

I hereby give notice that an ordinary meeting of the Transport and Infrastructure Committee will be held on:

**Date:** Thursday, 4 July 2024  
**Time:** 10.00am  
**Meeting Room:** Reception Lounge  
**Venue:** Auckland Town Hall  
301-305 Queen Street  
Auckland

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## Komiti mō ngā Tūnuku me ngā Rawa Tūāhanga / Transport and Infrastructure Committee

### OPEN ADDENDUM AGENDA

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#### MEMBERSHIP

<b>Chairperson</b>	Cr John Watson	
<b>Deputy Chairperson</b>	Cr Christine Fletcher, QSO	
<b>Members</b>	Cr Andrew Baker	Cr Mike Lee
	Cr Josephine Bartley	Cr Kerrin Leoni
	Hokura Member Billy Brown	Cr Daniel Newman, JP
	Mayor Wayne Brown	Hokura Member Pongarauhine Renata
	Cr Angela Dalton	Cr Greg Sayers
	Cr Chris Darby	Deputy Mayor Desley Simpson, JP
	Cr Julie Fairey	Cr Sharon Stewart, QSM
	Cr Alf Filipaina, MNZM	Cr Ken Turner
	Cr Lotu Fuli	Cr Wayne Walker
	Cr Shane Henderson	Cr Maurice Williamson
	Cr Richard Hills	

(Quorum 11 members)

**Lata Smith**  
Kaitohutohu Mana Whakahaere Matua / Senior  
Governance Advisor

**2 July 2024**

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## Auckland Council Submission on the draft Land Transport Rule: Setting of Speed Limits 2024

File No.: CP2024/08366

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### Te take mō te pūrongo

#### Purpose of the report

1. To endorse the approach of Auckland Council's draft submission in response to the Draft Land Transport Rule: Setting of Speed Limits 2024 (the draft Speed Rule 2024) and delegate authority to the Chair and Deputy Chair of the Transport and Infrastructure Committee and a member of Houkura – Independent Māori Statutory Board to approve the final submission.

### Whakarāpopototanga matua

#### Executive summary

2. Te Manatū Waka the Ministry of Transport has released the draft Land Transport Rule: Setting of Speed Limits 2024 for public consultation. It is intended that this would replace the Land Transport Rule: Setting of Speed Limits 2022 (the 2022 Rule). There are significant differences between the existing 2022 Rule and the proposed draft Speed Rule 2024.
3. The government believes a more balanced approach to setting speed limits is required and proposes that greater consideration is given to economic growth and public acceptability. The draft Speed Rule 2024 proposes seven changes to the existing speed management framework, including a requirement for cost-benefit analysis when setting new speed limits, new consultation requirements and a reversal of many of the speed limit changes that have been made since January 2020.
4. Auckland Council and Auckland Transport (AT) staff have worked together to develop a draft submission in response to the Rule, with AT providing technical input. A working draft version of the submission will be presented at the 4 July Transport and Infrastructure Committee meeting for consideration.
5. Amongst other things, the draft submission notes there are misalignments between the draft Speed Rule 2024 and previous Auckland Council and AT strategic direction on speed management and safety. Some of the proposals, particularly the proposal to reverse speed limit reductions, will compromise road safety. The draft submission highlights the need for Road Controlling Authorities (such as AT) to be able to continue taking local conditions into account when setting speed management policies, rather than being subject to blanket rules determined centrally. The draft submission also notes the operational and financial implications of this draft Speed Rule 2024 for AT.
6. This report seeks consideration of the draft submission from the Transport and Infrastructure Committee and delegated authority to be provided to the Chair and Deputy Chair of the Transport and Infrastructure Committee and a member of Houkura – Independent Māori Statutory Board to approve the final submission.

## Ngā tūtohunga Recommendation/s

That the Transport and Infrastructure Committee:

- a) ohia / endorse the approach of the Auckland Council group submission to the Draft Land Transport Rule: Setting of Speed Limits 2024, that:
  - i) **opposes** the proposal to require a new and bespoke form of cost-benefit analysis for speed limit changes, noting that Auckland Transport already undertakes cost-benefit analysis for proposed changes to speed limits, but recommends changes to improve transparency around the calculation of benefits and disbenefits.
  - ii) **partially supports** strengthening consultation requirements, and recommends changes to reduce administrative costs;
  - iii) **partially supports** the requirement for variable speed limits outside school gates, but requests flexibility for Auckland Transport to take into account local circumstances;
  - iv) **opposes** the introduction of a Ministerial Speed Objective, and recommends that ministerial input into speed limit setting should remain part of the Government Policy Statement on Land Transport;
  - v) **opposes** the changes to speed limit classifications, and recommends that local authorities should have flexibility to respond to local conditions and community requests;
  - vi) **supports** the update to the Director's criteria for assessing speed management plans;
  - vii) **opposes** the reversal of recent speed limit reductions, and recommends that existing speed limits can be retained where community support or special local circumstances are demonstrated.
- b) tautapa / delegate authority to the Chair and Deputy Chair of the Transport and Infrastructure Committee and a member of Houkura – Independent Māori Statutory Board to approve the final submission, inclusive of any amendments agreed by the Transport and Infrastructure Committee, prior to the deadline of 11 July 2024.

## Horopaki Context

7. In April 2022, under the previous government, the Ministry of Transport released the 2022 Rule, which set out a regulatory framework for road controlling authorities to plan for, consult on and implement speed management changes.
8. The 2022 Rule introduced Speed Management Plans (SMPs) as the primary tool by which speed limit changes are developed, with a focus on a whole-of-network approach. The 2022 Rule also set a requirement for Road Controlling Authorities to reduce speed limits around schools by 2027.
9. In response to the legal requirements under the 2022 Rule, AT developed the draft Kātoa, Kā Ora: Auckland Speed Management Plan 2024-2027 (Kātoa, Kā Ora) to set safe and appropriate speed limits, particularly near schools. Extensive consultation was undertaken with the public, Local Boards, and mana whenua. The finalisation of the draft Kātoa, Kā Ora was approved by the Transport and Infrastructure Committee on 7 Dec 2023., The finalisation of Kātoa, Kā Ora was put on hold by the AT Board when Government signalled a different approach for the new draft Speed Rule 2024.
10. An updated draft Speed Rule 2024 was released by the Ministry of Transport on 13 June 2024. It follows an approach to setting speed limits that focuses on economic impacts, high crash areas and public acceptability. The intention of the draft Speed Rule 2024 is to replace the 2022 Rule and it would come into effect before the end of 2024.

## Tātaritanga me ngā tohutohu Analysis and advice

### Changes under the Proposed Land Transport Rule: Setting of Speed Limits 2024

11. In line with the new Transport Minister’s vision for land transport that boosts productivity and economic growth, the draft Speed Rule 2024 uses an approach for setting speed limits that focuses on high crash areas and public acceptability. Government outlines that the draft Speed Rule 2024 takes a more balanced approach to setting speed limits to ensure economic impacts and the views of local communities and road users are considered alongside safety.
12. Table 1 below shows the seven proposals set out in the draft Speed Rule 2024, as well as the draft Auckland Council positions and recommendations that inform the Auckland Council draft submission.

**Table 1: Auckland Council position and recommendations on the draft Speed Rule 2024 proposals**

Auckland Council position	Recommendation
<b>Proposal 1 – Require cost benefit analysis (CBA) for speed limit changes</b>	
<b>Oppose: The proposed modified CBA methodology is inconsistent with established economic analysis as published in the NZTA Monetised Benefits and Costs Manual. It would create additional administrative burdens and expenses on Council.</b>	Note that AT already undertakes CBA for proposed changes to speed limits, and recommend changes to improve the transparency around benefits and disbenefits.
<b>Proposal 2 – Strengthen consultation requirements</b>	
<b>Partially support: This largely matches the extensive consultation process currently applied, but a road-by-road analysis would increase administrative costs, mostly falling on ratepayers.</b>	Recommend that the consultation requirement be revised to allow a single analysis for a group of contiguous roads where the same speed limit is proposed.
<b>Proposal 3 – Require variable speed limits outside school gates</b>	
<b>Partially support: The proposed lengths outside school gates for variable speed limits are in many cases impractical to implement. When combined with the limited time for the reduced speed limit, the variable speed limits would have a minimal impact on road safety.</b>	Recommend that RCAs retain discretion on the implementation of permanent or variable speed limits, as well as the distances where speed limits apply outside schools, subject to engagement with local communities and schools.
<b>Proposal 4 – Introduce a Ministerial Speed Objective</b>	
<b>Oppose: This condition would exclude opportunities for local input and parliamentary scrutiny when preparing a speed management plan.</b>	Recommend that Ministerial input into speed limit setting objectives should remain part of the GPS and not be a standalone directive. This would make it subject to consultation as part of the GPS and would avoid potential confusion between the MSO and GPS if they differed.
<b>Proposal 5 – Changes to speed limit classifications</b>	

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Auckland Council position	Recommendation
<p><b>Oppose:</b> The proposed speed limit ranges would reduce safety for users of Auckland’s transport network. The lack of provision of a 30km/h limit is a particular concern for town centres and around schools given likely increase of death and serious harm.</p>	<p>Recommend that local authorities should have flexibility to respond to local conditions and community requests.</p>
<p><b>Proposal 6 – Update Director’s criteria for assessing speed management plans</b></p>	
<p><b>Support:</b> This is primarily a technical amendment to align the Director’s decision-making criteria with the new requirements.</p>	<p>-</p>
<p><b>Proposal 7 – Reverse recent speed limit reductions</b></p>	
<p><b>Oppose:</b> The proposed speed limit reversals are expected to increase death and serious injury and do not consider local input or context.</p>	<p>Recommend that speed limits introduced since 1 January 2020 remain in place.</p> <p>In case the proposal proceeds, recommend that existing speed limits can be retained where community support or special local circumstances are demonstrated.</p> <p>Recommend that if speed limit reversals are required, Central Government cover the additional costs associated with its implementation and allow an additional 18 months for implementation.</p>

13. Under the draft Speed Rule 2024, 30km/h speed limit reductions that have been introduced since 1 January 2020 on local streets “because there is a school in the area” will be reversed. This includes permanent speed limit reductions around schools. These will be replaced with variable 30 km/h speed limits outside school gates during drop-off and pick-up times to slow down traffic as children enter or leave school. There is some uncertainty around the exact implications of the wording in the draft Speed Rule 2024, particularly for rural schools.
14. Speed limit reductions on urban arterial roads made since 1 January 2020 will also be reversed. Speed limits will be reversed on rural State Highways unless there is demonstrated public support to keep the lower speed on rural State Highways.
15. The draft Speed Rule 2024 would allow the Minister of Transport to set the Government’s expectations for speed management, through a new Ministerial Speed Objective. This objective may be separate from the Government Policy Statement on Land Transport and could include the pace, scale, and focus for setting speed limits, such as the types of roads or percentage of the roading network Road Controlling Authorities should focus on.
16. Table 2 shows the proposed schedule for speed limit classifications.



Table 2: proposed schedule for speed limit classifications

	Class of road	Description	Current guidance	Proposed speed limit
<b>Urban streets</b>	Urban streets	Residential and neighbourhood streets, and streets that provide access to and support businesses, shops, on-street activity and services.	30 – 40 km/h	50 km/h
	Civic spaces	Streets mainly intended for localised on-street activity with little or no through movement.	10 – 20 km/h	10 – 20 km/h
	Urban connectors	Streets that provide for the movement of people and goods between different parts of urban areas, with low levels of interaction between the adjacent land use and the street	40 – 60km/h	50 – 80 km/h
	Urban transit corridors	Urban motorways and corridors that provide for movement of people and goods within an urban environment.	80 – 100 km/h	80 – 100 km/h
<b>Rural roads</b>	Peri-urban roads	Roads that primarily provide access from residential property on the urban fringe, where the predominant adjacent land use is residential, but usually at a lower density than in urban residential areas.	50 – 80 km/h	50 – 80 km/h
	Stopping places	Rural destinations that increase activity on the roadside and directly uses the road for access	40 – 80 km/h	50 – 80 km/h
	Rural roads	Roads that primarily provide access to rural land for people who live there and support the land-use activity being undertaken.	60 – 80 km/h	80 – 100 km/h
	Rural connectors	Roads providing a link between rural roads and interregional connectors.	60 – 100 km/h	80 – 100 km/h
	Interregional connectors	Roads that provide for movement of people and goods between regions and strategic centres in a rural context.	60 – 110 km/h	100 km/h
	Expressways	State highways that are median divided, with two or more traffic lanes in each direction, grade separated intersections, access controlled, with a straight or curved alignment	N/A	100-110 km/h

17. The draft submission notes that there are misalignments between the draft Speed Rule 2024 and existing Auckland Council and AT strategic direction on speed management and safety. It raises concern that the proposed approach to speed management will compromise road safety, especially for vulnerable road users. Evidence shows that a focus only on areas with a history of serious crashes for setting speed limits is insufficient to achieve strong results in reducing road harm. Auckland data confirms this; 76% of deaths and serious injuries (DSI) in Auckland in 2023 occurred at locations where there had been no serious or fatal injury crashes in the previous 5-year period. Moreover, the draft Speed Rule 2024 proposes blanket reversals of previous targeted speed limit reductions with no consideration of the safety aspects inherent in local urban conditions, and it provides limited scope to make safety related speed changes in urban environments.
18. As the Rule is drafted, blanket reversals of previously consulted on speed limit reductions would be imposed without being themselves subject to public consultation. Similarly, and the proposed Ministerial Objective may include prescriptive measures that would not be subject to local input or parliamentary scrutiny. The draft submission highlights that these proposals may not, in some cases, consider local decision making, in particular Auckland Council and AT's abilities to consult on and cost-effectively respond to current land use and local safety issues when setting speed limits.
19. The draft submission highlights the operational and financial implications of this draft Speed Rule 2024 for AT, including any issues and costs associated with implementation, and provides recommendations for each proposal.

## **Tauākī whakaaweawe āhuarangi** **Climate impact statement**

20. Making a submission to the Government on the draft Speed Rule 2024 has no direct climate impacts.
21. The primary climate change benefit of safe and appropriate speed limits is that they support and encourage greater take up of walking, cycling and micromobility by reducing the risk to active road users, making these modes more attractive. This leads to reduced transport emissions. Post evaluations of speed reduction programmes, combined with safety improvements in town centres in Auckland have indicated that 19 per cent of people surveyed indicated that they participate in at least one more active mode activity than they did previously

## **Ngā whakaaweawe me ngā tirohanga a te rōpū Kaunihera** **Council group impacts and views**

22. AC and AT staff have worked collaboratively to develop the draft submission. The technical input provided by AT has been endorsed by memo by the AT Board.
23. The proposed changes would have an impact on AT as they would require additional resources, at a time when reduced funding is available for AT. In particular, the proposed requirements of road-by-road analyses for the cost-benefit-analysis and public consultation processes would require significant additional resources and would, in some cases, present practical issues such as double-counting of crashes at high risk intersections.
24. There would be several impacts related to the likely increase of speed limits across the road network as a result of the proposed reversal of recent speed limit changes, and the proposed new speed limit classifications. The lack of provision of a permanent 30km/h limit is a particular concern for town centres and around schools, where pedestrian volumes are high and safety issues may already exist. The proposed default 50km/h for urban streets may be too high for some streets and reduce safety for all users of Auckland's road network.
25. The proposed reversal of speed limits does not include consideration of the local context or land use. This would also create situations where some current pedestrian crossing facilities would be non-compliant with the traffic control devices rule, potentially requiring substantial investment to upgrade them to signalized crossings.

## Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe Local impacts and local board views

26. Consultation with Local Boards as part of the development of the draft Kātoa, Kā Ora showed that most Local Boards (16) supported the changes proposed by the draft Kātoa, Kā Ora that would have introduced lower speed limits around schools and marae.
27. Local Boards were briefed on the consultation material on Monday 24 June and were provided with the opportunity to input into the draft submission via a feedback template. Ten Local Boards have so far provided feedback to be considered for inclusion into the Auckland Council submission. Of these Local Boards, two expressed mostly support for the proposals, two expressed mixed views, and six Local Boards opposed, or mostly opposed the proposals.
28. Any Local Board feedback received by 9 July will be appended to the final submission.

## Tauākī whakaaweawe Māori Māori impact statement

29. Te Ora o Tāmaki Makaurau is the well-being framework developed by the Mana Whenua Kaitiaki Forum in response to Te Tāruke-ā-Tāwhiri. Safer roads contribute to more people walking or cycling, which in turn supports this framework developed by Mana Whenua.
30. Waka Kotahi's 2021 study 'He Pūrongo Whakahaumarū Huarahi Mō Ngā Iwi Māori – Māori Road Safety Outcomes' provides data demonstrating that Māori are disproportionately more likely to be hurt or killed on New Zealand roads. Speed limit changes over the last four years were expected to result in significant positive impacts for Auckland's Māori communities.
31. Mana whenua have, in general, been supportive of changes made through the Safe Speeds Programme and positive safety, community and environmental outcomes arising through safe and appropriate speed limits. There has been strong engagement and support for the rural marae workstream.
32. Mana whenua have played an important role in directing and contributing to the draft Kātoa, Kā Ora, with a focus to reduce road harm for Māori. Further advice from the Mana Whenua Kaitiaki Forum for the draft Kātoa, Kā Ora includes the need:
  - to focus on Tamariki - on kohanga reo, kindergartens, kura and schools. There is a need to keep all children safe and think of future generations.
  - for safe speed limits near marae, papakāinga and kaumātua housing, kura kaupapa and schools, kohanga reo and kindergartens, to protect all who visit and use these locations.
33. The draft Speed Rule 2024 will have impacts on kura kaupapa Māori, as reduced speed limits around schools are likely to be reversed. The objective for reducing road harm for Māori could also be at risk under the draft Speed Rule 2024.
34. Mana whenua have been provided with the information on the draft Speed Rule 2024 consultation material and have been invited to provide input to the Council group submission.

## Ngā ritenga ā-pūtea Financial implications

35. There is no financial implication from making a submission on the draft Speed Rule 2024 2024.

36. The draft Speed Rule 2024 is expected to impose additional costs on AT, particularly in respect of additional signage associated with the reversal of speed reductions and the installation of variable signs. AT estimate total implementation costs in the range between \$7 million and \$21 million, subject to the choice of static or electronic signs for variable speed limits. AT expect that additional costs may arise with the introduction of additional cost-benefit-analyses for speed limit changes, as well as for a level public engagement that is expected to be necessary due to high public interest in the proposed speed limit changes. Some of these costs are likely to fall into the 2024/2025 financial year.
37. The costs imposed by the draft Rule may lead to additional funding constraints, as reduced funding is currently available for AT and the draft Rule does not indicate that additional funding may be provided for the implementation of the proposed changes.

## Ngā raru tūpono me ngā whakamaurutanga Risks and mitigations

38. There are several risks associated with the draft Speed Rule 2024. Safety risks related to the proposed changes to speed limit classifications and the removal of safety measures near schools as part of the reversal of speed limit reductions are a key concern.
39. There is a risk that decision-making about speed management is weakened at a local level as a consequence of the proposed Ministerial objective, and the lack of consideration of local consultation as proposal as part of the draft Rule.
40. There may also be risks related to the financial uncertainties and the short timeframe during which recent speed limit reductions will have to be reversed without giving consideration to safety aspects and public input.
41. These risks can be mitigated by highlighting the concerns in the Auckland Council submission and advocating for amendments to the draft Rule that will provide greater flexibility for Auckland Transport to set safer speeds, reduce administrative and financial burdens, consider local context and input, and allow longer timeframes to implement the changes.

## Ngā koringa ā-muri Next steps

42. Any amendments agreed by the Transport and Infrastructure Committee will be included in the draft submission.
43. Staff recommend that authority to approve the final submission, incorporating feedback from the Transport and Infrastructure Committee, be delegated to the committee chair, deputy chair and one Houkura member.
44. The final Council group submission be approved and sent to the Ministry of Transport on 11 July 2024.

## Ngā tāpirihanga Attachments

There are no attachments for this report.

## Ngā kaihaina Signatories

Authors	Lisa Bloss - Transport Advisor Michael Roth - Lead Transport Advisor
Authorisers	Megan Tyler - Director Policy, Planning and Governance Barry Potter - Director Infrastructure and Environmental Services