

# Proposed Speed Limits Amendment Bylaw 2021 (26 Roads)

For decision:

For noting:

## Ngā tūtohunga / Recommendations

That the Auckland Transport Board (board):

- a) Note that in October 2020 it agreed to propose new speed limits for 26 roads in Auckland's West and North and approved a draft amendment to the Auckland Transport Speed Limits Bylaw 2019 supporting such proposal to go out for public consultation.
- b) 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 (Attachment 1).
- c) Note the majority of submissions from the public, partners, local boards and stakeholders expressed support for the proposed speed limit changes, and that Rodney Local Board are strongly supportive of the proposed changes.
- d) Note that following consideration of the consultation feedback it is recommended that the board proceed to make the speed limit changes as proposed for all 26 roads with adjustments with respect to a section of Tram Valley Road, Swanson, and a section of Whitmore Road, Tāwharanui, as detailed in this paper.
- e) Note that the year of the draft amendment bylaw has been updated from 2020 to 2021 to reflect the current year.
- f) Resolve to make the speed limit changes as recommended to come into effect from 31 May 2021 and pass the Auckland Transport Speed Limits Amendment Bylaw 2021 as drafted in Attachment 3 to effect such changes.
- g) Approve the draft public feedback report to be finalised and released (Attachment 1).
- h) Note the approach to monitoring and evaluation (Attachment 2) 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. The board is being asked to change the speed limits for 26 roads following consideration of the public consultation feedback on its proposal for such changes.
2. In October 2020 the board resolved to propose changes to the speed limits for 26 roads in Auckland's West and North and approved the proposal for public consultation.
3. Consultation on the proposed speed limit changes was undertaken from 9 November 2020 to 17 January 2021, with 337 submissions being received and reviewed. Across all 26 roads, the top themes are:
  - a. Support for the proposed speed limit (439 comments)
  - b. Oppose proposed speed limit (193 comments)
  - c. Roads need to be improved (120 comments)
  - d. Requests for speed limits lower than what's proposed (95 comments)
  - e. Reduced speed limits will improve safety (63 comments)
4. A hearings panel was established for the purpose of hearing any submissions in person on the proposed speed limit changes. In February 2021 the panel heard three submissions.
5. Following consideration of the public consultation feedback, it is recommended that the board proceed to make all of the speed limit changes as proposed but with adjustments with respect to a section of Tram Valley Road, Swanson, and a section of Whitmore Road, Tāwharanui – details of the adjustments recommended are contained in the Ngā matapakinga me ngā tātaritanga / Discussion and analysis section of this paper.
6. During consultation, Waka Kotahi New Zealand Transport Agency (Waka Kotahi) requested two changes to the proposed amendment and Fire and Emergency New Zealand along with two local residents' groups also requested changes (these are discussed in the Ngā matapakinga me ngā tātaritanga / Discussion and analysis section of this paper).
7. To effect the speed limit changes with the adjustments as recommended, the board needs to amend the Auckland Transport Speed Limits Bylaw 2019 and is being asked to pass the Auckland Transport Speed Limits Amendment Bylaw 2021 as drafted in Attachment 3 for that purpose.
8. If passed by the board as recommended, the amendment bylaw will come into force on 31 May 2021 with the speed limit changes taking effect from that date.

## Ngā tuhinga ō mua / Previous deliberations

9. Previous deliberations on the proposed speed limit changes to the 26 roads concerned by the current proposal is summarised as follows:

Date	Report Title	Key Outcomes
October 2020	Proposed Speed Limits Amendment Bylaw 2020 and Statement of Proposal	Endorsed the speed limit review assessments of the 26 roads. Approved the draft Auckland Transport Speed Limits Amendment Bylaw 2020 for consultation. Adopted the Statement of Proposal to support the public consultation on the proposed amendment bylaw under the special consultative procedure. Established a hearings panel to receive submissions on the proposed amendment bylaw via hearing(s) in person. 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. Note: No amendments were made by the Chief Executive prior to consultation.

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. Figure 1 in Attachment 4 illustrates the history of the Safe Speeds programme.

## Te horopaki me te tīaroaro rautaki / Context and strategic alignment

11. Noting an adverse trend in road safety across Aotearoa, the Government Policy Statement on Land Transport (GPS) 2018/19 - 2027/28 has a renewed emphasis on safety, with a doubling of investment in road safety promotion and a significant increase in road policing.

12. In September 2019, the board approved Vision Zero for Tāmaki Makaurau, a Transport Safety Strategy and Action Plan to 2030, which sets a target on no more than 250 deaths and serious injuries by 2030 and includes “Providing a safe transport environment by increasing investment in safe infrastructure, technology and speed management”<sup>1</sup> as a strategic priority.
13. As the road controlling authority for all roads in the Auckland region, Auckland Transport (AT) is responsible for reviewing the speed limits to ensure they are ‘safe and appropriate’ for their function, design, safety and use.
14. In response to the poor safety performance of roads across Auckland, AT, together with road safety partners and key stakeholders, developed the Safe Speeds Programme which involves a multi-year programme of speed limit reviews.
15. In October 2019 the board made the Auckland Transport Speed Limits Bylaw 2019 (“the Bylaw”) to set safe and appropriate speed limits on 828km of roads across the network. Those changes were the result of the first tranche of speed limit reviews under the Safe Speeds Programme.
16. In December 2019, the New Zealand Government released Road to Zero, New Zealand’s Road Safety Strategy 2020-2030, which set a target to reduce deaths and serious injuries 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.”
17. Reviewing and setting safe and appropriate speed limits is a critical part of the total road safety response for Auckland. It provides the most cost effective and fastest reductions in deaths and serious injuries on our network. In addition to road safety gains, speed management also contributes to positive environmental sustainability and liveability outcomes.
18. Work to review speed limits across AT’s road network to ensure they are safe and appropriate is continuing under the Safe Speeds Programme (“the Programme”). The current recommendation for speed limit changes is a continuation of work under the Programme and progresses AT’s response to Auckland’s road safety performance issues.

## Ngā matapakinga me ngā tātaritanga / Discussion and analysis

19. In the process of consulting on Tranche 1 speed limit change proposals in 2019, it was identified that 27 roads had inadvertently been included in the incorrect bylaw schedule (Schedule 7 instead of Schedule 3) in the original draft bylaw proposal and so the speed limits for those were not able to be changed as part of the Speed Limits Bylaw, when made. At the time, speed limit reductions on these roads was considered to have the support of the local communities. To address this issue, management agreed<sup>2</sup> that the speed limits for the 27 roads should be reviewed and consulted on afresh, and any new proposal to change any of them be presented back to the board for consideration as a future amendment bylaw.

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<sup>1</sup> <https://at.govt.nz/media/1980910/vision-zero-for-tamaki-makaurau-compressed.pdf>

<sup>2</sup> 22 October 2019 Proposed Speed Limits Bylaw 2019 board paper, paragraph 79

20. On review, one of the 27 roads was found to be located within the Urban Traffic Area boundary and already had a safe and appropriate speed limit of 50km/h. Reviews of the speed limits for the other 26 roads found that they did not have safe and appropriate speed limits and resulted in the proposal (approved by the board in October 2020) for speed limit changes for these roads.

21. The 26 roads proposed for speed limit changes are:

Road Names	Suburb
Baddeleys Beach Road, Bishop Lane, Buckleton Road, Campbell Road, Clinton Road, Haywood Lane, Kookaburra Drive, Pigeon Place, Takatu Road, Whitmore Road	Tawharanui
Govan Wilson Road	Whangaripo
Edwards Road, Hepburn Creek Road, Hodgart Road, Wilson Road	Warkworth
Matakana Valley Road, Smith Road, Ward Road	Matakana
Birdwood Road, Chamberlain Road, Mudgeways Road, Yelash Road	Massey
Christian Road, O'Neills Road, Tram Valley Road, Welsh Hills Road	Swanson

22. AT is required to review speed limits by, and in accordance with, the Land Transport Rule: Setting of Speed Limits 2017 ("the Rule").

23. 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.

24. The Rule requires road controlling authorities to have regard to Waka Kotahi's Speed Management Guide ("the Guide") when reviewing and setting speed limits.

25. 'Safe and appropriate' is defined in the Guide as 'travel speeds that are appropriate for road function, design, safety and use'<sup>3</sup>. 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 purpose<sup>4</sup>. 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.
26. AT's project team completed a review of the 26 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 Rule<sup>5</sup>. The methodology for the review and treatment options set out in the Guide are summarised within the board paper of 29 October 2020 and the findings of the review assessments were approved by the board as part of the same paper.
27. The 26 roads in the proposed amendment bylaw comprise approximately 62km of roads and have all been assessed to be 'self-explaining' roads that already operate at lower speeds than their existing speed limits.
28. Consultation has been undertaken in accordance with the Special Consultative Procedure described in section 83 of the Local Government Act 2002. Consultation was open from 9 November 2020 to 17 January 2021 with 337 submissions received. Three submitters requested to be heard in person and presented their views at the hearings on 4 February 2021.
29. Rodney Local Board are strongly supportive of the changes with residents having previously requested speed limit reductions on the subject roads and noting a history of prior crashes.
30. Waka Kotahi have recommended lower speed limits of 60km/h (based upon a desktop analysis) for Takatu Road and Baddeleys Beach Road where AT is proposing 80km/h. The roads are both currently at 100km/h. The Waka Kotahi desktop analysis is affected by several slow curves on the subject roads acting to lower the average speeds recorded. Lowering this to 60km/h is likely to result in poor compliance on the straighter sections of the roads. The road safety team have reviewed the analysis undertaken which recommended 80km/h and have confirmed this is the safe and appropriate speed for the roads.
31. The New Zealand Fire Service does not agree with changes for Hepburn Creek Road where the speed is recommended to be lowered from 100km/h to 40km/h. Their concern is that this change may increase the response time for fire appliances as their internal policy is not to exceed the posted speed limit by more than 25km/h (i.e. fire appliances would be limited to 65km/h under the proposal). The road safety team have reviewed the analysis undertaken which recommended 40km/h and have confirmed this is the safe and appropriate speed for the road. 100km/h is not the safe and appropriate speed for this windy, partially unsealed rural road. It is unlikely that fire appliances would be able to travel this road at greater than 65km/h safely therefore their response time impact is likely to be negligible. Following further discussion, the New Zealand

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<sup>3</sup> NZ Speed Management Guide First Edition (November 2016). p7.

<sup>4</sup> s39, Local Government (Auckland Council) Act 2009

<sup>5</sup> Land Transport Rule: Setting of Speeds 2017 s4.2(2)

Fire Service has advised it is not going to question the safety analysis undertaken and has further commented that reducing speeds should also lower dust nuisance for residents.

32. Local residents' groups have requested that AT further reduce speed limits on selected coastal roads. The Baddeleys and Campbells Ratepayers Association is unhappy with the proposed 40km/h speed limit as, until recently, Baddeleys Beach Road had informal 20km/h speed signage (despite the legal limit being 50km/h). The road safety engineering team has reviewed the analysis on these roads and have determined that this informal 20km/h speed limit is not supported by road safety analysis which supports 40km/h as the safe and appropriate speed for the roads. The road safety team has met with the Baddeleys and Campbells Ratepayers Association to discuss their road safety concerns and explained the monitoring and evaluation process that will follow the implementation of the new speed limits. To support safe speed limits along Baddeleys Beach Road, the road safety engineering team is progressing additional safety signage to be implemented this financial year.
33. The Buckleton Beach Residents and Ratepayers Association (BBRRA) unanimously supported the proposed changes and requested a further lowering of speed limits in the built-up areas of Buckleton Road and Whitmore Road plus additional road safety signage. The road safety team has met with BBRRA to discuss their road safety concerns and explained the monitoring and evaluation process that will follow the implementation of the new speed limits. The road safety engineering team is progressing their request for additional safety signage for the built-up areas of Buckleton and Whitmore Roads to be implemented this financial year. The BBRRA also raised safety concerns at the intersection of Whitmore and Buckleton Roads, which was reviewed and additional signage enhancing safety at this intersection will be implemented this financial year.
34. Consultation with the BBRRA has identified an alternative location for the speed limit change on Whitmore Road, Tāwharanui which would increase speed limit signage visibility and remains both safe and appropriate for this road – see recommended changes below.
35. Consultation feedback has identified that there is a residential subdivision now underway on the southern side of Tram Valley Road, Swanson which will move this portion of the road more towards an urban environment. We have considered the feedback and reassessed the safe and appropriate speed, concluding that it is appropriate to retain the existing 50km/h limit for the portion of that road that is within the Urban Traffic Area – see recommended changes below.

### ***Recommended adjustments following consultation***

36. Following consideration of all feedback received through the consultation, it is recommended the board proceeds to make all of the speed limit changes proposed, with the following adjustments being made with respect to two of the roads -
  - a. **Tram Valley Road, Swanson:** The proposal consulted on is to change the entire length of Tram Valley Road, Swanson, to 60km/h, including a portion of the road that currently has a speed limit of 50km/h. Consultation feedback has identified that there is a residential subdivision now underway on the southern side of Tram Valley Road. We have considered the feedback and reassessed the safe and appropriate speed, concluding that it is appropriate to retain the existing 50km/h limit for the portion of that road that is within the Urban Traffic Area (rather than change it to 60km/h as proposed).

b. **Whitmore Road, Tāwharanui:** The proposal consulted on is to: change the section of Whitmore Road between Takatu Road and 1040 metres north of Buckleton Road from 50km/h to 60km/h; and to change the speed limit on the section of Whitmore Road between 1040 metres north of Buckleton Road and Buckleton Road from 50km/h to 40km/h. In view of the consultation feedback, it is now recommended that the location of the speed limit changes in relation to Whitmore Road should be 1200 metres north of Buckleton Road rather than the proposed 1040 metres north of that road. This adjustment means that for a 160 metre section of Whitmore Road the speed limit would change from 50km/h to 40km/h rather than from 50km/h to 60km/h as proposed. A reassessment under the Rule of the 160 metre section of road concerned concludes that a 40km/h speed limit is safe and appropriate for that section of road. This recommended adjustment will increase the visibility of threshold signage and allow for larger signage while remaining compliant with the Rule.

37. The draft amendment bylaw that went out for consultation has been updated to reflect the above recommended adjustments following consultation. The year in the title of the draft amendment has also been updated from 2020 to 2021 to reflect the current year. It is recommended that the amendment bylaw come into force on 31 May 2021 with the recommended new speed limits to take effect from that date, as proposed.

38. The updated draft amendment bylaw is attached as Attachment 3.

## Ngā tūraru matua / Key risks and mitigations

Key risk	Mitigation
AT has given an undertaking to the local boards to progress the reviews for the proposed amendment bylaw in parallel with Tranche 1 of the Safe Speeds Programme, which is scheduled for completion by 30 June 2021.	AT has met the obligation to the local boards by undertaking the review process described within this paper prior to the completion of Tranche 1.  The Rodney Local Board have advised that they strongly support the proposal consulted upon.

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

39. The budget required to change the speed limits and implement engineering solutions to create low speed zones was secured through the Auckland Regional Land Transport Plan (“RLTP”) 2018.

40. The single stage business case (“SSBC”) for the safe speeds programme was approved by the Waka Kotahi in March 2020, securing \$32,921,688 of funding for programme delivery by 30 June 2021, which includes funding for these 26 roads.



41. Following approval of the Auckland Council Emergency Budget for 2020/2021, Tranche 1 of the Safe Speeds Programme was prioritised over the remainder of the road safety programme works, which includes funding provision for these 26 roads.

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

42. Speed has important impacts on the environment, and these are highlighted in more detail in the SSBC.

43. Slower speeds play their part in helping reduce transport emissions, which would support the Council's ability to achieve its climate goals. It is well aligned with Te Tāruke-ā-Tāwhiri: Auckland Council's Climate Action Framework and with the in-principle changes to this framework endorsed by the Environment and Climate Change Committee (ECC/2020/12).

44. Slower speeds also make active mode choices safer and more attractive, contributing to a carbon neutral transport system.

45. It is therefore considered that the speed limit reductions currently proposed for the 26 roads will support positive environmental impacts.

## **Ngā reo o mana whenua rātou ko ngā mema pooti, ko ngā roopu kei raro i te maru o te Kaunihera, ko ngā hāpori katoa / Voice of mana whenua, elected members, Council Controlled Organisations, customer and community**

46. Following the making of the Speed Limits Bylaw in 2019, AT received enquiries from the Rodney, Waitākere Ranges and Henderson-Massey Local Boards about why those of the 26 roads within their respective areas were not included for speed limit changes under the Bylaw. In February 2020, the Rodney Local Board was informed of the issue with the Bylaw and AT committed to prioritising the 26 roads for review under the Safe Speeds Programme. The Rodney Local Board responded with disappointment and highlighted community support for speed limit reductions on the roads within their area that fall within the 26 roads now proposed for change. In May 2020, AT further informed the Rodney Local Board Meeting that, subject to the outcome of the consultation, the delivery on the 26 roads would coincide with Tranche 1 delivery on or before 30 June 2021.

47. Consultation has been undertaken in accordance with the project Communications and Engagement Plan, with the draft public feedback report provided as Attachment 1.

48. Mana whenua - Early engagement on the proposed 26 roads with Mana Whenua was undertaken at the northern transport hui held on 1 July 2020 and the central transport hui held on 8 July 2020 prior to commencement of wider public consultation. AT is committed to meeting its responsibilities under Te Tiriti o Waitangi, and its broader legal obligations in being more responsible or effective with Māori. No issues were raised by mana whenua on the proposed speed limit changes on these 26 roads.

49. Elected members - The consultation team worked closely with our Elected Member Relationship Unit to ensure elected members were consulted and well informed. The Rodney Local Board have advised that they strongly support the proposal.
50. Customers and community - The communities where these changes are proposed and general public were consulted with as part of a multichannel communication approach that involved letters, brochures, newspaper advertisements and geo-targeted social media advertising. Feedback is detailed within Attachment 1 and key points discussed earlier within this paper.

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

51. Speed management has direct safety benefits and is consistent with Vision Zero principles. The aim of the Safe Speeds Programme is to achieve sustained reductions in deaths and serious injuries on the Auckland road network by reducing harmful transfer of energy in the event of a crash.
52. Even modest speed reductions can prevent the occurrence of collisions and can significantly reduce the outcomes when crashes do occur.
53. Safer speeds improve community perception of road corridor safety, plus the perceived safety of vulnerable road users such as those walking, running, cycling and using electric scooters<sup>6</sup>. Active transport modes, such as walking, running and cycling, contribute towards a healthier population.
54. The changes recommended within this paper target speed reductions on 26 roads previously assessed as being high or medium-high risk from a road safety perspective. Approving the recommended changes will contribute towards reducing road safety trauma.

## **Ā muri ake nei / Next steps**

55. 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);

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<sup>5</sup> Public feedback received as part of the Safe Speeds Residential Speed Management programme (<https://at.govt.nz/projects-roadworks/vision-zero-for-the-greater-good/safe-speeds-programme/residential-speed-management-programme/te-atatu-south-road-safety-improvements/>)

- (c) notify both Waka Kotahi 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 on 31 May 2021 by physically changing signage on the 26 roads.

## Ngā whakapiringa / Attachments

Attachment number	Description
1	Draft Public Feedback Report for 26 Roads
2	Monitoring and Evaluation Plan
3	Draft Auckland Transport Speed Limits Amendment Bylaw 2021
4	Safe Speeds programme history

## Te pou whenua tuhinga / Document ownership

Submitted by	Randhir Karma <b>Group Manager Network Management</b>	
	Recommended by	Andrew Allen <b>Executive General Manager Service Delivery</b>
Approved for submission	Rodger Murphy <b>Executive General Manager Risk &amp; Assurance</b>	
	Shane Ellison <b>Chief Executive</b>	