed feedback is anticipated from each group during public consultation.
67. Key partners and stakeholders are, as a whole, supportive of a safer transport network and understand that safe speeds will be a significant contributor to that outcome. The majority of key partners and stakeholders are strongly supportive of the Tranche 2B changes. Motor vehicle and freight related advocacy groups have been mixed in their support of speed management, with concerns related to travel time impact on their members and a particular focus on longer distance journeys being placed ahead of safety outcomes.
68. A variety of views have been expressed, both for and against, physical complementary speed calming measures. Physical measures have strong safety benefits, but the primary concern raised by emergency services (Fire and Emergency, St John) is that they may negatively impact upon emergency response times. Taking this feedback onboard, the programme team have committed to deeper, regular engagement with emergency services where proposals may alter key emergency services corridors. This approach has been well received.
69. Three recent independent surveys have provided insights into public attitudes towards AT's Tranche 1 speed reductions:
- Kantar survey¹⁰ confirmed that overall support for speed changes remains high, with only 33% unsupportive. There is continued strong support for speed reductions near schools, kindergartens and community facilities (78%), town centres (64%), urban areas (66%), with support slightly reducing from 2020 for high-risk rural roads (63%) and winding / hilly rural roads (61%) but still remaining high.

¹⁰ Attitudes towards Speed Reductions on Auckland Roads, Kantar Insights New Zealand Limited, May 2021

- Within the first Manurewa residential speed management area¹¹, 82% of respondents reported feeling safer due to the speed-calming installed, with the rating of safety around schools increasing from 17% to 71% and pedestrian friendliness increasing from 29% to 66%.
 - Within town centres¹² where lower speeds and safety improvement were implemented, 69% of respondents felt that the changes have made the area safer, and 67% of respondents were supportive toward AT's town centre approach.
70. During public consultation, the communities where these changes are proposed and general public will be consulted as part of a multichannel communication approach that involved letters, brochures, newspaper advertisements and geo-targeted social media advertising.

Ngā whaiwhakaaro haumaruru me ngā whaiwhakaaro hauora / Health, safety and wellbeing considerations

71. Speed management has direct safety benefits and is consistent with Vision Zero principles. The aim of the Safe Speeds Programme is to achieve a sustained reduction in deaths and serious injuries on the Auckland road network.
72. Implementation of safe and appropriate speed limits will make active transport modes such as walking and cycling more attractive, encouraging increased activity with associated health benefits. Auckland Regional Public Health Service / Healthy Auckland Together has raised the long-term community health benefits of increased activity through mode shift.
73. Even modest speed reductions can prevent the occurrence of crashes and can significantly reduce the outcomes when crashes do occur.

Ā muri ake nei / Next steps

74. If the board approves the proposed Auckland Transport Speed Limits Amendment Bylaw 2022 (No.2) for consultation and other resolutions sought (as recommended or otherwise), management will proceed as outlined below:
- Consultation: February to April 2022 (planned) – public consultation on the proposed amendment bylaw. Should consultation hearing(s) be requested, these will be scheduled in this period.
 - Board to consider making the proposed amendment bylaw: Mid-2021 (planned) – taking account of the submissions received through consultation, staff will report back to the board with recommendations on whether to proceed with the making of the proposed amendment bylaw (incorporating any necessary changes).

¹¹ Auckland Transport Road Safety Perceptions Survey Manurewa Research Report, GravitasOPG, June 2021

¹² Auckland Transport Town Centre Road Safety Perceptions Survey Research Report, GravitasOPG, August 2021


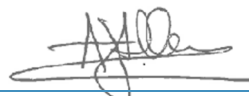

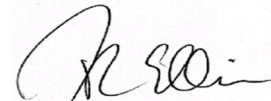
Ngā whakapiringa / Attachments

| Attachment number | Description |
|-------------------|---|
| 1 | Process Summary and Glossary |
| 2 | Proposed Auckland Transport Speed Limits Amendment Bylaw 2022 (No. 2) |
| 3 | Statement of Proposal |
| 4 | Assessments for Tranche 2B |

Attached separately in [supplementary pack](#):

| Attachment number | Description |
|-------------------|--|
| 5 | Schools by Local Board area |
| 6 | Safe Speeds Tranche 2 – Communications, Engagement and Consultation Strategy |
| 7 | Technical peer review |
| 8 | Safe Speeds Programme history |

Te pou whenua tuhinga / Document ownership

| | | |
|--------------------------------|--|---|
| Submitted by | Melanie Alexander Group Manager Network Management |  |
| Recommended by | Andrew Allen Executive General Manager Service Delivery |  |
| | Rodger Murphy Executive General Manager Risk & Assurance |  |
| Approved for submission | Shane Ellison Chief Executive |  |