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Safe Speeds Programme – Tranche 2 Options for Speed Limit Reviews

For decision:

For noting:

Ngā tūtohunga / Recommendations

That the Auckland Transport Board (board):

- a) Note the findings of the Safe Speeds Programme – Tranche 2 – Scope and Scale Options Report, which is available in the board books resource centre and on request.
- b) Note that eight workstream categories were developed into ten long list programme options for assessment purposes, from which three short list options and a recommended option were selected.
- c) Endorse the recommended programme Option 10 for further assessment as Tranche 2 of the Safe Speeds Programme.
- d) Endorse 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.
- e) Note the content of 'Talking about Vision Zero and Road Safety - Communications Strategy' - Phase 3 and the Tranche 2 Communication Approach for seven of the workstream categories (available in the board books resource centre and on request), which outline the proposed approaches to customised communications for early community engagement, where required.
- f) Note that the roads in the recommended programme Option 10 will undergo speed limit reviews and early community engagement, the results of which may alter the scale and the metrics of the recommended programme Option 10.
- g) Note that, following the detailed speed limit reviews and early engagement, management will report back to the board with possible recommendations for proposed consultation on a draft bylaw.
- h) Note that an initial customer sentiment survey was undertaken in July 2020, see **Attachment 1**.

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Te whakarāpopototanga matua / Executive summary

1. Consistent with Auckland Transport's (AT's) Speed Limits Bylaw 2019 (Bylaw 2019), safe and appropriate speed limit changes to approximately 8% of Auckland's road length commenced on 30 June 2020 with further changes on track to be completed by 30 June 2021. Updates on the progress of Tranche 1 have previously been provided to the board.
2. In parallel, work under the Safe Speeds Programme reviewing existing speed limits across AT's road network continues. Under the Setting of Speed Limits Rule 2017 (Rule), Road Controlling Authorities (RCA) must review speed limits to ensure that speed limits are safe and appropriate' for their function, design, safety and use. The Rule requires RCAs to have regard to Waka Kotahi New Zealand Transport Agency's (Waka Kotahi's) Speed Management Guide (Guide) when reviewing and setting speed limits.
3. A workshop was held with directors at the Design and Delivery Committee (Committee) on 15 September 2020 to test the initial thinking and potential make-up of the planned Tranche 2 of the Safe Speeds Programme (see Speed Management Tranche 2 Workshop Presentation available in the resource centre). At this workshop, the Committee endorsed the direction of the proposed scope and scale of the Tranche 2 programme, the guiding principles and the proposed board engagement approach.
4. The agreed next step was to bring an options proposal for Tranche 2 to the board for decision. This proposal recommends the scope of the Tranche 2 programme and details next steps in conducting speed limit reviews. It also includes the proposed approach to communications.
5. Following the direction received from the Committee and taking the learnings from Tranche 1, analysis of possible programme scenarios for the review of speed limits has been completed. A long list of ten options was developed and then short-listed to three viable options. The recommended option is a balanced mix of rural and urban roads, town centres and residential areas, schools and Marae.
6. Due to the scale of the recommended option (approximately 1,022km), a two-stage public engagement process is proposed and recommended for endorsement. Implementation, if the bylaw amendment was approved, is also proposed to be staged.
7. The proposed approach to public communications and engagement builds on the successes and learnings from Tranche 1 and proposes early engagement with key stakeholders as we work through the detailed analysis.
8. The cost estimate for the recommended option aligns with the funding set in the Road Safety Programme Business Case (PBC) and approved in the Safe Speeds Programme Single Stage Business Case (SSBC).

Ngā tuinga ō mua / Previous deliberations

9. The board has not previously deliberated on any proposal to set the scope and scale of further speed limits reviews. The board has previously deliberated on other matters and proposals concerning the Safe Speeds Programme, including approval of a resolution to make minor

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corrections to the Bylaw 2019 on 1 September 2020 and approval to commence public consultation on the proposed speed limit changes for 26 additional roads on 29 October 2020.

10. The initial planning for Tranche 2 of the Safe Speeds Programme was discussed at the Committee meeting of 15 September 2020.

11. Figure 1 in **Attachment 2** illustrates the board's previous deliberations on speed management.

Te horopaki me te tīaroaro rautaki / Context and strategic alignment

12. In September 2019, the board approved Vision Zero for Tamaki Makaurau, a Transport Safety strategy and Action Plan to 2030, which sets a target on no more than 250 deaths and serious injuries (DSI) by 2030 and includes *“Providing a safe transport environment by increasing investment in safe infrastructure, technology and speed management”* as a strategic priority.

13. 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 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. Reviewing and setting safe and appropriate speed limits is a legislative requirement of AT and is a critical part of the holistic road safety response for Auckland. It provides the most cost effective and fastest reductions in deaths and serious injuries on our network. Speed management also contributes to positive emissions outcomes, as well as improved access and experience for vulnerable road users.

15. In response to the poor safety performance of roads across Auckland through to 2017, AT, together with road safety partners and key stakeholders, developed the Safe Speeds Programme which involves a multi-year programme of speed limit reviews.

16. In October 2019 the board made the Bylaw 2019 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.

17. In March 2020, Waka Kotahi approved the SSBC for the Safe Speeds Programme, securing \$33m of funding for programme delivery by 30 June 2021.

18. In September 2020, the Government Policy Statement on Land Transport (GPS) 2021/22 - 2030/31 was released, which incorporates the strategic priority of *“Developing a transport system where no-one is killed or seriously injured”* and brings all of the *“...safety related activity classes together to invest for a 40% reduction in deaths and serious injuries”*, in line with Road to Zero.

19. In 2020 to date there have been 26 deaths on Auckland's roads, 18 fewer than the five-year average. However, of these deaths, 17 were vulnerable road users (VRU) which represents a steadily increasing trend for this year. This may, in part, be COVID-19 pandemic Alert Level 4 lockdown related with less driving and potentially more walking and cycling and is consistent with national and international trends where improved vehicle technologies and infrastructure improvements have been more successful in protecting those in vehicles than outside.

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20. This reinforces the importance of progressing key focus elements of the Vision Zero for Tāmaki Makaurau strategy that target improvements for vulnerable road users, such as urban speed management, and aligns with the PBC recommended programme that optimised speed management in order to maximise the benefits of DSI reduction and improve the urban environments for vulnerable road users.

Ngā matapakinga me ngā tātaritanga / Discussion and analysis

21. The making of the Bylaw 2019 mandates speed limit changes on approximately 10% of Auckland's local road network. The roads are a mixture of high-risk roads and those that were already operating at lower speeds than the existing speed limit (i.e. self-explaining roads). These included rural roads, the City Centre, town centres, residential areas and urban roads. These road packages were referred to as being Tranche 1 of the Safe Speeds Programme. The new speed limits, as outlined within the Bylaw 2019, have been, or are due to be implemented from 30 June 2020 to 30 June 2021.

22. Experience gained through delivery of Tranche 1 have been incorporated into the Tranche 2 delivery process. These lessons and successes are core to our thinking going forward and are summarised as follows:

- Engagement of a dedicated Programme Director to provide oversight, co-ordination and direction to those involved and to ensure that the programme scope, budget, timeline, quality, risks and issues are appropriately managed.
- Co-opting of team members into the Tranche 2 programme team to ensure that advice from legal, communications and other subject matter experts is captured throughout the programme delivery process. This will increase legal input and improve co-ordination.
- Internal and external peer reviews at key points throughout the programme timeline to ensure the robustness of systems, processes and clear documentation and to build an evidence base that gives confidence in AT's ability to withstand any legal challenges.
- Early engagement with the board, Councillors, Local Boards, New Zealand Police, Mana Whenua, schools, business associations, and other community and advocacy groups, and to cultivate support and acceptance as the programme develops.
- Consideration of electoral cycles in planning.

23. The monitoring and evaluation of Tranche 1, as required by the Bylaw 2019, has commenced, with the baseline operating speed surveys completed prior to 30 June 2020. An online survey of 610 Aucklanders conducted on 14-22 July 2020 indicates strong continued support following the 30 June 2020 speed limit changes (see Customer Feedback to Speed Limit Changes – **Attachment 1**).

Tranche 2 Workstream Categories

24. Further roads have now been selected for possible review and investigation as part of Tranche 2. New packages of roads have been identified in a continuation of the previous **rural roads**, **town centres**, **residential areas** and **urban roads** workstream categories. In addition, further workstream categories have been created, as follows:

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- **Requested roads** – During the public consultation for the Bylaw 2019, specific roads were requested for investigation and AT made a commitment to consider these roads in future tranches.
- **Complementary speeds** – The requested roads workstream is supplemented by a workstream that focuses on speed limit reviews in areas where recent changes in infrastructure would be supported by speed limit reviews.
- **Schools** – Taking account of impending Government legislation that will mandate the reduction of speed limits around all schools, with a corresponding target for implementation by 2030.
- **Marae** – Following a request from Mana Whenua and recognising that several marae have kura or kohanga associated with them, the schools workstream is supplemented by a workstream that focuses on marae, with an additional aim of expanding community support for safer speeds, recognising that Maori are over-presented in crashes that cause deaths and serious injuries.

25. The inter-relationships between the workstream categories are shown in **Attachment 3**.

Tranche 2 Scoping Options and Assessment

26. The principles, as endorsed by the Committee, form the basis of the assessment framework. These include:

- maximising safety outcomes (DSI savings, DSI return on investment, top 10% of high benefit roads);
- legally compliant - meeting legislative requirements (including new government targets for schools);
- building coalitions - maximising community acceptance and support;
- maximising amenity, access and experience for vulnerable road users (pedestrians, cyclists and motorcyclists);
- minimising resource requirements (self-explaining roads that do not require engineering measures, deliverability) and;
- maximising strategic alignment (Safe Speeds Programme SSBC and Road Safety PBC).

27. A high-level multi-criteria analysis of the workstream categories was undertaken to prioritise the roads within the categories. A tool was then developed to enable quick and easy analysis of the 1000 plus option combinations available. The methodology, assumptions, functionality and suitability of both the multi-criteria analysis and the optioneering tool have been internally and externally, independently peer reviewed.

28. In undertaking the multi-criteria analysis, AT has attempted to select the right roads for speed limit review by focussing on the roads that Waka Kotahi has identified as the top 10% of high-risk roads (the highest benefit opportunities). Where roads have not been identified by Waka Kotahi as high benefit opportunities, when completing the speed limit reviews, AT will document the reasons for their selection.

29. A long list of ten scoping options was then created, starting with a 'Do Minimum' and ending with the 'Do Maximum', with the scoping options in between aimed at striking a balance between the competing principles and being of similar scope and scale to Tranche 1.

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30. A short list of three options was selected from the long list. The short-listed options are predominantly balanced options, scoring well across several of the guiding principles.
31. **Scoping Option 5** maximises the return on investment but has less community support and poor outcomes for vulnerable road users. Option 5 is summarised in **Attachment 3**.
32. **Scoping Option 9** is reduced in scale, but also has less community support and poorer outcomes for vulnerable road users. Option 9 is summarised in **Attachment 3**.
33. **Scoping Option 10 (recommended)** better balances the need for return on investment with improved community support and better outcomes for vulnerable road users.
34. Option 10 is comprised of three rural areas (excluding Franklin West), four town centres, two residential areas, the remaining 70km/h roads, all schools with existing variable speed limits (approximately 42%), rural marae that have not been captured elsewhere under the rural roads (approximately 10) and the complementary roads.
35. The recommended Option 10 is summarised in the figure below and in **Attachment 3**.

Tranche 2 Staging Options for Proposed Bylaw Consultation

36. The total length of roads (approx. 1,022km) proposed in the preferred option for Tranche 2 is longer than that delivered under Tranche 1 (approx. 828km).
37. Given the increased scale of the recommended Tranche 2 programme and accounting for the lessons learnt from Tranche 1, two staging options have been developed.

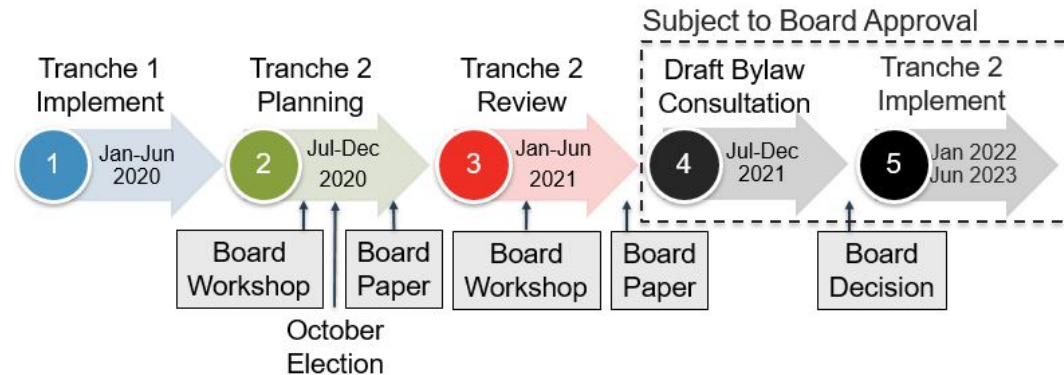
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Shortlist option 10 – <u>Balanced Medium Option</u> (Recommended)								Approx. 75 DSI savings (5 years)	Approx. \$46.8M		
Scope and scale											
Categories								Pros –			
Rural roads	Residential	Schools	Marae	Requested roads	Town Centres	70km/h roads	Complementary speeds to existing infrastructure			<ul style="list-style-type: none"> Balanced outcomes across workstreams Good returns on investment Good community support anticipated Exceeds the DSI returns outlined in the PBC 	
Analysis											
Principles						Business cases		Cons –			
Value for Money	Alignment to Government school targets	Self-explaining speed limits	Target vulnerable road users	Community support	Deliverability	Alignment to PBC	Alignment to SSBC			<ul style="list-style-type: none"> Lower DSI returns than other options 	
						Good	Good				
Legend			Length by Category:			Estimated Length		Estimated DSI savings per year			
<ul style="list-style-type: none"> Rural Roads Requested Roads Marae 			<ul style="list-style-type: none"> Residential Town Centres 70km/h roads 					1022kms		32 DSI/\$100M	

Note: Requested roads have not been specifically included as a category in the recommended option, however, 6% of the requested roads are already included within the other selected workstreams categories. Many requested roads are being 'engineered up' as part of other AT work programmes, for example, nine of the top 50 requested roads are currently included in the Connected Communities programme.

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38. **Staging Option A** proposes a single-stage public consultation process followed by the staged delivery of any associated bylaw (if made), like the process followed under Tranche 1. Considerable resource is required to complete all the investigations and to prepare the draft bylaw prior to consultation approval. There is a risk that consultation on the more contentious workstreams could potentially delay the delivery of the more acceptable workstreams.

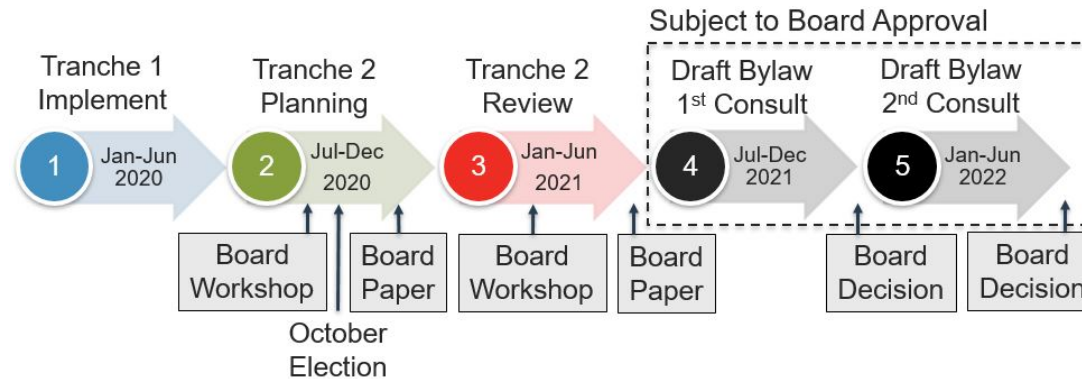


39. The figure above shows Option A, the single-stage public consultation process.

40. **Staging Option B (recommended)** proposes splitting the programme consultation into two, more manageable consultation processes. An early public consultation for packages with shorter investigation periods will be followed by a later public consultation for packages where co-design and additional consultation of proposed engineering measures may be required. Resourcing the investigations for two smaller consultation processes is expected to reduce risks around timely delivery and would improve customer experience. The cost of operating two separate consultation processes will be greater. The delivery of any bylaws (if made) could still be staged. Both investigations and possible delivery can run in parallel, but, once the approval to consult on the first bylaw has been obtained, that bylaw process must be closed out (a decision made on the making of the first bylaw) before approval to consult on the second bylaw can be obtained.

41. The figure below shows Option B, a two-stage public consultation process. The timing of the second consultation period should be considerate of local government elections.

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Legislative Requirements

42. As the road controlling authority for most roads within the Auckland transport system, AT is responsible for reviewing the speed limits on these roads to ensure they are 'safe and appropriate' for their function, design, safety and use. AT is required to review speed limits by, and in accordance with, the Land Transport Rule: Setting of Speed Limits 2017 (Rule).

43. 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, such as 'engineering up', 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.

44. The Rule requires RCAs to have regard Waka Kotahi's Speed Management Guide (Guide) when reviewing and setting speed limits.

Ngā tūraru matua / Key risks and mitigations

Key risk	Mitigation
Programme risk – exceedance of scope, budget and timeline tolerances.	Engagement of a dedicated Programme Director to manage resourcing and track progress.

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Legal risk – non-compliance with legislative requirements.	Planned regular assurance reviews that are managed independently by the Programme Director and scheduled with the legal team.
Reputational risk – significant negative public sentiment and media feedback on the proposal to reduce speed limits on these roads.	Frame up the right dialogue. Ensure a strong narrative that points back to strategic intent and an evidence-based mandate in communications.
COVID-19 pandemic risk – further alert level lockdowns lead to extended delivery timeframes and increased costs.	Ensure key team members can continue to work from home. Engage with key stakeholders on-line, if possible.

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

45. 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. Note that budget for financial year 2021/2022 onwards are subject to consultation and approval of the RLTP 2021.
46. The SSBC was approved by Waka Kotahi in March 2020, securing \$32,921,688 of funding for programme delivery by 30 June 2021.
47. Following approval of the Auckland Council Emergency Budget for financial year 2020/2021, Tranche 2 of the Safe Speeds Programme was prioritised over the remainder of the road safety programme works.
48. The cost estimate for proposed Tranche 2 is approximately \$46.8m, spread over two financial years. This aligns with the proposed budgets in both the PBC and RLTP 2021 of \$27.6m per year.

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

49. Speed has important impacts on the environment, and these are highlighted in more detail in the SSBC.
50. Slower speeds can reduce transport emissions, which would support the council's ability to achieve its climate goals and is well aligned with Te Tāruke-ā-Tāwhiri: Auckland's Climate Action Framework and with the in-principle changes to this framework endorsed by the Environment and Climate Change Committee (ECC/2020/12).
51. Slower speeds also make active mode choices safer and more attractive, contributing to a shift to a lower carbon transport system.

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52. It is therefore considered that the speed limit reductions currently proposed for review under Tranche 2 of the Safe Speeds Programme will have positive environmental impacts, should they proceed.

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

53. A Communications Strategy (Attachment 2) has been created to ensure AT meets its legal obligations under:

- The Land Transport Act 1998
- The Local Government Act 2002
- The Land Transport Rule: Setting of Speed Limits 2017.

54. A comprehensive stakeholder list has been created, which includes parties AT is legally required to consult with and other relevant stakeholders.

55. **Mana whenua** – The project team has worked with AT’s Māori Engagement Team to commence very early engagement on the proposal for Tranche 2 of the Safe Speeds Programme with Mana Whenua (northern transport hui held on 1 July 2020 and central transport hui held on 8 July 2020). At the central transport hui, Mana Whenua requested that marae be considered for inclusion in Tranche 2. Early engagement with the marae where Tranche 2 speed limit reviews are proposed is critical.

56. **Elected members** – Work continues to engage closely with elected members. Very early engagement with the local boards potentially affected by the proposal for Tranche 2 speed limit reviews has commenced.

57. It is also proposed to take an update on Road Safety (including the Tranche 2 proposal) to a workshop with Auckland Council’s Planning Committee, the timing of which is to be confirmed.

58. **Customer and community** – AT will engage early with communities where engineering measures to complement speed limit changes are proposed. AT has already taken steps to set up Community Liaison Groups in both Devonport and Takapuna. Early engagement with the affected schools is also proposed.

59. Should the proposed reviews lead to a proposed bylaw being endorsed by the board for public consultation, the communities where changes are proposed and the general public will be consulted as part of a multi-channel communication approach that will involve letters, brochures, newspaper advertisements and geo-targeted social media advertising.

60. AT will take all practicable steps to ensure the public is made aware of any proposed changes and can provide feedback.

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

61. 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.
62. Implementation of safer speeds will make walking and cycling facilities safer and more attractive and will encourage safe road user behaviour.
63. Even modest speed reductions can prevent the occurrence of collisions and can significantly reduce the outcomes when crashes do occur.

Ā muri ake nei / Next steps


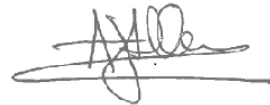
64. Investigations and early engagement:
 - Commence reviews of speed limits for the recommended Tranche 2 packages in accordance with requirements of the Rule and having regard for the Guide (see Speed Limits Review Process, Glossary and Template in **Attachment 4**);
 - Commence investigation of possible engineering measures for town centres;
 - Commence early engagement with schools, marae, local boards and town centre Community Liaison Groups and;
 - Update the board on progress in late April 2021.
65. Preparation of draft bylaws and proposed Statements of Proposal, and preparation of proposed public consultation material, including preliminary results of monitoring and evaluation of Tranche 1.
66. The board to consider a proposal to commence public consultation in late June 2021 (Stage A) and early December 2021 (Stage B).

Ngā whakapiringa / Attachments

Attachment number	Description
1	Customer Feedback to Speed Limit Changes
2	Previous Deliberations
3	Workstream Categories and Short-listed Scoping Options
4	Speed Limit Review Process, Glossary and Template

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Te pou whenua tuhinga / Document ownership

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Recommended by	Andrew Allen Executive General Manager Service Delivery	
Approved for submission	Shane Ellison Chief Executive	