

Proposed Speed Limits Amendment Bylaw 2022 (Tranche 2A)

For decision: For noting:

Ngā tūtohunga / Recommendations

That the Auckland Transport Board (board):

- a) Note that the Safe Speeds Programme is part of a suite of road safety interventions aimed at reducing road trauma, and contributes positively to environmental sustainability, health and wellbeing outcomes as well as improved access and experienced for vulnerable road users.
- b) Note that the first tranche of roads where speed limits were changed on 30 June 2020 have experienced a 47% reduction in fatalities in the 18 months following the changes, a reduction in all injury crashes of more than 25%, and greater than 15% reduction in serious injuries. Rural roads have seen the greatest benefit, with a 71% reduction in fatalities and a more than 25% reduction in serious injuries. This contrasts with performance on the remainder of the network where deaths have increased dramatically since late 2020.
- c) Note that in June 2021 it agreed to propose new speed limits for over 800 roads across Auckland, predominantly in the south and around schools, and approved a draft amendment to the Auckland Transport Speed Limits Bylaw 2019 supporting such proposal to go out for public consultation.
- d) Note that public consultation on the proposal has been completed and the key themes and issues raised through the consultation process and management's proposed response to those key themes and issues are set out in the draft public feedback report (Attachments 1 to 5).
- e) Note that following consideration of the consultation feedback it is recommended that the board proceed to make the majority of the speed limit changes as proposed, with adjustments to 13 roads or road sections as detailed in this paper.
- f) Resolve to make the speed limit changes as recommended to come into effect in stages from 30 June 2022 to 28 July 2022, and pass the Auckland Transport Speed Limits Amendment Bylaw 2022 as drafted in Attachment 8 to effect such changes.
- g) Approve the draft public feedback report to be finalised and released.
- h) Note the approach to monitoring and evaluation (Attachment 9) which is in line with the approach endorsed for Safe Speeds Tranche 1.
- i) Acknowledge and thank all those who made submissions on the proposal.

Te whakarāpopototanga matua / Executive summary

1. Board approval is sought to change the speed limits for over 800 roads across Auckland where the current speed limits have been assessed as not safe and appropriate. Approving the recommended changes will contribute towards reducing road trauma.
2. In June 2021 the board resolved to propose changes to the speed limits for over 800 roads in Auckland, predominantly in the south and around schools and approved the proposal for public consultation.
3. Consultation on the proposed speed limit changes was undertaken from 27 September to 14 November 2021, with 8,413 submissions being received and reviewed, plus eleven submissions heard in person. Submissions were received from a number of schools (all supportive) and a range of partners and stakeholders.
4. Of our 21 local boards - 15 support the changes, 2 are supportive of some changes only, 2 did not provide a clear consensus view within their feedback and 2 were not affected by the proposal and did not submit feedback. Franklin and Howick Local Boards proposed alternative recommendations for some roads, which have been thoroughly assessed as part of the final recommendation development.
5. Following consideration of the public consultation feedback, it is recommended to proceed with the majority of the proposal as consulted, with the exception of 13 roads or road sections where changes to the original proposal are recommended following consultation.
6. 10 of these changes are recommended in order to improve the likelihood of driver compliance and/or improve the consistency of speed limits in the area for road users, in particular within the Franklin Ward area. A further three roads are recommended to be removed from consultation as they either no longer exist due to land development, were included through error or have been confirmed as private roads. Details of the changes recommended are contained in the Ngā matapakinga me ngā tātaritanga / Discussion and analysis section of this paper.
7. The final recommendation is for speed limit changes on 611 km of road (8% of the Auckland Transport (AT) road network) focusing on high benefit rural roads within the Franklin Ward area, Ōtara town centre, one residential area in Manurewa, community requested roads in Freemans Bay South and Ponsonby, plus 71 schools across our region.
8. To effect the speed limit changes with the adjustments as recommended, the board is required to amend the Auckland Transport (AT) Speed Limits Bylaw 2019 and is being asked to pass the AT Speed Limits Amendment Bylaw 2022 as drafted in Attachment 8 for that purpose.
9. If approved by the board as recommended, the amendment bylaw will come into force in stages from 30 June 2022 to 28 July 2022 with the speed limit changes taking effect from that date.

Ngā tuhinga ō mua / Previous deliberations

Date	Report Title	Key Outcomes
June 2021 Board	Proposed Speed Limits Amendment Bylaw 2022 and Statement of Proposal (Tranche 2A)	<p>Endorsed the speed limit review assessments for the Tranche 2A roads.</p> <p>Approved the draft Auckland Transport Speed Limits Amendment Bylaw 2022 for consultation.</p> <p>Adopted the Statement of Proposal to support the public consultation on the proposed amendment bylaw under the special consultative procedure.</p> <p>Established a hearings panel to receive submissions on the proposed amendment bylaw via hearing(s) in person.</p> <p>Delegated authority to the Chief Executive to approve any minor and technical amendments to the proposed amendment bylaw before it is released for public consultation.</p> <p>Note: Six minor amendments were made by the Chief Executive prior to public consultation. These are summarised as follows and fully detailed in Attachment 6:</p> <ul style="list-style-type: none"> • Two road name corrections and one road part correction • Removal of three roads from the proposal, including two private roads which are not controlled or managed by AT.

10. The board has previously deliberated on other matters and proposals concerning the wider Safe Speeds Programme, which the current proposal is being progressed under. Attachment 10 illustrates the history of the Safe Speeds programme.

Te horopaki me te tīaroaro rautaki / Context and strategic alignment

11. As a road controlling authority, 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.
12. 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.
13. 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".

14. 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.
15. Reviewing and setting safe and appropriate speed limits is a critical part of the total road safety response for Auckland. It is a cost effective way to achieve sustained DSI reduction. 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.
16. During calendar 2021 there were 59 deaths on Auckland’s roads, more than 60% higher than 2020 and the highest level of road trauma since 2017, as illustrated by Figure 1.
17. Contrasting an increase in road trauma on the wider network, roads where speed limits were changed on 30 June 2020 have experienced a 47%¹ reduction in fatalities in the 18 months following the changes, a reduction in all injury crashes of more than 25%, and greater than 15% reduction in serious injuries. Total deaths and serious injuries (DSI) have reduced by more than 20% on these roads.
18. Rural roads where speeds were changed on 30 June 2020 have seen a 71% reduction in fatalities and a more than 25% reduction in serious injuries. This equates to an DSI reduction of more than 30% on our rural network where speed limit changes have been made. It should be noted the overall number of crashes is similar to pre-implementation, but the overall severity rates have reduced, this is what would be expected on our higher speed roads.
19. A recent peer-reviewed paper in the Journal of Road Safety² found that more than 70% of fatal crashes in Auckland involve speeding, and that 71% of injury crashes across New Zealand involve speeds above safe and appropriate speeds.

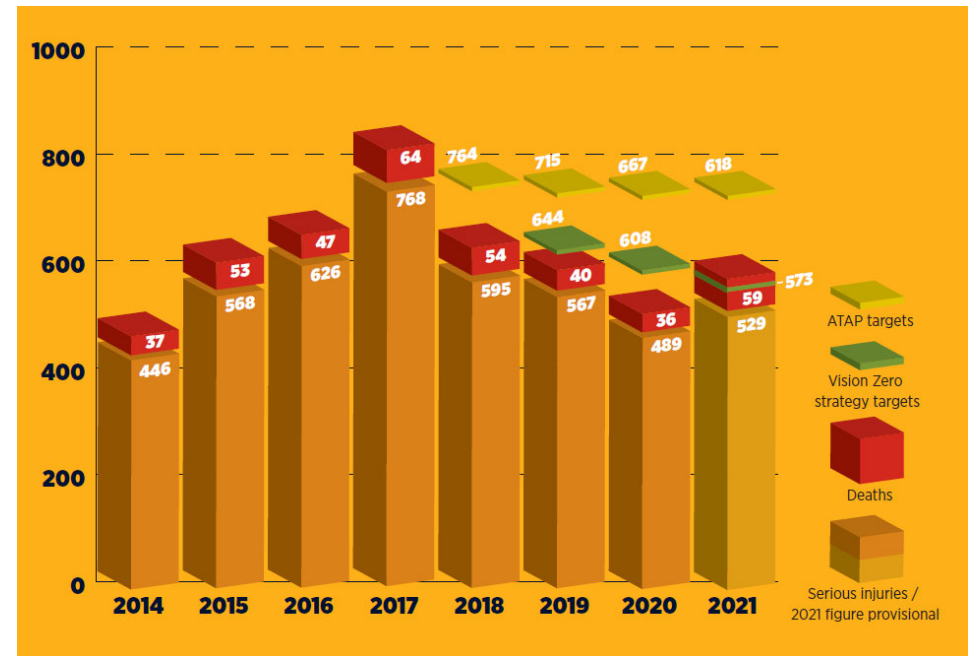


Figure 1 - Auckland road DSI - 2014 to 2021 (provisional)

¹ Annual figures for the period 30 June 2020 to 31 December 2021, when compared to the prior five-year comparison period.

² Soames Job and Colin Brodie: Understanding the role of Speeding and Speed in Serious Crash Trauma: A Case Study of New Zealand. Journal of Road Safety, Vol 33, Issue 1, Feb 2022.

Ngā matapakinga me ngā tātaritanga / Discussion and analysis

Tranche 2 review of existing speed limits - overview

20. 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.
21. Tranche 2 introduced a number of new focus areas to Safe Speeds, including rural marae, schools, and 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.
22. The first stage, Tranche 2A, was approved for consultation by the board in June 2021 with consultation running from September to November 2021 (this paper).
23. The second stage, Tranche 2B, has also been investigated and was approved for consultation by the board in December 2021. Consultation opened on 28 February 2022 and is open until 3 April 2022. Following consultation, staff will report back to the board with recommendations around whether to proceed with the making of the proposed amendment bylaw during the second half of 2022 (future paper).

Tranche 2A packages

24. The following table summarises the proposed scope and scale of Tranche 2A. These were the roads publicly consulted in 2021:

Workstream	Tranche 2A packages
High risk rural roads	Franklin East - 204 roads (421km)
Town centres	Ōtara town centre - 10 roads (3km)
Residential areas	Manurewa – Wordsworth Quadrant - 83 roads (20km)
Complementary and customer requested roads	Freemans Bay and Ponsonby area - 45 roads (19km)
Schools	Schools 2A - 463 roads (148km)
	Total: 804 roads, 611km (8% of the AT road network)

Table 1 Safe Speeds Tranche 2A overview.

Review of existing speed limits

25. AT is required to review speed limits by, and in accordance with, the Land Transport Rule: Setting of Speed Limits 2017 (“the Rule”).
26. Following review and consultation:

- 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 limit that it considers is safe and appropriate, or
 - take other measures to achieve travel speeds that are safe and appropriate on that road.
 - if AT decides that an existing speed limit is safe and appropriate for any road, it must retain the speed limit for that road.
27. The Rule requires road controlling authorities to have regard to Waka Kotahi New Zealand Transport Agency's (Waka Kotahi's) Speed Management Guide ("the Guide") when reviewing and setting speed limits.
28. 'Safe and appropriate' is defined in the Guide as 'travel speeds that are appropriate for road function, design, safety and use'³. 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 purpose⁴. Effectiveness and efficiency of road journey experience for all road users (including freight vehicles, cars, motor cyclists, people on bikes, and people walking) needs to be taken into account with safety considerations when determining a 'safe and appropriate speed' for any road.
29. AT's project team completed a review of all Tranche 2A roads in accordance with the Rule. 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 Rule⁵. The methodology for the review and treatment options set out in the Guide are summarised within the board paper of 28 June 2021 and the findings of the review assessments were approved by the board as part of the same paper.
30. The recommended speed limit changes are expected to result in a DSI saving of around 4.8 DSI per annum once implemented (on average, as road trauma can fluctuate from year to year) from speed limit changes alone, with further DSI benefit derived from supporting engineering measures to complement the speed limit changes in town centres and residential areas.
31. Consultation was undertaken in accordance with the Special Consultative Procedure described in section 83 of the Local Government Act 2002.
32. An extensive awareness campaign supported consultation, including over 340,000 flyers and 200,000 emails sent to affected properties and communities, print and radio advertising Auckland-wide, plus targeting directly affected communities including translation into Te Reo Māori, Tongan, Samoan, Simplified Chinese, Korean and New Zealand Sign Language. AT also undertook an extensive social media campaign promoting the engagement and encouraging webinar attendance.

Consultation feedback summary

33. Consultation was open from 27 September 2021 to 14 November 2022 with 8,413 submissions received and eleven submitters speaking at the public hearing as detailed below.

³ NZ Speed Management Guide First Edition (November 2016). p7.

⁴ s39, Local Government (Auckland Council) Act 2009

⁵ Land Transport Rule: Setting of Speeds 2017 s4.2(2)

Public Feedback

34. A high number of submissions was received in response to consultation, with the majority of roads receiving one or more pieces of community feedback. The greatest number of submissions was received on rural roads within the Franklin Ward area.
35. Extensive and useful feedback was received at a road-by-road level. On a number of roads, often polarised differences in opinion can be seen between those living or working on or near a road (often supportive) and those who used a road as a through-road for commuting (often unsupportive). All feedback has been used to in developing the final speed change recommendation.
36. The most insightful feedback received was from the Franklin community, and in particular at the Clevedon 'Wairoa Clinic' which was well attended by community representatives who provided insights into the changes proposed in their area. This has directly contributed to a number of alterations being recommended within the final speed change proposal, as further discussed below.
37. As an additional insight, submitters were asked to express their general speed management sentiment. Of the 8,413 submissions received, less than half (38%) opted to provide general sentiment with the responses split 56% unsupportive / 44% supportive. While of limited use in developing the final recommendations, it is worth noting that the sentiment split differs markedly from recent independent research undertaken of a representative sample of all Aucklanders⁶, potentially reflecting the polarising differences of community opinion for some roads, as noted above.
38. Changes around schools, near the city centre and in the north of the region have been generally well supported. Changes in the southern rural area, and on higher speed, higher trauma urban roads such as Aviemore Drive in Howick have been a more challenging proposal.
39. All submissions, grouped by Local Board area, are attached within Attachment 2.

Hearing feedback

40. 11 submitters, including the Waitemata Local Board, requested to be heard in person and presented their views at the public hearing on 25 November 2021. A range of submissions was received, covering aspects of road safety, school safety, climate change, the effectiveness of previous changes, road maintenance and the social cost of road trauma.
41. 8 of the hearing submissions supported the proposed changes, with the remaining three unsupportive. A summary of the verbal submissions is contained within Attachment 3.

School feedback

42. 8 schools submitted formal feedback via written submissions. All schools were supportive of the changes proposed, with a number including requests for further speed limit reductions on selected roads and other safety improvements such as parking restrictions.

Key partner, stakeholder and interest group feedback

⁶ Attitudes towards Speed Reductions on Auckland Roads, Kantar Insights New Zealand Limited, May 2021, 2021 – 49% supportive, 14% neutral, 33% unsupportive.

43. Written submissions were received from a number of key partners and stakeholders. These are summarised within Table 2 below and provided in full at the end of Attachment 1.

Party	Feedback Summary
Bike Tamaki Drive	Recommend lower speeds along longer sections of Tamaki Drive (30km/h).
Brake	Strongly supports the proposed changes. <i>“As an organisation that supports people affected by road crashes, we see the devastating impact that crashes have on families, and the far-reaching effect they have on communities.”</i>
Fire and Emergency New Zealand in Tāmaki Makaurau	Supportive of Vision Zero and traffic calming to reduce road trauma. In general, recommends that primary response routes should remain free of physical devices. Reiterated concerns that speed management would slow emergency response times, and interest in continuing to work with AT to minimise the impact of speed limit changes and traffic calming on emergency service response times.
Franklin Residents Association	Unsupportive of the proposed changes. Slowing vehicles down will cause accidents and road rage.
Grey Lynn Residents Association	Supportive of the proposed changes. Seeking further changes in the area to reduce road speeds.
Hauraki District Council	Supportive of the proposed change for East Coast Road.
JR Coachlines	Condition of road surfaces needs improving, plus teaching people how to drive.
Meadowbank and St Johns Residents Association	Supportive of the proposed changes. Seeking further changes in their area.
NZ Automobile Association	Agrees with speed management as a road safety tool. Provided recommendations to secure greater public buy-in to speed management as: (a) focus on areas of highest risk, (b) complete monitoring of prior tranches before proposing further changes, and (c) pursue alternative interventions where changes do not have high levels of public support or compliance.
NZ Police	Supportive of the direction of the proposed approach and agree that it works well with Police Speed Enforcement Policy. Noted that Road Policing Managers have advised AT to ensure that proposed speed changes are consistent and logical for road users to follow – balancing safety with ensuring enforcement is achievable and effective (specifically around Pukekohe, Franklin).

Party	Feedback Summary
Orataiao: NZ Climate & Health Council	Supportive of the proposed changes, in particular 30km/h on residential streets near schools.
The Campaign for Better Transport	Supportive of the proposed changes. Reducing speeds is the best choice (as opposed to engineering up). Submitted that speed limit changes should not prevent Auckland Transport from also upgrading physical aspects of the roads where budgets permit. Noted that road user compliance is essential for success.
Waka Kotahi	Supportive of the proposed changes and “...compliments Auckland Transport on the extent of the changes and the robust methodology used”. Waka Kotahi additionally provided road-by-road feedback on specific roads within the Tranche 2A proposal.

Table 2 Key partner, stakeholder and interest group feedback

Local Board feedback

44. The Safe Speeds programme continues to engage closely with elected members within Auckland’s local boards as the voice of their local communities. The programme continues to take a ‘no surprises’ approach to engagement on speed limit reviews and any supporting engineering safety improvements.
45. For Tranche 2A, following elected member requests, local boards were provided with the verbatim road-by-road feedback gathered during consultation which was used to inform local board submissions. This information was provided to local boards after removal of names and other identifying information to ensure the privacy of submitters.
46. Out of the 21 local boards:
- 15 support the proposed changes (representing over 1.3 million Aucklanders, more than 75% of the city).
 - Albert-Eden noted that residents were generally in favour of the programme, but the board did not express a consensus view.
 - Devonport-Takapuna did not express a consensus view, noting the low number of responses in their local board area.
 - Franklin and Howick were supportive of some changes and unsupportive of others. These roads are discussed further below; and
 - Two local boards (Aotea Great Barrier and Waiheke) had no changes proposed in their area and did not submit feedback.
47. Franklin Local Board provided an extensive, valuable submission generally consistent with workshop sessions held during 2021. The board expressed support for a default 80km/h rural speed, with 60km/h under specific circumstances. The local board reinforced the importance of speed limit consistency which makes it easy for road users to understand, plus a view that “[where] there is a lack of robust analysis and or crash data, and that local knowledge and feedback should be the basis for a minimal reduction in speed limits.”

48. As a direct result of the detailed road-by-road workshop held with the Local Board in April 2021, the proposed speed limits on nine roads were changed and AT further reassessed a number of proposed 60km/h roads, with four of them subsequently changed to a proposal of 80km/h prior to seeking board approval for public consultation.
49. Extensive and useful information was provided by the Franklin community during consultation, as noted earlier in this paper. Following consultation, ten further changes have been made to roads or road sections within the Franklin area as outlined in the *Recommended changes following consultation* section below.
50. Following these further changes, the AT recommendation has greater alignment with the local view. However differences of opinion remain on a number of narrow or unsealed rural roads where the Local Board's submission recommends an 80km/h speed limit, as follows:
- 31 no-exit roads (~15% of the Franklin roads within the proposal) - these no-exit roads typically provide access to farmland, lifestyle blocks or increasingly rural residential subdivisions. The roads typically have narrow lanes, limited or no road marking, roadside hazards, may be windy/uneven and some are unsealed. An 80km/h limit is not AT's assessment of their safe and appropriate speed, nor in accordance with the Waka Kotahi Speed Management Guide. To achieve a safe and appropriate speed of 80km/h would require extensive and uneconomic road widening for these quiet, low volume roads. For these roads, it is recommended to adopt the assessed safe and appropriate speed consulted upon of 60km/h, or 40km/h for unsealed roads, which is consistent with the local area.
 - 23 through-roads (~11% of the Franklin roads within the proposal) - these roads are also typically narrow, with limited or no road marking, roadside hazards and may be windy or uneven. To achieve a safe 80km/h speed limit would require extensive and uneconomic road widening. Without extensive road widening, an 80km/h speed limit would be inconsistent with the local road network and likely lead to an increase in road trauma compared to the safe and appropriate speed recommended. For these roads, it is recommended to adopt the assessed safe and appropriate speed consulted upon of 60km/h.
 - Lower limits outside of rural schools – management supports these requests, which will be reviewed as a priority within the Interim Speed Management Plan 2023-26, once new speed limit legislation has come into effect. This new legislation and associated national guidance is expected to substantially change the requirements for speed limits around rural schools, enabling AT to implement solutions more in line with Local Board and community expectations. The intention would be to implement these changes as soon as possible following the changes to legislation, current timelines anticipate this could be in 2023.
51. It is noted that the previous Franklin speed limit changes in June 2020 were similarly challenging for the community, yet - based upon Counties Manukau Road Policing feedback - the safe and appropriate speed limits set have been adapted to by local drivers without major issue. On the Franklin roads changed in June 2020, fatalities have reduced by more than 60% and DSIs by 30% in the 18-month period since implementation.
52. Howick Local Board were supportive of the Aviemore Drive proposal, a key change which received a large amount of community feedback both for and against. Howick Local Board were not supportive of a school zone proposal around Millen Avenue, Latham Avenue and Dillimore Avenue and recommended a 40km/h school zone be investigated. These three roads have been revisited by the Road Safety team, with investigations confirming current proposal for a 30km/h school zone is safe and appropriate for these roads based upon their design, risk profile, use and actual driver speeds.

53. A summary of local board feedback is provided as Attachment 4, which includes detailed responses to sections of the Howick and Franklin submissions. Local board feedback is provided in full as Attachment 5.

54. Recommended changes following consultation

55. Following consideration of all feedback received through the consultation and further technical assessment undertaken, it is recommended that thirteen changes are made to the safe and appropriate speeds consulted upon. These are as follows:

Urban roads

56. Retain the existing 50km/h speed limit on the section of Glenvar Ridge Road, Long Bay which was consulted upon at 30km/h. The function of this road section is gradually changing due to ongoing development in the area, and it will be reconsidered within the Interim Speed Management Plan 2023-26. Retaining the existing speed limit will improve the likelihood of driver compliance and improve consistency with the local road network.

Rural roads within the Franklin Ward area

57. Reduce a small section of Buckville Road which is currently 100km/h to 80km/h, as opposed to the 50km/h proposed. This will align with the speed limit on remainder of the road, which is within the Waikato District area, plus improve the likelihood of driver compliance.

58. Reduce the speed limit on seven roads or road sections currently 100km/h to 80km/h, as opposed to the 60km/h proposed (Burnside Road (section), Hillview Road, Portsmouth Road, Wootten Road, Tourist Road (section), Kawakawa-Orere Road (section), and Golding Road). These changes will improve the likelihood of driver compliance, improve the consistency of speed limits in the area for road users and were in a number of cases discussed with and supported by Counties Manakau Road Policing. The Kawakawa-Orere Road proposal was a key topic during consultation. AT has split the road into two sections (80 and 60) compared to a constant 60km/h, as recommended by local residents and the Local Board.

59. Retain the remaining section of Burnside Road at 80km/h, as opposed to the 60km/h proposed. This change will improve the likelihood of driver compliance and provide a consistent speed limit along the length of the road.

60. For the roads / road sections where increased speed limits are recommended, these will be supported by targeted engineering treatments to support the higher speed and improve safety at high risk locations.

61. Remove Willow Road from the amendment bylaw, as the road has been removed through land development.

62. Remove a short 50 metre section of Mill Road proposed as 60km/h from the amendment bylaw. The school zone proposal that was the reason for this speed limit amendment was not consulted upon, however the short 50 metre section was retained in error.

63. Remove Valley Springs Way from the amendment bylaw, as this is a private road (not AT owned).

64. Detail of all changes with additional commentary can be found within Attachment 7 and technical assessment documents within Attachment 11.

Recommended change to delivery dates

65. In June 2021, the board approved the Statement of Proposal which proposed for the amendment bylaw to originally come into force on 31 May 2022 for most of the proposed roads, and 13 June 2022 for roads associated with schools.
66. Due to the COVID-19 pandemic Alert Level restrictions in place, public consultation commenced later than planned plus was extended to allow additional time for community engagement and feedback. This has put time pressure on the originally planned dates.
67. New Zealand Police feedback during the consultation period highlighted that a single speed limit date per policing region is preferred, to simplify community messaging and road policing deployment.
68. Taking this additional information into account, a staged approach to the amendment bylaw dates is recommended to the board as summarised within Table 3. These updated dates will simplify programme delivery and community messaging.

Amendment bylaw date	Police district	Corresponding local board areas
30 June 2022 – rural roads	Counties Manukau	Franklin, Howick, Māngere-Ōtāhuhu, Manurewa, Ōtara-Papatoetoe, Papakura.
14 July 2022 – urban roads		
21 July 2022	Auckland City	Albert-Eden, Aotea/Great Barrier, Maungakiekie-Tāmaki, Ōrākei, Puketāpapa, Waiheke, Waitematā.
28 July 2022	Waitematā	Devonport-Takapuna, Henderson-Massey, Hibiscus and Bays, Kaipātiki, Rodney, Upper Harbour, Waitākere Ranges, Whau.

Table 3 Recommended amendment bylaw dates

69. It is recommended that the changes within the amendment bylaw to come into force in stages, aligned with the Table 3 dates above, with the recommended new speed limits to take effect from these dates.
70. The draft amendment bylaw that went out for consultation has been updated to reflect the above recommended adjustments to safe and appropriate road speed limits following consultation, plus the date changes.
71. The updated draft amendment bylaw is attached as Attachment 8.

Ngā tūraru matua / Key risks and mitigations

72. Key programme risks are summarised as:

Key risk	Mitigation
<p>Public Sentiment</p> <p>Tranche 2 as a whole (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>Timing of new legislation and speed limits around schools</p> <p>The Ministry of Transport and Waka Kotahi consulted mid-2021 upon new speed limit legislation. Latest Waka Kotahi guidance continues to be that legislation will 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. The legislative changes are required for changes beyond Tranche 2.</p> <p>This is not a risk for Tranche 2A (this paper) as new legislation is not required to make these changes. However, changes recommended will set an expectation of lower speed limits around schools and a risk exists that future schools are delayed.</p> <p>The impact of this risk is that AT may not be able to meet community expectations for speed reduction 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. <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>

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

73. 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.
74. Budget is included within RLTP 2021 and co-funding secured via the National Land Transport Plan 2021.

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

75. 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.
76. 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.
77. 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.
78. 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.
79. 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

80. Following the board approval in December 2020, early engagement has been undertaken throughout 2021 with councillors, local boards, key partners and stakeholders to seek early feedback in advance of public consultation.

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.

81. Public consultation has now been undertaken with the draft public feedback report provided as Attachment 1, supported by a multichannel communication approach that involved letters, brochures, newspaper advertisements and geo-targeted social media advertising.

Mana whenua

82. Initial engagement on the whole of Tranche 2 was undertaken with kaitiaki at northern, central and southern transport hui in March 2021. Detailed engagement on the areas, roads and draft speed limit changes for Tranche 2A was undertaken in May 2021, and a summary of consultation feedback presented and discussed in February 2022. 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.

Ngā mema pōti / Elected members

83. 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.

84. Management have provided multiple written updates to all Local Boards, seeking their input into and feedback on Tranche 2A. Face-to-face workshops or briefings have been held with the five Local Boards most directly affected by the proposed changes, being Franklin, Manurewa, Ōtara-Papatoetoe, Papakura and Waitemātā. Local board feedback following consultation is summarised within **Attachment 4** and provided in full in **Attachment 5**.

Ngā rōpū kei raro i te Kaunihera / Council Controlled Organisations

85. Auckland Council is a Vision Zero key partner. Auckland Council Safety Collective has been engaged on the proposed changes.

Ngā kiritaki / Customers

86. 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.

87. Key partners and stakeholders are, as a whole, supportive of a safe 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 2A 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.

88. During consultation a number of submissions were received from key stakeholders, these are summarised in section Ngā matapakinga me ngā tātaritanga / Discussion and analysis above and included in full within the draft consultation report in Attachment 1.
89. 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.
 - 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.

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

90. 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.
91. 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.
92. Even modest speed reductions can prevent the occurrence of crashes and can significantly reduce the outcomes when crashes do occur.
93. The changes recommended within this paper recommend speed reductions on over 800 roads where the current speed limits have been assessed as not safe and appropriate. Approving the recommended changes will contribute towards reducing road trauma.

Ā muri ake nei / Next steps

94. If the board resolves to pass the proposed amendment bylaw (as recommended or otherwise), staff will proceed with the following next steps:
- (a) publicly notify the amendment bylaw (in accordance with section 22AE of the Land Transport Act 1998);
 - (b) notify the amendment bylaw to the Minister of Transport within one week (in accordance with section 22AB(4) of the Land Transport Act 1998);

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

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

(c) notify both Waka Kotahi NZ Transport Agency and the New Zealand Police Commissioner at least 10 working days before the new speed limits come into force with the information detailed in Section 2.7(6) of the Land Transport Rule - Setting of Speed Limits 2017; and


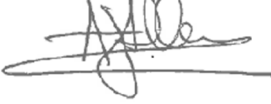

(d) implement the speed limit changes in stages from 30 June 2022 to 28 July 2022.

95. The second stage of Tranche 2, comprising a further 1,646 road reviews (19% of the AT road network), was approved for consultation by the board in December 2021. Public consultation opened on 28 February 2022 and will run until 3 April 2022. Following consultation, staff will review all consultation submissions received and expect to make a recommendation to the board during the second half of 2022 (future paper).

Ngā whakapiringa / Attachments

Attachment number	Description
1	Draft public feedback report for Tranche 2A
2	Public feedback reports by local board area
3	Public hearing feedback summary
4	Local board feedback summary
5	Local board input on Auckland Transport's proposed speed limit changes
6	Tranche 2A minor and technical corrections made prior to consultation
7	Recommended changes following consultation
8	Draft Auckland Transport Speed Limits Amendment Bylaw 2022
9	Monitoring and evaluation plan
10	Safe Speeds programme history
11	Technical assessments

Te pou whenua tuhinga / Document ownership

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Recommended by	Andrew Allen Executive General Manager Service Delivery  Rodger Murphy Executive General Manager Risk & Assurance 
Approved for submission	Shane Ellison Chief Executive 